Assessing Conflict in Water Development

A GUIDE FOR WATER AND PEACEBUILDING PRACTITIONERS

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Introduction

Conflicts associated with water are not uncommon and can occur in general water resource development programs or more specific drinking water and sanitation (WASH) schemes. The conflicts range from mild competition over priority access to water to public outcry over environmentally destructive water use practices. They sometimes involve violent destruction of infrastructure and infliction of bodily harm and death. Water can be a target as well as a weapon of conflict, and in many development contexts, water and conflict are inextricably linked. However, a conflict may not necessarily be open conflict but also simmering or underlying. Development practitioners, who aim to improve the health, economic standing, and well-being of people through water, should acquire a deep appreciation of the water-conflict dynamic.

> **Conflict can be defined as any situation in which two or more individuals or groups perceive their interests as mutually opposed and act on this perception[1]. Water-related conflicts, therefore, can be understood to arise between two or more parties holding competing claims over a water resource, its allocation, or its use.[2]**

First and foremost, water projects should be "conflict sensitive".[3] This involves the injunction to "Do No Harm"[4], be attentive to "dividers" and "connectors" between people, and build bridges between and among people. A conflict-sensitive project (or organization) has several essential characteristics:

• It understands the context and ongoing nature of a conflict;

• It grasps the dynamic interaction between the conflict and a given intervention;

• It avoids negative impacts and to maximize positive results for people in need.

When conflict arises in water development projects, successful outcomes in terms of contributing to project goals and achieving project targets are less likely to occur if the potential effects of the conflict are not incorporated into the operational plan. In severe cases, unknown or unanticipated conflicts can cause project failure, and in some instances leave a project community worse off than before the project began.

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1 Matthew Levinger, Conflict Analysis: Understanding Causes, Unlocking Solutions, in an interview with United States Institute of Peace, (no date).
http://www.usip.org/conflict-analysis-questions-and-answers-the-author

2   OECD, Development Assistance Committee, Guidance on Evaluating Conflict Prevention, and Peacebuilding Activities, 2008, cited by Jason Gehrig with Mark M. Rogers, Water and Conflict: Incorporating Peacebuilding into Water Development, CRS/Baltimore, 2009.

3   Conflict Sensitivity Consortium, *Conflict-sensitive Approaches to Development, Humanitarian Assistance and Peacebuilding—A Resource Pack*, 2004
4   Mary Anderson, *Do No Harm*, Boulder, Colorado, 1999.

Catholic Relief Services (CRS) has been implementing water development projects[5] internationally for more than 60 years and occasionally has encountered conflicts associated with project development and implementation. Because CRS lacked formal guidelines for handling conflicts, project staff have tended to respond with ad hoc approaches that generally met the immediate needs, but sometimes failed to take full account of conflict issues that proved to be critical factors in project implementation. More importantly, lessons learned from conflict issues have not been systematically documented and made available to inform the planning and implementation of subsequent projects. This document intends to address these shortcomings.

PURPOSE OF THIS FIELD GUIDE

The purpose of this document is to provide a lens through which water development practitioners can identify and assess existing or future conflict associated with their water projects and plan for mitigation activities early in the design process. This guidance builds on the CRS Water and Conflict booklet[6] (2009) by developing specific field guidelines for integrating peacebuilding into water resources development. Conflict should be a component of the initial water development project baseline assessment. This knowledge should be used to define program activities that avoid the creation or escalation of the identified conflict.

In addition, this document contributes to the skills and tools of CRS staff and partners to conduct sound conflict analysis (identification of the key parties, problems, and processes) as the foundation for both peacebuilding and conflict sensitivity. This document attempts to increase this competency[7] within the water development sector. The document also complements other CRS Justice and Peacebuilding tools designed to mitigate and transform conflicts.[8]

SUMMARY OF ANNEXES

The bulk of the guidance document are nine annexes, five of which are the conflict assessment tools. Each tool is discussed individually in Chapter 4. The annexes are summarized below:

- Annex 1—A summary of the CRS Water Development program approach

- Annex 2—A summary of the CRS Peacebuilding program approach

- Annex 3—"Good Enough" Emergency Conflict Analysis Questionnaire

- Annex 4—CRS Conflict Assessment Tool

- Annex 5—Rapport-building questionnaire

- Annex 6—CRS Community Water, Sanitation, and Hygiene (WASH) Needs Assessment Questionnaire

- Annex 7—Additional Questions on Risk of Water-Related Conflicts

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5   A description of the CRS water development program approach and peacebuilding program approach can be found in Annex 1 and Annex 2, respectively.

6   https://www.crs.org/our-work-overseas/research-publications/water-and-conflict

7   Justice and Peacebuilding Integration is one of the five core competencies of the CRS agency strategy (https://www.crs.org/about/agency-strategy). A core competency is a specific capability that is central to the success of an organization and is applicable across a broad range of programs.

8   https://www.crs.org/research-publications/solr-search?sort_by=created&sort_order=DESC&f[0]=field_program_area:575

- Annex 8—Two applications of the conflict resolution approach

- Annex 9—A checklist for addressing conflict in water development projects

SUMMARY OF GUIDANCE TOOLS

The guidance document contains five sets of questionnaire tools to aid in the assessment. The tools are organized by several contexts or topics:

- "Good Enough" approach used in emergency response

- CRS general conflict assessment tool

- Developing a strong rapport with community respondents during the initial identification of potential conflicts

- General water, sanitation, and hygiene (WASH) questionnaire, and

- General water development questionnaire that considers the socio-economic, institutional/political, and economic situation of the targeted community

The tools are presented in detail in Chapter 4.

To validate the tools, CRS conducted three field tests under different conditions:

- **Zimbabwe (August 2016)**—water for community market gardens in areas where farmers have poor access to, and availability of, water resources

- **Cameroon (September 2016)**—WASH in emergencies in areas where refugees from Central African Republic (CAR) and host communities in Cameroon are using the same water supply systems

- **Niger (January 2017)**—community WASH in areas where host communities and nomadic groups share the same water supply systems

The field visits confirmed the need for a guide to help integrate conflict assessment into the design and implementation of water development projects to build right and just relations between, and among, participating communities.

GUIDANCE FOR USING DOCUMENT

This document provides guidance for integrating conflict assessment into water development projects, specifically in WASH projects. It provides a template for thinking about conflict in water projects and how such conflict can be transformed or mitigated. This template should be adapted to fit the context, requiring creativity and flexibility in its implementation to help communities improve interpersonal and intergroup relations and ensure full participation in decision-making.

JOINT WATER AND PEACEBUILDING PRACTITIONER COLLABORATION

This document is intended to be used jointly by water and peacebuilding practitioners to identify existing conflict and the possibility of conflict. As noted, it is not intended as a guide for addressing conflict.

Conducting joint assessments involving water and peacebuilding staff will allow for a complementary use of skills and mutual learning and increase data collection. Addressing conflict requires skills that water practitioners generally do not have; hence the necessity of involving peacebuilders or others with the requisite expertise.

CRS recommends that prior to engaging targeted communities, water and peacebuilding staff should participate in a half-day workshop to obtain a briefing on this document, review the assessment tools, and share information on the water and conflict scenarios in the communities to be visited.

CONFLICT ASSESSMENT APPROACH

The conflict assessment should use the appropriate Participatory Rural Appraisal (PRA) methodology[9] and include a wide representation of community stakeholders. The assessment approach will be based on the number of participants. The approach could include:

- **Key Informant Interviews (KII)**—qualitative, in-depth interviews involving 1–4 people, but ideally, no more than two, who have specialized knowledge about the topic of interest, conflict related to water development in this circumstance

- **Focus Group Discussions (FGD)**—FGDs involve 5–10 people. They are called focus groups because all members of the group meet a common criterion; for example, men, women, male and female youth, and herders. FGDs should be concluded within two hours.

- **Community Meetings**—It is often difficult to limit the number of participants in inter-view-style sessions, thus the necessity of a community meeting. These meetings are used to introduce the assessment team and its purpose in visiting the community. FDGs can be held after the larger community meeting.

With FGDs and KIIs, interviews and discussions should be held in secluded locations so that bystanders or passersby cannot influence the discussions.

ENSURE MEN, WOMEN, AND YOUTH PARTICIPATION

It is useful to separate men and women in FGDs as gender is a big factor in the experience of conflict. It also may be useful to explore the different gender roles around water resources and misunderstanding of roles so that different perspectives can be identified and discussed.

Since youth, particularly young girls, are tasked with collecting water for the household, they have an important perspective. Separate girls' and boys' meetings should be held without the presence of parents and elders, if possible, so that the young people will feel free to speak. In some cultures, it may be necessary to use female facilitators to engage young girls.

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9   https://www.crs.org/our-work-overseas/research-publications/rapid-rural-appraisal-and-participatory-rural-appraisal

GENERAL RECOMMENDATIONS FOR CONDUCTING INTERVIEWS

Other general recommendations for conducting interviews are as follows:

• Interviewees often say there is no conflict, so be prepared to probe more deeply. The five sets of questionnaires in this document provide an entry point for exploring conflict in the communities of interest. The interviewer needs to be flexible in selecting the questions and improvise with follow-on questions based on the responses. Additionally, the interviewer needs to consider responses from previous group discussions and compare them with the current group's responses to inform the next questions to ask. However, if it appears that there is no conflict, do not continue probing with questions as this may create animosity within the community.

• Pay attention to equitable access to water as this commonly leads to conflict and violence in the community.

• The interviewer needs to be sensitive to the responses to the questions to avoid creating unrealistic expectations about commitment of resources. The interviewers need to communicate very clearly their intentions in conducting the meeting; for example, learning about existing access and availability of water resources, the types of water demand in the community, and identifying the different users of the water resources. The assessment of conflict, or the potential for conflict, can be used to guide future water development programming.

• It is recommended to follow the concept of "small mouth, big ears"; the interviewer should let the interviewees do most of the talking.

• Take note of the season when scheduling engagements with communities. Community members may be too busy with planting, harvesting, grazing livestock, fixing meals, or taking children to school to participate in a meeting. The issue of community mobility also must be considered. For example, nomadic and transhumant populations are often on the move so may not be present at the time of the interviews.

• In addition to note taking, interviewers also may want to document the visit by taking photos during the meetings. However, the interviewers should ask for permission from the photo subjects.

A woman from Ngbwakine, Cameroon expressing her frustrations at the way Central African Republic refugees have placed extra demands and brought foreign attitudes on their community water supply systems. *Chris Seremet/CRS*

Chapter 1

STRATEGIC APPROACHES FOR INTEGRATING PEACEBUILDING INTO WATER DEVELOPMENT PROJECTS

Water development projects should work toward effective integration by being holistic in scope (Integral Human Development[10]), intentional in design, and professional in competencies. In recent years, CRS has made significant progress toward formulating a comprehensive approach for integrating peacebuilding concepts into water development, including the development of this document. The first major attempt by CRS to bring the water and peacebuilding sectors together began in 2006 when Mark Rogers reviewed the general literature and available CRS project data to consider the options available to field staff when water conflicts occurred.[11] He found that the root causes of most water-related conflicts often centered on three areas of concern: social equity, environmental sustainability, and economic efficiency. His conclusions stressed the importance of multiple causes, multiple solutions, and multiple stakeholders:

- Water-related conflict rarely stems from a single cause. Issues of social equity, ecological and environmental concerns and economic efficiencies must be considered.

- The process of identifying needs and exploring solutions may be as important as the solutions themselves.

- Community-based, water-related conflict requires collaborative, multi-disciplinary inquiry that brings together all stakeholders in the transparent exploration of alternatives.

In 2007, Jason Gehrig began to compile information on conflicts in CRS WASH projects; in 2008, he expanded the work to include field investigations in El Salvador and Honduras to identify water-related conflict issues and the corresponding intervention tools used to deal with them. In collaboration with Mark Rogers, Gehrig concluded that peacebuilding in water projects can be enhanced by focusing on:

- Addressing the root causes of injustice

- Building relationships between, and among, stakeholder groups

- Establishing stable and reliable social institutions

- Using sustainable technologies and development approaches

The collaboration of Gehrig and Rogers resulted in the 2009 publication, **Water and Conflict: Incorporating Peacebuilding into Water Development**[12], which reviewed current water, conflict and cooperation materials produced by researchers and development practitioners, identified concepts of water-related conflict, set out peacebuilding principles for program design, and concluded with recommendations

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10 https://www.crs.org/our-work-overseas/research-publications/users-guide-integral-human-development-ihd
11 Mark Rogers, *Issues and Options in Community-based, Water-related Conflict*, Baltimore/CRS, 2007.
12 Jason Gehrig and Mark Rogers, *Water and Conflict: Incorporating Peacebuilding into Water Development*, Baltimore/CRS, 2009.

for water-related conflict scenarios. The publication was highlighted during a televised panel of experts on water and peacebuilding at the Woodrow Wilson International Center for Scholars in Washington, D.C. in January 2010 and again, at a symposium on the global water crisis at Villanova University in November 2010. **Water and Conflict** did not provide specific operational guidelines for addressing conflicts in CRS water development programs, but it did set out practical directions for further inquiries and continues to serve as the basic document on which current guidelines development is based.

Dennis Warner initiated the present guidance document by investigating the conflict experiences in the water development programming of CRS country programs (above) and by conducting literature reviews. Through this research, questionnaires were developed. The questionnaires (tools), as presented in Chapter 3, were field-tested in three countries to determine their appropriateness for assessing existing or potential conflict around water development projects and to identify shortcomings in the questionnaires. Information collected during the field tests was shared with the respective CRS country program to provide feedback on existing water development programming or to inform the development of future programming.

In Mayahi, Niger, scare water resources need to meet the water demands of the settled Hausa peoples, the semi-settled Fulani (Peul), and the transhumant Tuareg and their numerous livestock in which they depend upon for food and other livelihoods. *Chris Seremet/CRS*

Chapter 2

TYPES OF WATER-RELATED CONFLICTS IN CRS PROJECTS

As noted in the Introduction, conflict can take a variety of forms, from a mild disagreement with little outward effect on the concerned parties to heated confrontation. Conflict is not usually violent, but it can become violent, involving restrictions on personal activities, major civil disturbances, or even armed conflict and war. This document focuses on interpersonal and intergroup conflict.

Conflicts often occur over the possession, or control, of resources. Water frequently is associated with conflict because it is a limited resource and essential for health, quality of life, and economic development. In some cases, disagreements associated with water evolve into significant conflicts affecting entire communities and the water resources serving them. The impact of such conflicts upon water development, and particularly WASH projects, can be a major factor in project implementation and sustainability.

Gehrig and Rogers[13] have described the basic roles that water can play in conflict. Water can be a **target** in a conflict, such as the destruction of water infrastructure as an act of war. It also can be a military or political **tool**, as in a military siege or political effort to control a water source, which in this sense may not be a tool, but a **weapon.** Water also can be the **goal** in a conflict, with possession and control of another's water as the aim. The availability of, or access to, water is sometimes a **consequence** of conflict, such as drought or flood resulting from human action. Water is increasingly a **source** of conflict, as shortages or allocation disputes cause friction. It is possible to identify and describe other roles of water in any particular conflict, but Table 1 below forms the basis for a useful classification based on field data.

TABLE 1. WATER'S ROLE IN CONFLICT:	
Target	Destruction of a water point or source because of its importance
Tool / Weapon	Gaining control of others through controlling or destroying water site
Goal	Seeking possession and control of other's water
Consequence	Too much or too little water was a consequence of conflict
Source	Shortages or allocation disputes cause conflict

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13   Gehrig and Rogers

In 2010, CRS conducted a multi-country study to collect data on water-related conflicts from its field programs.[14] The study asked country and regional staff two basic questions: 1) Are conflicts over water in your country program/region impacting any of your projects? (If so, what are they); and 2) If you are not yet experiencing the impact of conflict over water, what, if any, conflicts do you see as potentially impacting communities in your country program/region? The resulting country program responses were sorted into 10 types of conflict[15] involving water, and then were further reduced into five working classifications of conflict involving water resources that are likely to be encountered in the course of CRS water development programs. Many aspects of these conflict types are related to social or resource inequalities or to perceptions of injustice. Others are the result of physical or natural phenomena that cannot be directly controlled. The five main conflict types are as follows:

1. Access to water
2. Availability of water
3. Management of WASH systems
4. Disasters and emergencies
5. Displacement of populations

Access—Access to water can be a conflict area expressed in restrictions caused by physical barriers, such as mountains or rivers, or governance barriers, such as laws, regulations and ownership rights. Together, legal and institutional constraints can be as formidable a barrier as geographical distance and impassable terrain in terms of access to water. In addition, traditional or cultural norms may affect power relations in a community where one group holds more power than another and thereby limits the other's access. For example, men often have more power than women, and the physically able have more power than the disabled. Unequal power relations go beyond the issue of ownership.

Availability—The temporal nature of water resources, pollution, and the adverse effects of climate change can reduce both the quantity and quality of available water, thereby leading to conflict. Also, population growth and increased water consumption often exceed the capacity of water systems, leading to discontent among system users.

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14   Data was collected from CRS country programs in Afghanistan, Bolivia, Burkina Faso, Cote d'Ivoire, Ghana, Liberia, Niger, Nigeria, South Sudan, Tanzania, Uganda, and the West Bank and Gaza.
15   The responses identified 10 types of conflict involving water:

1.   Denial of access, by government or other force, including lack of access destroying livelihoods/food security; conflict arising out of lack of compensation for the land, and conflict arising from usage policy on the land where a water source is situated.

2.   Disagreement over usage priorities or over fair access, in various combinations of domestic v. pastoral v. fishing v. agriculture constituency conflicts.

3.   Government, including over-taxation on water use; location, including conflict over where to place new water systems and over water systems placed on private property.

4.   Maintenance, as when responsibility for shared infrastructure maintenance causes conflict.

5.   Marine waters, as when conflict occurs over extractive resources located there.

6.   Military destruction of water infrastructure.

7.   Ownership disputes.

8.   Reduced quality, as from industrial pollution or other pollution.

9.   Reduced quantity.

10. Disputes over fair upstream/downstream use, such as disputes over proper metering.

Management—The governance of water resources involves a series of human dynamics. These include poor management, inequitable allocation of water among users, and poor design, operation and maintenance of water systems. Corruption within WASH committees and local government as well as a weak or monopolistic private sector that fails to deliver appropriate services to customers also can lead to conflict.

Disasters/Emergencies—Typical conflicts involve man-made disasters, such as armed conflict and war, as well as industrial accidents and environmental degradation that damage watersheds and water bodies through mining, deforestation and pollution. Natural disasters also occur in the form of rapid onset earthquakes and tsunamis, and slow onset droughts and other events related to climate change.

Displacement—The displacement of populations can result from both natural disasters and man-made emergencies. Populations forced to move can encounter conflicts when WASH services are inequitably distributed during travels to areas of greater safety or when they are situated in camps and temporary shelters. Women and children are particularly vulnerable if WASH services are not located in safe zones.

Community members using aerial maps to identify water resources in Comasagua, El Salvador. *Adam Keough/CRS*

Chapter 3

INTEGRATION OF CONFLICT ASSESSMENT INTO WATER DEVELOPMENT PROGRAMS

Successful conflict mitigation and peacebuilding in water development projects is dependent upon an accurate identification and a reasonable understanding of the nature and significance of both potential and ongoing conflicts. This guidance therefore encourages the use of a conflict analysis that supports identifying and understanding conflicts.[16] A variety of development and humanitarian organizations have extensively investigated the process of conflict analysis.[17] Many of these organizations have adopted comprehensive approaches to the analysis. Some methodologies involve extensive desk studies, field investigations, and multi-day in-country workshops.

One of the dilemmas of conflict analysis is the need to obtain detailed assessments within the limitations of costs and time. Through the experience in peacebuilding, conflict resolution, understanding social cohesion, and water resources and WASH programming, CRS has identified five questionnaire tools for conducting water-related conflict assessments. The tools provide questions in various contexts that the interviewer can select once the water resources context is known and responses to questions illuminate issues. Flexibility by the interviewer in selecting and asking questions is key. The various assessment questionnaires (tools) are introduced in the next sub-sections. Each tool is provided in an annex so that it can be easily photocopied for field use.

THE "GOOD ENOUGH" CONCEPT

In emergency response to humanitarian emergencies, a growing number of humanitarian organizations have incorporated the concept of "Good Enough" into conflict analysis as part of first-phase emergency response. They have done so in response to the need to systematically capture key information on potential conflict flashpoints that can be shared and integrated into assessment reports. The "Good Enough" approach is short, amenable to multi-sectoral emergency assessments, and requires little conflict-sensitivity training. The Humanitarian Practice Network recommends that a "Good Enough" emergency conflict analysis be incorporated into minimum standards for conflict-sensitive emergency response. It suggests use of a questionnaire directed at the context of the conflict and the potential impacts of the program.[18] The questionnaire can be found in Annex 3.

THE CRS CONFLICT ASSESSMENT TOOL—THE "GOOD ENOUGH" APPROACH OF CRS

CRS has incorporated the "Good Enough" approach into its peacebuilding, governance, gender, protection, and youth integration activities. It is designated as a

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16   Caritas (2006). *Peacebuilding: A Caritas Training Manual.* Caritas Internationalis/Vatican City.
17   C. Gaigais and M. Leohardt, *Conflict-Sensitive Approaches to Development, Humanitarian Assistance and Peacebuilding: A Resource Pack,* Africa Peace Forum/London, 2001.
18   N. Zicherman et al, *Applying Conflict Sensitivity in Emergency Response: Current Practice and Ways Forward.* Humanitarian Practice Network, No. 70, ODI/London, 2011.

core competency for the agency. The CRS document **Peacebuilding, Governance and Gender, Protection and Youth Assessments: A Basic Guide for Busy Practitioners,**[19] provides guidelines for assessing conflict dynamics, governance patterns and gender relations. The guidelines for conflict dynamics are a "conflict assessment tool", consisting of a series of questions, that outline the broad national or regional context (Profile) and then inquire about the causes of conflict (Problem), the parties to a conflict (People), and the trends of the conflict (Process).

The CRS Conflict Assessment Tool is intended for use in a wide variety of interventions and in a broad range of contexts in which CRS operates. It has become a standard for initiating conflict analysis in CRS projects and reporting through the CRS Gateway project data system. However, it does not distinguish between water-related conflicts and those unrelated to WASH interventions. Some conflicts may be directly related to, or caused by, WASH interventions; for example, the development of a new water source that serves only one of two adjacent communities. Other conflicts may be ongoing and have no direct relationship to WASH interventions; for example, existing and traditional conflict between ethnic groups served by a water project. The primary function of the tool is to rapidly identify actual or potential conflicts and enable a basic assessment of the causes.

The Conflict Assessment Tool provides only limited insight into the impact of conflicts on program implementation. In the case of WASH projects, it does not provide enough information on the specific nature and causes of water-related conflict essential to develop practical guidelines for addressing conflict. Therefore, a more comprehensive approach is required. The Conflict Assessment tool is intended as the first step in the process of identifying real or potential conflicts. The CRS Conflict Assessment Tool is provided in Annex 4.

NON-THREATENING QUESTIONS TO IDENTIFY CONFLICTS

Developing a strong rapport with community respondents during the initial identification of potential conflicts is important to subsequent project planning. When a community is unable to readily identify any conflicts associated with a WASH project, possible reasons include (1) there may be no conflicts, actual or potential, related to the project; (2) the possibility of future conflicts is highly unlikely; (3) the respondent does not fully understand the question; or (4) the respondent is reluctant to mention issues that shame the community or expose issues (usually a problem or dispute) that should be kept private to outsiders. If the respondent does not understand the question or is reluctant to expose community problems, additional exploratory questions may be needed to enlighten the respondent and put him/her at ease.

Gehrig recommends a thoughtful, non-threatening approach to these two situations, but especially for communities marred by conflict.[20] He notes the importance of putting oneself in the shoes of the community leader and recognizing his/her reluctance to speak of community problems to outsiders. The fear of speaking out is likely to be even greater if it could jeopardize the proposed project. Gehrig suggests that interviewers reassure community leaders that no community is likely to be untouched by conflict, and that CRS believes it is extremely important to help communities heal from past conflicts by working together on shared water issues. Focusing on how CRS has learned to partner with communities to successfully build

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19   CRS, *Peacebuilding, Governance and Gender Assessments: A Basic Guide for Busy Practitioners*. 3rd Ed. CRS/Baltimore, 2015.
20   Jason Gehrig, personal communication, Jan. 26, 2015.

peace while improving WASH services may help the community members to better understand the purpose of the questioning and encourage them to be forthcoming in their responses.

Gehrig also suggests an initial walk through the community to observe obvious water "haves" and "have-nots". The observers should take note of areas of the community unserved by prior water projects, signs of successful communal projects (electrification, production cooperatives, etc.), and evidence of functioning social institutions. This information could be used to develop a resources map in a participatory manner. A questionnaire to use in an initial, non-threatening conversation with a community official is provided in Annex 5.

GENERAL WASH QUESTIONNAIRE

CRS developed a "Community Water, Sanitation, and Hygiene Needs Assessment" questionnaire for use in a participatory approach to understanding the water, sanitation, and hygiene systems and practices of a rural community. The questionnaire enables development professionals to: (1) collect qualitative and quantitative information regarding the water and sanitation facilities and conditions, (2) assess the knowledge and practices of the community to develop improvement activities of these systems and practices, and (3) allow the identification of areas to probe for the presence of existing or future conflict. Although not directly related to conflict assessment and resolution, the questionnaire can be used as another non-threatening approach to encourage a community to discuss its water resources, sanitation, and hygiene practices. The questionnaire contains the following water, sanitation, and hygiene categories:

• Water sources

• Water transport

• Water storage

• Water uses

• Water treatment

• Sanitation—Latrines

• Sanitation—Community hygiene

• Sanitation—Community health

• Hygiene promotion

• Community involvement

The general CRS WASH questionnaire can be found in Annex 6.

GENERAL WATER DEVELOPMENT QUESTIONNAIRE

Gehrig and Rogers developed a list of questions for evaluating the risk of water-related conflict in general water development.[21] The list includes socio-economic, institutional/political, and economic considerations; the list is provided in Annex 7.

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21   Gehrig and Rogers, *Op. cit.*

A meeting with farmers to better understand their water resources issues in Rushinga, Zimbabwe. *Chris Seremet/CRS*

Chapter 4

ADDRESSING CONFLICT IN WATER DEVELOPMENT PROJECTS

While this document focuses on assessing conflict in water development projects, an overall process for addressing conflict is presented here. The process begins by noting whether a project is in the planning, implementation, or post-implementation stage.[22] Knowledge will assist in selecting an assessment, negotiation, or other tasks appropriate for the conflict. The process involves four phases: identification, analysis, negotiation and resolution. These phases are generally sequential, but considerable overlap between phases can occur. It should be noted that addressing conflict requires specialized skills and should be carried out by qualified peacebuilding personnel trained in conflict resolution.

PHASE 1: CONFLICT IDENTIFICATION

The purpose of this phase is to quickly define the water-related conflict. It includes four steps, most of which can be undertaken in the CRS office or with minor field input:

STEP 1—Inquire as to whether Do No Harm and Conflict Sensitivity analyses have been conducted. If so, use the results of the analyses to guide the identification process. If not, these analyses should be conducted.

At a minimum, one or more individuals familiar with the project and the community it will serve should be asked to identify potential conflicts that may arise. If there are no identifiable conflict issues, actual or potential, the conflict resolution process ends, and no further effort is required.

STEP 2—Apply the Conflict Assessment Tool, as adapted below, and the other tools as described in Chapter 3, as needed:

• *Profile* (the general context of the conflict)

  • What are the key conflict-related issues?

  • Where are the conflict-affected areas?

  • What is the history of conflict?

• *Problem* (the causes of conflict)

  • What are the structural (root) causes of conflict?

  • What are the proximate (immediate) causes of conflict?

  • What triggers could cause an escalation of conflict?

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22 "Guidelines for the Development of Small-Scale Rural Water Supply and Sanitation Systems in East Africa," CRS, 2005

- **People** (the actors or parties to a conflict)

    - Who are the main parties to the conflict?

    - What are the interests and goals of the parties?

    - In what way do the parties engage in conflict?

- **Process** (the dynamics and possible outcomes to a conflict)

    - What are the trends of the conflict?

    - What are the windows of opportunity to respond to the conflict?

    - What are the capacities for conflict mitigation?

    - What are the best, worst, and status quo scenarios for the future of the conflict?

STEP 3—Similarly, if more detailed information is needed on the nature of the conflict in a WASH project, it may be necessary to develop technical questions specific to the project. Because of the wide range of technical issues that can be part of water development, it is not feasible to anticipate the questions that are most relevant to a given conflict. Such information may be available from the project design, if it exists. If a detailed plan is not available, the project manager should establish what additional technical data and questions are needed. Flexibility in asking the appropriate questions and the skill to improvise based on the responses are key for collecting relevant information. For examples, see the applications of the conflict resolution process in Annex 8.

PHASE 2: CONFLICT ANALYSIS

This phase is intended to assist in understanding the water-related conflict through the analysis of information obtained from stakeholders and technical investigations. Much of the information will be available only through field visits and studies. The water project manager will have to decide what additional information is needed and which inputs (surveys, interviews, meetings, etc.) should be obtained. By the conclusion of this phase, the background history, causes and status of the conflict should be reasonably well understood.

The natural resources management (NRM) skill of the CRS "Skills for Marketing and Rural Transformation", or "SMART Skills" is a participatory methodology that focuses on ways soil, water and other natural resources can be sustainably used. Through natural resources assessment activities, farmers and other users of the natural resources can jointly implement solutions to identified problems through a natural resources management plan. In this process of collaborations among different users, using NRM as an entry point to strengthen inclusive institutions that govern natural resources for equitable and sustainable use by different users will create a venue for peacebuilding.

STAKEHOLDER INPUTS—This includes information derived from questions, interviews, and group sessions with male and female residents of project communities, local officials, and other knowledgeable individuals. The overall purpose is to improve communication between the project development team and local stakeholders in the communities affected by the conflict and thereby, build trust. All relevant stakeholders should be engaged in this effort to identify information gaps and work toward a common vision. Typical sources of stakeholder inputs are:

- Surveys

- Key informant interviews

- Focus groups

- Community-wide meetings

- Participatory approaches (ex. Participatory Rural Appraisal, PHAST methodology)

TECHNICAL INPUTS—The collection and analysis of information needed to understand the technical aspects of a water-related conflict. The information usually includes hydrologic or infrastructural data, but the social, economic, and environmental data often will be equally important. In general, technical inputs are measurable and can be compared over the course of a project. If available, existing project reports should be reviewed first. Specific technical information related to the conflict may require additional field studies. The information collected in this phase should be compiled and presented as technical options for addressing the conflict. Sources of technical information are:

- Field surveys (hydrological, geographical, population distribution, etc.)

- Needs assessments

- Planning reports and studies

- Planning guidelines[23]

- Identified technical options

PHASE 3: CONFLICT NEGOTIATION

This phase involves developing a negotiated solution to the water-related conflict that is mutually acceptable to the key stakeholders. There are four basic steps that generally proceed in a sequential manner, but iteration between steps often occurs.

STEP 1—A plan of the conflict transformation process is prepared to indicate who will participate, how the process will be facilitated, and what the final goals are. The plan will serve as a road map for negotiating agreements to mitigate or end the conflict. Key issues to incorporate into the plan will be:

- Participants to the negotiations, with a consideration of gender and other vulnerable groups

- Duration of the negotiations

- Facilitators, if needed, to assist in communications and addressing the dispute

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23   See CRS/EARO, *Guidelines for the Development of Small-Scale Rural Water Supply and Sanitation Projects in East Africa*, East Africa Regional Office, Nairobi, 2005.

- Main concerns of the key stakeholders

- Common goals of all stakeholders

- Proposed actions to avoid, mitigate or prevent conflict

- Preferred outcomes of key stakeholders, considering gender and other vulnerable groups

STEP 2—Meetings with key stakeholders are held to discuss possible options and proposed solutions. The main parties to the conflict should have time to consider possible options and respond with comments and counterproposals. The purpose of this step is to ensure that key stakeholders are fully aware of the efforts to find common ground and are encouraged to move toward consensus.

STEP 3—The contending parties are brought together to present their positions and work toward agreements acceptable to all. In some instances, the meetings held in Step 2 may result in an obvious solution to the conflict that all parties support and can be adopted either unilaterally by the implementing organization or with only minor discussion with key stakeholders. In other instances, negotiations to find acceptable solutions may be required between the contending parties. Such negotiations may conclude quickly or may require protracted sessions and numerous meetings. Discussions may occur face-to-face or indirectly through an intermediary.

There is no general script for negotiations, and methods for conducting negotiating sessions are not included in this study.[24] In the case of complex and protracted discussions, it is important to maintain open channels of communication, equal access to information, and a process that is understandable and fair to all. For major conflicts involving numerous issues (access to water, infrastructure, and water fees, for example), it may be necessary to reach separate agreements on each issue.

STEP 4—Once a negotiated agreement is reached, the various constituencies involved in the conflict must be informed of the agreement and the subsequent actions that will occur in the project. This may take place through key stakeholders, such as local officials and community leaders, or through community meetings. On major issues affecting large numbers of people, it may be necessary to prepare posters or other printed materials explaining the terms of the agreement.

PHASE 4: IMPLEMENTATION OF A NEGOTIATED AGREEMENT

The final phase in the above conflict resolution approach consists of implementing the negotiated solutions. In general, the incorporation of conflict resolution agreements into water projects follows the normal project development process. For water projects that are still in the planning phase, the negotiated solutions should be incorporated directly into the standard planning and design operations.[25] For solutions negotiated during project implementation, it will be necessary to reassess how the solution will affect the original project plan and to make adjustments in project activities, as needed. For solutions negotiated after a water project is completed, it may be necessary to consider the required changes as a separate mini-project requiring a plan and budget of its own.

Routine monitoring of implementation and subsequent operation of water projects is essential to gauge progress and promote sustainability. Because conflicts in water

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24   For a discussion of some negotiating techniques, see Gehrig and Rogers (2009).
25   See CRS/EARO, *Guidelines for the Development of Small-Scale Rural Water Supply and Sanitation Projects in East Africa*, East Africa Regional Office, Nairobi, 2005.

projects tend to be highly visible and involve sensitive issues, it is especially important to monitor the implementation of negotiated solutions to conflicts.

The four phases of the conflict resolution process are summarized in Figure 1 and in a checklist of questions, steps, and activities shown in Annex 9. The water project

manager should use this checklist to indicate whether a specific task has been completed and to note any relevant comments about the task.

IMPROVING SOCIAL COHESION FOR SUSTAINABLE WATER DEVELOPMENT

One of the key lessons from the field tests was how individuals and communities construct their own water use narratives based on personal interests, history, and relationships with other users. In Zimbabwe, a latent conflict between community members and government water management officials was uncovered. In Cameroon, refugees and host community members enumerated their grievances against each other regarding potable water supply system provision. In Niger, significantly different perceptions among Fulani, Hausa and Tuaregs were documented concerning what constitutes fair, equitable and sustainable use of community water systems.

Clearly, water development projects can divide individuals and communities, but they also can provide opportunities to strengthen productive and harmonious relationships between and among diverse groups. Equity, inclusiveness, respect for human dignity, and right relationships [26] are the ingredients upon which sustainable emergency and developmental water programs rely.

Where conflict over water threatens quality of life, what should field practitioners do? CRS typically engages beneficiaries who are accustomed to high conflict and low social cohesion. They may be displaced, refugees, members of oppositional ethnic groups, or people of competing faiths. They have little or no voice in public affairs and decision-making. They face exclusion, discrimination, nepotism, and are threatened by marginalization.

In such contexts, the CRS approach to strengthening social cohesion may be helpful. A socially cohesive community evokes trust, reciprocity, and strong social links between and among citizens and between citizens and the state, thereby laying the foundation for cooperation and collaboration.

> **The 3Bs offer a means for self- and group-reflection and reaching out to other groups. The 4Ds provide lenses for transformational change. In combination, these powerful tools break down social barriers, reconstruct productive, harmonious relationships and can help reconcile and heal divided communities.**

CRS has developed tools to build social cohesion. Among these are **The Ties that Bind: Strengthening Social Cohesion in Divided Communities.** This Guide offers practitioners a suite of exercises and individual tools based on the CRS "Binding,

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26   Respectful, dignified, understanding, fair and equitable relations between and among adversarial groups that historically or currently are in opposition to each other over something such as a water source or land rights, for example.

Bonding and Bridging,"[27] or "3Bs methodology," combined with the 4Ds of Appreciative Inquiry (Discover, Dream, Design and Deliver).[28] These tools present challenges in a positive light, and offer practical ways to address individual biases and prejudices; and ways to bring single identity and mixed groups together for introspection, dialogue, and joint action. A 3Bs/4Ds matrix of illustrative questions to guide individuals, groups, and communities in their quest for stronger social cohesion is provided below.

> **Appreciative Inquiry (AI) is a way of seeing and being in the world. It is based on the belief that we have the greatest potential when we open our minds and our social processes to the widest possible dialogue among the largest number of people. AI becomes an empowering and life-affirming way of being in our families, partnerships, and organizations.**

What is the ideal moment in the project cycle to undertake social cohesion workshops? The answer depends on the results of the conflict assessment. If conflict is imminent, workshops can be conducted during project launch and as a refresher throughout the life of the project. Building the self-confidence of community members, creating a positive, shared vision of the future, and improving relationships for harmony and peace are ongoing and essential for long-term stability and productivity.

Conducting 3Bs/4Ds workshops is best left to experienced facilitators who are trained in the methodology and familiar with CRS social cohesion tools. CRS now has a growing number of trained 3Bs/4Ds facilitators to call upon.

For additional resources on CRS social cohesion and justice and peacebuilding integration activities, please visit https://www.crs.org/our-work-overseas/research-publications.

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27 https://www.usaid.gov/sites/default/files/documents/1866/CMMP2PGuidelines2010-01-19.pdf.
28 The 3Bs and 4Ds work synergistically. At the *Binding* stage, individuals are encouraged to self-examine, self-reflect, recognize and address their personal biases and prejudices, and perhaps, become more aware of past and present trauma in their lives. The *Bonding* phase focuses on a similar introspective look at relationships within a group of individuals who share common origins, ethnicity, place, religion, age, sex, or other characteristics. *Bridging* involves re-humanizing the other, fostering empathy, mutual understanding, trust, and relationship-building between, and among, oppositional or adversarial groups. The 4Ds represent the four core elements of Appreciative Inquiry (AI)—Discovery, Dream, Design and Deliver. Discovery activities allow us to see the good in all of us. Dream activities offer a glimpse of a shared vision of the future. Design activities encourage us to engage in innovative joint decision-making. Deliver activities help us accomplish our dreams and goals through jointly implemented projects.

Box 1: CRS 3B/4D Approach

APPRECIATIVE INQUIRY

The Four Ds

THE THREE BS	Discovery through an appreciative view	Dream for an appreciative vision	Design by reflecting on building together		Deliver by engaging in actions
			Unfavorable	**Favorable**	
Binding	What do I have that's positive?	What is my dream for a more socially cohesive society?	What can I do to improve myself toward achieving greater social cohesion?	On which personal qualities can I build to achieve social cohesion?	What can I do?
Bonding	What positive qualities does my group possess?	What is the dream of our group for our country?	What can my group do to improve internal cohesion?	On what intragroup traits can we build social cohesion?	What can my group do?
Bridging	What positive qualities do others have? / What positive qualities do we and others have in common?	What dream can we all share for peace and harmony in our land?	What should we improve in our intergroup relations?	What intergroup qualities can we build on to construct a harmonious future?	What activities can we engage in together for strengthened social cohesion?

Long queues to collect water for the household can create tension among community members in Gulu, Uganda. *Chris Seremet/CRS*

Chapter 5

Understanding the conflicts that exist or may arise as a result of a water project is a major factor contributing to the sustainability of the project. The tools presented in this document can assist water development and peacebuilding practitioners explore conflict in the water resources setting. Flexibility and creativity in asking questions based on an initial understanding of the community context and asking appropriate follow-on questions received are important to getting the most value from the document. The information obtained from using the document during the project planning phase provides program design guidance that can improve the prevention or mitigation of conflict, ultimately leading to the elevation of integral human dignity and strengthening or rebuilding social cohesion in communities we serve.

Chapter 6
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Figure 1. Flow Chart of Possible Conflict Resolution Processes
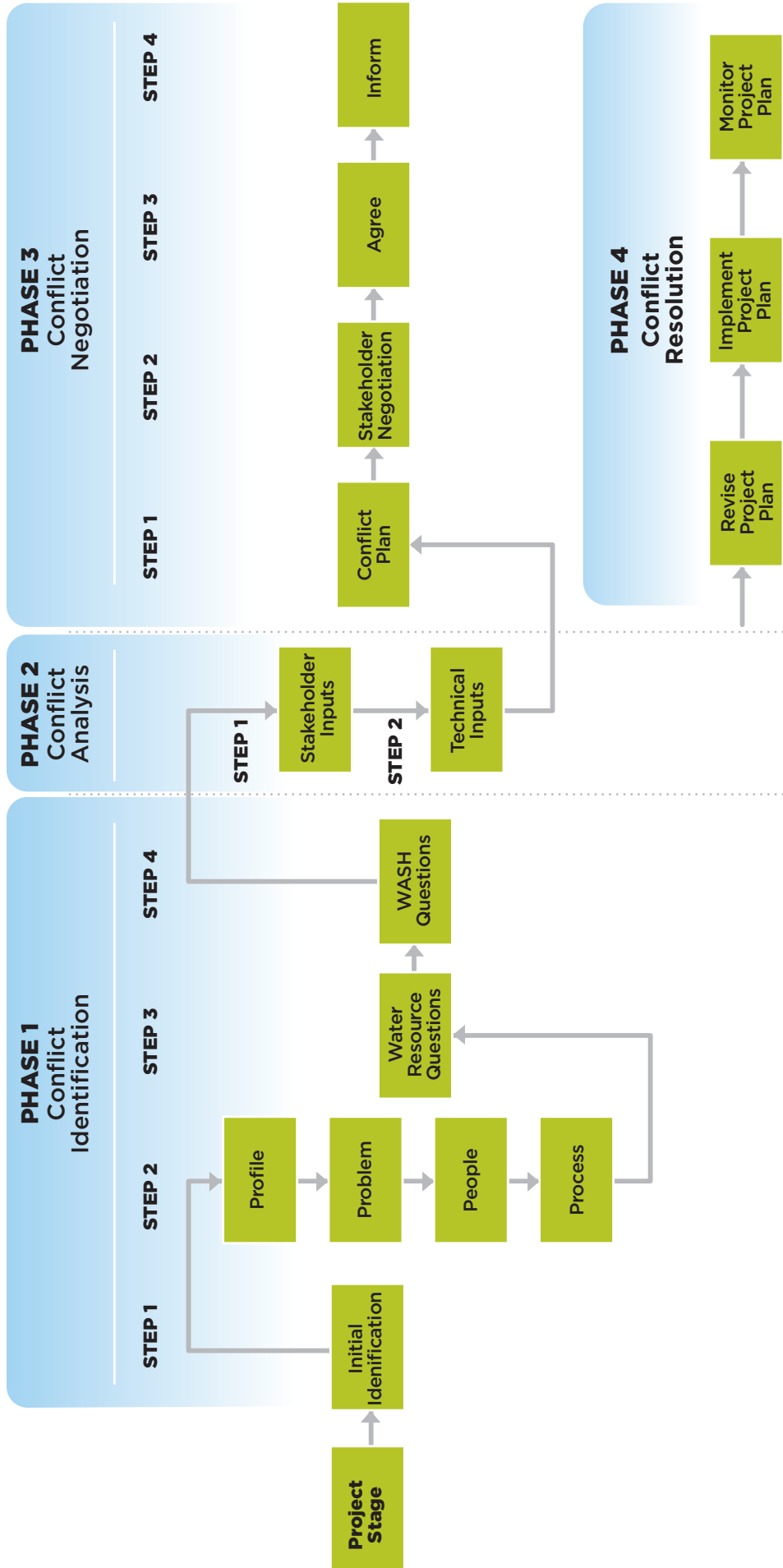
Annex 1

CRS WATER DEVELOPMENT PROGRAM APPROACH

Water development, especially community water supply, sanitation and hygiene (WASH), has been an essential component of CRS programs for more than sixty years. The CRS water sector strategic priority areas of the organization are:

- **Water, sanitation and hygiene (WASH) for health and well-being** emphasizes activities that contribute to the improved health of communities, such as domestic water supply, excreta disposal, hygiene education and sanitation promotion, water quality, household drainage and community waste disposal.

- **Water for agricultural productivity** emphasizes activities that contribute to the livelihoods of beneficiaries in an environmentally sustainable way, supporting, for example, small irrigation systems, home gardens, livestock watering, small industries, and fisheries.

- **Water, sanitation and hygiene (WASH) for emergency response** emphasizes the protection of lives and livelihoods through activities that contribute to the stabilization and restoration of health and well-being of communities that are unable to cope with natural or man-made disasters affecting them.

There are three major cross-cutting areas that the sector also supports:

- **Environment**, including the impact of climate change, emphasizes activities that contribute to the sustainability of natural resources within a watershed, such as support to water conservation, erosion control, flood control, water pollution control, mitigation of climate change, and overall watershed management.

- **Governance and conflict prevention** focuses on the increasing dynamic of water-stressed and water-scarce countries and the pressure this places on governments and communities. Conflict is as much a challenge at the local level as it is at the national and cross-boundary level.

- **Gender integration**. Drawing water, transportation, storage and use, and cleanliness of public and private facilities are mostly the responsibility of women. Therefore, the scarcity of water and insufficient water supply services affect the schooling of young girls and the education of women. Most WASH programs are designed to maximize benefits for women and engage them actively in the decision-making process. As lack of access to water and sanitation services continues to negatively affect women and girls disproportionately, CRS ensures that these and other contextual gender considerations are incorporated into all WASH projects.

CRS programs in water development and rural WASH programs are based on these principles:

1. All people have rights to water
   - For life and health
   - For livelihoods
   - For protection of their environment
   - For support in times of emergencies

2. All people have responsibilities regarding water

   • To share water equitably with others

   • To conserve water as a natural resource

   • To protect against the degradation of water resources

   • To provide water services in times of emergencies

3. The primary focus will continue to be supporting governments, in terms of local capacity development and supporting the local private sector, and to help communities to manage services.

4. Women and girls have a central role in WASH, as the main providers of domestic water supply and sanitation and as maintainers of a hygienic home environment. CRS will advocate for the full involvement of women, particularly in decision-making roles, in all WASH activities.

5. Meeting the rights of the poor to WASH is at the heart of sector programs. CRS will undertake concerted efforts in advocacy for the development of improved poverty-specific approaches and improved monitoring and mapping to identify and effectively reach the poor.

6. CRS will aim to ensure that program designs are based on the best available information and knowledge and that advocacy is based on rigorously analyzed evidence.

7. CRS supports a learning-based approach to working in countries supporting sector programs.

Annex 2

CRS PEACEBUILDING PROGRAM APPROACH

CRS peacebuilding principles have been strongly influenced by international movements on human rights, the pre-eminence of Catholic Social Teaching, and direct program experience with issues of conflict and peacebuilding.

Peacebuilding in CRS is a process of changing unjust structures and addressing relationships in order to transform the way people, communities, and societies live. This process fosters mutual trust, respect, and interdependence. The 10 peacebuilding principles adopted by CRS are:

1. Responds to the root causes of violent conflict, including unjust relationships and structures, in addition to addressing its effects and symptoms

2. Is based on long-term commitment

3. Uses a comprehensive approach that focuses on the local community while strategically engaging the middle-range and top levels of leadership

4. Provides a methodology to achieve right relationships that should be integrated into all programming

5. Builds upon indigenous, non-violent approaches to conflict transformation and reconciliation

6. Requires an in-depth and participatory analysis

7. Is driven by community-defined needs and involves as many stakeholders as possible

8. Is done through partners from the local church and other organizations that represent the diversity of where we work and with whom we share common values

9. Strategically includes advocacy at local, national, and global levels to transform unjust structures and systems

10. Strengthens and contributes to a vibrant civil society that promotes peace

When applied in practice, peacebuilding essentially takes one or more of the following courses of action:

• Prevents tensions from escalating into deadly violence

• Limits the scale of destruction, injuries and/or death

• Helps to rebuild communities and reconcile people post-violence

During the CRS Summer Institute of Peacebuilding (SIP) at the University of San Diego in 2012, representatives of the CRS Peacebuilding and Emergency programs came together to better integrate peacebuilding principles and practices into humanitarian response programming. A goal of this workshop was to develop practical tools for incorporating conflict sensitivity into humanitarian responses. One result, published in 2013, was **Humanitarian Response in Violent Conflict: A Toolbox of Conflict Sensitive Indicators**.[29]

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29   Leslie M. Wingender and Aaron A. Chassey (ed.), *Humanitarian Response in Violent Conflict: A Toolbox of Conflict Sensitive Indicators*. CRS/Baltimore, 2013.

Drawing upon SPHERE standards for humanitarian emergencies,[30] the CRS "toolbox" document adapted 15 SPHERE indicators and made them more conflict-sensitive

and user-friendly in field operations. This included indicators in three of the six core standards of SPHERE: (1) people-centered humanitarian response, in which CRS stressed the need for including the most vulnerable and marginalized, (2) assessment, in which CRS stressed the need to include assessment information in program design and the need to show clear linkages between program response and impacts upon communities, and (3) design and response, in which CRS called for updated "Good Enough" conflict analyses[31] and conflict sensitivity actions in program design.

The overall impact of the workshop was a shared commitment of the CRS Peacebuilding and Emergency Response sectors to strengthen emergency response programming and practices. The effect of the toolbox document upon emergency response in the WASH sector, however, was minor, as only one SPHERE indicator dealing with the management and maintenance of facilities directly addressed water supply and sanitation.

30   *The Sphere Project: Humanitarian Charter and Minimum Standards in Humanitarian Response*, The Sphere Project/UK, 2011.
31   See chapter 3 for a description of the "Good Enough" concept.

Annex 3

CONFLICT CONTEXT

- What is the history of the conflict in the area being assessed?

- What is it about, and how long has it been going on?

- What groups are involved?

- What divides these groups (e.g., caste, tribe, neighborhood (affiliation) and what connects them (e.g., shared cultural practices, local peace initiatives)?

- Where are the conflict-affected areas geographically located?

- Does conflict get worse at a particular time or period (time of day, season, during elections, during religious festivals, etc.)?

- What are the best, worst, and most likely scenarios for the future of the conflict?

- On what does each scenario depend?

POTENTIAL PROGRAM IMPACTS

- How will the selection of beneficiaries relate to what connects and divides this community?

- Are processes to assess needs and select beneficiaries transparent and well publicized?

- Will the communities be involved in this selection?

- What are the community and other local actors' perceptions of the identity of project staff?

- Does your agency have any role (real or perceived) in the conflict?

- Do your partner agencies (local or international) have any role (real or perceived) in the conflict? What are their relationships with other actors? How are they perceived by the beneficiary community?

Annex 4

CRS CONFLICT ASSESSMENT TOOL

1. Profile

- What are the key conflict-related issues (not just violence) that people are facing?
- Where are the conflict-prone/affected areas within the broader context?
- Has there been an ongoing or prior history of conflict?

2. Problem

- What are the structural or root causes of conflict?
- What can be considered drivers or proximate causes of social divisions and violence?
- What triggers could contribute to an escalation of conflict or an outbreak of violence?

3. People

- Who are the main conflict actors and who are their supporters?
- What are these actors' interests or motivations and their goals?
- How do they engage in the conflict and what are their capabilities?

4. Process

- What are the recent and current conflict trends?
- What are the possible windows of opportunity for addressing conflict?
- What capacities for peace or conflict mitigation can be identified?
- What are the best, worst, and most likely scenarios for the future of the conflict, and on what do they depend?

Annex 5

RAPPORT-BUILDING QUESTIONNAIRE

GENERAL QUESTIONS ON WATER DEVELOPMENT

1. Please tell me about one of your past community projects. Describe how it was implemented. Describe if the project achieved its goals. Describe what you learned from this and other your past efforts. Based on what you learned, describe what you would do differently with a proposed water project.

2. Please describe the reasons you think why your community doesn't have a functioning water system. Please tell me the reasons you think a new or repaired existing water supply system will remain operational.

3. Please tell me about your potential water sources. Describe the type of sources they are and where they are located. Please tell me who owns them. Are they adequate? Please describe the steps your community will take to ensure the water sources are available to be used in the community water supply.

4. Please describe the ideas you might have that would help prevent community conflict over a water project that served only part of the village/community. If the entire water project for the community cannot be implemented all at once, meaning it could be constructed in stages, how should we proceed, if at all?

IDENTIFICATION OF CONFLICTS

1. Water is often a limited resource. Have there been any serious disagreements over water that have caused harm or damaged relationships in the community? If there are problems, please describe what some of them are. Please describe how the community discussed potential solutions to these problems. Have they implemented them? If so, please describe how the solutions have been implemented.

2. Please describe the relationship your community has with other nearby communities. And with your local government officials. Please provide some specific examples of how your community has worked with each in the past. Please describe any incidents where people haven't been able to get along with each other, or resolve their differences peaceably.

3. If CRS worked with your community, describe the ways would you recommend we proceed with a water project in a way that brings your community together. Please outline specific steps forward and potential "conflict traps" to be avoided.

4. Please tell me about your community's past workings with other NGOs. Describe what went well. Describe what didn't and the reasons why. If your community had negative experiences with other NGOs, do you feel that your community was an "innocent victim," or do you acknowledge that the community might also have been partially at fault? If so, please describe what were some of the community's past shortcomings.

ACTIONS PREFERRED BY THE COMMUNITY

1. Please describe any specific actions CRS and its partners should take or avoid doing during this or future water project to enhance respect for local practices and avoid harming relationships or disrupting communal ties.

Annex 6

CRS COMMUNITY WATER, SANITATION, AND HYGIENE NEEDS ASSESSMENT QUESTIONNAIRE

Location: _____

Date: _____

Name of Facilitator: _____

Organization of Facilitator: _____

NO.	QUESTION/TOPIC	DESCRIPTION
Water Sources		
1	What are the main sources of water for the community? • Open well • Well with hand pump • Well with motorized pump • Traditional water hole • Spring • Stream or lake • Water reservoir • Rainwater collection • Other • Don't know	Describe the three main sources. Which are used for drinking? Describe household water fees.
2	What is the distance between the main water sources and the community?	Describe the distance in meters or kilometers or one-way walking time for each of the main water sources.
3	How reliable are these main water sources? • Water is available all year. • Water is available except in the dry season. • Water is available only when it rains. • Other • Don't know	Describe the causes of unreliable sources.
4	What potential new sources are possible for a community water supply? • No new sources possible • Well/borehole • Traditional water hole • Spring • Stream or lake • Water reservoir • Rainwater collection • Other • Don't know	Describe the main potential new sources.

NO.	QUESTION/TOPIC	DESCRIPTION
5	How many people take their drinking water from each of the sources listed above? • Entire community • Most of the community • Only a few households • Don't know	Use either number of people or percent of the community.
6	What is the condition of the land around the main water sources? • Forested • Grassland with some trees • Cultivated land • Barren land • Mountainous • Rolling hills • Flat • Other • Don't know	
7	What is the quality of water in the main sources? • Safe for drinking • Not safe but being used for drinking and other purposes • Not used except in emergencies • Other • Don't know	Describe any problems with the quality of the water.
8	What is the cause of pollution in the water sources? • Water is not polluted • Human excreta and trash • Animal excreta • Agricultural activities • Erosion/deforestation • Drainage from mines and factories • Minerals in the underground water • Other villages • Other • Don't know	Describe the causes of water pollution in the three main sources.
9	Who is responsible for maintaining the operation of the water sources? • No one • Community water operator • Community volunteers • Other • Don't know	Describe the duties and frequency of maintenance.
Water Transport		
10	How is water transported from the source to the household? • Carry water on head or back • Bicycle • Animal • "Pipeline, gravity" • "Pipeline, pumping" • Open channel • Water Vendor • Other • Don't know	Describe the three main methods of transporting water to the households.

NO.	QUESTION/TOPIC	DESCRIPTION
11	Who is responsible for transporting water to the households? • Women • Young girls • Boys • Men • Other • Don't know	Describe the roles of the main transporters of water.
12	How many return trips per day does each household make to the water sources? • None • 1 to 2 • 3 to 5 • 6 to 10 • More than 10 • Other • Don't know	Describe the water containers used. (HH use = trips X number of containers of each volume)
13	Are there any problems with transporting water to the household? • No problems • Seasonal (rainy/dry season) • Seasonal (planting/harvesting season) • Land or water source ownership • Conflict and lack of security • Other • Don't know	Describe the three main problems with transporting water to the household.
Water Storage		
14	How does the community store its water? • No water storage occurs • Community water storage tank • Household water storage tanks • Small containers inside the households • Open pond or reservoir • Open well • Other • Don't know	"Describe the three main methods of storing water in the household, giving capacity (cubic meters or liters) of each storage system."
15	Who is responsible for maintaining the water storage facilities? • No one • Women of household • Community water operator • Community volunteers • Other • Don't know	"Describe the duties, methods and frequency of water storage maintenance."

NO.	QUESTION/TOPIC	DESCRIPTION
Water Uses		
16	What are the main uses of water at the household? • Drinking • Cooking • House cleaning • Bathing • Clothes washing • Animals • Home gardens • Food/beer processing • Brick making • Handicrafts • Other • Don't know	"For an average household, describe the total average number of liters per day used at the household."
17	How many liters per day does the average household use in each of the above uses?	Provide an estimate of average household population and average daily water use for each of the above uses.
18	Which of the main water uses does the community want to increase?	Describe the most important water needs in the community.
19	Are there any special water and sanitation needs in the community? • No special needs • Health center • School • Market • Home-based care of PLWHA • Orphans and vulnerable children • Elderly • Other • Don't know	How can the water and sanitation systems meet these special needs?

NO.	QUESTION/TOPIC	DESCRIPTION
Water Treatment		
20	**"Does the community do anything to improve the quality of safety of the water at the source, during transport or during storage?"** • No treatment activities • Improve the watershed • Fence the water source • Filter the water • Adds chemicals to water • Other • Don't know	**Describe the type and frequency of water treatment activities**.
21	**Do individual households do anything to improve the quality or safety of the water in the household?** • No treatment • Cooling • Boiling • Filtering • Add chemicals • Solar disinfection • Other • Don't know	**Describe the type and frequency of water treatment activities in the household**.
Sanitation—Latrines		
22	**What are the main methods of excreta disposal in the community?** • Improved (sanitary) pit latrine • Unimproved (unsanitary) pit latrine • Disposal in sacs or containers • Defecation area in brush • Temporary shallow pits • No special method • Other • Don't know	**Describe the three main methods of excreta disposal.**
23	**What are the main problems in having a household latrine?** • No problems • Cost of materials • Lack of knowledge • Difficult to keep clean • Soil or groundwater problems • Other • Don't know	**Describe the three main problems.**

NO.	QUESTION/TOPIC	DESCRIPTION
Sanitation—Community Hygiene		
24	**Are there any hygiene or environmental sanitation problems in the community?** • No problems • Household wastes/garbage • Drainage • Vector control • General community cleanliness • Other • Don't know	Describe the main problems in the community.
Sanitation—Community Health		
25	**Are there any illnesses caused by water and sanitation in the community?** • Diarrhea • Malaria • Skin diseases • Eye diseases • Worms • Bilharzia • Other • Don't know	
Hygiene Promotion		
26	**"How often are water, sanitation, or hygiene presentations given in the community?"** • Never • Only once • Yearly • Every six months • Monthly • Weekly • Other • Don't know	Describe the types of presentations given in the community.
Community Involvement		
27	**What can the community contribute to a water and sanitation project?** • Nothing • Unskilled labor • Skilled labor • Local materials • Cash • Support to outside technical advisors • Other • Don't know	Describe the types and amount of support to be contributed.
28	**What are the responsibilities of the community water and sanitation committee?** • No committee exists • Responsibilities not defined • Controls operation of water system • Collect user fees • Purchase spare parts • Employs system operator • Other • Don't know • Don't know	Describe the effectiveness of the committee.

Annex 7

ADDITIONAL QUESTIONS ON RISK
OF WATER-RELATED CONFLICTS

The following questions are suggested by Gehrig and Rogers[32] to support the conflict-prevention efforts of water development practitioners in the field. They are particularly useful in the early stages of water conflict assessment.

SOCIO-ECONOMIC CONSIDERATIONS

1. Who owns the water and the land? Who does not?

2. Does water policy favor one group over another? If yes, how?

3. What are the grievances of those whose access to water is most marginalized?

4. Is flooding, lack of water, or new dam construction depriving people of their livelihoods or forcing them to migrate?

5. How is the water-related conflict linked to other current conflicts?

6. How do historical differences and unresolved conflicts manifest themselves in the current conflict over water?

7. In any given water conflict under consideration, have prior attempts been made at reaching a solution? If so, what was the result?

8. How do water-related corruption and lack of transparency contribute to ongoing social inequity?

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32   Gehrig and Rogers, *op. cit.*

9. Is the cost of accessing the potable water system (e.g., connection fees, monthly consumption tariffs) within reach for the most vulnerable sections of the population?

10. If the administration of local government water services was privatized, what is the history of that process? Was such a decision made autonomously, or under pressure from foreign multilateral lending institutions? What are the controversial terms of such privatization contracts? Pros and Cons? What are the cultural attitudes of the local people toward commodification of water? Is the state able/willing to effectively monitor and regulate such arrangements?

11. What water-related documents produced on the local, country, and international levels by religious and other civil society leaders might contribute to mitigating conflicts?

INSTITUTIONAL/POLITICAL CONSIDERATIONS

1. How are ownership and use of water legitimized? By whom?

2. Who controls access to water, and how do they grant access?

3. What are the accountability mechanisms for institutions regulating the use and distribution of water?

4. What elements of water governance have been decentralized? Which remain centralized?

5. Whether publicly or privately administered, does the governance structure of municipal water services allow for effective oversight through user participation in decision-making?

6. How do statutory and customary laws regarding water/land ownership differ?

7. Are water management mechanisms (customary and formal) effective, enforced, and perceived as fair?

8. What institutions, rules, and regulations govern water resources? What is the basis of these policies (colonial law, post-colonial or modern law, traditional/customary law)? Do they overlap or contradict one another?

9. How is competition between different water users (e.g., mining, agriculture, hydroelectric*, potable water supplies, overlapping governmental jurisdictions) managed?*

ENVIRONMENTAL CONSIDERATIONS

1. What present and future environmental risks threaten a given area's water supply sources?

2. How does the failure to implement integrated water management practices on a watershed basis contribute to environmental degradation, negatively affecting people's livelihoods?

3. In what ways do upstream behaviors result in downstream pollution?

4. How do inadequate human sanitation practices affect water quality?

5. Are there demand-side management alternatives (e.g., conservation measures) to large-scale supply-side projects (e.g., dams)?

Annex 8

The following are examples of applying the conflict resolution process to proposed WASH projects. In the first example, a proposed WASH project is the direct cause of conflict, while in the second example, a proposed WASH project is a peacebuilding response to a larger, long-standing conflict.

EXAMPLE 1: PHYSICAL BARRIER RESTRICTING ACCESS TO WATER.

Background. A WASH project is planned by a government (or NGO) for a village bisected by a steep ravine. Because of technical difficulties, the project will serve the community on one side of the ravine, but not on the other. The physical barrier of the ravine and the lack of access to the proposed water points may be a cause of conflict between the two communities. The unserved community may believe that it deserves a more accessible water source, especially if the community on the other side of the ravine will be served with water points by the project. The resulting sense of inequality and envy on the part of the unserved community toward the more fortunate community and toward the government is likely to be a consequence of the proposed project.

The following is a summary of the Conflict Report of the WASH project manager:

- The WASH project is still in the planning stage. Except for initial reconnaissance and several field surveys, project implementation has not commenced.

PHASE 1: CONFLICT IDENTIFICATION

STEP 1—Initial identification of conflict

- The immediate perception is that there is a potential conflict in the unserved community because it will not have access to a new water point.

- Further investigation into the potential conflict is considered necessary.

STEP 2—After further discussion, project staff concluded that the key conflict-related issues are (1) sense of inequality within the unserved community, (2) envy of the better-served community, and (3) anger toward the government responsible for the water plan. This limited ("Good Enough") review also indicates the following:

- The conflict-related areas are the communities along both sides of the ravine.

- There is no history of conflict between the communities straddling both sides of the ravine.

- The root cause of the conflict was the failure to involve all communities along the ravine in the project planning process.

- The immediate cause of the conflict is the realization that the WASH project will serve only one side of the ravine.

- The conflict could be escalated by (1) a failure to respond to the concern of the un-served community, and (2) the start of construction at the served community.

- The main parties to the conflict are the (1) local government officials that planned the project, (2) community leaders in both communities, and (3) the population of the unserved community.

- The goal of the unserved community is to have access to a water project; the goal of community leaders is to ensure both communities have access; the goal of government is to avoid additional project costs.

- The trends in this situation are growing frustration within the unserved community, rising anger among anti-government activists, and increasing polarization between the two communities.

- The main window of opportunity to respond to the conflict is now, before the frustrations and anger lead to violence.

- The capacity for conflict-mitigation is relatively adequate since families in the two communities are closely related and both communities have long been supporters of the ruling party of government.

- The best scenario is for the project to be extended to the unserved community; the worst scenario would be no project extension followed by uncontrolled violence breaking out between the communities; the status quo scenario would probably be low-level, growing resentment directed at the served community and the government that refused to extend the project.

- The conclusion of step 2 is that the potential for serious conflict exists in the communities affected by the project proposal and that a more intensive process of conflict analysis and negotiation is needed.

STEP 3 - Additional questions related to the lack of access need to be raised:

- What are the physical characteristics (distance, width, depth) of the ravine?

- How difficult is it for members of the community to cross the ravine?

- How many people are affected by the ravine?

- Did government (or the NGO) consider including communities on both sides of the ravine in the initial project proposal?

- Is it possible to develop other sources of water?

- What attempts have been made to resolve the problem?

PHASE 2: CONFLICT ANALYSIS

STEP 1—Additional stakeholder inputs are obtained.

- Several interviews with local government officials and community leaders

- Informal group discussions with residents of both communities

STEP 2—Additional technical inputs are obtained.

- Review of planning documents for the WASH project

- Topographic survey of distance between, and elevation of, the two communities.

- Preliminary outline of several technical options for extending the project to the un-served community

PHASE 3: CONFLICT NEGOTIATION

STEP 1—A plan of the conflict resolution process is prepared.

- Participants—community leaders, local government officials, WASH project personnel

- Duration—estimate of one week

- Facilitators—optional

- Main concerns of key stakeholders—outbreak of violence

- Common goals of all stakeholders—avoid violence

- Proposed actions to avoid conflict—community discussions leading to technical solutions

- Preferred outcomes of key stakeholders—project is extended to both sides of the ravine at minimal additional cost

STEP 2—Stakeholder negotiations:

- Several meetings are held with community leaders, local government officials, and project personnel to discuss concerns, objectives, and possible courses of action to avoid conflict

- Meetings continue as long as necessary to find common ground on which all parties seek to reach agreement

STEP 3—Reaching agreement:

- Negotiations take place between key stakeholders and result in agreements for revisions to the project; a new source of water will be developed for the unserved community.

- Project staff reviews the agreement to determine technical feasibility and additional costs

- The Revised project is approved by the government (or NGO)

STEP 4—Informing stakeholders:

- Community-wide meeting is held to inform all residents of revisions to the project and to outline how each community is expected to participate in project implementation

- All residents agree that the revised project is in the best interests of both communities.

PHASE 4: CONFLICT RESOLUTION

- Final revisions made in overall project plan, incorporating agreement to develop a new source of water (borehole) for the unserved community

- Work on borehole started and drilling activities underway

- Implementation activities being closely monitored on daily basis by project staff

EXAMPLE 2: INTERRELIGIOUS CONFLICT CAUSING DESTRUCTION OF WATER INFRASTRUCTURE AND VIOLENCE TOWARDS COMMUNITY MEMBERS

Background. Interreligious violence involving Christian and Muslim communities in Jos, Plateau State, Nigeria, in 2010 resulted in killings and the destruction of houses, businesses, food storage sites, and water supply infrastructure. The roots of the violence did not directly involve water but originated from long-standing social and political conflicts over resources and power. Over time, religious differences became a reference point for frustration and anger, causing the Christian and Muslim communities to become deeply polarized. The water-related conflicts included (1) denial of access to water because of religious affiliation, (2) unreliable flow of piped water, (3) poisoning of water sources, (4) disposal of human bodies in wells, and (5) displacement of populations. Critical factors contributing to the overall conflict were (1) restricted civil and political rights of residents whose family origins were outside the North Jos area, (2) widespread public opinion that government is corrupt in Nigeria, and (3) the inflammatory effect of rapid communication of violent incidents by cell phones.

PHASE 1: CONFLICT IDENTIFICATION

STEP 1—Initial identification of conflict

- Conflict related to water is clearly evident in the violence occurring in the communities: killings, poisoning of wells, denial of access to water sources, etc.

- Further investigation into the conflict is necessary if a WASH project is to be developed successfully.

STEP 2—Further investigations showed that the key conflict issues include denial of access to water sources, killings and destruction of water infrastructure, and displacement of populations through intimidation and violence.

- The conflict-related areas are in the districts of Jos North and Jos South in Plateau State, Nigeria.

- Major interreligious violence began in 1994, although population growth, various social inequities, and increasing alienation between Christians and Muslims can be traced back to the nineteenth century. In September 2010, the Justice, Development and Peace Commission (JDPC) of the Archdiocese of Jos, with funds from CRS and CAFOD, initiated a peacebuilding project in 10 communities in Jos North and Jos South. The project includes a small pilot water development component consisting of boreholes, VIP latrines, and the establishment and training of mixed-faith community water and sanitation committees as a platform for peacebuilding and interreligious dialogue.

- The root causes of the violence include population growth and competition over resources and power.

- The immediate causes of the violence are denial of access to water points, the poisoning and defilement of water sources, and forced emigration of people.

- The conflict could be escalated by (1) continued polarization of the Christian and Muslim communities and (2) the failure of government to respond to the conflict.

- The main parties to the conflict are the residents of Jos North and Jos South districts.

- The goals of the parties are to end the conflict and to restore and improve community water services.

- The parties have engaged in violent conflict with killings, poisoning of wells, and forced displacement of populations.

- The trends in the water-related conflict are linked in many respects to the larger conflicts and violence engulfing northern Nigeria. Indications are that the overall conflict will worsen.

- The JDPC peacebuilding project offers a window of opportunity for the communities in Jos North and Jos South.

- The capacities for conflict mitigation are reasonably adequate since the JDPC and the Archdiocese of Jos are well known in the area. Much will depend on how successful the JDPC will be in establishing dialogue and mutual trust with the Muslim population of the 10 target communities.

- The best scenario is for the project to bring about dialogue and cooperation and a major reduction in violence between the Christian and Muslim residents in the target communities. The worst scenario would be an escalation of interreligious violence stemming from poor implementation of the peacebuilding project, and the status quo scenario would consist of a continuation of distrust, hatred, and violence between the communities.

- The conclusion of step 2 is that "water for peacebuilding" in Jos is an untried approach in the current conflict. However, water may be a good conflict-avoidance intervention if appropriate "social interventions" also are provided.

- Since the JDPC peacebuilding project was still in the proposal stage at the time of the case study visit to the Jos area (October 2010), the remainder of the conflict resolution process (below) is based on potential inputs and responses by the JDPC and its implementing partners.

Additional question to explore: How to ensure that the proposed project will introduce water infrastructure as a platform for peacebuilding and conflict resolution rather than provoking additional violence?

STEP 3—Additional question to explore: How to build a lasting and sustainable "social infrastructure" for peace to support the physical infrastructure of a water point?

PHASE 2: CONFLICT ANALYSIS

STEP 1—Additional stakeholder inputs are obtained:

• Meet with community leaders in 10 target villages

• Meet with Christian, Muslim and mixed-faith communities to discuss proposed project

STEP 2—Additional technical inputs are obtained:

• Ensure availability of sufficient technical information to identify water supply and sanitation options in target villages

PHASE 3: CONFLICT NEGOTIATION

STEP 1—A plan of the conflict resolution process is prepared.

• Plan takes into account level of violence in the area and degree of distrust and hatred between Christian and Muslim communities

STEP 2—Stakeholder negotiations:

• Negotiations between key stakeholders, especially village leaders and local government officials held to review possible technical options and social interventions

• Meetings continue as long as necessary to reach general agreement on technical and social interventions to be provided by JDPC

STEP 3—Reaching agreement

• Meetings and negotiations continue until final agreement reached among all key stakeholders

• JDPC confirms that agreement can be implemented

STEP 4—Informing stakeholders

• All relevant stakeholders informed of agreement through meetings, posters and radio messages

PHASE 4: CONFLICT RESOLUTION

• Project plans revised in conformance with agreement

• Implementation of field activities carried out

• Monitoring of water infrastructure operation and performance of community water and sanitation committees carried out

Annex 9

CHECKLIST FOR ADDRESSING CONFLICT IN WASH PROJECTS

ACTION	ACTION COMPLETED YES/NO	COMMENTS
INITIAL QUESTION:		
Is the project in the planning, implementation, or post-completion stage?		
PHASE 1: CONFLICT IDENTIFICATION		
Step 1: Initial identification of conflict		
What are the potential conflict issues related to the WASH project? (See Chapter 4 for examples. If no conflicts are identified, then no further conflict inquiries are needed.)		
Step 2: Conflict assessment		
Profile—Context of the conflict What are the key conflict-related issues?		
Where are the conflict-related areas?		
What is the history of the conflict?		
Problem—Causes of the conflict What are the structural (root) causes of the conflict?		
What are the proximate (immediate) causes of the conflict?		
What triggers could cause an escalation of conflict?		
People—Actors in the conflict Who are the main parties to the conflict?		
What are the interests and goals of the parties?		
In what way do the parties engage in conflict?		

ACTION	ACTION COMPLETED YES/NO	COMMENTS
Process—Dynamics of the conflict What are the trends of the conflict?		
What are the windows of opportunity to respond to the conflict?		
What are the capacities for conflict mitigation?		
What are the best, worst, and status quo scenarios for the future of the conflict?		
Step 3: Questions specific to water resources		
Review additional questions on risk of water-related conflict. (Annexes 3-7)		
Step 4: Questions specific to WASH		
Review additional questions pertinent to WASH-related conflict.		
PHASE 2: CONFLICT ANALYSIS		
Step 1: Stakeholder Inputs		
Key informant interviews		
Surveys		
Focus groups		
Community meetings		
Participatory approaches (e.g., PRA, PHAST)		
Step 2: Technical Inputs		
Field surveys		
Needs assessments		
Planning reports		
Planning guidelines (e.g., CRS/EARO, 2005)		
Identify technical options		

ACTION	ACTION COMPLETED YES/NO	COMMENTS
PHASE 3: CONFLICT NEGOTIATION		
Step 1: Planning for negotiations		
Prepare a plan of the conflict resolution process to include:		
• Participants to the negotiations		
• Duration of the negotiations		
• Facilitators, if needed, to assist in communication and dispute resolution		
• Concerns of key stakeholders		
• Common goals of all stakeholders		
• Proposed actions to avoid, mitigate, or prevent conflict		
• Preferred outcomes of key stakeholders		
Step 2: Stakeholder negotiations		
Hold meetings with key stakeholders to review technical options and proposed solutions		
Step 3: Reaching agreement		
Has agreement been reached with all key stakeholders? (If yes, go to step 4. If no, repeat step 2.)		
Can the agreement be implemented?		
Step 4: Informing stakeholders		
Are channels of communication open to all contending parties?		
Have all parties been informed of the agreement?		
PHASE 4: CONFLICT NEGOTIATION		
Has the project plan been revised to take account of the agreement?		
Has the agreement been implemented?		
Has monitoring of the agreement occurred?		