

**USAID/Office of Conflict Management and
Mitigation**

Operational Plan

FY 2006

June 13, 2006

Please Note:

The attached RESULTS INFORMATION is from the FY 2006 Operational Plan and was assembled and analyzed by the country or USAID operating unit identified on the cover page.

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Program Performance Summary FY 2005: The 2002 U.S. National Security Strategy states clearly that both fragile states and states in conflict are breeding grounds for endemic violence, instability, extremism, and humanitarian disasters. Crisis states suffering from violent conflict often provide a home for “conflict entrepreneurs” and other destabilizing forces that affect not only individual countries but whole regions, threatening U.S. interests and national security. Moreover, conflict can significantly undermine the reach and effectiveness of more traditional development programs in a country or region and halt the march toward improved livelihoods, better social services, and democratic governance. With violence or instability affecting many USAID-assisted countries, preventing, mitigating, and managing conflict is essential if foreign assistance is to have an impact.

The Office of Conflict Management and Mitigation (CMM), established in April 2002 within USAID’s Democracy, Conflict, and Humanitarian Assistance (DCHA) Bureau, leads USAID’s efforts to identify and respond to sources of conflict, fragility and extremism worldwide. In FY 2005, DCHA/CMM continued to support this long-term vision by supporting USAID’s drive to develop analytical tools and “early warning” capabilities to identify the causes of conflict and state fragility; establishing and strengthening early and rapid responses to instability and violence; and integrating “conflict sensitivity” into the Agency’s traditional development analyses, strategies and programs.

Despite only modest increases in staff resources, DCHA/CMM substantially increased its FY 2005 assistance to USAID’s Missions and partners in these areas, and achieved a number of noteworthy accomplishments. The Office successfully launched five new Instability, Crisis and Recovery Program (ICRP) IQCs, which are providing the Agency with a mechanism for addressing violent conflict and fragility worldwide. In the field, DCHA/CMM also partnered with the European Command (EUCOM) to conduct USAID’s first assessment of extremism and counter-terrorism in the Sahel region of Africa, which resulted in a groundbreaking interagency collaboration between USAID, the EUCOM, and the region’s U.S. Embassies to develop and fund proposals to address violent extremism in the Sahel. Additionally, DCHA/CMM developed an internal “Alert List” that is being used by the Agency to obtain early indicators for those countries at greatest risk of conflict and instability.

FY 2005 also saw DCHA/CMM significantly increase its conflict “mainstreaming” efforts as well. Overall, DCHA/CMM provided \$5,065,974 in DA funds and \$8,311,837 in ESF funds in FY 2005 to support Mission conflict, fragility and extremism programs in 19 countries. Much of this support was the product of Mission requests for longer-term and more in-depth project assistance, reflecting DCHA/CMM’s success in strengthening its current Mission relationships, and the growing number of new Mission requests for DCHA/CMM technical and programming assistance, thus reinforcing the recognition of DCHA/CMM as USAID’s primary knowledge source on conflict and fragility. In the Russian North Caucasus, for example, DCHA/CMM’s conflict assessment of the region in early FY 2005 was followed by additional collaboration with the USAID/Russia Mission to develop new conflict mitigation programs using nearly \$1 million in DCHA/CMM funds. A subsequent Congressional earmark for the region provided an additional \$5 million in Freedom Support Act funds for conflict programming, which the Office helped USAID/Russia apply through development of a strategic framework and new programs in rural credit and agro-business, civil society, local government, and public health for this unstable region.

DCHA/CMM also conducted nearly 100 events that provided training or guidance in conflict mitigation to nearly 1,100 people in both the field and USAID/Washington. Additionally, DCHA/CMM conducted 14 conflict assessments around the world, including four “fragility” assessments, and launched two additional “toolkits” focusing on the relationship of conflict to livelihoods and water.

Establish & Strengthen Conflict Rapid Response Capabilities:

IQCs: In FY 2005, DCHA/CMM awarded and began implementing its five worldwide Instability, Crisis, and Recovery Programs (ICRP) indefinite quantity contracts (IQCs). The IQCs will enable USAID to more quickly and effectively assess and respond to conflict, extremism, and fragility. The IQCs also increase DCHA/CMM’s ability to provide technical assistance to USAID Missions and USAID/Washington. Work through the IQCs will include early warning and analysis, program design and implementation, training and outreach, small grants, and monitoring and evaluation. The technical assistance provided will be cross-sectoral and address conflict mitigation, extremism, fragility, the security sector, and support to

peace processes.

Technical Assistance:

DCHA/CMM staff led or participated in a total of 48 trips to the field in FY 2005 to provide technical assistance and guidance to USAID Missions, implementing partners, and international donors engaged in peace-building activities, as well as those working to promote stability, mitigate conflict, and counter extremism.

In the Sahel region of Africa, for example, representatives from DCHA/CMM, other USAID operating units and the U.S. European Command (EUCOM) conducted the Agency's first extremism and counter-terrorism assessment of Niger, Chad and Mauritania in January and February 2005. As part of this groundbreaking collaboration among U.S. agencies, the assessment's recommendations are now being implemented, with a DCHA/CMM-supported consultant working with the U.S. Embassies and USAID Missions of the Sahel countries to develop and fund proposals that address violent extremism in the region. These programs could include support to youth associations, community policing programs, demobilization and reintegration, and programs to manage competition between host and refugee communities in eastern Chad. The consultant will also coordinate DCHA/CMM's efforts with Defense Attaché and European Community teams who will also be implementing counter-extremism activities. A total of \$5.025 million was directed toward the region in FY 2005 for these efforts, including \$500,000 from DCHA/CMM. Additionally, discussions are underway to expand funding and staffing in future fiscal years.

Reflecting its expanding and innovative Mission-support capabilities, DCHA/CMM fielded USAID teams in February-March 2005 that worked both jointly and separately to conduct conflict assessments in Kosovo and Serbia. The purpose of both assessments was to review sources of current conflict and identify areas of potential instability. With Serbia entering into highly-charged "final status" negotiations with Kosovo, the two teams were able to conduct key parts of the assessment together and make several joint programming recommendations to the two missions, in addition to carrying out comprehensive, independent appraisals reflecting the unique conflict dynamics in each country. Joint recommendations for cooperative programming between the missions included establishing and strengthening cross-border business linkages, transportation infrastructure, and conflict mitigation activities. Separately, assessment recommendations to Kosovo resulted in DCHA/CMM working with the Mission to develop a project to assess and broaden public support for the talks with Serbia, thereby contributing to a more stable and peaceful Kosovo, and Balkan region. Potential activities through DCHA/CMM's new IQCs include surveying public opinion, promoting the talks through mass media outlets, and engaging communities and other stakeholders in dialogue on key issues. With USAID/Serbia having integrated the assessment team's findings and program recommendations into its new strategy, DCHA/CMM is now helping the Mission develop activities to reduce the risk of political instability.

In the Russian North Caucasus, DCHA/CMM's conflict assessment of the region in early FY 2005 was followed by additional collaboration with the USAID/Russia Mission to develop new conflict mitigation programs using nearly \$1 million in DCHA/CMM funds. A subsequent Congressional earmark for the region provided an additional \$5 million in Freedom Support Act funds for conflict programming, which the Office helped USAID/Russia apply through development of a strategic framework and new programs in rural credit and agro-business, civil society, local government, and public health for this unstable region.

Community-Based Reconciliation:

Under Colombia's negotiated peace process, the government must now reintegrate former paramilitary units, as well as members of the National Liberation Army (ELN) and the Revolutionary Armed Forces (FARC), into society. With DCHA/CMM assistance, USAID/Colombia supported this process by aiding in the successful incorporation of Restorative Justice Principles into Colombia's new Justice and Peace Law, which provides the critical legal framework for new peace agreements involving the right of reparations to victims. To further support this process, DCHA/CMM and USAID's Global Development Alliance Office sponsored the first International Symposium on Restorative Justice and Peace in Cali in February 2005 in order to develop consensus among government leaders and civil society members on issues fundamental to the development of the peace process.

The DCHA/CMM Office and USAID's Africa Bureau are implementing the Northern Uganda Peace Initiative (NUPI). Besides helping to build consensus for the conflict resolution process at the grassroots level and advising the government in peace talks with the Lord's Resistance Army, NUPI has also built a foundation for national reconciliation by providing opportunities and platforms for communication. This includes four multiple stakeholder events: 1) a meeting of cultural leaders; 2) a youth conference; 3) a women and peace-building camp; and 4) a general conference entitled "Reconciliation the way forward." The result has been progress towards a single, publicly-owned vision for peace through reestablishment of relationships, improvement in understanding between groups, and the promotion of reconciliation.

Security Sector Reform:

DCHA/CMM, together with the USAID Mission in the Central Asian Republics, conducted an assessment of conflict programs in Kyrgyzstan and Uzbekistan in November 2004. Following the assessment team's recommendations to focus on youth, livelihoods and (in Kyrgyzstan), and democratic policing programming as the best means to mitigate possible future conflict, DCHA/CMM was invited to join the USAID/CAR Mission in July/August 2005 to conduct a police assessment to determine the feasibility of conducting such a program in Kyrgyzstan. Since determining that implementation was practical, DCHA/CMM has set aside funding and is helping USAID/CAR to plan and execute a democratic policing program. This initiative will focus on improving security for and protection of the population by civilian police.

The Kyrgyzstan program is only one of several SSR initiatives undertaken by DCHA/CMM in FY 2005; others include a separate policing assessment in northern Uganda, the unveiling of DCHA/CMM's new democratic-policing training module, and development of an overview paper on democratic policing with USAID's Office of Democracy and Governance, and lists of technical experts and organizations and USAID-supported policing and reintegration programs.

Fragility:

Working as part of an Agency-wide working group, DCHA/CMM helped develop a Fragility Assessment Tool (FAST) during FY 2005. FAST has already proved a valuable addition to Agency programming and operations, having been field tested in fragility assessments of Guinea, Angola and Burundi, and used by the Africa Bureau to guide preparation of new Country Strategy Statements in the region's 16 fragile states.

DCHA/CMM has worked closely with other parts of the Agency to improve programming in fragile states, with a particular focus on improving the effectiveness of service delivery in areas such as health, education, and personal safety. DCHA/CMM and several working groups throughout the Agency have collaborated to develop a concept note, framing paper, and other products that identify good practice in each of these three sectors. DCHA/CMM is also contributing to a major inter-donor effort on the same topic. Under the auspices of the OECD/DAC's Fragile States Group, USAID, led by DCHA/CMM, initiated efforts to pull together case studies and lessons-learned reviews into practical guidance on improving service delivery in fragile states. Like the internal effort, the DAC work-stream is focused on the health, education and public safety sectors but adds potable water as a fourth sector.

Anti-Corruption:

DCHA/CMM provided \$250,000 to USAID/Bolivia in order to support a pilot program that tests a model for mitigating conflicts relating to resource management at the local level. DCHA/CMM provided "seed" funds to USAID/Bolivia as part of its larger anti-corruption program. The funds will support a one-year activity aimed to promote transparency and accountability of municipal governments with the aim of strengthening systems for citizens to monitor local finances using a conflict lens and constructively engage with local government authorities. Core program components include: 1) the construction of a Municipal Conflict Index; 2) technical assistance to 4 municipalities where the index will be tested; 3) conflict mapping of municipalities; 4) analysis and dissemination; and 5) consultations with the judicial branch on modeling approaches.

Develop and Strengthen Conflict Early Warning Capabilities:

As part of the ongoing development of its Conflict/Fragility Alert, Consultation and Tracking System (C/FACTS), in February 2005 DCHA/CMM produced an Alert List which is used to help identify those countries at greatest risk of conflict and internal instability. The 2005 Alert List was used during the year by DCHA, PPC, and the regional bureaus to identify strategic directions and budgetary priorities in fragile states. The list was also utilized by the National Intelligence Council in compiling a "risk list" for S/CRS.

DCHA/CMM also drew on cutting-edge statistical research (from the Political Instability Task Force, World Bank, Population Action International, and the National Intelligence Council) to produce a separate ranking of countries whose youth populations were most at risk of recruitment for violence and extremism. Using this ranking, DCHA/CMM is now communicating with USAID/Lebanon and USAID Missions in other countries showing a greater likelihood of youth recruitment succeeding, and encouraging them to develop programs for at-risk youth.

Integration of Conflict-Sensitive Approaches:

DCHA/CMM Outreach - In order to promote conflict "mainstreaming" within USAID, DCHA/CMM organized 99 knowledge-sharing events in FY 2005 reaching approximately 1,080 people at USAID/Washington and in the field. The Office ran a successful brown bag series, which looked at issues related to fragile states including donor coordination and improving service delivery in fragile states. Additional brown bags and briefings focused on: livelihoods and conflict; IDP issues and conflict in Nepal; the war in Northern Uganda; USAID's support to peace processes; gender, security and conflict; and DFID's Armed Violence and Poverty Initiative. DCHA/CMM staff also made presentations at a number of events, including USAID's Democracy and Governance annual conferences, trainings for "New Entry Professional" staff, and the PPC Summer Seminar Series. It also played host to numerous briefings and discussions at USAID/Washington to share results of its conflict and fragility assessments.

At the interagency level, DCHA/CMM continued to support USAID's collaboration with the State Department's Office of the Coordinator for Reconstruction and Stabilization (S/CRS) in FY 2005. DCHA/CMM was designated the Agency's "reachback" office for S/CRS to facilitate the sharing information, build understanding between the two organizations, and track its project requests within USAID. DCHA/CMM staff also participated in S/CRS working groups in the areas of planning, governance, security sector reform and humanitarian assistance.

The Office also continued building its library of DCHA/CMM-generated "knowledge products" for USAID missions and partners with the publication of two more sector-specific toolkits focusing on the connections between forests and conflict, and between livelihoods and conflict. The toolkits focus on the key linkages between these issues and conflict - as well as the role development assistance can play in lessening instability- and feature lessons learned, program options, and relevant contact information. Additionally, DCHA/CMM reprinted the toolkits it published in FY 2004 on land, valuable minerals and youth due to high demand, and added a new section containing issue-specific monitoring and evaluation tools to each.

DCHA/CMM also led an Agency-wide initiative to produce two policy memoranda on strengthening the Agency's role in peace processes for the USAID Administrator, who approved its recommendations calling for a more robust Agency role. The Office also authored a forthcoming resource guide on community-driven development programs in conflict-affected settings and a Fragility Assessment Tool, among other publications.

Training:

During FY 2005, DCHA/CMM held its first field-based conflict sensitivity training program for USAID Mission staff. DCHA/CMM and other USAID conflict experts held a two-day conflict training and one-day Partners Conference in Kazakhstan that included training modules on youth livelihoods, religion, local governance, land and water management, and democratic policing. The Training and Partners Conference resulted in further planning for a democratic policing program in Kyrgyzstan and led to the design of new program elements for USAID/CAR's new cross-cutting conflict program. At another event, DCHA/CMM trained a mix of overseas USAID staff, Washington-based democracy experts, and implementing partners on the relationship between youth in conflict. The training included information on

what drives young people into violence and illustrative Democracy and Governance responses.

DCHA/CMM played a major role in the design and organization of the Agency's first ever Crisis and Recovery Skills Training program to train a new cadre of USAID officers to operate more effectively in crisis and recovery settings. DCHA/CMM staff participated in the overall design of the two-week training program and delivered sessions on USAID's Conflict Assessment Framework and on democratic policing.

FY 2006 Program**SO: 966-001 Political, Economic and Social Causes and Consequences of Violent Conflict Addressed through Peaceful Channels****Mitigate Conflict and Support Peace**

Several DCHA/CMM interventions begun in FY 2005 are continuing or culminating in FY 2006, including DCHA/CMM support to the Agency's Bureau for Latin America and Caribbean Office of Regional Sustainable Development in conducting an assessment of gang activity in Central America and Southern Mexico. In the Democratic Republic of Congo (DRC), DCHA/CMM is helping the Mission examine options to engage the private sector in advancing peace, security and sustainable development.

DCHA/CMM is also coordinating a unique DCHA-wide conflict assessment in Sudan that focuses on three of its key sub-regions: Abyei, Nuba Mountains/South Kordofan, and Juba South/Equatoria. DCHA/CMM will also provide support to: anti-corruption activities, the demobilization and reintegration of youth combatants, programming to address land conflicts, and strategic contingency planning for Sudan (\$1,745,000 IDA).

DCHA/CMM will use its five new Instability, Crisis, and Recovery Program indefinite quantity contracts (IQCs) with the Academy for Educational Development (AED), AMEX International, ARD Inc., Development Alternatives Inc. (DAI), and Management Systems International (MSI) to provide USAID staff worldwide with support services to respond to conflict-prone and unstable states. The IQC also enables DCHA/CMM to provide more robust technical assistance to both USAID Missions and Washington-based staff. Specifically, DCHA/CMM is utilizing the IQCs to support USAID Mission programs; produce research addressing the linkages between conflict and health, local governance, water, and oil/natural gas; and conduct at least five conflict assessments in vulnerable countries and at least three evaluations of the Agency's conflict programs. Other activities to be funded through the IQCs in FY 2006 will include: strengthening the Agency's early warning capability, designing and implementing conflict mitigation programs, providing training and outreach, and awarding small grants to partner organizations. The DCHA/CMM Office is continuing to refine its Conflict/Fragility Alert, Consultation and Tracking System (C/FACTS), which is used to help identify those countries at greatest risk of conflict and internal instability (\$40,000 DA). DCHA/CMM is continuing to fund technical staff activities and direct support to USAID's Missions for conflict assessments, program design and implementation, and targeted research and analysis in priority countries including, but not limited to, the Burundi, Colombia, the Democratic Republic of Congo, Indonesia, Georgia, and Somalia. DCHA/CMM is building on its conflict training efforts from FY 2005 by refining its thematic training modules into a comprehensive package that will incorporate proven training methodologies. This training approach will be piloted overseas at USAID's Regional Mission in East Africa and at least one Agency Bureau in Washington, DC. DCHA/CMM is partnering with other technical bureaus at USAID to develop an evaluation agenda, and is conducting an evaluation of Agency conflict programs implemented prior to the establishment of DCHA/CMM in order to provide a baseline of USAID accomplishments in conflict management and mitigation during that time. DCHA/CMM is continuing its partnerships with organizations such as the International Crisis Group, Catholic Relief Services, International Alert, Center for Humanitarian Dialogue, and the War Torn Societies Project International that work on a diverse range of conflict related programs. DCHA/CMM will also continue to support the Organization for Economic Cooperation and Development's Development Assistance Committee Secretariat to improve service delivery in fragile and conflict-affected states (\$10,000,000 DA).

FY 2007 Program**SO: 966-001 Political, Economic and Social Causes and Consequences of Violent Conflict Addressed through Peaceful Channels****Mitigate Conflict and Support Peace**

Mitigate Conflict and Support Peace: In FY 2007, The Office will strengthen its focus on support to peace processes, natural resource extraction, counter-terrorism, and community policing by providing Mission

support to develop and implement programs in these sectors and supporting the dissemination of best practices and lessons learned. DCHA/CMM also intends to work with PPC and the USAID regional bureaus to address integration of the White Paper's guidance on Fragile States. To provide stronger conflict programs, DCHA/CMM will work with Missions and implementing partners to design monitoring and evaluation systems and will participate in the collection, analysis and dissemination of evaluation data to assist the analysis of the short- and long-term impact of conflict programs; and its training modules, which will be refined in FY 2006 will likely be utilized in at least one USAID operating unit overseas and at least one Agency Bureau. To further the Agency's knowledge of conflict programming, DCHA/CMM with other USAID Bureaus and Missions intends to evaluate and disseminate lessons learned on USAID's programs and projects. DCHA/CMM plans to develop a mechanism to provide counter-terrorism resources to the Agency and to provide access to organizations respected for their work on peace processes but which have not traditionally been oriented toward competing for U.S. government funds. Ongoing activities include provide critical services to USAID missions such as conflict assessments, program design and implementation, and applied research and analysis (\$10,000,000 DA).

Results Framework

966-001 Political, Economic and Social Causes and Consequences of Violent Conflict Addressed through Peaceful Channels

Program Title: Conflict Management and Mitigation

IR1: Enhanced operating capacity of partners and USAID operating units for conflict management and mitigation

IR2: Improved policies, strategies and programs for managing and mitigating conflict

IR3: Conflict analysis methodologies developed and applied

IR4: Mission demand for research and program support on key conflict issues met