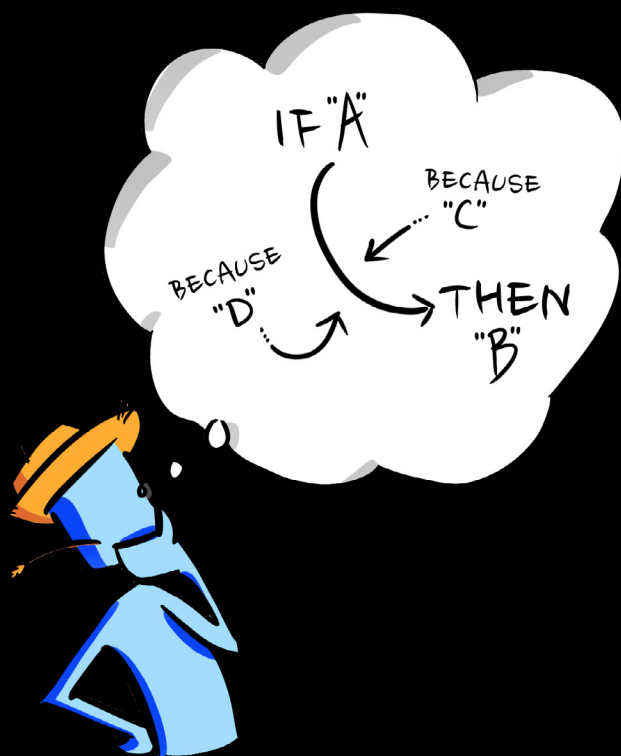




Food and Agriculture
Organization of the
United Nations

OPERATIONALIZING PATHWAYS TO SUSTAINING PEACE

A how-to guide



OPERATIONALIZING PATHWAYS TO SUSTAINING PEACE

A how-to guide

Food and Agriculture Organization of the United Nations
Rome, 2022

REQUIRED CITATION

FAO. 2022. *Operationalizing pathways to sustaining peace: A how-to guide*. Rome.

The designations employed and the presentation of material in this information product do not imply the expression of any opinion whatsoever on the part of the Food and Agriculture Organization of the United Nations (FAO) concerning the legal or development status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries. Dashed lines on maps represent approximate border lines for which there may not yet be full agreement. The mention of specific companies or products of manufacturers, whether or not these have been patented, does not imply that these have been endorsed or recommended by FAO in preference to others of a similar nature that are not mentioned.

© FAO, 2022



Some rights reserved. This work is made available under the Creative Commons Attribution-NonCommercial-ShareAlike 3.0 IGO licence (CC BY-NC-SA 3.0 IGO; <https://creativecommons.org/licenses/by-nc-sa/3.0/igo/legalcode/legalcode>).

Under the terms of this licence, this work may be copied, redistributed and adapted for non-commercial purposes, provided that the work is appropriately cited. In any use of this work, there should be no suggestion that FAO endorses any specific organization, products or services. The use of the FAO logo is not permitted. If the work is adapted, then it must be licensed under the same or equivalent Creative Commons licence. If a translation of this work is created, it must include the following disclaimer along with the required citation: "This translation was not created by the Food and Agriculture Organization of the United Nations (FAO). FAO is not responsible for the content or accuracy of this translation. The original English edition shall be the authoritative edition."

Disputes arising under the licence that cannot be settled amicably will be resolved by mediation and arbitration as described in Article 8 of the licence except as otherwise provided herein. The applicable mediation rules will be the mediation rules of the World Intellectual Property Organization <http://www.wipo.int/amc/en/mediation/rules> and any arbitration will be conducted in accordance with the Arbitration Rules of the United Nations Commission on International Trade Law (UNCITRAL).

Third-party materials. Users wishing to reuse material from this work that is attributed to a third party, such as tables, figures or images, are responsible for determining whether permission is needed for that reuse and for obtaining permission from the copyright holder. The risk of claims resulting from infringement of any third-party-owned component in the work rests solely with the user.

Sales, rights and licensing. FAO information products are available on the FAO website (www.fao.org/publications) and can be purchased through publications-sales@fao.org. Requests for commercial use should be submitted via: www.fao.org/contact-us/licence-request. Queries regarding rights and licensing should be submitted to: copyright@fao.org.

Contents

Foreword	v
Acknowledgements	vi
Introduction	1
How agrifood systems are interlinked with conflict dynamics	3
How can FAO increase its contribution to sustaining peace?	5
Understanding the context and conflict dynamics	6
Integrating conflict sensitivity into programme design and operations	6
Optimizing contributions to local peace.....	10
FAO’s pathways for contributing to local peace.....	12
Illustrative pathways for FAO to contribute to local peace.....	16
Strengthening regulatory frameworks and institutions to regulate the use of and rights to renewable natural resources more effectively	17
Strengthening formal and informal conflict-management mechanisms	20
Improving the productivity of natural resources to reduce scarcity	23
Enhancing equitable and inclusive access to natural resources across community members and social groups	26
Improved relationships and increased ability for joint problem-solving within and between communities	27
Enhancing constructive engagement between communities and local authorities, and more inclusive decision-making.....	30
Maintaining the viability of agricultural livelihoods in situations of conflict and insecurity.....	32
Engaging in partnerships	34
FAO’s comparative advantages.....	35
Partners’ comparative advantages	35
Measuring FAO’s contribution to local peace.....	36
Develop a theory of change for contributing to local peace.....	36
Integrate peace-contributing outcomes and outputs into the results framework	37
Regular context monitoring and adaptation	37
Enhancing FAO’s capacity to contribute to sustaining peace	39
Keeping an ear to the ground	39
Available support capacities.....	39
Annex 1. Theory of change – illustrative pathways.....	43
References	52

Foreword

The Food and Agriculture Organization of the United Nations (FAO) was created in the wake of the Second World War and was vested with a vital role in achieving and sustaining peace. The first Session of the FAO Conference stated that "...the Food and Agriculture Organization is born out of the need for peace as well as the need for freedom from want. The two are interdependent. Progress towards freedom from want is essential to lasting peace."

Recognizing that agriculture, natural resources, food security and nutrition can be sources of peace or conflict, crisis or recovery, tragedy or healing, in 2018 FAO approved its *Corporate Framework to support sustainable peace in the context of Agenda 2030*. This committed FAO to drive more deliberate impacts on peace. Underpinning this commitment is ensuring that the Organization's projects and interventions are conflict sensitive so that all stakeholders understand the dynamics of the diverse contexts in which FAO works. Especially in fragile and conflict-affected contexts, we need to make sure that our work avoids contributing to divisions, disputes and violent conflict. All that we do – both by ourselves and through partnerships – should follow this approach.

At a minimum, we must do no harm, but we can also identify where FAO can positively contribute to social cohesion and peace – and these efforts must be rooted in robust theories of change. FAO is placing increasing emphasis on ensuring that our interventions make a positive contribution to peace – an objective shared across the United Nations system, and increasingly a requirement of our partners and donors. The focus of this how-to guide is to elaborate the pathways through which the Organization can optimize deliberate contributions to peace, and inform the design, adaptation and impact measurement of its interventions. For example, by enhancing equitable and inclusive access to natural resources for all community members and social groups, it is possible to reduce grievances and exclusion, and improve intercommunity and intracommunity relations. But this can only be achieved if the intervention is correctly designed, monitored and adapted.

In recent years, FAO has developed corporate tools, guidance and training on conflict sensitivity and context analysis. *Operationalizing pathways to sustaining peace: A how-to guide* is another crucial document in that series, developed through collaboration between the FAO Conflict and Peace Unit and Interpeace in the context of a wider partnership between the two Organizations.

Following broad consultation across the Organization, this document provides operational guidance and inspiration to FAO project and technical staff on how our work can enhance the Organization's contributions to peace – and how to measure those contributions. It is part of an ongoing process, which complements FAO's efforts through its Strategic Framework to support the transformation to more efficient, inclusive, resilient and sustainable agrifood systems, for better production, better nutrition, better environment and better life, leaving no one behind.

I encourage all projects and interventions in fragile and conflict-affected contexts to use this how-to guide and share it widely among staff and partners, so that we can better enhance and measure FAO's impacts on peace.

QU Dongyu

Director-General

Food and Agriculture Organization of the United Nations

Acknowledgements

This how-to guide is the product of a collaborative effort between Interpeace/International Peacebuilding Advisory Team (IPAT) and the FAO Conflict and Peace Unit (CPU). It draws on the technical expertise of Phillip Priestley (FAO), Maria Norton de Matos (FAO) and Frauke de Weijer (IPAT). Additional direct support was provided by Julius Jackson (FAO), Sally James (FAO), Giulia Orlandi (FAO) and FAO's Monitoring, Evaluation and Learning Team of the Office for Emergencies and Resilience (OER).

The development of the how-to guide benefited from the inputs, discussions and feedback of staff from across the Organization, including technical divisions and decentralized offices, as well as the United Nations Peacebuilding Support Office.

Graphic design and layout support was provided by Aldo Moro (FAO) and Annetta BouSaleh (FAO), with editing by Hope Traficanti (FAO). Illustrations were drawn by Jean-Simon Rioux (IPAT Associate).

Introduction

Violent conflict has increased in recent decades. The number of people worldwide who live in settings where conflict and violence are a daily occurrence is increasing. By 2030, it is estimated that more than half of all people living in poverty will be found in countries affected by high levels of violence. FAO programmatic interventions occur in all protracted-crisis contexts as well as in countries affected by conflict and fragility. These conflict dynamics have a negative impact on households' food security – an important goal for FAO. Furthermore, they constitute significant risks to the effectiveness of FAO's operations, and FAO needs to equip itself to operate in such environments.

Created in the wake of the Second World War, FAO was vested with a vital role in achieving sustained peace. In the first Session of the FAO Conference, it was stated that "...the Food and Agriculture Organization is born out of the need for peace as well as the need for freedom from want. The two are interdependent. Progress towards freedom from want is essential to lasting peace."

FAO's [Corporate Framework to support sustainable peace in the context of Agenda 2030](#) was endorsed in 2018, guiding FAO in its areas of competence and comparative advantage towards more transformative impacts on peace. This is in line with the recommendation of the 2018 *Report of the Secretary-General on Peacebuilding and Sustaining Peace*, which urges United Nations entities to regard sustaining peace as an important goal to which their work can contribute, and integrate the approach into their strategic plans and activities. FAO has a clear role to play in the context of the Secretary-General's focus on conflict prevention and sustaining peace, as well as ongoing United Nations system reforms to link humanitarian, development and peace actors and investments.

In 2020, FAO and Interpeace contributed a [thematic paper](#) to the 2020 *Report of the Secretary-General on Peacebuilding and Sustaining Peace*, which outlined how approaches that contribute to sustaining peace are being incorporated into FAO policies, guidance, programming and partnerships. It was an initial step in outlining the pathways through which FAO may contribute to sustaining peace, which are further elaborated in this how-to guide.

The humanitarian-development-peace nexus approach is particularly pertinent to FAO's work. The *Evaluation of FAO's contribution to the humanitarian-development-peace nexus 2014–2020* recognized the need for closer and more sustained collaboration between humanitarian, development and peace actors. Acknowledging the Organization's existing contribution to localized peace, the evaluation also recommended the need to "...incentivize people-centred approaches as a critical way of linking its humanitarian and development programmatic work, ensuring that the technical entry points of its interventions are conflict-sensitive and where relevant contribute to sustaining peace." (FAO, 2021 c).

This how-to guide complements FAO's vision through its Strategic Framework to support the transformation to more efficient, inclusive, resilient and sustainable agrifood systems, for better production, better nutrition, better environment and better life, leaving no one behind. Of the 20 programme priority areas under FAO Strategic Framework, two under better life are of particular relevance: Agriculture and food emergencies, and Resilient agrifood systems. The programme priority areas articulate FAO's value added and comparative advantage in contributing to medium-term outcomes and associated Sustainable Development Goals targets identified for specific attention by FAO, in order to meet the four betters.

Within this broader corporate context, this how-to guide provides operational guidance and inspiration to FAO project and technical staff on how the Organization can enhance its contributions to peace, and how it can measure these contributions. It should be read in conjunction with earlier guidance presented in the FAO [Guide to context analysis](#) and its conflict sensitivity [Programme Clinic](#). Box 1 provides an explanation of the terminology used.

Box 1. Conflict and peace terminology

Conflict: An inevitable aspect of human interaction, conflict is present when two or more individuals or groups pursue mutually incompatible goals. Conflicts can be waged violently, as in a war, or non-violently, as in an election or an adversarial legal process. When channelled constructively into processes of resolution, conflict can be beneficial (Snodderly, 2011).

Conflict management: A general term that describes efforts to prevent, limit, contain or resolve conflicts, especially violent ones, while building up the capacities of all parties involved to undertake peacebuilding. It is based on the concept that conflicts are a normal part of human interaction and are rarely completely resolved or eliminated, but can be managed by such measures as negotiation, mediation, conciliation and arbitration (Galtung, 1964).

Conflict prevention: This term is used most often to refer to measures taken to keep low-level or long-festering disputes from escalating into violence. It can also apply to efforts to limit the spread of violence if it does occur, or to avoid the reoccurrence of violence (Galtung, 1964).

Peace is often defined as positive or negative peace.

Negative peace is the absence of violence. In order to create negative peace, we must look for ways to reduce and eliminate violence. A cease-fire would be an example of an action for negative peace.

Positive peace is the presence of social justice and equality, and the absence of structural or indirect violence. It is characterized by the presence of harmonious social relations and the “integration of human society” (Galtung, 1964).

Social cohesion: Social cohesion is the extent of trust in government and within society, and the willingness to participate collectively toward a shared vision of sustainable peace and common development goals. Social cohesion is often referred to as having vertical and horizontal dimensions. The vertical dimension represents trust between government and society. This includes trust in political, economic or social leaders, institutions, and processes such as elections, access to justice, taxation, budgeting, and the delivery of public services. The horizontal dimension describes the trust, relationships and interactions among people in a society across divisions. It includes identity and other social constructs such as race or class (United Nations Development Programme [UNDP], 2020).

Social capital: Social capital is typically understood as the accumulation of trust and willingness to cooperate in a society, based on past experiences of cooperative interactions, networks, social ties and mutually beneficial economic exchange. An asset held by both individuals and communities, social capital is often divided into three types: bonding (within or inward-oriented); bridging (across divisions); and linking, which refers to those who serve as “connectors” in society and whose relationships are seen as symbolically important – such as religious leaders who participate in interfaith dialogue (UNDP, 2020).

How agrifood systems are interlinked with conflict dynamics¹

Many contextual factors affect the likelihood of violent conflict and prospects for peace within contexts in which FAO operates. These include structural factors such as: (i) weak rule of law and a high prevalence of corruption; (ii) weak capacity of the state to provide basic services to its population; (iii) weak presence of the state in rural and border areas; (iv) low levels of trust in state authorities; (v) political, economic and social systems that foster inequality and drive divisions in society by mobilizing support along ethnic or religious identity lines; (vi) political, social or economic marginalization of certain population groups or geographical regions; (vii) gender discriminatory social norms; and (viii) a weak economy that provides low levels of employment and may be prone to market shocks.

When conflict, insecurity and human rights violations are prevalent, crime and lawlessness may also be prevalent. When this happens, non-state armed groups, self-defence groups or militias may proliferate, and the presence of illegal economic activities may perpetuate or exacerbate lawlessness. While these factors may not be within FAO's sphere of influence, they do affect the environment in which it operates.

Other factors are more aligned with FAO's mandate. Shocks, comprising both natural disasters and human-induced crises, threaten the viability of agricultural and livestock production, the actors involved and their interlinked value-adding activities. The resilience of agrifood systems have been undermined by more frequent and protracted shocks, which include droughts, floods, animal diseases and crop pests as well as price volatility. When combined with drivers or stresses such as climate variability, economic inequality, poor governance and increasing scarcity of renewable natural resources, the risk of conflict increases in already fragile contexts. Where such shocks and drivers occur in conflict-affected contexts, conflict may intensify or become more protracted. In recent years, conflict has consistently been shown to be one of the leading drivers of hunger.

More localized linkages with conflict dynamics include increasing competition and unequal access to land and renewable natural resources. The causes include population growth, forced displacement, a reduction of mobility due to ongoing insecurity,² the use of land for other purposes such as large-scale agriculture, concessions for exploitation (e.g. forests, mining) and the impacts of climate change. This in turn leads to increased competition among population groups and increases the risk of violent conflict over natural resources.

Weak land tenure governance is a key factor driving conflict. In many contexts, existing legislation regulating natural resources is insufficient or unclear, regulatory frameworks are not in place or not functioning, and enforcement is weak.

¹ Agrifood systems encompass the entire range of actors and their interlinked value-adding activities in the primary production of food and non-food agricultural products, as well as in food storage, aggregation, post-harvest handling, transportation, processing, distribution, marketing, disposal and consumption. Within agrifood systems, food systems comprise all food products that originate from crop and livestock production, forestry, fisheries and aquaculture. (FAO, 2021 d)

² The presence of large displaced populations can impact local access to resources such as water, agricultural land, firewood and infrastructure. Mass displacement can also increase competition and intergroup tensions over access to livelihoods and employment. This can be particularly challenging in contexts where land and other natural resources are already scarce.

In many areas, groups with less-secure access to natural resources such as pastoralists, and other users of collective or public natural resources such as forests and rivers, have insecure tenure rights, leaving their livelihoods vulnerable.

Women constitute another vulnerable group suffering from unequal access and ownership to land. Often underrepresented, many women lack rights and a voice in regard to the administration and management of both formal and informal institutions. Overlaps or inconsistencies often exist between formal tenure governance mechanisms and informal or traditional systems. This leads to competing claims, provides room for corruption and can result in confusion and lack of clarity, which can drive conflict. Coupled with weak dispute resolution mechanisms to mitigate and adjudicate conflicts, small disputes can easily escalate and become violent. When formal judiciary mechanisms are weak, corrupt or slow, and informal dispute resolution systems are also weak or have seen their legitimacy eroded over time, conflicts over land, housing and property can become heated.

Conflict – in particular the type of conflict where social groups are pitted against each other – tends to reduce social cohesion, especially among population groups. Long-standing grievances over political, economic and social inequalities can lead to conflicts between different population groups. Low confidence in state institutions to serve the basic needs of their populations, provide a sense of security and address the structural factors driving marginalization and exclusion reduces states' ability to mitigate tensions and strengthen social cohesion. Vulnerable people, in particular women, youth and marginalized populations, often do not feel heard or get the chance to participate meaningfully in decision-making, or engage in dialogue on issues that matter to them.

Finally, ongoing insecurity has a direct effect on the viability and resilience of agricultural livelihoods. With agriculture the main livelihood activity in most conflict-affected and fragile settings, the impacts of conflict on the lives of rural populations are significant. These impacts range from the destruction or neglect of essential infrastructure to insecure access to markets and agricultural inputs, and the negative effects of insecurity on essential seasonal migration and other coping mechanisms.

With low levels of economic activity overall, alternatives are often not available and economic prospects – along with a sense of hope for a better future – are low. In addition to the psychological impacts, some may turn to criminal activities, join militias or opt for other violent measures. Ongoing insecurity may lead to a normalization of violence and can result in higher exposure to human rights violations – particularly gender-based violence. This risk is especially high in areas where there is already a high degree of lawlessness due to the presence of illegal armed groups and transnational crime. Border areas are very susceptible to such risks, especially when these borders are porous and states' border management capacity is weak.

How can FAO increase its contribution to sustaining peace?

FAO can increase its contribution to sustaining peace by following a five-step process, as outlined in Figure 1.

Figure 1. Five-step contribution to peace



The first step is to develop an understanding of the local context and conflict dynamics, which is foundational to all types of interventions in fragile and conflict-affected settings. This knowledge of context then informs the design of interventions and can serve to increase or optimize peace outcomes – although it is also an important precondition for integrating conflict sensitivity. Even where interventions are not designed to explicitly optimize peace outcomes, conflict sensitivity should be incorporated into all interventions in fragile and conflict-affected settings.

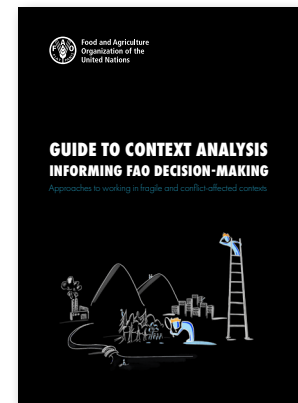
The fourth step is to integrate peace-contributing outputs and outcomes into the results framework in order to monitor and evaluate the impact of the intervention effectively. Once the intervention commences, an equally important step is to monitor the interaction between the context and the project, with a view to introducing adaptations when necessary.

The focus of this how-to guide is on designing or adapting programmes in order to optimize their contributions to sustaining peace. Many of the factors that tend to contribute to conflict, particularly at the local level, are within FAO's mandate. Yet, deliberate efforts are required to enhance the likelihood that these interventions will contribute to peace in a sustained manner. This is the focus of the last section of this chapter and the following chapters.

Understanding the context and conflict dynamics

The FAO [Guide to context analysis](#) was produced to inform decision-making in conflict-affected and fragile settings.³ It serves as a tool to understand the structural causes of conflict along with its more proximate drivers, as well as the practices, institutions or initiatives that contribute to sustainable peace. Its methodological approach identifies the main actors involved as well as the lines of dispute, tensions and conflict, and perspectives of concerned stakeholders.

A structured context analysis informs project design, implementation and the monitoring and evaluation (M&E) framework. A comprehensive understanding of the context is the foundation of conflict-sensitive interventions. For interventions with the explicit objective of contributing to sustaining peace, context analysis also identifies causality and the drivers of conflict that the intervention seeks to address. The process is sufficiently flexible that it can be applied in a range of contexts, from subnational social conflicts between community groups in fragile contexts to complex protracted crises affected by armed conflict.



Integrating conflict sensitivity into programme design and operations

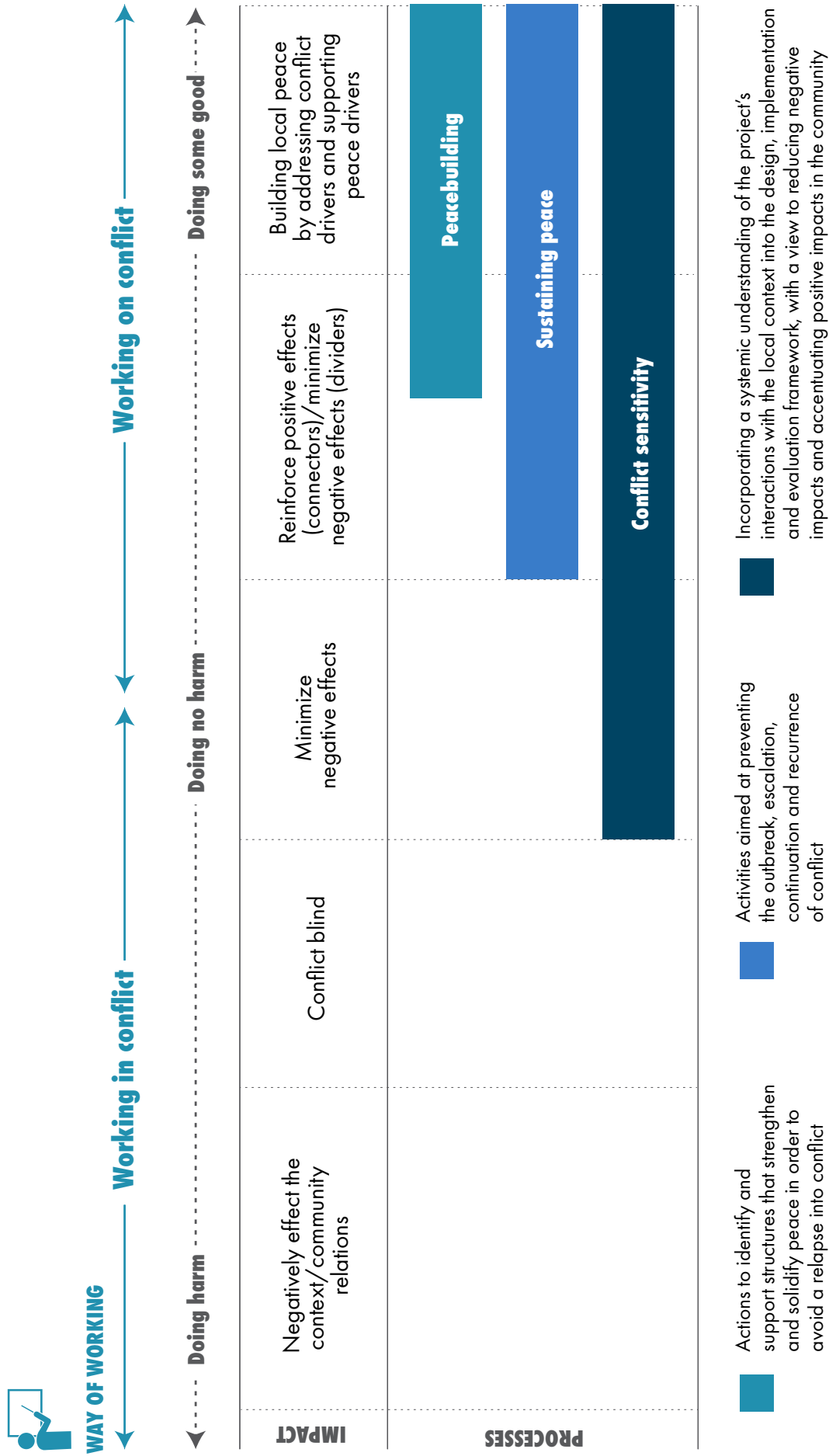
Conflict sensitivity refers to the ability to develop a structured understanding of the interaction between the context and project interventions, and to minimize the intervention's potential negative impacts and maximize its positive impacts on conflict. Seemingly similar interventions can either have diverse positive or negative impacts on conflict dynamics, as these examples illustrate:

³ FAO uses the term "context analysis" in place of conflict analysis, as it is considered a more inclusive label for structured analysis informing interventions in fragile and conflict-affected contexts. The main pillars of context analysis align with United Nations guidance on conflict analysis as well as tools and approaches developed by United Nations agencies and many of FAO's implementing partners.

Intervention	Potential positive impact	Potential negative impact
Rehabilitation of irrigation infrastructure	Increase in amount of available water reduces competition and lessens the likelihood of conflict over water availability.	Reduces available water for downstream communities, contributing to disputes and tensions, including pre-existing ones.
Support to marketing and processing (value addition) in agriculture	Value addition to agricultural outputs benefits and empowers vulnerable groups, raises economic prospects and increases the opportunity cost of engaging in conflict.	Increased productivity affects market prices, leading to an increase in tensions between supported and non-supported producers, or between producers and buyers.
Gender-supportive programming	Women are empowered and more resilient, can make their voices heard and their needs addressed, and are able to play an active role in preventing conflict.	Women are empowered within the context of a highly patriarchal culture, causing further exclusion from decision-making processes and potentially even leading to an increase in violence against women, or exposure to other protection risks.
Cash+ programming, cash transfers and cash for work	Most vulnerable groups are: able to weather a crisis without losing their productive assets; not forced to migrate; and are able to bounce back after the immediate crisis has passed. Conditional cash transfers or cash for work also support social protection systems by enhancing beneficiaries' access to health and education.	The targeting of beneficiaries stigmatizes certain groups or creates perceptions of unfair treatment between different groups, resulting in an increase in local tensions. Cash transfers can contribute to intrahousehold tensions by increasing women's exposure to violence.
Creation of farmer groups with refugees/ internally displaced people (IDP)	Interaction between host and refugee/IDP group members allows them to improve their perceptions of each other, and enables community-level social and economic cooperation.	Host communities feel neglected, which creates grievances and tensions with the displaced population.

To be conflict-sensitive is to apply a contextual understanding across all FAO interventions to reduce potential unintended negative side-effects and, whenever possible, accentuate positive impacts in the community. Interventions that are not conflict-sensitive risk reducing the effectiveness of projects, reversing the desired impacts of improving food security, livelihoods and resilience, and even exacerbating conflict, violence and instability.

Figure 2. Spectrum of interventions in fragile and conflict-affected contexts



It matters how an organization distributes resources, including knowledge, capacity and empowerment. In FAO’s work, there are four typical domains in which the transfer of resources can impact conflict dynamics:

Potential negative effects	Examples of negative effects on conflict dynamics
Governance effects	<ul style="list-style-type: none"> • Creation or deepening of conflicts, competition or confusion between formal and informal governance systems • Legitimization of non-representative or illegitimate institutions and leaders • Further empowering already powerful actors • Increased number of conflicts following the collapse of unsustainable conflict management mechanisms
Economic effects	<ul style="list-style-type: none"> • Disproportionately negative impact of food price rises on certain groups • Deepening inequality and undermining the longer-term livelihoods of marginalized populations • Encouraging economic influence of elites over agricultural production and natural resource management
Social effects	<ul style="list-style-type: none"> • Stigmatization of certain groups or individuals • Fueling divisions and grievances between social/identity groups • Heightening risks to women, girls, youth, refugees and displaced population • Exacerbating marginalization of vulnerable groups
Natural resources and environmental effects	<ul style="list-style-type: none"> • Increasing competition between user groups over scarce natural resources • Overriding customary agreements on natural resource use • Infrastructure interventions negatively affecting traditional resource-sharing agreements • Weakened capacity to ensure equitable access to natural resources and develop sustainable resolutions to conflict

Many of these conflict sensitivity risks relate to decisions on project design and targeting of beneficiary groups and individuals. Yet operational issues such as staff composition and the choice of service providers or implementing partners can also inadvertently create the impression of favouring one group over another. A project-design process that does not involve beneficiaries in a meaningful way or does not meet their needs may also lead to a loss of support for the project and trust in its staff, which may significantly reduce the project’s effectiveness. To understand the potential implications of project design on the context in which it is implemented, the first step is to look at the structural factors and drivers of conflict and peace, as identified during the context analysis, and how these factors are likely to relate to project design and implementation.

The Programme Clinic is FAO’s approach to applying conflict sensitivity. This step-by-step participatory approach is designed to identify and integrate conflict-sensitive strategies into the design and implementation of FAO interventions. Mindful of the demands on decentralized staff, the Programme Clinic is an accessible approach that incorporates local knowledge in order to maximize peaceable outcomes at the local level. Whenever possible, the Programme Clinic should be supported by a context analysis. When this has not occurred, a context analysis can be conducted separately on the condition that at least half the participants possess a comprehensive knowledge of local contextual dynamics.

The chapter “Illustrative pathways for FAO to contribute to local peace” of this how-to guide also identifies specific issues for project designers and implementers to consider from a conflict sensitivity perspective for the different interventions FAO implements. It also provides some suggestions for avoiding the biggest conflict sensitivity traps. While these should serve as reminders, they should not replace a comprehensive conflict sensitivity assessment.

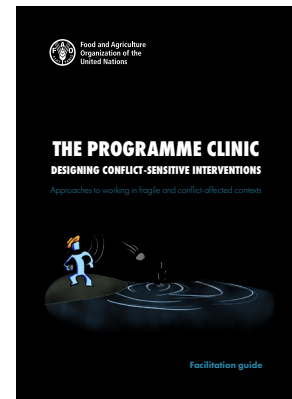
Optimizing contributions to local peace

Given the strong interlinkages among agriculture, food security, rural poverty and conflict dynamics, FAO interventions can have a strong influence on conflict dynamics. FAO projects largely influence conflict dynamics at the local level – particularly in relation to renewable natural resources such as land, water, forestry and fisheries, as well as food security and agricultural livelihoods. Local conflicts do not always stay local: they often influence – or are influenced by – broader conflict dynamics. We have seen many examples of local conflicts escalating to the national level and beyond. For example, local conflicts over agricultural irrigation can create diplomatic tensions, especially when these straddle international borders. Conversely, this means that local peace is connected to – and can contribute to – higher-level peace dynamics. While for FAO, the emphasis is on peace at the community level, the Organization also has an important role in contributing to broader sustainable development and policy processes at the subnational and national levels.

Many of the interventions that FAO undertakes as part of its core mandate have the potential to contribute to local peace. Nonetheless, deliberate efforts are required to increase the likelihood of these interventions actually contributing to peace. As outlined above, well intentioned interventions can also have negative effects in the social, economic or governance realms. In order to maximize FAO’s contributions to local peace, project teams in conflict-affected and fragile settings need to explicitly consider how their interventions relate to the drivers of conflict and peace, and how they could be adapted to enhance the likelihood of them contributing to local peace. In addition, there are specific conflict sensitivity risks to be aware of in order to reduce the risk of inadvertently doing harm.

Adapting FAO projects to increase their potential peacebuilding impacts may require:

- Incorporating more local actors or analysis into project design and implementation – for example by:
 - including local planning processes in project activities
 - including host communities, displaced communities and adjacent communities
- A shift in focus or emphasis of the project – for example:
 - a stronger emphasis on marginalized groups and their specific needs
 - an increased focus on strengthening conflict-management capacities
 - a strong emphasis on power dynamics and gender-related norms
 - equitable access to the opportunities offered by the project



- Adding complementary activities – for example:
 - establishing dialogue mechanisms among communities, within communities or between communities and local authorities
 - incorporating mechanisms for dialogue with adjacent communities
 - including joint monitoring of natural resource use
- Partnering with other agencies – for example:
 - organizations with an explicit peacebuilding focus, ensuring that FAO’s technical activities are closely aligned with these partners’ explicit peacebuilding activities
 - organizations with a complementary mandate for more needs-based and multi-dimensional programming

Such adaptations can be quite small, and do not necessarily incur high costs. In such cases, these adaptations can be adopted immediately. In other cases, additional funding or a higher-level endorsement may be necessary.

The next chapter dives deeper into the pathways through which FAO can potentially contribute to local peace, how to enhance FAO’s peace-contributing impact and what specific conflict sensitivity risks to be aware of.

FAO's pathways for contributing to local peace

The work conducted within FAO's mandate can potentially contribute to sustaining peace through a range of illustrative pathways, as presented below. Articulating these pathways helps to clarify and communicate the underlying logic and causal mechanisms through which FAO interventions may have a positive impact on local peace, with the possibility of pursuing different pathways in parallel to increase impact.

These pathways serve as an explicit description of how change is expected to happen, and on which assumptions it is based. They constitute theories of change, linking the technical outcomes of FAO projects to conflict theory in order to articulate how FAO interventions can contribute to local peace. While the theories of change are sometimes articulated in FAO programme documents and project proposals, they often remain implicit.

These illustrative pathways serve as useful entry points to support project design and adapt planned interventions to optimize their contributions to peace.

The seven illustrative pathways are:

- **Pathway 1:** FAO can strengthen the regulatory frameworks and the institutions to regulate the use of and rights to renewable natural resources more effectively and equitably.
- **Pathway 2:** FAO can strengthen formal and/or informal conflict-management mechanisms.
- **Pathway 3:** FAO can improve the productivity of natural resources to reduce scarcity.
- **Pathway 4:** FAO can increase the equity and inclusivity of access to natural resources among community members and social groups.
- **Pathway 5:** FAO can improve relationships and capacities for joint problem-solving within and between communities.
- **Pathway 6:** FAO can contribute to more constructive engagement between communities and local authorities, and inclusive decision-making.
- **Pathway 7:** FAO can maintain the viability of agricultural livelihoods in situations of conflict and insecurity.

Nonetheless, these pathways do not automatically contribute to sustaining peace.

First, they need to be carefully tailored to the context:

- IF they address drivers of conflict within a given context
- IF they strengthen capacities for peace
- IF they focus on the societal fault lines and the specific groups associated with them
- IF they are attuned to contextual realities

Second, an assessment is required of how they can contribute to reducing the risk of conflict and increasing prospects for peace. There are five meta-pathways for FAO interventions to contribute to peace:

- IF they strengthen the ability to prevent, mitigate and address conflict in a non-violent manner
- IF they increase horizontal social capital and/or horizontal/vertical social cohesion
- IF they increase the opportunity cost of engaging in violence
- IF they reduce competition over renewable natural resources and productive resources
- IF they reduce inequalities and grievances between social groups

Fundamental to influencing the prospects for peace is the incorporation of a gender-transformative approach and age perspective in all interventions. Both directly and indirectly, women and youth assume important influencing roles in their communities. In many rural areas, women are active players in natural resource management, positively influencing coping mechanisms during shocks. In some contexts, an enabling environment allows women to assume key roles in the resolution of clan, tribal and ethnic conflicts. Similarly, youth, often labelled as victims or perpetrators, can positively influence their peers. FAO incorporates women and youth through inclusive targeting criteria, as well as through dedicated activities focusing on dispute resolution and improving collaborative relationships within and between communities.

Put together, these elements lead us to the illustrative pathways for contributing to local peace (see Box 2). These are not the only pathways through which FAO may be able to have a positive impact in conflict settings. However, they are the principal ones that apply across a range of contexts in which FAO has experience. Conducting a context or conflict analysis is fundamental to identifying the most appropriate pathway – or mix of different pathways – for a particular intervention.

Box 2. Illustrative pathways for FAO's contributions to local peace

Pathway 1: Governance of land and other renewable natural resources

IF regulatory frameworks are strengthened and institutions more effectively regulate the use and rights to land and other natural resources, THEN competition over natural resources will be reduced and trust between communities and local authorities will increase, BECAUSE natural resource governance mechanisms will be more transparent to users, will function more effectively and will be perceived as being impartial.

Pathway 2: Strengthened conflict- management mechanisms

IF people have stronger peacebuilding and conflict-resolution skills, and formal and informal mechanisms for conflict management are established or revived, THEN tensions and disputes will more likely be addressed in a non-violent manner and resource-related incidents will be reduced, BECAUSE community members will have increased capacity and willingness to prevent and resolve conflicts, and community members and local authorities will play their part effectively in preventing or mitigating conflict, and building peace locally.

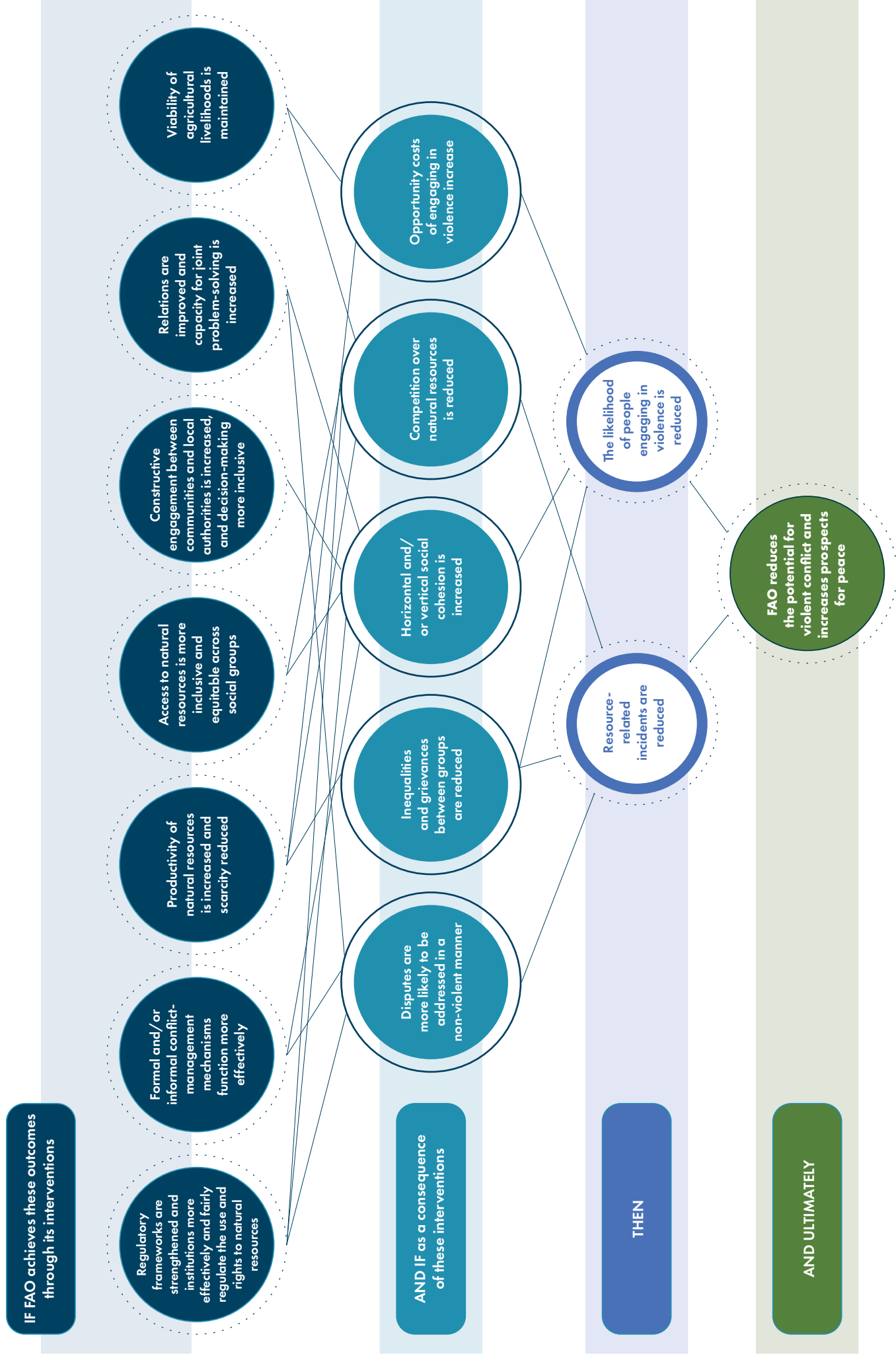
<p>Pathway 3: Increased agricultural productivity</p>	<p>IF the productivity of renewable natural resources is increased, THEN there will be less competition for natural resources and the opportunity cost of engaging in violence will increase, BECAUSE scarcity of natural resources will be reduced, and more people will be able to benefit from natural resources and agricultural outputs. On the contrary, increased productivity can lead to an increase in the value of resources, which could attract additional competition and draw more powerful actors to the scene, potentially leading to increased tensions or further marginalization of those with more informal rights.</p>
<p>Pathway 4: Equitable access to natural resources</p>	<p>IF natural resources are accessed and used more equitably by community members and social groups, THEN grievances and a sense of injustice will be reduced, and horizontal and vertical social cohesion (i.e. trust among people, and between people and authorities, respectively) will increase, BECAUSE tenure rights and access to productive resources will increase for marginalized social groups (e.g. ethnic groups, pastoralists) and community members (e.g. women and youth), and their sense of exclusion will be reduced.</p>
<p>Pathway 5: Improved relationships and joint problem-solving</p>	<p>IF relationships are improved and the capacity for joint problem-solving within and between communities is increased, THEN disputes will more likely be addressed in a non-violent manner and horizontal social cohesion (i.e. trust among people) will increase, BECAUSE there will be increased trust within and between communities, and more collaborative management of collective natural resources.</p>
<p>Pathway 6: Constructive engagement and inclusive decision-making</p>	<p>IF constructive engagement between local communities and local institutions is increased and decision-making is more inclusive, THEN disputes will more likely be addressed in a non-violent manner and vertical social cohesion (i.e. trust between local authorities and people) will increase, BECAUSE people will feel more empowered and taken seriously by authorities; authorities will be more aware of communities' needs, including marginalized groups; and authorities will be more responsive and committed to implementing solutions in line with community needs.</p>
<p>Pathway 7: Viability of agricultural livelihoods in conflict situations</p>	<p>IF the viability of agricultural livelihoods in situations of conflict and insecurity is maintained, THEN the opportunity cost of involvement in violence will be increased, BECAUSE people's key livelihood assets will be protected; they will have a more positive longer-term perspective; and they will not resort to negative coping strategies, including conflict and violence.</p>

Articulating these pathways does not mean that FAO is claiming to automatically achieve these peacebuilding impacts. Instead, the pathways need to be validated over time. For FAO, the broader aim is to enable a deeper understanding of how it can play a meaningful role in contributing to sustained peace, and act upon this understanding by becoming more intentional, evidence-based, realistic and pragmatic about its contributions.

These pathways have been simplified for the sake of clarity. They are also standardized, and will manifest themselves differently across contexts. They will also interact and overlap with each other, and there may be multiple relationships and linkages between them. Indeed, in most instances, combinations of these different pathways will be required to maximize FAO's contribution to peace.

The next chapter details each of these pathways and provides illustrative examples of how they can play out in different contexts.

Figure 3. Theory of change – illustrative pathways to sustaining peace



Illustrative pathways for FAO to contribute to local peace

The proposed pathways will only contribute to sustaining peace if they influence a driver of conflict that is relevant in a given context, and address a specific conflict line or societal fault line.

It cannot be automatically assumed that increasing the productivity of renewable natural resources, for example, will have a positive impact on conflict dynamics; this depends on whether natural resources feature prominently in the conflict lines in a given context. Thus, context analysis is fundamental to determining whether an intervention has the potential to contribute to sustaining peace.

The different pathways through which FAO can contribute to local peace are pursued most effectively together. For example, when competition over renewable natural resources is a major conflict line, FAO can reduce the potential for conflict by increasing the productivity of natural resources while simultaneously strengthening natural resource management and dispute-resolution mechanisms. FAO interventions can also strengthen capacities for peace by increasing collaboration and trust among people, and between people and authorities. Each context has its own risks and opportunities for conflict and peace, which FAO can contribute to. In all contexts (even those not explicitly categorized as conflict-affected or fragile), FAO has the opportunity to be more intentional in contributing to sustainable peace.

In order to maximize the potential of FAO interventions for contributing to sustained peace, programmatic approaches may need to be adapted or complemented with additional activities. It is often necessary to pay close attention to issues of process: projects developed through participatory approaches, which ensure greater involvement by communities and other stakeholders, are more likely to have a sustained impact on local peace. The Programme Clinic exercise described above is extremely useful for inspiring ideas about how to reduce potential negative consequences and optimize positive impacts on local peace. In order to follow these pathways, project teams may consider what additional adaptations to project design may be necessary to increase the prospects of contributing to peace. This how-to guide serves as a reference for that exercise.

The sections below aim to show how FAO technical interventions can contribute to local peace. Examples are also provided of small adaptations that can enhance these interventions' contributions to peace. Finally, this how-to guide aims to illustrate conflict sensitivity considerations that are highly relevant for interventions that seek to contribute to sustained peace.

These theories of change and examples are intended as a reference, and not as a blueprint to be adopted. The steps outlined above, from context analysis and integrating conflict sensitivity, to programme design and implementation are foundational for ensuring that FAO's programmatic focus and adaptations are tailored to each specific context.

Strengthening regulatory frameworks and institutions to regulate the use of and rights to renewable natural resources more effectively

Weak land tenure governance is a critical factor driving conflict. In many contexts, existing legislation regulating natural resources is insufficient or unclear, regulatory frameworks are not in place or not functioning effectively, and enforcement is weak. Groups with less-secure access to natural resources, such as pastoralists and other users of collective or public natural resources like forests and rivers, often have insecure tenure rights, leaving their livelihoods vulnerable. Overlaps and inconsistencies often exist between formal tenure governance mechanisms and informal or traditional systems. This leads to competing claims, provides room for corruption and creates confusion and a lack of clarity, which drives conflict.

Pathway 1: Governance of land and other renewable natural resources

IF regulatory frameworks are strengthened and institutions more effectively regulate the use and rights to land and other natural resources, THEN competition over natural resources will be reduced and trust between communities and local authorities will increase, BECAUSE natural resource governance mechanisms will be more transparent to users, will function more effectively and will be perceived as being impartial.

Examples of FAO interventions related to this pathway include the following:

- **FAO can provide advice on tenure governance policies and increase their inclusiveness, transparency and fairness.**

FAO provides capacity-development support with the view to strengthening regulatory environments and increasing impartiality and transparency. It has facilitated the process of formulating Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT), and supports the application of VGGT by governments. While these principles' main goal is to realize food security for all, they can also serve as a pillar for sustainable peace as they aim to reduce discrimination, ensure equal tenure rights for men and women, safeguard legitimate tenure rights not protected by the law and incentivize states to protect the human rights of all agricultural workers (FAO, 2012). They also aim to increase understanding and cooperation in the use of transboundary resources such as rangelands, seasonal migration routes of pastoralists and fishing grounds of small-scale fishers that cross international boundaries.

To enhance the peace-contributing potential of such interventions, it is important to identify groups with relatively weak or insecure tenure rights, and ensure that they become active participants in the consultation and policy-formulation processes – and that policies are developed specifically address their needs. In the Gambia for example, conflicts over land and natural resources are driven by inadequate legal frameworks and poor enforcement of laws and regulations related to land tenure, forests and natural resources. These legal frameworks include common law, Islamic and customary law. The former regime was also involved in appropriation of land and natural resource exploitation. Currently, FAO is working with the Ministries of Land and Regional Government, Agriculture, Natural Resources, Environment and Climate Change to review legislative frameworks and related policies, based on VGGT guidelines. Critical gaps in governance will be addressed through the development of a unified national land policy that: (i) prioritizes the recognition and protection of all legitimate tenure rights; (ii) provides an opportunity for tenure right holders to participate in the decision-making processes that affect their rights;

and (iii) encourages responsible investments with the potential to contribute to food security, nutrition, poverty eradication and environmental resilience.⁴

- **FAO can increase the use and adoption of regulatory frameworks on natural resources by the actors concerned.**

FAO aims to support and encourage the fair and legitimate application of legislation on access to natural resources by all actors involved. These efforts aim to avoid infringements in the application of regulations and prevent illicit practices by all actors, which may lead to the outbreak or exacerbation of conflict. FAO is committed to supporting outreach and promoting legislation on natural resources as the usefulness of these regulations depends on ownership by all actors.

In the cross-border area of the Liptako-Gourma region in the Sahel, FAO is strengthening the capacity of farmers and pastoralists to promote knowledge, understanding and ownership of legislation related to transhumance and natural resource management.⁵

- **FAO can enhance the capacity of authorities to effectively administer and regulate land and other natural resources.**

It does so by strengthening the capacity of authorities to: (i) administer natural resources; (ii) survey, register and manage land and other natural resources; (iii) support negotiation processes on land delimitation; and (iv) provide technical support and capacity development of responsible authorities. The increased effectiveness of authorities reduces the space for corruption and increases transparency and predictability.

To enhance the peace-contributing effects of such interventions, all forms of tenure rights need to be considered – both formal and informal.⁶ More informal forms of tenure tend to be less well-documented, and may be at risk of being omitted in the formalization of tenure rights and registration of ownership deeds. Often, a negotiated process is required to ensure that all rights are considered, whereby fairness and equal participation need to be ensured. The Green Negotiated Territorial Development (GreenNTD) approach aims to promote systemic territorial development by improving trust among social actors and strengthening social cohesion (FAO, 2016). Its first steps are stakeholder analysis and understanding of the historical context. This leads to a comprehensive understanding of: the causes of existing territorial issues; actors' visions regarding access to and use of land and natural resources; the functioning of the territorial system and current dynamics; and possible trends within the territory. This provides the basis for the next phases, which involve a facilitated dialogue and negotiation process that emphasizes strengthening the bargaining power of marginalized and less-powerful actors – who otherwise have a lot to lose in a negotiation process in which differences in power are too big for collaboration (FAO, 2021 a).

⁴ The Gambia (2018–2020) “Addressing conflict over land and natural resources in the Gambia” (UNJP/GAM/041/PBF). Implemented by FAO, UNDP, UN-Habitat and the Government of the Gambia.

⁵ Peacebuilding Fund cross-border project, Burkina Faso, Mali and the Niger (2020–2022), “Promotion of peaceful transhumance in the Liptako-Gourma region” (UNJP/NER/065/PBF). Implemented by FAO and the International Organization for Migration (IOM).

⁶ Specifically, this refers to public, private, communal, collective, indigenous and customary tenure. See page 2 of VGGT (FAO, 2012).

- **FAO can strengthen the capacity of authorities to develop local resource management plans and governance mechanisms.**

Natural resources are shared among different livelihood groups such as farmers and pastoralists, with various degrees of competition, collaboration and symbiosis. Agreements on the use of the resources need to be in line with local realities and needs, and widely supported by communities. Although informal governance mechanisms and unwritten rules often exist, local authorities have an important role to play in ensuring that local governance plans are developed, applied and enforced whenever necessary.

To enhance the peace-contributing outcomes of such interventions, it is essential that marginalized groups – especially those with weaker tenure rights such as pastoralists, women and displaced populations – are actively included. This may require additional initiatives such as targeted advocacy. It is also essential to enhance the transparency and clarity of local governance institutions, and to support dispute-resolution mechanisms. (Linked to *Pathway 2: Strengthened conflict-management capacities.*)

- **FAO can strengthen the links between formal and informal natural resource management systems.**

There are often overlaps and inconsistencies between formal and informal systems, and there may even be competition. It is important to recognize these dynamics and whenever possible play a role in strengthening constructive collaboration. This can be achieved by clarifying the mandates of these systems and encouraging harmonization of informal and formal systems. In the Niger, FAO has undertaken assessments of local conflict-management mechanisms, supported institutional articulation and improved coordination (including in referral systems) between formal authorities, traditional chiefdoms, technical services and community collaboration platforms.⁷ Across the Chad-Central African Republic border, FAO has also encouraged national-level transhumance policy coordination, supported by a sensitization campaign with local border authorities. In parallel, FAO has supported improved communication and management of transhumance movements, the rehabilitation of corridors and animal health controls, and improved dialogue between informal conflict-management mechanisms and border authorities.⁸

Conflict sensitivity considerations

Governance effects

- Changes in policies and regulations may further empower powerful actors (e.g. large land owners).
- Formal rights holders may benefit more than informal right holders (e.g. pastoralists or gatherers, often women).
- In contexts with weak rule of law, the system may be manipulated by elites or other powerful actors.
- Marginalized groups have insufficient power to negotiate on equal terms in negotiation processes.

Economic effects

- Inadvertently reducing access to natural resources by vulnerable groups (e.g. pastoralists, women, displaced populations) can deepen inequalities.

Social effects

- Interventions can unintentionally exacerbate the marginalization of vulnerable groups (e.g. pastoralists, women, displaced populations).

⁷ The Niger (2016–2018) “Support for the preventative management of conflicts related to access to natural resources in pastoral and agropastoral areas in seven communities of the Niger” (UNJP/NER/058/PBF). Implemented by FAO and the Office of the United Nations High Commissioner for Refugees (UNHCR).

⁸ Central African Republic (2018–2020) “Project to restore peace and dialogue between communities affected by cross-border transhumance (CAR/Chad)” (UNJP/CAF/018/PBF). Implemented by FAO and IOM.

Strengthening formal and informal conflict-management mechanisms

When formal judicial mechanisms are weak, vulnerable to corruption or slow, and informal dispute resolution systems are also weak or have seen their effectiveness and legitimacy eroded over time, conflicts are liable to become more frequent and acrimonious. Small disputes over housing, land and property, natural resources or other issues can easily escalate and become violent, especially when coupled with weak mechanisms to mitigate and resolve conflicts.

Pathway 2: Strengthened conflict- management mechanisms

IF people have stronger peacebuilding and conflict-resolution skills, and formal and informal mechanisms for conflict management are established or revived, THEN tensions and disputes will more likely be addressed in a non-violent manner and resource-related incidents will be reduced, BECAUSE community members will have increased capacity and willingness to prevent and resolve conflicts, and community members and local authorities will play their part effectively in preventing or mitigating conflict, and building peace locally.

Examples of FAO interventions related to this pathway include the following:

- **FAO can help to establish, revive and strengthen the capacity of natural resource management mechanisms.**

This is an integral component of many FAO interventions and core to its mandate. When natural resource management mechanisms function effectively, they serve as important pillars for conflict prevention and mitigation. Clearly outlined rights, rules and responsibilities of natural resource users create clarity, predictability and mechanisms of recourse, which reduces the potential for disputes to escalate into violence. In South Sudan, where a lack of surface water is a serious problem, *hafirs* provide water for both human and livestock consumption. However ambiguity in traditional and formal management mechanisms led to disputes and tensions between different users. As a result, FAO, the United Nations Environment Programme (UNEP) and the United Nations Peacebuilding Support Office (PBSO) developed a set of guidelines to address technical and administrative gaps in natural resource management (FAO, UNEP and PBSO, 2015a).

- **FAO can incorporate conflict prevention and mediation skills training into capacity-development curricula.**

These soft-skills components can support communities in taking greater responsibility for managing the natural resources in a collaborative and non-conflictual manner. The inclusion of women empowers them to play an active role in conflict mitigation, enhancing impact. In Yemen, for instance, FAO strengthened the conflict-management capacities of water user associations through training on conflict resolution and sensitization on women's role in conflict resolution within rural communities.⁹ The project was able to drive transformative change by formalizing women's involvement in the resolution of water-related conflicts through water user associations. The successful resolution of water conflicts and the restoration of water infrastructure direct positive impacts on crop production and farmers' incomes (FAO, 2021 b).

⁹ Yemen (2018-2019) "Strengthening the role of women in peacebuilding through natural resources management at the community level in the rural areas of the governorates of Sana'a and Lahaj in Yemen" (UNJP/YEM/038/PBF). Implemented by FAO and IOM.

- **FAO can help to strengthen informal dispute resolution mechanisms.**

Natural resource management is often subject to customary norms and informal governance systems. Many rural societies also have traditional dispute resolution mechanisms. In some cases, these have been eroded over time. With careful facilitation, it may be possible to revive or strengthen these mechanisms; however this requires special care. Informal governance or conflict-management systems may confer more limited rights to vulnerable groups, especially women. In some cases, these traditional systems are not unequivocally seen as legitimate by all community members, and they can become corrupted or politicized. In addition, association with international organizations or state actors may erode these informal institutions' legitimacy in the eyes of some people.

To ensure the peace-contributing outcomes of these efforts, it is therefore essential to: gain a deep understanding of the legitimacy, inclusiveness and fairness of these informal mechanisms; carefully consider the risks of engaging with them; and develop risk-mitigation strategies. Efforts to strengthen traditional systems often require a strategy for increasing the inclusion of women and youth in order to protect their rights, meet their needs and address gender-related and intergenerational challenges.

- **FAO can promote the use of technical solutions to reduce triggers of conflict.**

FAO can build authorities' capacities to conduct assessments, develop information systems and facilitate participatory processes that improve transparency and raise awareness of resource use. Examples include demarcating cattle corridors or migration routes, and establishing livestock identification schemes. These activities help to build trust among communities, and between communities and authorities.

In the border area between Tajikistan and Kyrgyzstan, FAO helped to install water meters in irrigation channels that crossed through the two countries. Representatives of communities through which the channels ran jointly monitored water use to ensure that previously agreed water-sharing agreements were honoured by both sides. This was a good example of cross-agency collaboration as the channels were rehabilitated by UNDP and the World Food Programme (WFP).¹⁰ Similarly in South Sudan, FAO partnered with UNEP to develop water facilities including *hafirs* to mitigate conflicts arising from water scarcity and increased competition during the dry season. The construction of *hafirs* was accompanied by activities designed to improve the inclusiveness of planning, design, organization and management of water facilities, and better understand the needs of users (FAO, UNEP and PBSO, 2015b).

- **FAO can use early warning and anticipatory action systems to identify and defuse potential triggers of conflict.**

FAO has considerable expertise in developing early warning and anticipatory action mechanisms, most of which relate to natural resource availability or climate-related hazards.¹¹ A deep understanding of community tensions and other localized drivers of conflict can help to: identify tensions early and prevent further escalation; and foster early responses by local authorities and communities. Some initial steps in this direction are being taken and FAO is looking into ways to strengthen the linkages between

¹⁰ Kyrgyzstan and Tajikistan (2018–2019) "Cross-border Cooperation for Sustainable Peace and Development (Phase 2)" (UNJP/KYR/019/PBF). Implemented by FAO, the United Nations Children's Fund (UNICEF), UNDP, UN-Women and WFP.

¹¹ FAO early warning systems are in place in several countries within Africa, the Pacific and Latin America to monitor, analyse and prevent negative impacts linked to climate hazards such as *El Niño*, which have high potential impacts on food security and agriculture. For example, a framework was developed to monitor *El Niño* events and initiate early action to mitigate their impacts, with FAO and OCHA coordinating development and humanitarian actors for early action.

its early warning systems and conflict and peace dynamics. For example in the Liptako-Gourma region, which borders Burkina Faso, Mali and the Niger, FAO and IOM implemented the Transhumance Tracking Tool, an early warning system designed to identify events and trends related to the use of natural resources and agro-pastoral practices, along with conflict-resolution mechanisms. As a preventative measure, the tool provides alerts on irregular large-scale herd movements and conflict-related events. This information is channelled to authorities in the region in order to prevent the escalation of conflicts (IOM, 2021).

To ensure the peace-contributing outcomes of early-warning interventions, it is essential that they incorporate inclusive and participatory processes, rather than top-down, purely data-driven approaches. When designed in an inclusive manner, anticipatory action and early-response mechanisms can provide an excellent opportunity to foster collaboration between authorities and communities based on community-identified solutions. (Linked to *Pathway 5: Improved relationships and increased ability for joint problem-solving.*)

- **FAO can support agricultural livelihood and natural resource-related dimensions of post-conflict peace agreements.**

Although FAO generally does not get involved in high-level peace processes or the negotiation of peace agreements, it can play a supportive role in monitoring and providing technical assistance to the implementation of agriculture- or natural resource-related aspects of post-conflict arrangements.

An example of this can be found in Colombia. More than 50 years of conflict left the country struggling with violence, a lack of services and infrastructure, millions of displaced people and high levels of poverty. Fostering inclusive economic growth in rural areas is critical to tackling the sources of conflict. The first pillar of Colombia's Peace Accord is Comprehensive Rural Reform to improve food security, incomes, job opportunities and social cohesion, as well as the governance of land tenure and other natural resources. FAO is part of a group of international organizations providing technical support to the Government in implementing the country's Comprehensive Rural Reform. With funding from the Government, FAO is supporting and strengthening rural institutions – helping to deliver rural development for the poorest Colombians, which is vital to the peace process (FAO, 2019).

In the Central African Republic, FAO together with UNDP supported the implementation of the Khartoum Agreement in February 2019. The joint project supported the: (i) return of state structures and responsive services to Basse-Kotto and Haut-Mbomou; (ii) development of inclusive conflict mitigation and conflict management mechanisms; and (iii) creation of peace dividends through more equitable access to economic and income opportunities.¹²

In the Philippines, following the establishment of the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) in 2019 after decades of conflict, and in support of the Mindanao Development Authority's Peace and Development Framework Plan (2011–2030), FAO implemented a project to improve agricultural and fisheries-based livelihoods. Working with government institutions, the project provides agricultural skills training to farmers and fishers, including former combatants, IDPs, women and out-of-school youth.¹³ Supporting the economic development of conflict-affected areas is seen as vital to sustaining the peace process in BARMM.

¹² Central African Republic (2019–2021) "Project to support local governance and equitable access to peace dividends in the prefectures of Basse-Kotto and Haut-Mbomou" (UNJP/CAF/808/PBF). Implemented by FAO and UNDP.

¹³ The Philippines (2018–2023) "Project for agricultural training for the establishment of peace in Mindanao" (OSRO/PHI/901/JPN). Implemented by FAO.

Conflict sensitivity considerations

Governance effects

- Risk of creating competition or confusion between customary and state systems of conflict resolution.
- Risk of legitimizing illegitimate institutions or leaders.
- Inadvertently eroding the legitimacy of informal systems.

Social effects

- Inadvertently curtailing the rights of women.

Improving the productivity of natural resources to reduce scarcity

In many contexts, land and natural resources are becoming increasingly scarce due to population growth, forced displacement and reduction of mobility resulting from ongoing insecurity, rezoning or repurposing of land, large-scale agriculture, ranching, concessions for exploitation (e.g. forests, mining) and the impacts of climate change. This leads to greater competition among population groups and increases the risk of violent conflict over natural resources.

Pathway 3: Increased agricultural productivity

IF the productivity of renewable natural resources is increased, THEN there will be less competition for natural resources and the opportunity cost of engaging in violence will increase, BECAUSE scarcity of natural resources will be reduced, and more people will be able to benefit from natural resources and agricultural outputs. On the contrary, increased productivity can lead to an increase in the value of resources, which could attract additional competition and draw more powerful actors to the scene, potentially leading to increased tensions or further marginalization of those with more informal rights.

FAO's core mandate is to increase the productivity of natural resources in order to improve household food security. Its many types of interventions to increase agricultural productivity include: technical assistance and capacity development of farmers (e.g. through farmer field schools); increasing access to agricultural inputs and financing; improving access to markets; providing agricultural services (e.g. veterinary support, extension services); and restocking. FAO also undertakes social protection interventions to provide cash or in-kind support aimed at stabilizing incomes, build up savings, smooth consumption and accumulating assets, while other activities ensure income diversification, strengthen and create inclusive value chains and trade, and increase incomes and livelihood security. All the interventions that are core to FAO's mandate have the potential to prevent and mitigate conflict by increasing access to available resources and therefore reducing competition between people or groups.

However, a dynamic sometimes referred to as the "resource curse" may come into play: increased economic productivity of resources can lead to increased economic potential through exploiting these resources. This in turn could lead to new, more powerful economic actors arriving on the scene and displacing the existing users of these resources. For example, access to cheap and portable technology for gold mining in Jebel Aamir in Darfur, the Sudan resulted in increased competition and conflict. Similar situations may occur when less-intensively-cultivated land becomes irrigated, raising its economic potential.

While productivity-increasing interventions may have a peace-enhancing impact, they may also contribute to conflict. Although this is the case for all pathways described

in this how-to guide, it is the most apparent here. It is therefore crucial to always consider how any economic benefits are likely to be distributed, and how existing power dynamics come into play. This will ensure that the increase in economic value is equitable and does not exacerbate inequality or marginalize specific groups.

Many FAO interventions fall into this category. The section below describes some ways to enhance the peace-contributing impact of productivity-increasing interventions.

- **FAO can focus on the dimensions of agricultural livelihoods that suffer from growing scarcity and identify where this pits social groups against each other.**

Good examples come from FAO projects that aim to find constructive ways for communities to deal with the degradation of natural resources, such as desertification. This is particularly important when different livelihood groups, such as farmers, pastoralists and displaced populations are pushed into competition. When large numbers of displaced people settle in rural areas that are already suffering from food insecurity, the additional pressure on local resources (such as firewood for cooking) can threaten livelihoods and create food shortages. FAO's Safe Access to Fuel and Energy (SAFE) approach aims to address such needs during emergencies and build resilient livelihoods in a sustainable manner (FAO, 2018). Similarly, FAO has rehabilitated water infrastructure (including ponds and wells) to reduce competition over existing water sources in Chad. It also secured transhumance routes to limit encroachment on crop land and increased the availability of fodder through improved growing techniques.¹⁴

- **FAO can help to reduce negative impacts related to climate change.**

Climate change is a key contributor to natural resource scarcity, leading to adaptations in livelihoods, which can potentially increase the risk of conflict. FAO foresees and responds to the negative impacts of climate change by supporting climate adaptation measures. Climate-smart agriculture helps to guide actions that transform agricultural systems in order to support development and ensure food security in a changing climate. Its aims are to: increase agricultural productivity and incomes sustainably; adapt and strengthen resilience to climate change; and reduce or remove greenhouse gas emissions, whenever possible. In the longer term, climate-smart agriculture can reduce the potential for conflicts resulting from the impacts of climate change, particularly where there are existing divisions within a community.

FAO supports climate adaptation measures that increase communities' resilience to the effects of climate change, and reduces the risk of those impacts leading to conflict. This includes support to farmers on new crop varieties (e.g. drought tolerant), cultivation methods and technologies. To offset the risks and costs of climate change adaptation, aligning climate-smart agriculture with social protection can support inclusivity and address some of the socio-economic barriers poor and vulnerable small-scale food producers face in the transition to more productive and sustainable livelihood systems. Supporting communities in making their livelihoods and natural resources more resilient to drought or floods reduces the likelihood of negative impacts of climate change on productivity and natural resource availability. Such approaches also offer good opportunities to incentivize collaboration, provided that they are based on a good understanding of the societal dynamics of conflict and competition.

¹⁴ Chad and the Niger (2018–2020) "Preventing intercommunal conflicts and contributing to peacebuilding through the development of resilient pastoralism in the cross-border area of Diffa and Kanem" (UNJP/CHD/048/PBF). Implemented by FAO and WFP.

While no specific FAO project on climate-smart agriculture has had the specific objective of sustaining peace, in both Chad and the Central African Republic, projects have recognized the contribution of climate change to extreme climatic hazards, poor rainfall distribution, increased temperatures and their negative impacts on agricultural production and livelihoods. In many countries, interventions have been implemented to address the impacts of climate change on the most vulnerable people – while also acknowledging that increased competition between users of renewable natural resources contributes to a rise in the frequency and intensity of conflicts. As a result, FAO projects combine livelihood support and climate resilience with awareness raising and support for inclusive conflict-management mechanisms.¹⁵

- **FAO can place specific emphasis on enhancing the livelihoods of those segments of the population that have a higher likelihood of resorting to violence.**

Vulnerable groups such as youth and former combatants may be particularly prone to resorting to negative coping mechanisms due to a lack of economic prospects or loss of social status. FAO can increase the prospects for these groups to make a living in the agriculture sector by building skills and providing access to productive resources or market opportunities. This in turn increases the opportunity costs of engaging in negative coping strategies such as crime and corruption, and resorting to violence.

A good example of this is FAO's work with demobilized combatants in the Democratic Republic of the Congo, where ex-combatants received skills training related to raising food crops, livestock and fishery products, with the view of re-integrating them into local communities.¹⁶ The ability to earn incomes through agriculture reduces the likelihood of these individuals engaging in violence.

To ensure the peace-contributing outcome of these kinds of interventions, special care needs to be taken to avoid stigmatizing or labelling specific groups as "potential extremists". In addition, it is important to ensure that other groups are not excluded or marginalized. In the case of former combatants or refugees for example, opportunities must be sought for integrating them into activities, and whenever possible to promote interactions among diverse community groups.

- **FAO can empower farmers to analyse, collaborate and find creative solutions together.**

Capacity strengthening and training of farmers is a key area of intervention for FAO. These activities can be implemented in ways that explicitly empower farmers to access information, analyse, collaborate and find creative solutions together. Such interventions not only increase technical capacity, but also strengthen relationships and increase collaboration among community members (e.g. through Dimitra Clubs – see *Pathway 5: Improved relations and joint problem-solving*).

¹⁵ Central African Republic (2019–2021) "Strengthening recovery and reintegration of women and girls through climate change resilient agriculture for post-conflict peace and reconciliation in CAR" (UNJP/CAF/019/PBF). Implemented by FAO, UN-Women and UNHCR; Chad (2018–2020) "Peacebuilding project through climate change adaptation and livelihood resilience in the Lake Chad region" (UNJP/CHD/047/PBF). Implemented by FAO, IOM and UNHCR.

¹⁶ Democratic Republic of the Congo (2016–2017) "Skills training for demobilized ex-combatants in the agricultural sector" (UTF/DRC/050/DRC). Implemented by FAO and the National Disarmament, Demobilization and Reintegration Programme.

In La Guajira, Colombia, an anticipatory action project was implemented in response to early signs of harsh weather and an increased number of Venezuelan migrants entering the country. In order to boost local food production quickly, agricultural plots were selected to establish community production centres for training community members on new techniques to increase crop yields in harsh weather. These centres rapidly became a gathering point for Colombian and Venezuelan families to exchange knowledge and produce food on test plots (FAO, 2020a).

Conflict sensitivity considerations	
Governance effects	<ul style="list-style-type: none"> • Conflicts, competition or confusion between formal and informal governance systems. • Legitimization of illegitimate institutions or leaders. • Further empowering already powerful actors.
Economic effects	<ul style="list-style-type: none"> • Unintentionally exacerbating inequalities within and between communities, for instance by working primarily with those who already have access to productive assets or markets. • Market prices having disproportionately negative impacts on certain groups (e.g. consumers versus producers). • Risk of middlemen and other powerful forces in the market losing their economic power and therefore becoming “spoilers”. • Risk of increased demand for land, water and other natural resources, and increased competition. • Infringement of high-productivity agriculture on common areas such as pastures and forests, upon which vulnerable groups rely.
Social effects	<ul style="list-style-type: none"> • Risk of exacerbating or reinforcing imbalances, and aggravating grievances if resources are disproportionately accessed by to one group over the others (or are perceived to be). • Exacerbating the marginalization of vulnerable groups.

Enhancing equitable and inclusive access to natural resources across community members and social groups

Pathway 4: Equitable access to natural resources	IF natural resources are accessed and used more equitably by community members and social groups, THEN grievances and a sense of injustice will be reduced, and horizontal and vertical social cohesion (i.e. trust among people, and between people and authorities, respectively) will increase, BECAUSE tenure rights and access to productive resources will increase for marginalized social groups (e.g. ethnic groups, pastoralists) and community members (e.g. women and youth), and their sense of exclusion will be reduced.
---	---

Increasing the inclusiveness of natural resource access and equity of utilization is a common theme that cuts across all pathways and all FAO’s areas of work.

- **FAO can help to ensure that policies and regulatory mechanisms are inclusive of vulnerable groups and those with weaker tenure rights.**

For details, see *Pathway 1: Strengthening regulatory frameworks and institutions to more effectively regulate the use and rights to renewable natural resources.*

- **FAO can strengthen the economic position of more vulnerable actors in the value chain.**

This could include addressing information asymmetries (e.g. market information), strengthening the bargaining position of producers through cooperatives and fostering the inclusion of smallholders into value chains. For example in Somalia, FAO aims to increase the productivity of smallholder farmers by improving their access to markets and competitiveness in the value chain. It does this by enhancing access to market information and other key data, and by strengthening the links between farmer groups and local and international buyers.¹⁷ In Uganda and Kenya, FAO is working with the private sector to support the integration of refugee populations into local agricultural value chains, from which vulnerable groups are normally excluded.¹⁸ (Linked to *Pathway 3: Improving the productivity of natural resources to reduce scarcity.*)

- **FAO can empower women, pastoralists and other marginalized groups to make their voices heard in the community and with authorities.**

In the Central African Republic, many women are discriminated against and marginalized from political representation, decision-making and participation in national institutions. A joint FAO, UN-Women, UNDP project there aims to increase women’s voice and representation in the political sphere so that their needs are addressed. Through this project, FAO supports the promotion of women’s leadership in communal governance by building capacities for peacebuilding and civic engagement to resolve community conflicts, and including young girls in conflict-prevention initiatives through Dimitra Clubs.¹⁹ (Linked to *Pathways 2 and 5.*)

Improved relationships and increased ability for joint problem-solving within and between communities

Disputes – especially those in which social groups are pitted against each other – tend to lead to a reduction in social cohesion among population groups over time. Longstanding grievances, which may arise over political, economic and social inequalities, can open up fault lines within society. Conflict does not necessarily need to be violent to erode trust and relationships among population groups. This can exacerbate discrimination and inequality, and may fuel tensions to a point that they become violent.

Pathway 5: Improved relationships and joint problem-solving

IF relationships are improved and the capacity for joint problem-solving within and between communities is increased, THEN disputes will more likely be addressed in a non-violent manner and horizontal social cohesion (i.e. trust among people) will increase, BECAUSE there will be increased trust within and between communities, and more collaborative management of collective natural resources.

¹⁷ Somalia (2019–2022) “Resilient, inclusive and competitive agriculture value chain development in southern and central regions of Somalia” (OSRO/SOM/819/EC). Implemented by FAO in collaboration with the Ministries of Agriculture and Irrigation.

¹⁸ Kenya and Uganda (2020–2023) “A value chain approach for economic integration and self-reliance of refugees and host communities in East Africa” (MTF /SFE/006/IKF). Implemented by FAO and UNHCR with funding from the Ikea Foundation.

¹⁹ Central African Republic (2017–2019) “Promotion of women’s political participation and leadership in peacebuilding” (UNJP/CAF/016/PBF). Implemented by FAO, UNDP and UN-Women.

- **FAO can help to strengthen relationships and increase the ability and trust of people to solve problems together.**

Through the joint identification of local problems and collective problem-solving, members of opposing groups can interact and build more constructive – and sustained – relationships. Over time, these relationships generate increased trust with other community members. One example of how FAO achieves this is the Dimitra Clubs approach. FAO Dimitra Clubs are groups of women, men and young people who work together to bring about changes in their communities.

Box 3. Dimitra Clubs

Dimitra Clubs promote community engagement and the participation of rural people in the economic, political and social lives of their communities, with an emphasis on the most marginalized. This approach strengthens the capacities of club members for information analysis and synthesis, as well as their listening and expression skills. It promotes collective action, dialogue and networking, and better access to information for all.

The clubs give everyone a voice – especially women and girls – which improves their self-confidence, involvement in collective bodies and leadership skills as agents of change. Through Dimitra Clubs, community members collectively address their common problems without relying on external support. Positive changes have been noted in agricultural practices, dietary habits, nutrition, health, education and gender relations and roles.



- **FAO can encourage collaboration among different social groups and across societal fault lines.**

Interventions may include communities on both sides of a border, including IDPs, refugees, returnees and host communities, farmers and pastoralists, and other social groups that harbour grievances. FAO can do so by creating incentives and providing avenues for joint management of resources, or shared livelihood activities. Financial and technical support for community-identified micro-projects such as those for infrastructure and resource rehabilitation can encourage people from across fault lines to cooperate. To enhance the peace-contributing aspect of these kinds of interventions, FAO can include different types of confidence-building initiatives, which prepare the ground for collaboration. Such initiatives may be particularly relevant in cross-border areas, where trade can be a mutually beneficial opportunity for increased and sustained engagement between individuals on both sides of the border. In the Democratic Republic of the Congo, FAO is partnering with UNDP on the border with Rwanda to improve agricultural production and food security while promoting more inclusive participation of women and youth, and supporting cross-border trade and improved communication between communities.²⁰

- **FAO’s work on value chains can provide ample opportunity for new business relationships to emerge across societal fault lines.**

Working with producers and traders on value chains creates opportunities for increased collaboration, which can specifically focus on connecting different communities. This is particularly relevant in situations where host communities and IDPs or refugees may benefit from increased economic cooperation. In Mauritania

²⁰ Democratic Republic of the Congo and Rwanda (2020–2022) “Creating peace dividends for women and youth through increased cross-border trade and strengthened food security” (UNJP/DRC/O78/PBF). Implemented by FAO and UNDP.

for example, a project funded by the Peacebuilding Fund nurtured commercial and productive links between hosts and refugees in its development of value chains for agro-pastoral products.²¹ Similarly in Kenya, the Kalobeyei Integrated Socio-Economic Development Programme focused on building sustainable livelihoods by integrating host and refugee communities in agricultural value chains, while supporting community-led alternative dispute resolution mechanisms. The programme was explicitly designed to improve collaboration among communities and contribute to social cohesion by building the capacity of public institutions.²²

- **FAO can help to foster agreement on local arrangements for natural resource use among different groups.**

When conflicts arise over access to natural resources, FAO's technical mandate enables it to be regarded as impartial, increasing its leverage in bringing parties together. By focusing on technical issues, it provides an opportunity for stakeholders to solve problems jointly in spite of any political differences they may have. FAO has a unique entry point with pastoralists, it can build trusted relationships with them through its work with animal health services. For example, in 2015 an FAO team was working to improve the delivery of veterinary services in the contested Abyei Administrative Area (contested by the Sudan and South Sudan), but found the effectiveness of their efforts hampered by conflict among different groups (FAO, 2018). The team started working with local authorities and in collaboration with the United Nations Interim Security Force for Abyei on resource use issues, including movement and access limitations. As a direct result of this work, in June 2016 a community-level peace agreement on natural resource use was signed between the Misseriya and Dinka Ngok communities. The peace agreement helped to pave the way for the establishment of a shared market in the demilitarized zone, facilitating trade and livelihoods, and leading to decreased food prices. (Linked to *Pathways 4 and 6*.)

- **FAO can strengthen collaboration and relationships in cross-border areas.**

Cross-border areas can be particularly prone to conflicts due to lack of agreement or clarity about boundaries, political instability, the spill-over effects of conflict and the shared use of natural resources and infrastructure by communities on both sides of the border. Cross-border collaboration and cooperation offer an opportunity to strengthen cross-border trade and markets, ensure regional stability and promote regional integration and economic development.

FAO can support the cross-border management of natural resources by: establishing platforms for constructive engagement between communities and with local authorities in cross-border areas; and facilitating cross-border trade in order to create lasting relationships between people that reduce the risk of any tensions escalating into violent conflict.

Over the years, the Greater Karamoja Cluster, an area covering parts of Ethiopia, Kenya, South Sudan and Uganda, has witnessed frequent disputes and conflicts over access to natural resources, cattle rustling and revenge attacks. These conflicts have negatively affected local livelihoods, resilience and cross-border trade. Slowly, community leaders throughout the Greater Karamoja Cluster have paved the way for peace dialogue. A number of FAO-facilitated initiatives in partnership with the Intergovernmental Authority on Development over a decade have built upon these community-level peace dialogues. These efforts have resulted in the adoption of

²¹ Mauritania (2018–2020) "Strengthening local capacities for conflict prevention in the Moughataa of Bassikounou, Mauritania" (UNJP/MAU/036/PBF). Implemented by FAO, UNDP and the Office of the High Commissioner for Human Rights (OHCHR).

²² Kenya (2020–2023) "Enhancing self-reliance for refugees and host communities in Kenya" (UNJP/KEN/095/EC). Led by UNHCR with support from FAO, WFP and UNICEF.

a multilateral memorandum of understanding on cross-border animal health with the governments of Ethiopia, Kenya, South Sudan and Uganda. Actions include: cross-border coordination of livestock movements and sharing of natural resources among pastoralist communities in the Greater Karamoja Cluster; incentivized communication and interaction among groups; and revitalizing traditional networks of knowledge and resource sharing to improve local capacities for peaceful dispute resolution (FAO, 2020b).

Conflict sensitivity considerations	
Governance effects	<ul style="list-style-type: none"> • Collaboration and increased intergroup interaction do not automatically lead to improved relations; there needs to be mutual benefit and a relatively equal distribution of power to avoid over-dependency and indebtedness.
Social effects	<ul style="list-style-type: none"> • A certain degree of trust needs to be present for increased collaboration to lead to improved relations. • Putting opposing groups together risks further deepening stereotypes and creating an “enemy discourse”. • Strengthening relationships within communities may lead to an us-versus-them dynamic with other social groups. • Activities aimed at women’s empowerment may worsen some family or community dynamics if the project is not properly communicated to – and accepted by – the community.

Enhancing constructive engagement between communities and local authorities, and more inclusive decision-making

A lack of confidence in public institutions to serve communities’ basic needs, provide a sense of security and address structural causes of marginalization, and exclusion reduces national governments’ ability to mitigate tensions and strengthen vertical social cohesion (between people and the state). Intersectionality, or the different ways a person’s identity can expose them to overlapping forms of discrimination and marginalization, can worsen vulnerability. Women, men, youth and the elderly can also face additional forms of marginalization based on their ethnicity, religion and education, as well as other factors. Vulnerable groups such as women, youth, displaced populations and the elderly may not feel heard or get the chance to participate meaningfully in dialogue or decision-making on issues that matter to them. The government and citizens meet most frequently at the local level – it is at this level where trust can be increased. This hinges on local authorities’ responsiveness to the needs and desires of local populations.

Pathway 6: Constructive engagement and inclusive decision-making	<p>IF constructive engagement between local communities and local institutions is increased and decision-making is more inclusive, THEN disputes will more likely be addressed in a non-violent manner and vertical social cohesion (i.e. trust between local authorities and people) will increase, BECAUSE people will feel more empowered and taken seriously by authorities; authorities will be more aware of communities’ needs, including marginalized groups; and authorities will be more responsive and committed to implementing solutions in line with community needs.</p>
---	---

Examples of FAO interventions related to this pathway include the following:

- **FAO assists communities in organizing themselves, articulating their needs, perspectives and preferred solutions, and communicating them effectively to local authorities.**

This is indeed one of the key objectives of the Dimitra Clubs mentioned above. It is particularly important to ensure the inclusion of marginalized and vulnerable groups such as women, youth and displaced populations, and especially those livelihood groups with less-secure access to land and natural resources such as pastoralists, forest-dwellers and fishers. These voices are often excluded from decision-making and their needs are not always met. In the Democratic Republic of the Congo, Dimitra Clubs were established as an entry point to capture the voices, concerns and interests of the local leaders, women and youth, and to involve them in broader consultations taking place at the local and regional levels. The clubs also served as a means to enhance dialogue and collaboration among communities in disputed areas – and to ensure that their diverse perspectives are integrated into decision-making (FAO, 2020c).

- **FAO establishes fora for dialogue between communities and state authorities on natural resource management.**

The development of natural resource agreements is an important sphere in which communities and local authorities can engage constructively. It is particularly relevant in areas where no structures for intercommunity or community-authority dialogue exist, or where they are ineffective. For example in Darfur, FAO partnered with local partners to initiate consultations with the native administration, community leaders and government authorities to discuss the prevailing resource-related conflict and create roadmaps for addressing emerging challenges in the future. FAO also trained the native administration and other customary local institutions on conflict prevention, dialogue and negotiation with the aim of strengthening their capacity to address emerging conflicts.²³ (Linked to *Pathway 2: Strengthened conflict resolution capacities.*)

- **FAO supports local authorities in order to make their engagement with communities more constructive and their decision-making more inclusive.**

FAO can help to increase local authorities' awareness of the value of involving citizens in decision-making, and strengthen their capacity to adopt more consultative and participatory approaches. As in Darfur, FAO initiatives can assist in opening up channels of communication between community members and local authorities, or help to establish more formal platforms for dialogue on natural resource management, agricultural production and trade.

In the aftermath of civil war in Sierra Leone, the country's land tenure system was perceived as generating local conflict, excluding women, exacerbating the negative consequences of the "youth bulge" and increasing pressure on population centres while hampering the growth of agriculture – the backbone of Sierra Leone's economy. A project implemented by FAO and the International Labour Organization (ILO) focused on the inclusive participation of women in decision-making on land tenure while providing training and financial services for agribusinesses. Women were actively engaged in dialogue at all levels, giving them an opportunity to shape

²³ The Sudan (2010–2011) "Strengthening community-based institutions for participatory peace building, conflict resolution and recovery planning in Darfur" (UNJP/SUD/066/DPF). Implemented by FAO and the national NGOs ex-Afag Organization for Peace Development in El Salam, Sudan Peace and Humanitarian Organization in El Geneia, and Community Livestock Revolving Society in Mellit.

implementation of the National Land Policy and address gender-discriminatory and fragmented land governance, which were identified as underlying causes of conflict.²⁴

Conflict sensitivity considerations	
Governance effects	<ul style="list-style-type: none"> • Inadvertently creating conflicts, competition or confusion between formal and informal governance systems. • Inadvertently supporting local authorities that may be corrupt. • Raising citizens' expectations about the responsiveness of authorities that may have insufficient capacity to live up to these expectations.
Social effects	<ul style="list-style-type: none"> • More marginalized groups cannot make their voices heard in dialogue. • State authorities deliberately or inadvertently exclude certain social groups. • Lack of a protection-sensitive approach to facilitating dialogue between state actors and vulnerable or marginalized groups could place individual beneficiaries at risk of harm or further marginalization.

Maintaining the viability of agricultural livelihoods in situations of conflict and insecurity

Conflict and insecurity have direct effects on the viability and resilience of the agricultural livelihoods on which rural people depend – from the destruction or neglect of essential infrastructure to hampering access to markets and agricultural inputs and services, and negatively effecting livelihood-essential seasonal migration. When alternatives are not available and economic prospects – along with a sense of hope for a better future – are low, some may turn to criminal activities, join militias or opt for other violent measures. In some situations, ongoing insecurity may lead to a normalization of violence, and an increased social acceptance of it.

Pathway 7: Viability of agricultural livelihoods in conflict situations	IF the viability of agricultural livelihoods in situations of conflict and insecurity is maintained, THEN the opportunity cost of involvement in violence will be increased, BECAUSE people's key livelihood assets will be protected; they will have a more positive longer-term perspective; and they will not resort to negative coping strategies, including conflict and violence.
--	---

All FAO interventions aim to increase household resilience in the long run. Yet in situations of conflict and insecurity, the pillars underlying viable agricultural livelihoods may be destroyed, thus reducing households' ability to return to self-reliance. Although negative coping strategies like illicit activities may not be fully prevented by enhancing the viability of agricultural livelihoods, such efforts still make a significant contribution by providing an alternative.

- **In a number of ways, FAO works to safeguard and replenish productive assets and restore the agricultural infrastructure required to underpin agricultural livelihoods.**

This can occur through: animal restocking; the replenishment of seed stocks; the provision of tools, equipment, adapted seed varieties (i.e. climate smart agriculture) and post-harvest storage facilities; and the rehabilitation of natural-resource related infrastructure. In this manner, FAO interventions help to maintain the viability of agricultural livelihoods, thus increasing their resilience to future shocks.

²⁴ Sierra Leone (2019–2020) "Creating peaceful societies through women's improved access to management of natural resources, land tenure rights and economic empowerment in Sierra Leone" (UNJP/SIL/050/PBF). Implemented by FAO and ILO.

- **In the context of crises, FAO works to address immediate food insecurity through the provision of emergency fodder, seeds, agricultural inputs and technical services.**

FAO provides support to refugees and IDPs that have been impacted by armed conflict or displaced due to climate events, and to other groups affected by violence, natural hazards or other crises. For example in Chad, emergency humanitarian assistance was provided to the most vulnerable households, including refugees and IDPs affected by the presence of Boko Haram in the region. FAO distributed agricultural kits in coordination with WFP's distribution of food and non-food support from the Office of the United Nations High Commissioner for Refugees (UNHCR).²⁵ Likewise in Colombia, FAO assisted vulnerable Venezuelan migrants with agricultural inputs along with training at community production centres, where cultural exchange events were organized to bring migrant and host communities closer (FAO. 2020a).

- **FAO uses cash transfers, cash for work and cash+ programming to combine short-term humanitarian assistance with a broader recovery and resilience building.**

Cash transfers help to restore food security and alleviate poverty, enabling beneficiaries to address their basic needs while protecting their assets from being sold out of distress. The “plus” in FAO’s [cash+ programming](#) ensures that families not only have cash in their pockets, but also the inputs, assets, training and support they need to farm, herd, fish and diversify their livelihoods – enhancing their food security, nutrition and income-generation potential.

- **FAO rehabilitates agricultural infrastructure impacted by conflict.**

Interventions in this area include irrigation systems, feeder roads, markets, storage facilities and cold chain facilities. This helps producers to reduce harvest losses, increase market access and lower the transaction costs of agricultural production and trade. It also assists in recovery during or post-crisis, and helps to build resilience to future crises. For example in Somalia, the Lower Shabelle area faces recurrent drought, flooding, non-functioning irrigation infrastructure, widespread insecurity and access challenges that impede farmers’ production, supply chains and market potential. In response, FAO is rehabilitating large canals along with hundreds of smaller irrigation channels leading to thousands of smallholder farms, while establishing or strengthening water management committees to manage them.²⁶

Conflict sensitivity considerations

Economic effects	<ul style="list-style-type: none"> • Support may be targeted to those with assets rather than the most vulnerable groups. • Changes in food prices may negatively impact certain groups (e.g. producers or consumers). • Rehabilitation of water-related infrastructure reaches land formerly used for rainfed agriculture, which increases its economic value, thereby attracting competition from powerful interests.
Social effects	<ul style="list-style-type: none"> • Tensions may arise at distribution sites due to perceived preferential treatment of certain individuals or groups. • Targeting of beneficiaries may stigmatize or reinforce grievances against these individuals or groups.

²⁵ Chad (2015–2016) “Humanitarian assistance towards food security for IDPs, returnees and host population affected by the Nigeria conflict” (OSRO/CHD/504/JPN). Implemented by FAO.

²⁶ Somalia (2018–2021) “Building resilience in Middle Shabelle” (OSRO/SOM/818/SWE). Implemented by FAO.

Engaging in partnerships

FAO does not need to design and implement additional project components by itself. In some cases, it may be more effective to partner with other actors. Many of the interventions described above were conducted in partnership with other United Nations agencies or NGOs. The multidimensional nature of local needs and dynamics requires a multidimensional approach whereby different actors contribute according to their specific technical expertise and comparative advantages. This is the ambition articulated in the humanitarian-development-peace nexus approach – for all actors to work in coherent and complementary ways towards context-specific collective outcomes. Such collective outcomes set out concrete and measurable results aligned with each actor’s mandate. By combining their expertise in a harmonized manner, the partners can collectively meet people’s needs, mitigate risks and reduce vulnerability.

Interventions are most effective in addressing local needs on the ground and contributing to peace when they are designed and implemented in a genuinely integrated manner. All too often, a project is designed in an integrated manner, but implementation is carried out by different agencies in isolation from each other. As a result, all actors lose out on the benefits of a multidimensional approach and may even work against each other.

In order to ensure maximum complementarity, each actor needs to understand its comparative advantage and unique niche while also acknowledging the boundaries of its expertise. FAO staff may be well equipped to work with communities on resource management strategies and dispute resolution mechanisms, but specialized expertise may be necessary to conduct complementary activities. For example, building capacity for peacebuilding competencies may be better conducted by a peacebuilding organization such as Interpeace, Search for Common Ground or International Alert, amongst others.

Complementarity can ideally be achieved through joint implementation with other United Nations agencies and partnerships with peacebuilding organizations and other local partners (e.g. regional institutions, think tanks and media groups).

FAO's comparative advantages

FAO has several comparative advantages, including its:

- **Convening power:** FAO's technical focus allows it to be regarded as a neutral and non-political convener. The Organization can play a "technical diplomacy"²⁷ role, paving the way for collaboration around common challenges in spite of any tensions or hostilities between countries or groups.
- **Technical expertise:** FAO's expertise in agriculture, food systems and food security allows it to influence key policies and strengthen the capacities of relevant authorities.
- **Relationships with natural resource management institutions:** The experience and networks built through FAO's extensive work with natural resource management institutions serve as key entry points for addressing conflicts around natural resources, which are a primary causes of local conflict.
- **Capacity for data generation and analysis:** FAO's expertise in providing data and analysis on risks and vulnerabilities can inform decision-making and programming, including careful targeting. It also supports early warning systems, which underpin early action.

Partners' comparative advantages

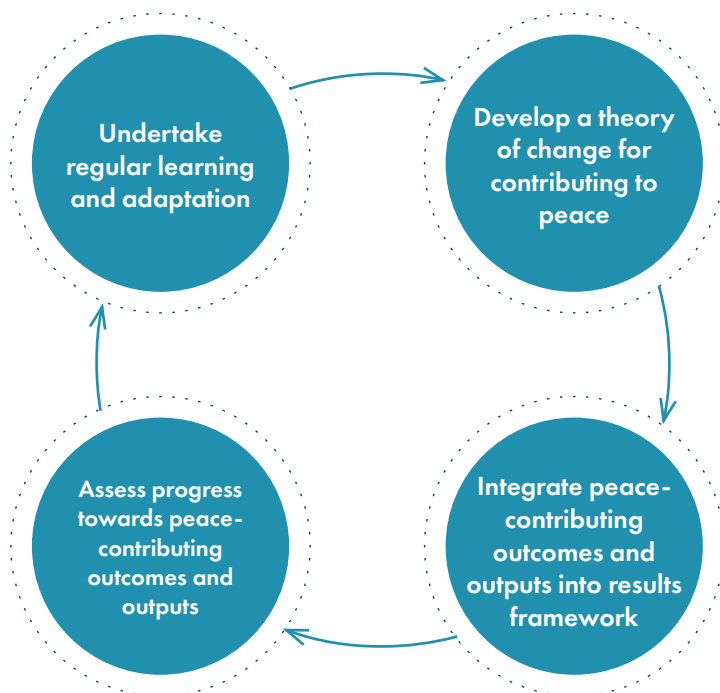
The comparative advantages of peacebuilding organizations and other local partners may include their expertise in:

- participatory analysis and design, and facilitating inclusive processes;
- strengthening peacebuilding competencies and conflict mediation capacities;
- establishing dialogue mechanisms among communities, and between communities and authorities; and
- engagement with particular groups of people (e.g. refugees, indigenous peoples) and awareness of issues that might affect them.

²⁷ FAO's technical mandate can be used as an entry point to build relationships between countries in order to address common challenges. Such challenges may include transboundary pest management, plant and animal diseases, and the management of natural resources like watersheds, rivers and lakes, which are shared and sometimes contested across borders. The search for technical solutions might entail engaging in diplomatic negotiations between actors (including governments) that may otherwise be hostile towards each other.

Measuring FAO's contribution to local peace

In order to assess FAO's contributions to local peace, a peace-contributing theory of change needs to be articulated at the outset. This theory of change will then serve as the basis for defining peace-contributing outcomes and outputs, and integrating them into the project's results framework. This is followed by the development of a monitoring and evaluation plan that outlines the manner in which progress towards these outcomes and outputs will be assessed. Throughout implementation, regular context monitoring is necessary to maintain conflict sensitivity and ensure that the project continues to optimize its contributions to local peace.



Develop a theory of change for contributing to local peace

The pathways outlined above provide a good starting point for articulating and testing FAO's overall theory of change for contributing to peace. They can serve as a point of reference for project design developing a results framework. The illustrative pathways presented in this how-to guide are generic and need to be tailored to each unique project context. In many cases, combinations of these pathways will apply.

Articulating a context-specific theory of change is the first step towards measuring FAO's contribution to peace. It allows FAO and its partners to define peace-contributing outcomes and outputs that can be measured, thus assessing whether progress is being made towards them. Finally, a clearly articulated theory of change allows project teams to see more clearly the assumptions underpinning the theory of change, which can be verified over time.

- For projects that have the explicit objective of contributing to peace, it is imperative to include a peace-contributing theory of change. FAO has developed a compendium to support the formulation of Peacebuilding Fund-supported projects (FAO, 2020d).
- For FAO projects that do not have this explicit objective, a theory of change is not required. However, it can still be useful to develop a peace-contributing theory of change as it is the ultimate aim of FAO that all operations maximize their positive impacts, including on local peace.
- When an FAO project is designed and conducted in partnership with other actors, FAO will need to clarify its own theory of change, clearly linking its activities to the desired pathways. This in turn will need to be positioned appropriately within the project's overarching theory of change.

Integrate peace-contributing outcomes and outputs into the results framework

- Once the peace-contributing theory of change has been developed, peace-contributing outcomes and outputs will flow logically from it. The Programme Clinic exercise will also bring out specific recommendations to ensure the project's conflict sensitivity and to optimize its peace-contributing impacts.
- The project team, together with the M&E team, can formulate the appropriate peace-contributing outcomes and outputs, and integrate them into the results framework and monitoring, evaluation, accountability and learning workplan.
- The annex of this how-to guide presents a set of generic peace-contributing outcome- and output-level indicators that can be tailored to the specific project context. When the project is in the design phase, these can be integrated from the outset. When the project is already partially defined, it may be difficult to add peace-contributing outcomes, but it may still be possible to add peace-contributing outputs into the results framework and the monitoring, evaluation, accountability and learning workplan. In some cases, permission may be needed from the resource partner to change the results framework accordingly.
- The generic outcome and output indicators provided in the annex should be seen as a menu of indicators and a source of inspiration for how these peace-contributing outcomes can be assessed. They will always need to be tailored to the specific project context.
- Assessing progress towards peace-contributing outcomes and outputs should be part of the normal M&E process.

Regular context monitoring and adaptation

- Optimizing FAO's contributions to sustaining peace requires an ongoing process of learning and adaptation.
- Qualitative data should be gathered by FAO field staff, implementing partners or third-party monitoring firms with access to communities during M&E, with tailored questionnaires aimed at collecting testimonies from beneficiaries, NGOs, partner United Nations organizations and government staff.
- Context monitoring and adaptation sessions need to be held on a regular basis. During periods of relative stability, this could be once every six months. When there are significant changes in the context, *ad hoc* sessions should

be introduced, followed by regularly occurring sessions depending on assessed need. These shifts could be political (e.g. significant change in the distribution of power), social (e.g. sudden inflow of IDPs or refugees) or environmental (e.g. natural disaster) in nature.

- These sessions are intended for: (i) identifying changes in the context; (ii) determining whether unexpected positive or negative impacts on conflict or peace have occurred; and (iii) reflecting on whether this necessitates further adaptation to project design or implementation.
- Examples of guiding questions are provided below:

Guiding questions for regular context monitoring and adaptation

Key changes in the context

- What major changes have occurred in the context?
- Have conflict lines shifted? Have new ones erupted?
- How may these changes affect the context in which you operate? How might this influence the effectiveness of the intervention?
- What are the potential implications of these changes for the intervention? What adaptations have already been made and what additional ones may be necessary?

Positive and negative impacts on the conflict and peace context

- Of the previously identified potential positive impacts, did these actually materialize? How could they be further strengthened?
- Of the previously identified potential negative impacts, did these actually materialize? How could they be avoided going forward?
- Did any other positive or negative impacts occur that had not been anticipated?

Reflection on necessary adaptations

- Considering the answers to the questions above, what adaptations to project design or implementation may be necessary? Think about:
 - *involving local actors more proactively in the project;*
 - *shifting the project's emphasis, e.g. a stronger emphasis on marginalized groups; and*
 - *adding complementary activities, e.g. establishing dialogue mechanisms among communities or between communities and local authorities.*
- Which of these adaptations can be adopted immediately? Which ones require additional funds or approval from management or donors?

Enhancing FAO's capacity to contribute to sustaining peace

Keeping an ear to the ground

Conducting context analyses and Programme Clinics are essential for understanding the context, but in themselves may not be sufficient. It is essential to have an ongoing understanding of what is happening on the ground, which also informs and feeds into context monitoring and adaptive programming.

Project officers are often engaged in multiple activities, therefore, they may not be in the field regularly or in contact with beneficiaries. It is important to have regular conversations with implementing partners and other stakeholders. Implementing partners should be encouraged to share their insights with FAO staff as they often have much closer contact with beneficiaries; however they may be hesitant to speak out. They should also be invited to regular context monitoring and adaptation sessions.

Furthermore, FAO staff should be encouraged to visit field locations as much as possible and ensure that regular communication links are established and feedback loops with local actors created to keep a finger on the pulse of local dynamics.

Available support capacities

At the **headquarters level**, FAO's Conflict and Peace Unit (CPU) provides technical support on context analysis, conflict-sensitive programming and contributions to sustaining peace. A series of technical guides jointly produced by CPU and Interpeace are available in several languages. CPU also hosts a roster of experts who may be deployed, subject to availability and resources. Key contacts include:

Julius Jackson (Technical officer): Julius.Jackson@fao.org
Phil Priestley (Conflict analyst): Phillip.Priestley@fao.org
Maria Norton (Conflict-sensitive programming support): Maria.Norton@fao.org

Within the CPU, technical support on forced migration and displacement programming is provided by:

Sally James: Sally.James@fao.org
Giulia Orlandi: Giulia.Orlandi@fao.org

At the **resilience-hub level**, technical support on context analysis, conflict-sensitive programming and contributions to sustaining peace is provided by:

Oussouby Touré (Regional Resilience, Emergency and Rehabilitation Office for West Africa/Sahel, Dakar): Oussouby.Toure@fao.org
Bettie Atyam (Resilience Team of East Africa, Nairobi): Bettie.Atyam@fao.org
Zsuzsanna Kacso (FAO Jordan, Amman): Zsuzsanna.Kacso@fao.org

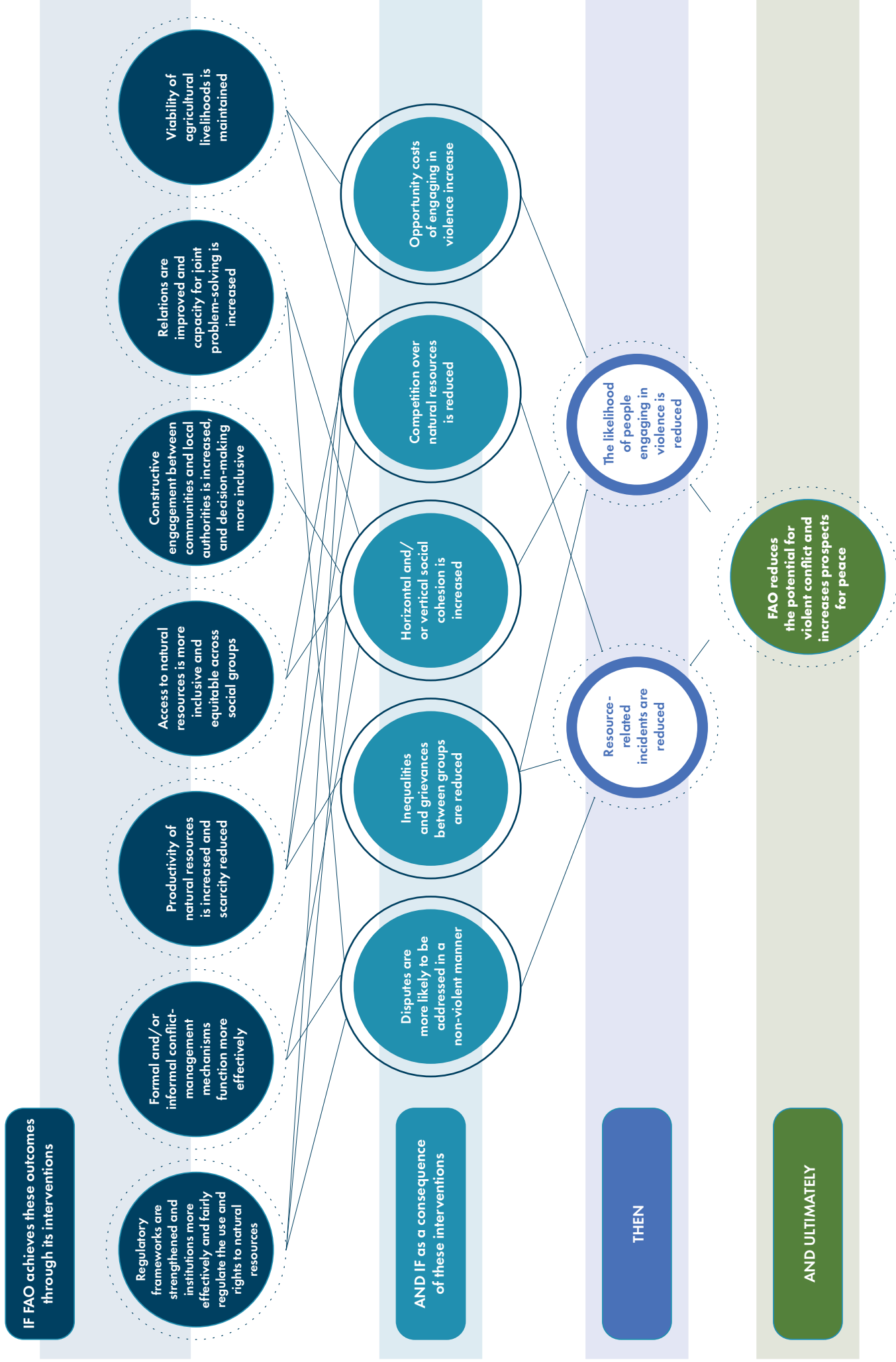
Annex

This annex is a non-exhaustive list intended as a guide. It provides a sample set of outcome and output indicators that could be used in results frameworks. These indicators can be a source of inspiration on how to assess peace-contributing outcomes. The indicators are presented in a generic fashion so that they can be applied across different types of projects. This means that they need to be tailored to each specific project context. A guidance tool on social cohesion is currently being developed to provide more detail on this topic. In all cases, these indicators will need to be tailored to the conflict analysis and the scope of the project.

- For many indicators, it will be necessary to disaggregate by social groups. These include ethnic groups, livelihood groups (e.g. settled farmers, pastoralists, forest dwellers, fishers) and displacement status (IDPs, refugees, returnees, host communities, cross-border communities, etc.).
- The specific groups to include in the indicators will also be context specific and need to correspond with the main conflict lines identified during the conflict analysis.
- For many indicators, disaggregation by gender and age will also be required, depending on the project’s target groups.
- Finally, these indicators will need to be refined even further in line with the project context (i.e. to the specific actors, conflicts, regulatory framework, local authority, natural resource management mechanism), and made time-bound (over what time period is change assessed?).

Explanation of terms used	
Community members	Refers to the people working with the project. In the indicator, this can be adapted to “project beneficiaries”, “citizens”, “farmers”, etc.
Livelihood group	Refers to farmers, pastoralists, fishers and other activities that bring households income. In the indicator, the specific livelihood group needs to be mentioned.
Social group	Refers to groups from across potential societal fault lines. In the indicator, the social group needs to be specified as per the conflict analysis. Social groups can be from different livelihood groups, displaced populations or host communities, ethnic groups, or other groups that may find themselves at opposite ends of a conflict.
Marginalized	Refers to individuals or social groups who lack access to rights or lack opportunities to make their voices heard. They can be those without tenure rights, pastoralists, forest dwellers, women in patriarchal societies, youth, displaced people, ethnic minorities or others. In the indicator, the specific groups need to be mentioned.

Theory of change – illustrative pathways



Impact-level indicators

FAO's theory of change details how its work can reduce the potential for violent conflict and increase prospects for peace through five meta-pathways, leading to a reduced incidence of resource-related violent conflicts and a decreased likelihood of people engaging in violence.

These meta-pathways are not easy to measure and may require a long time to come to fruition. They are also heavily influenced by dynamics in society that are outside FAO's control. Nonetheless, through the use of proxy indicators, FAO can assess whether it is moving in the right direction. Below are some examples of indicators that may be used for this purpose. Many of them can only be developed through perception surveys, building off a baseline.

Strengthen the ability to prevent, mitigate and address conflict in a non-violent manner

- Perception of increased capacity to prevent or resolve conflict and promote peace locally
- (Reduction in) number of (natural resource-related) violent conflicts

Increased horizontal social capital and/or horizontal/vertical social cohesion¹

- The extent to which persons report positive feelings (empathy/trust/respect) towards others (i.e. members of other social groups) (horizontal)
- The extent to which persons report trust in (local) authorities (vertical)

Increase the opportunity cost of engaging in violence

- Reduction of willingness to engage in violence by men, women, youth
- Percent of participants that expect their future economic situation to be better than their present economic situation

Reduced competition over renewable natural resources and productive resources

- Perception of change in the extent to which natural resources are sufficient for the number of users
- Relative degree of collaboration versus competition over natural resources

Reduced inequalities and grievances between social groups

- Perception of the relative status (social, economic) of their own group versus other groups
- Changes in perception of equitable access to resources/services by different groups

¹ These are not exhaustive indicators. Measuring social cohesion also includes measuring belonging, participation, interaction (social and economic), perceptions of discrimination, etc. A new tool focusing only on social cohesion is forthcoming to complement this Annex.

Outcome- and output-level indicators

These five meta-pathways are fed by seven illustrative pathways, which are closely connected to the typical interventions FAO may undertake (see Figure 3 in the main part of this how-to guide). These pathways, which can lead to peace-contributing outcomes can be included in the results framework of projects. Each pathway is described below, alongside a set of potential outcome and output-level indicators.

Pathway 1: Governance of land and other renewable natural resources

IF regulatory frameworks are strengthened and institutions more effectively regulate the use and rights to land and other natural resources, THEN competition over natural resources will be reduced and trust between communities and local authorities will increase, BECAUSE natural resource governance mechanisms will be more transparent to users, will function more effectively and will be perceived as being impartial.

Outcome indicators

- Evidence of regulatory frameworks approved or amended to be more people-centred and conflict- and gender-sensitive (describe relevant clauses)
- Evidence of regulatory frameworks protecting access rights for vulnerable livelihood groups (e.g. forest dwellers, pastoralists, fishers, displaced populations) (describe relevant clauses)
- Percent of community members perceiving natural resource governance mechanisms as effective and fair, disaggregated by gender, age, livelihood group and displacement status (hosts, refugees, IDPs, returnees)
- Percent of households in the community that perceive regulatory frameworks for natural resources to be fair and effectively enforced

Output indicators

- Number of communal customary land tenure systems providing legal recognition facilitated by the project
- Number of inputs and recommendations made by project staff and adopted regarding regulatory frameworks and enforcement mechanisms
- Number of local authorities with enhanced skills and capacity for effective and conflict-sensitive land management and administration
- Number of local authorities with increased understanding of the importance of – and processes to ensure – the inclusivity of natural resource management, including gender-sensitivity
- Number of households with a lack of secure tenure (e.g. woman-headed households, displaced populations) that have gained formal tenure documentation (title deeds, documented usufruct rights, legitimization of adverse possession) through the project

Pathway 2: Strengthened conflict- management mechanisms

IF people have stronger peacebuilding and conflict-resolution skills, and formal and informal mechanisms for conflict management are established or revived, THEN tensions and disputes will more likely be addressed in a non-violent manner and resource-related incidents will be reduced, BECAUSE community members will have increased capacity and willingness to prevent and resolve conflicts, and community members and local authorities will play their part effectively in preventing or mitigating conflict, and building peace locally.

Outcome indicators

- Percent and number of (pre-existing) (natural resource-based) disputes resolved by project-supported conflict-management mechanisms that do not reoccur within (number) months
- Percent of community members confident about their ability to engage (more effectively) in local conflict-resolution efforts
- Number of instances in which trained community members engaged proactively² in conflict-resolution initiatives or promoted peaceful behaviour (describe instances)
- Number of initiatives by groups composed of actors from different social groups to address drivers of conflict or to promote peace
- Percent of community members who perceive formal and informal conflict-management mechanisms as effective and fair (disaggregated by gender, age, displacement status, livelihood category)
- Percent of community members confident in the efficacy of formal and informal local institutions to prevent and mitigate (natural resource-related) conflicts (disaggregated by gender, age, displacement status, livelihood category)
- Number of disputes referred by local authorities to community-based mechanisms for (natural resource-related) dispute resolution, and percent solved (or unsolved)
- Number of cases in which formal and informal institutions worked collaboratively to solve a (natural resource-related) dispute

Output indicators

- Number of community members (men, women, youth) trained and that have acquired skills in conflict management and peacebuilding
- Number of community members (men, women, youth) represented in conflict-management structures and participating/involved in conflict resolution
- Number of conflict-resolution mechanisms around natural resources created or reactivated and fully engaged in conflict prevention and mitigation
- Number of members of conflict management structures with capacity to mitigate and resolve conflicts effectively according to agreed processes
- Number of conflict-prevention or resolution agreements facilitated by project-supported conflict-resolution mechanisms

² Here, "proactively" refers to an action taken from one's own accord, without being prompted by project staff.

Pathway 3: Increased agricultural productivity

IF the productivity of renewable natural resources is increased, THEN there will be less competition for natural resources and the opportunity cost of engaging in violence will increase, BECAUSE scarcity of natural resources will be reduced, and more people will be able to benefit from natural resources and agricultural outputs. On the contrary, increased productivity can lead to an increase in the value of resources, which could attract additional competition and draw more powerful actors to the scene, potentially leading to increased tensions or further marginalization of those with more informal rights.

Outcome indicators

- Percent of community members reporting a reduction in competition for and pressure on natural resources (tailored to specific livelihood or social groups in competition)
- Percent of community members reporting an increase in benefits gained from natural resources due to increased productivity (disaggregated by livelihood group, social group)
- Percent of marginalized groups reporting an increase in income derived from agriculture (production, processing, trade)
- Percent of community members that can maintain a viable agriculture-based livelihood (if appropriate, focus on youth)

Output indicators

- Number of vulnerable or other persons with low economic prospects trained in techniques that enhance economic opportunities (e.g. value chain development, production methods, technical skills, access to and information on markets)
- Number of hectares of land/pasture regenerated or protected from further degradation
- Percent of community members equipped with improved skills in climate smart agriculture
- Number of hectares of land that become resilient to shocks
- Number of improved/rehabilitated water sources, pastures or other natural resource-related infrastructure components
- Number of jointly agreed and secure migration/transhumance corridors established

**Pathway 4:
Equitable access to
natural resources**

IF natural resources are accessed and used more equitably by community members and social groups, THEN grievances and a sense of injustice will be reduced, and horizontal and vertical social cohesion (i.e. trust among people, and between people and authorities, respectively) will increase, BECAUSE tenure rights and access to productive resources will increase for marginalized social groups (e.g. ethnic groups, pastoralists) and community members (e.g. women and youth), and their sense of exclusion will be reduced.

Outcome indicators

- Percent of population groups with secure access to land and other natural resources (disaggregated by gender, age, livelihood group, social group, displacement status)
- Percent of members of marginalized groups (e.g. women-headed households) with increased access to and ownership of land and other productive assets
- Percent increase in perceptions of marginalized group members that access to natural resources is fair and equitable (e.g. women, youth, IDPs, refugees, ethnic minorities)
- Percent of members of natural resource management organizations (e.g. water user associations) from marginalized groups (e.g. women, youth, IDPs, refugees, ethnic minorities)
- Percent increase in perceptions of marginalized group members that they are treated on equal terms with other social groups

Output indicators

- Number of consultative processes/meetings/dialogues held with members of marginalized groups to discuss their needs and concerns related to access to natural resources (women, specific livelihood groups, etc.)
- Number of community-based resource-management mechanisms established by the project with equal and consistent participation of marginalized groups (e.g. water user associations)
- Number of natural resource governance agreements developed in an inclusive and participatory manner
- Number of natural resource governance agreements that increase marginalized groups' access to natural resources (women, pastoralists, etc.)

Pathway 5: Improved relationships and joint problem-solving

IF relationships are improved and the capacity for joint problem-solving within and between communities is increased, THEN disputes will more likely be addressed in a non-violent manner and horizontal social cohesion (i.e. trust among people) will increase, BECAUSE there will be increased trust within and between communities, and more collaborative management of collective natural resources.

Outcome indicators

- Percent of community members reporting improved trust/empathy/respect/tolerance of each other as a result of community activities (intracommunity)³
- Percent of community members reporting improved relationships with members of other social groups (e.g. cross-border communities, ethnic groups, IDP/refugee communities, other livelihood groups)
- Percent of community members reporting increased frequency of interaction with members from other groups (e.g. through business engagement, social interaction)
- Percent of women and young people acknowledging an increase in their voices being heard and increased participation in decision-making within their communities
- Percent of community members report an increase in their organizational, networking and problem-solving capacities (disaggregated by gender, age, livelihood group, displacement status)
- Percent of community members reporting an increase in collective efforts to manage and maintain natural resources
- Number and percent of problems collectively identified by community members that have been solved satisfactorily through collaborative action
- Percent of community members that report joint activities as relevant for addressing priorities in their communities (disaggregated by gender, age, social group, displacement status)

Output indicators

- Number of community platforms or clubs established for intracommunity collaboration and problem-solving (e.g. Dimitra Clubs)
- Number of consultation meetings conducted to propose, discuss, formulate and agree on solutions to community-level problems (e.g. micro-projects, infrastructure rehabilitation)
- Number of consultative meetings or community platforms including proportional representation of marginalized groups (e.g. women, disabled, youth)
- Percent of members of different social groups participating in joint problem-solving initiatives
- Percent of members of marginalized groups (e.g. women, disabled people and youth) participating in joint problem-solving initiatives
- Number of confidence-building meetings including representatives of different social groups
- Number of local-level joint activities promoting peaceful coexistence between different social groups (e.g. host and displaced, refugee or cross-border communities)

³ These are complex methodological questions. The forthcoming social cohesion tool will approach this topic in more detail.

Pathway 6: Constructive engagement and inclusive decision-making

IF constructive engagement between local communities and local institutions is increased and decision-making is more inclusive, THEN disputes will more likely be addressed in a non-violent manner and vertical social cohesion (i.e. trust between local authorities and people) will increase, BECAUSE people will feel more empowered and taken seriously by authorities; authorities will be more aware of communities' needs, including marginalized groups; and authorities will be more responsive and committed to implementing solutions in line with community needs.

Outcome indicators

- Percent of community members reporting that channels for constructive engagement between communities and local authorities exist, and are used and sustained effectively (e.g. community-authority dialogue platforms)
- Percent of community members perceiving that local authorities consider and address their concerns and needs adequately (disaggregated by age, gender, social group, displacement status)
- Percent of community members perceiving that the actions of local, national or regional authorities aim to address the priorities of the population in target area (disaggregated by age, gender, social group, displacement status)
- Percent of local government authorities responsible for natural resource management (with natural resource user groups, producer groups and associations) that regularly consult the local population to inform decision-making
- Percent of community members perceiving that they have increased influence over decision-making by local authorities (disaggregated by age, gender, social group, displacement status)
- Percent of issues raised by community representatives (or civil society) that have been fully addressed by local authorities, according to community members
- Number of community-preferred solutions to problems related to natural resources adopted and implemented by local authorities (e.g. land is returned to those dispossessed by conflict, grazing areas are opened up, water sources are established or rehabilitated)

Output indicators

- Number of community concerns and recommendations communicated to local authorities through project facilitation
- Number of channels or platforms for constructive engagement with local authorities established or revived
- Number of inclusive decision-making structures established and functioning effectively (working groups, committees, etc.)
- Percent of women, youth, members of other marginalized groups participating in decision-making structures and bodies established or supported by the project
- Number of women, youth and members of other marginalized groups involved in peacebuilding platforms or processes involving local authorities established or supported by the project (e.g. community-authority dialogue platforms)

**Pathway 7:
Viability of
agricultural
livelihoods in
conflict situations**

IF the viability of agricultural livelihoods in situations of conflict and insecurity is maintained, THEN the opportunity cost of involvement in violence will be increased, BECAUSE people's key livelihood assets will be protected; they will have a more positive longer-term perspective; and they will not resort to negative coping strategies, including conflict and violence.

Outcome indicators

- Percent of households benefiting from protection from natural hazards and displacement crises through practical disaster risk-management measures
- Percent of households whose key assets have been protected during the current crisis
- Percent of households reporting that, if not for the assistance received, they may have had to adopt negative coping strategies (e.g. selling assets, doing something illegal or harmful)

Output indicators

- Number of households in a situation of immediate crisis supported with cash transfers
- Number of people reached with agriculture kits and inputs in an emergency situation
- Number of agriculture-related infrastructure components rehabilitated by the project during or post-crisis
- Number of people reached through employment, entrepreneurship training or other initiatives to increase their economic self-reliance

References

- FAO.** 2012. *Voluntary guidelines on the responsible governance of tenure of land, fisheries and forests in the context of national food security (VGGT)*. Rome. fao.org/3/i2801e/i2801e.pdf
- FAO.** 2016. *The green negotiated territorial development (GreeNTD) in the Democratic Republic of the Congo*. Rome. fao.org/3/i6258e/i6258e.pdf
- FAO.** 2017. *Linking community-based animal health services with natural resource conflict mitigation in the Abyei Administrative Area*. Rome. fao.org/3/i7422e/i7422e.pdf
- FAO.** 2018. *Safe access to fuel and energy (SAFE)*. Rome. fao.org/3/i8012en/i8012EN.pdf
- FAO.** 2019. *Colombia peace support: Implementing Colombia's peace accord and comprehensive rural reform at local level*. Rome. fao.org/3/ca3866en/CA3866EN.pdf
- FAO.** 2020a. *Anticipatory action interventions to mitigate the effects of drought and migration on food security in Colombia*. Rome. fao.org/3/cb0752en/CB0752EN.pdf
- FAO.** 2020b. In the Greater Karamoja Cluster, new pathways to peace. In: *Food and Agriculture Organization of the United Nations, KORE – Knowledge Sharing Platform for Resilience* [online]. Rome. Cited June 2021. fao.org/in-action/kore/news-and-events/news-details/en/c/1267589
- FAO.** 2020c. *Dimitra Clubs in the Democratic Republic of the Congo: Improving the prospects for local peace*. Rome. fao.org/3/ca7711en/ca7711en.pdf
- FAO.** 2020d. *Compendium to support the formulation of Peacebuilding Fund projects*. FAO internal document. Rome.
- FAO.** 2021a. Participatory and negotiated territorial development (PTND). In: *Food and Agriculture Organization of the United Nations*. Rome. Cited November 2021. fao.org/land-water/land/land-governance/land-resources-planning-toolbox/category/details/en/c/1043145
- FAO.** 2021b. Evaluation of the project “Strengthening the role of women in peacebuilding through natural resources management at the community level in the rural areas of the governorates of Sana’a and Lahaj in Yemen”. Rome. fao.org/3/cb4637en/cb4637en.pdf
- FAO.** 2021c. *Evaluation of FAO's contribution to the humanitarian–development–peace nexus 2014–2020*. Rome. fao.org/3/cb4874en/cb4874en.pdf
- FAO.** 2021d. *The State of Food and Agriculture 2021: Making agrifood systems more resilient to shocks and stresses*. Rome. doi.org/10.4060/cb4476en
- FAO, UNEP & PBSO.** 2015a. *Water harvesting and natural resource management in South Sudan: Technical guidelines*. Rome. https://postconflict.unep.ch/publications/UNEP_FAO_South_Sudan_WH_NRM_guidelines.pdf
- FAO, UNEP & PBSO.** 2015b. *Water harvesting for peacebuilding in South Sudan: An assessment of livestock water harvesting structures in Eastern Equatoria, Western Equatoria, and Lakes States*. Rome. https://postconflict.unep.ch/publications/UNEP_FAO_South_Sudan_WH_Peacebuilding_report.pdf
- Galtung, J.** 1964. An editorial. *Journal of Peace Research* 1(1) 14. <https://journals.sagepub.com/doi/10.1177/002234336400100101>

IOM. 2021. Burkina Faso – Suivi des mouvements de transhumance – Alertes 1 (Octobre–Décembre 2020). In: *International Organization for Migration, Displacement Tracking Monitor*. Geneva. [Cited October 2021]. <https://displacement.iom.int/reports/burkina-faso-%E2%80%94-suivi-des-mouvements-de-transhumance-%E2%80%94-alertes-1-octobre-%E2%80%94-d%C3%A9cembre-2020>

Snodderly, D., ed. 2011. *Peace Terms: Glossary of terms for conflict management and peacebuilding*. Washington, DC, United States Institute of Peace. [usip.org/publications/usip-peace-terms-glossary](https://www.usip.org/publications/usip-peace-terms-glossary)

UNDP. 2020. *Strengthening social cohesion: Conceptual framing and programming implications*. New York. [undp.org/publications/strengthening-social-cohesion-conceptual-framing-and-programming-implications](https://www.undp.org/publications/strengthening-social-cohesion-conceptual-framing-and-programming-implications)



Interpeace is an international organization for peacebuilding, initially established by the United Nations in 1994. Headquartered in Geneva, Interpeace strengthens societies' capacities to manage conflict without violence and engages with the international community to integrate peacebuilding principles in their policies and practice to foster sustainable peace. At the heart of those principles is a commitment to locally-owned, inclusive peace(building) processes.

We would very much welcome any feedback on your experience with this how-to guide. We would like to hear about your thoughts on the pathways, the outcome and output indicators and the overall applicability for your work.

CONTACT INFORMATION

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

Conflict and Peace Unit

Julius Jackson

Technical Officer (Protracted Crises)
julius.jackson@fao.org

Phil Priestley

Conflict Analyst
phillip.priestley@fao.org



This publication has been produced with the assistance of the European Union. The contents of this publication can in no way be taken to reflect the view of the European Union.

Job Number