Conflict Analysis Handbook
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# Table of Contents

**Introduction** .......................................................... 7

**A method for conflict analysis** ........................................ 9

**Preparations** .......................................................... 11

**Execution** .................................................................. 12
1. The international context – geo-strategic division ............ 14
2. Conflict development ........................................................ 15
   - *Courses of events* ..................................................... 15
   - *Influence of conflict on the international community* ........ 15
3. Actor analysis .............................................................. 17
   - *Existing actors* ...................................................... 17
   - *Grouping of actors* .................................................. 19
4. Swedish interests and engagement .................................... 20
5. Area of conflict ........................................................... 22
   - *Political sector* ....................................................... 22
   - *Security sector* ...................................................... 23
   - *Economic sector* .................................................... 23
   - *Societal sector* ....................................................... 23
   - *Environmental sector* ............................................ 24
6. Threat analysis 1 ......................................................... 27
   - *What is threatened?* ............................................... 27
7. Threat analysis 2 ........................................................ 29
   - *Which are the threats?* ............................................ 29

**Concluding remarks** .................................................. 30

**Flow chart on execution of conflict analysis** ....................... 31

**Annex 1** Theoretical background .................................... 33

**Annex 2** Strategic planning ........................................... 47
Introduction

This handbook describes a method of performing conflict analysis as a part of strategic planning. The purpose, amongst others, is to achieve a more cohesive and coordinated effort by civilian and military components. The conflict analysis described here involves two different ways of presenting results achieved. Firstly, a method where the primary purpose is to visualize key factors in a way so as to create an understanding of the wholeness and how the various sub-factors interact overall. Secondly, written documentation is used; the purpose being to increase knowledge of the various problem areas by presenting background information and by writing down and compiling the discussions which arise while conflict analysis is taking place. The starting point of the described method is that it is intended to be used in a Swedish, national perspective. It can also be used in other contexts, which is made possible by changing Step 4 to represent the viewpoint sought, for example, the Nordic region or the EU. Such a conversion must be prepared before conflict analysis is begun.

In Annex 1, the theoretical background and research that occurred prior to the production of the handbook are described. The method of analysis has been further improved through tests and practical applications not only in national but also international experiments and on planning occasions.
A method for conflict analysis

In today's complex crises it is often difficult to attribute the origins of conflicts to specific society events. Causes can have their origins in various parts of a society and the higher up in the hierarchical system misfortunes occur, the greater the dispersal of the problems. A lack of authoritative direction together with extensive corruption influences many parts of the social system, which is expected to provide its inhabitants with basic services. Additionally, the economy of the country, faith in leadership etc. are influenced. Inadequate security alongside open military action can not only be related to common criminality but also to organized crime in the form of, for example, smuggling. Both are phenomena which influence societal economy. This means that a conflict analysis must take into account many different perspectives and influential factors which can be present in the particular conflict area.

The complexity described above therefore necessitates crisis or conflict management comprising many different actors. An operation with military forces designed to win a military victory can, at the best of times, lead to the diminishing of open violence. This type of success has at the same time shown only to give short-term results. In order to achieve lasting effects, a build-up of various functions of civilian society is required. Long-lasting successful conflict management therefore requires a combination of military and civilian efforts. This in turn necessitates collaboration between all who participate in conflict management.

Work with conflict analysis requires a method which takes into account the great amount of integrating components of diverse characteristics and influence, which are typical for conflicts of today. The method must also be able to describe and clarify different actors' roles and influence on the development of events. In this context it is important that not only negative events are taken
Conflict Analysis Handbook

into account. Even incidents that play a part in lessening tension in a society and contribute to a feeling of unity and togetherness are important in a conflict analysis.

This handbook comprises the initial analysis of strategic planning. All analyses require knowledge of the circumstances to be handled, regarding both depth as well as breadth. An important condition for successful work is that those who are taking part in the analysis process have the insight required. However, it is not likely that all participants will have the same all-embracing knowledge of all the crucial factors. In such a situation it is important to organize work so that the proficiencies of the whole working group are taken on board in a constructive way. The method described in this book is based on a way of working that seeks to achieve this aim. By actively striving for openness and visually accounting for the various stages in the analysis process, the hope is that everyone in the group will be able to share his/her experiences with others in a simple and tangible way. In addition, the method of working is aimed at creating favourable conditions for the facts and conclusions successively drawn at the various stages in the process, to integrate with each other in an easy way. Thus, there is a need for openness in the thought processes, which during various phases of analysis must be allowed to take the form of “brain-storming”.

To achieve this openness, it is crucial to use tools which allow an overview and active participation. In this respect, using computers and computer projectors is not an ideal way. Using these you can only see a step at a time and only one person at a time can write or add a picture etc. Thus, there is always a risk that those who are not at the computer become passive. Instead, whiteboards and flipcharts should be used. Consequently, everyone can actively take part and continuously add texts or pictures considered to be of value. This arrangement has particular significance in facilitating the phases that demand a collective production of facts and conclusions.

The method is based on an iterative process which returns to the various steps several times during the work. Therefore, all the details of the various stages of work do not need to be ready before the next step is begun. Instead of “getting stuck” in long discussions about a particular question, it can be better to move on after having noted that there is an issue remaining to be dealt with. Very often, a solution is found later in the process and then it is possible to “go back” and complement.

The purpose of using whiteboards and flipcharts is to create comprehensive and conclusive presentations, which are used to promote consensus in the group. It is important to avoid cluttering the whiteboards with a lot of information, particularly textually. One aspiration should be to seek simple explanatory models which elucidate the main issue of every analysis phase.
This way of working requires a lot of detailed knowledge from the participants about the particular circumstances being discussed. If insight is too weak, the risk of wrong factors making too big an impact increases. Neither are pictures on their own enough for a person who has not taken part in the process fully to be able to understand the logic behind them. Therefore, it is important to write down the reasons for creating the models which are used and present these in a written report.

In order to produce a written report, it is vitally important that complementary notes are taken continuously, as these can be used to increase understanding of the explanatory models which are produced and developed on the whiteboard and flip charts during the working process. To be able to fulfil this, at least one person must be selected whose only task is to follow discussions and take notes constantly. It can be useful to incorporate the divisions and headings used in this handbook into the written documentation. It is also advisable to account for the pictures produced during work.

Collective and active participation does not mean that the method described here completely lacks leadership. Someone must be there keeping the process together and driving it forward. This person, however, should avoid behaving like a forefront figure but rather adopt the role of a facilitator. By directing his/her actions towards the aim of using the participators’ knowledge optimally, conditions for an insightful analysis are created. Moreover, it can be necessary in certain situations during working time, for example, before transition to the next stage, to take short breaks in work, which allow for written work to be summarized and clarified by the facilitator, thus smoothing future work.

The method employed, which is based on using whiteboards, among other things, poses certain requirements concerning the venue. The ideal setting has several large whiteboards and space for flipcharts as well as space for several people to be able to move around at the same time. This does not mean that the method is useless if it is impossible to come up with such a venue.

Particularly with small groups, 3-4 people, it is absolutely feasible to use ordinary notepads and sit at a conference table. When larger groups are going to use the method, pre-requisites for the venue are greater.

**Preparations**

Various preparations are necessary before work on conflict analysis is begun. An important part is gathering information in the form of a detailed analysis of the actual conflict. In other words, describe what has happened and who have been involved.
The purpose of the detailed analysis is to identify necessary information for the various stages of the conflict analysis, so it can be carried out in a successful way. A well-executed detailed analysis increases the chances of gaining deeper insight into the underlying factors, which created the actual situation in the conflict area.

A detailed analysis often involves much hard work. The time it takes is completely dependent on the amount of preliminary work already done, for example, through previous research or other forms of experience gathering. It can therefore be necessary to use expertise from, for example, one or several of the many institutes and authorities with specific know-how of the actual conflict area, so as to gain background information of this kind.

Another task during the preparations is to select those who are going to take part in the execution of the conflict analysis. Information about the actual conflict should be a deciding factor. It is also important to create a group whose collective knowledge spans over a large area.

If the method is used in a different context from one where Swedish national interests are central, during Step 4, the production of relevant data from the desired perspective takes place as preparation before execution.

Execution

After preparations have been done, the method comprises seven different steps which interact with each other in an iterative process.

Step 1
The first step is an overall analysis meant to give a general picture of the extent of the conflict; what is happening, what consequences there could be and who are participating or being influenced. In this part of the analysis the various actors are also identified. This step should be done in a unified group to give all participants a general understanding of the conflict.

Step 2
The second step is a description of the course of events as well as the influence of the conflict on the international community. The detailed analysis which was worked out during the preparations is now used. This step is carried out in a unified group.

Step 3
The third step is an analysis of the actors. During this analysis, it is appropriate to have sub-groups where the members analyse individual, selected actors. Reporting is carried out in the unified group before the next stage begins.

Step 4
The fourth step is a more detailed analysis of how Sweden is influenced and what involvement or commitments are already undertaken. This stage is carried out in the unified group.

**Step 5**
The fifth step examines what a conflict looks like locally as seen from five different sectors: Political, Security, Economic, Societal and Environmental. However, the number of sectors can vary. This analysis should be done starting from two different perspectives: “What makes the society work?” and “What causes conflict?” Work is best done in sub-groups where members of varied background knowledge analyse each sector. Reporting is carried out in the unified group before the next stage begins.

**Step 6**
The sixth step is a threat analysis where the question: “What is threatened?” is central. The threat analysis is made from a Swedish perspective, or the perspective chosen in stage 4, and based upon identified norms and values. This stage is carried out in a unified group.

**Step 7**
The seventh step is also a threat analysis, but here the question to be answered is: “Which are the threats?” In this part of the analysis the most important actors’ influence on the conflict is also described. This step can be done in sub-groups where a smaller number of participants analyse what threats and actors can be connected to norms and values considered to be threatened in stage 6. Reporting is carried out in the unified group.

In the handbook the situation in Somalia is used as an example. The facts and conclusions presented are primarily examples of how the method can be used and are not to be regarded as an explanation of the conflict being described here.
1. The international context – geo-strategic division

Purpose:

A. Describe the geographic distribution (inner area) in the area of conflict. The inner area can have varied distribution, for example, local (part of a state’s territory), national (all the state’s territory), regional (several states are directly involved).

B. Establish who the actors are in the inner area.

C. Establish what central actors are outside the area of conflict (outer area) and what interests they have in the conflict.

Example (Somalia):

The USA primarily considers relations with Ethiopia and the conflict in Somalia as a part of the fight against international terrorism. For the Arab world, Somalia is an Arabic country, which can serve as a counterweight to Ethiopia. For the EU, the involvement in Somalia is very much a question of gaining influence in the political process in Africa.

TIP: After the geo-strategic division, work is focused on describing who the actors are and where they are. Spend less time at establishing what role they have in the conflict. However, report if there is an obvious connection between the various actors. Highlight the actors considered to be especially important. Use the map as a background when possible.

The geo-strategic division can be adjusted afterwards as the conflict analysis proceeds.
2. Conflict development

*Purpose:*

A. Describe the events that have taken place during the last years and which are considered to have an overall influence on the course of the conflict. This description is worked out partly from a political perspective and partly from a perspective where the use of violence is in the centre and where identified driving forces form the conclusions.

B. Analyse and describe how the conflict influences the international community. In the first place, effects which appear directly as a result of the conflict must be described. However, there can also be reasons to emphasize the consequences arising from an indirect influence. The piracy activities outside Somalia’s coast can be such an example.

Step 2 should result in conclusions about which driving forces create the conflict, why these are allowed to have an effect and what attracts international attention.

*Example:*

**Political events**

|--------------------------------|----------------------------------|------------------------------------|-----------------------------|---------------------------|---------------------------|

- **Use of violence**
  - UIC seize power using military violence, early 2006
  - Ethiopian military intervention
  - AMISON deploy, February 2006
  - Deteriorating security situation, 2008
  - Ethiopian forces redeploy from central Somalia, July 2008

**Courses of events**

The influence of conflict on the international community

**Regionally**

- Instability in the region – risk of the conflict spreading
Globally

- Instability in the region – need for peace-making efforts
- No unified political governance leads to anarchy and opportunities for piracy, among other things - need for peace-making efforts
- Inadequate economic development – need for humanitarian efforts
- Hampers the direction of a democratic political development

Sweden

- A large number of Somali refugees in Sweden – tension in Somalia can spread to Sweden

**TIP:** Avoid going too far back in time. Focus on events that have a direct influence on today’s situation. Avoid a detailed account. Instead, emphasize the general events. The group’s participants will have detailed information and this can be brought into play when necessary.

Use the detailed analysis from the preparation work.

In Step 2, the possible consequences of the conflict on those who are not directly involved are the focal point for analysis. Sometimes it can be necessary to separate the description of a regional perspective from a global one. In some cases, even events that have a direct impact on Sweden can require particular interest.
3. Actor analysis

Existing actors

**Purpose:**

The purpose of presenting an actor analysis is not to clarify in detail all the underlying reasons or power constellations that make an actor behave in a certain way. The most important reason is to identify, in an overall way, the various factors which are important for the actors who influence the situation.

Begin by identifying which actors have a central role in the actual conflict. Continue by analysing how these actors relate to the conflict in question. Examine what power base they have, their influence on the conflict and what purpose their actions may have. The actors are placed in the geo-strategic areas where they have their power bases.

Actors can be states, organizations or separate individuals. In some cases, these actors can consist of complicated coalitions of subordinated members, who can have their own agendas.

If conflict analysis is carried out in a multi-national connection using another perspective than a Swedish one (Step 4), the actor analysis of and about participating parties is omitted in the analysis work.

The matrix below is used when presenting the various actors:

```
  Influence

  Intention
  Goal

  "Connector" (C)
  "Divider" (D)

Power base
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The use of the terms “connector” and “divider” is to be seen as an effort to distinguish between which actors take a stance for or against the aspirations we have. It is important to mention that this division is complicated and that the various actors are regarded differently depending on who is doing the analysis and what perspective is used. It is not an end in itself to make this distinction.
Example:

**Global level:**

- The need for humanitarian assistance
- UN
  - Establish peace
  - Gives legitimacy
- US
  - Support to Ethiopia
  - "War on terror"
  - Military power
  - Global super power

**Regional level:**

- Regarded as weak
- AMISOM
  - AU
    - Member states’ dependency
    - Create stability
    - Be recognised as an influential regional actor
- Ethiopia
  - Influence on the political process
  - Dictatorship
  - Support from US
    - Military power
    - Gain regional influence
    - Avert threats against Ethiopia

**Local level:**

- Influence in Sweden
- Political and military
  - AL-SHABAAB
    - Ideological influence
    - Muslim state
    - Military power
    - Religious propaganda
    - Well-organised
      - Money
  - Clans
    - The Habar Gidir clan
    - The Hawiye clan
    - Gain power
      - Resistance against Ethiopia
    - Be recognised as influential actors

**TIP:** It is important that all attention from our perspective is not just aimed at those whom we experience as problematic and responsible for the conflict. Even actors who can have a positive effect must be considered. Concentrate on describing the actors and put less emphasis on classifying them.

In the written documentation, it is advisable to use continuous text instead of pictures.
Grouping of actors

*Purpose:*  
In many cases there can be a great number of actors at the regional and local level, making it necessary to sort them into various groups. The purpose is to create a better overview, particularly as there can be many different actors in a conflict.

One way is to use two criteria; firstly, can an actor be regarded as a “connector” or as a “divider”? Secondly, what particular influence does the actor have? Our relationship with the different groups of actors formed can be described with the words: inform, include, monitor and influence. These terms must be given a wide interpretation. Within the context of influencing an actor, actions of violence can quite well be used as a method. When an actor is monitored, it can imply that complete freedom of movement is prohibited.

Depending on which perspective is used, an actor can be placed in various groups. Someone who can be understood as a “divider” by us can well be regarded as a positive force by many in the society where the conflict is taking place. That is why it is important to remember that this division is based on our interests in the actual conflict. Nevertheless, there can be reason to clarify our understanding of the current actors and their role in the conflict.

**TIP:** These groups of actors can be changed continuously as the various steps of conflict analysis are carried out.
4. Swedish interests and engagement

**Purpose:**

In this part of the analysis attention will be directed at Sweden. Swedish norms and values will be identified and form the basis for further analysis in Step 6 and 7.

The norms and values used are Swedish interests; striving for peace and international security and a stable security situation as a consequence of:

- a democratic development
- provision of human rights
- an effective state governed by law
- a distribution of prosperity

and international and humanitarian laws being applied in the areas of conflict. These norms and values are to be regarded as examples and can be excluded and/or complemented.

The difference between peace and international security in comparison to stable security situation is that the first-mentioned concept in this context represents a wider international perspective; i.e. how the conflict influences the international security situation and also the norms and values, which influence the will and actions of states and organisations. As a result, this could be a precedent in international law. A stable security situation in this context refers to the conditions that apply to the actual area of conflict.

Furthermore, the following questions will be answered:

- How is Sweden influenced by the conflict which is being analysed?
- In what way is Sweden already involved?
  - Which Swedish actors are influenced?
  - Is there an existing involvement already?
  - Are there agreements about involvement in the future?

**Example:**

The number of Somalis in Sweden influence Swedish political attitude.

The development in Somalia influences Somalis in Sweden:

- recruitment of young men for combat in Somalia
- opposition in the Somali society is transferred to Swedish society
- impairs integration into Swedish society

Guidelines on support to Somalia are given in the government decision; ”Swedish development co-operation with Somalia” (2009-07-23, UF2009/46469/AF).
The EU’s and UN’s policies are used to canalise Swedish support.

Sweden considers itself a main actor in the EU as regards Somalia.

The overall framework is provided by the UN’s Reconstruction and Development Programme (RDP).

By participating in the maritime operation “Atalanta”, Sweden is already an actor in the overall conflict management in Somalia.

There is a Swedish aid office for Somalia at the Swedish embassy in Nairobi.

**TIP:** Sweden can be influenced in several different ways, both nationally and in an international context. It is important in this part of the analysis not only to focus on what influences Sweden from a state perspective, but also on how society can be influenced. Answers to the questions are initially sought within an area as broad as possible.
5. The area of conflict

Purpose:
The aim is to present the current situation in an area of conflict and to do this by describing the factors which are particularly distinctive. In this respect it is important to identify different processes or phenomena which are vital for the conflict, but also to distinguish if there are functioning structures in the society.

The analysis is done in five different sectors; political, security, economic, societal and environmental. The number of sectors and content in the sectors can change.

The use of these sectors in this context has only a structural function and is not a way of evaluating various phenomena.

Political sector
In this sector, the governance of the society lies in the centre. In those cases where it can be difficult from a western perspective to find a system which has similarities to a state, focus must be directed at groupings of individuals and informal structures which have some sort of overall political power in the area of conflict. Here the term political power represents all exercise of power aimed at generally controlling individuals, organisations or phenomena in society.

1. How can the political power system be described?
   • What types of power systems are there?
     – Formal (legal status in an international connection)
     – Informal (lacks legal status but exercises regional/local power)
     – What synergy is there between them?
     – Is opposition allowed?
   • What types of leaders have power?
     – Chosen by the people (democratic election)?
     – Appointed through inheritance?
     – Chosen by a specific assembly?
     – Leader who has seized power by force?
   • What power bases have influence?
     - Money?
     - Cultural/ethnic/religious affiliation?
     - Military resources?
     - Political legitimacy?
     - Other forms of popular support?
2. How is power exercised?
   • Governance according to a western democratic model?
   • Authoritarian governance?
   • Fragmented power division?

Security sector
Threats to security can be defined in many different ways, but in this context threat of physical violence or measures to protect against the same are at the focal point. This violence can be exercised by military units on a mission from states or international organisations, but can also be exercised by other actors, sometimes in organized networks, which can even consist of loosely connected elements. The aim can be to achieve conflict resolution, political power, economic influence or simply mere criminality. The emphasis here is on a national and structural level rather than on an individual one.

1. What factors form the basis for exercise of violence?
2. In what ways is violence exercised?
3. Who are subject to violence?
4. What factors contribute to preventing/diminishing the exercise of violence?

Economic sector
How the economic system works is described in this sector.
1. Is there a state-controlled economy?
   • What does it look like in that case and how can it be described?
   • If there is no state-controlled economy, is there another form of economy at a national level?
2. Is there an economy based on legally controlled enterprise?
   • What significance does it have for further developments in the area of conflict?
3. Is there an economy based on illegal actions or transactions?
   • What significance does it have for further developments in the area of conflict?
4. What does the infra-structure look like and what influence does it have on economic development?
5. What factors influence the economic development most, both negatively and positively?

Societal sector
The societal sector could quite simply be described as "the people" and its welfare. One task is to account for what is distinctive for the people in the conflict
area and where cultural, ethnic, religious and other social factors are dealt with. Another issue to manage is what people’s everyday existence looks like: supply of food, housing, education etc. In this context it is important to give thought to how the security situation influences the population’s social circumstances.

1. How can society’s social structure be described?
2. Is ethnicity or religious affiliation exploited as a power factor in society?
3. Are there economic and cultural differences in the society which influence the conflict?
4. What structures and factors create survival opportunities in the society?
5. What is the supply situation like in the society?
6. How available is:
   - Education?
   - Medical service?
   - Housing?

Environmental sector
This sector is composed of the factors which are a pre-requisite for mankind to be able to live in a certain area. The climate and its influence on the population’s living environment is in this respect a crucial condition. There can even be environmentally related situations which are caused by mankind, for example, destruction of forest land, mining, pollution or diverting water supply. These actions can lead to a fight for accessible natural resources.

1. Does the climate have an important role for the living environment of the population?
   - Recurrent periods of drought
   - Recurrent periods of heavy rainfall
2. Are there factors in the environment that influence or are reasons for the conflict?

Example:

Political sector
Somalia is an example of a state that has collapsed.
Somalia is a society of clans.
The formal power is held by the Transnational Federal Government (TFG), but it only controls parts of Somali territory.
The TFG is recognised by the UN and the AU, but its legitimacy within Somali society is strongly questioned.
Due to its internationally recognised legal status, the TFG is nevertheless an
actor that cannot be disregarded even if there is strong opposition within the TFG itself.

There are three main groups of rebels in Somalia:
- The clans of Hawiye and Habir Gidir
- The remainder of the Union of Islamic Courts (UIC)
- Al-Shabaab; an organisation which seceded from the UIC. Very militant, well-organised, well-financed and the most active of these three groups

The opposition to the TFG outside Somalia consists of the "Alliance for the Liberation of Somalia (ARS).

The ARS, in turn, is split into two factions:
- ARS-A (Asmara) under the leadership of Hassan Dahir Aweys
- ARS-D (Djibouti) under the leadership of Sheik Sharif Shejk Ahmed

Neither of these groupings is strong enough to defeat the others on its own.

The power bases which principally have influence are military powers, which in turn have their origin in the power structure of the clan society.

**Security sector**

Since the civil war that broke out after Siad Barre was overthrown in 1991, no other actor has gained the upper hand.

There are conflicts between different groups, even within the Islam movement.

The TFG has not been able to gain enough legitimacy and strength to rule Somalia.

Other states in the region are concerned that Somalia will develop into a fundamentalist Muslim state and are prepared to take action, for example, Ethiopia with support from the USA (War on Terror).

Groups outside Somalia provide the combatants with weapons.

The violence used is in the form of a guerrilla war.

Lawlessness in Somalia also gives free rein to criminal groups.

Fighting is done in a fragmentary battlefield which means that civilians are also affected.

An important factor why fighting continues, is that no group is strong enough to become dominant right now.

**Economic sector**

In Somalia there is no state-regulated economy.

The economy that exists has its source in money from exile Somalis, income
from piracy activities, international relief supplies/efforts. 
The possession of military force is an important part of the control and profit of economic transactions. 
The local economic currency works badly as means of payment, many want to be paid in US dollars. This hampers Somali businessmen. 
Despite the civil war, there is a certain amount of indigenous agriculture and trade, particularly in the breakaway regions. Somaliland exports approximately 2 million sheep every year to the Arab world. 
Al-Shabaab claims that international assistance from the World Food Programme (WFP) implies destructive competition directed at the Somali farmers. 
Deficient security and an absence of a legal system accepted by all actors means that everyone creates their own rules. 
The infrastructure is more or less shattered. 

Societal sector 
Somalia is a divided society. 
There are few working public services based on state initiative. 
The society of clans in Somalia is one of the few systems in the country that creates some sort of order. 
Religion and ethnic division is used by different actors to create and maintain their power base. 
Due to deficient security, large waves of refugees have left for Kenya, among other places. 
There are also many who have left their homes and are in flight in Somalia. 
International aid is a pre-requisite for survival for many people, but it also contributes to providing the conflicting parties with resources. 

Environmental sector 
Somalia has a climate which has droughts during long periods of the year. 
In this climate, it is not easy for the individual to cultivate crops or devote oneself to stock-raising. 

TIP: This part of the analysis can be quite time-consuming if every individual factor is to be analysed and assessed. Do not select factors quickly, instead, note down all the observable facts that arise. Selection will take place in a later part of the method.
6. Threat analysis 1

What is threatened?

*Purpose:*

In the continued analysis, attention is directed at what causes problems. The factors which can be regarded as positive and which can contribute to a solution to the conflict in a constructive way, are not considered in this part. The analysis will lead to a deeper insight of what really is at stake and thus provide justifications and reasons for or against Swedish involvement.

At this stage, the question “what is threatened?” will be answered. The perspective to be used will emanate from our needs, interpretations and the development we consider desirable. In other words, our norms and values form the basis for what we consider to be threatened. The circumstances that can be threatened can turn out to be within the area of conflict and thus be influenced directly (an inner perspective), though these can also be circumstances outside the area of conflict and be influenced indirectly (an outer perspective).

The norms and values used are Swedish interests; striving for peace and international security and a stable security situation as a consequence of:

- a democratic development
- provision of human rights
- an effective state governed by law
- a distribution of prosperity

*and international and humanitarian laws* being applied in the areas of conflict. These norms and values are to be regarded as examples and can be excluded and/or complemented.

*Example:*

**Key factors of the conflict in different sectors**

- Political
- Security
- Economic
- Societal
- Environmental

**Our norms and values**

- Swedish interests
  - Integration into the Swedish society
  - No threat of terrorism in Sweden
- International peace and security
  - Regional stability
  - Free sea cargo transportation
  - Hotbed for terrorism
- Stable security situation
  - Falling society
  - Multiplicity of actors – internal antagonism
  - Lawlessness
  - Large number of refugees – starvation
  - Religion and ethnicity – a power base
  - The Somalia people cannot earn a living
  - Lack of legitimacy
- Human Rights
  - Not applied
From a Swedish national perspective, integration is threatened by the Somali population in Sweden, in other words, the democratic development among certain groups in the Swedish society.

The conflict also influences stability in neighbouring countries - streams of refugees to Kenya, Ethiopia's military involvement.

The conflict creates a situation which promotes favourable conditions for piracy activities; these are a threat to international shipping as well as to relief consignments to Somalia.

The parties cannot manage to find a balance of power on their own, which could be a basis for democratic development or the creation of a state governed by law.

The chances of creating a stable security situation and one where international and humanitarian laws are applied are rendered impossible by the conflict at all levels.

Humanitarian law is not applied during the exercise of violence - no difference is made between civilians and combatants.
7. Threat analysis 2

Which are the threats?

*Purpose:*

In this step of the analysis, attention is directed at describing what in the area of conflict constitutes a threat to our norms, values and interests. The answer to this question is obtained by gathering information from the analysis, which describes the five different sectors, political, security, economic, societal and environmental. By producing the factors which can be described as threats within the different sectors and setting them against the starting points used in the analysis on *what is threatened*, an understanding is created of which threats there are and how they influence the norms and values we want to be valid when the conflict is resolved. In the next stage, the actions of the most important actors are connected to the threats that have been identified.

Arrows are used in order to describe what threats can be connected to the different actors. A short description is given on these arrows (catchphrases) of what actions principally characterise this connection between an actor and different threats.

*Exempel:*

<table>
<thead>
<tr>
<th>Swedish interests</th>
<th>Actors</th>
</tr>
</thead>
<tbody>
<tr>
<td>Integration into the Swedish society</td>
<td>Recruiting young men for fighting in Somalia</td>
</tr>
<tr>
<td>No terrorism in Sweden</td>
<td>Well-organised military power</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>International peace and Security</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Regional stability</td>
<td>Anti Western group</td>
</tr>
<tr>
<td>Free sea cargo/transportation</td>
<td>UIC</td>
</tr>
<tr>
<td>Hotbed for terrorism</td>
<td>TFG</td>
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</table>

<table>
<thead>
<tr>
<th>Stable security situation</th>
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<tbody>
<tr>
<td>Failing society</td>
<td>Ethiopia</td>
</tr>
<tr>
<td>Multiplicity of actors</td>
<td></td>
</tr>
<tr>
<td>Lawlessness</td>
<td>AU</td>
</tr>
<tr>
<td>Large number of refugees</td>
<td></td>
</tr>
<tr>
<td>Religion and ethnicity</td>
<td></td>
</tr>
<tr>
<td>The Somali people cannot earn a living</td>
<td></td>
</tr>
<tr>
<td>Lack of legitimacy</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Human Rights</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Not applied</td>
<td></td>
</tr>
</tbody>
</table>

*TIP:* The purpose of drawing diagrams is to try to visualise different phenomena. In this context it leads to a need for simplifications. Choose to emphasise the aspects which are regarded as crucial and a core to understanding the conflict. Avoid an overload of too many facts. Important details are described in the written report.

In this step of the analysis, it is vital that the information produced in the earlier analysis process is used. Completely new facts should not be included here. If, for example, new actors are identified in this phase of analysis, it is important to go back to the first actor analysis in Step 3 and evaluate these new actors in the same way as done previously.
Concluding remarks

An important reason for conducting a conflict analysis is that it is an essential part of a planning process, the purpose of which is to decide on Swedish involvement in an area of conflict. The result of the analysis work described here will therefore form the basis of both identifying objectives and operations planning.

In the introductory part of the analysis, there is a balance between what causes problems and the factors that make society work nevertheless, and which can be used as cornerstones in building a functioning society. During the final part of the analysis, there is no emphasis on these positive conditions. Instead, all thinking power is directed at the phenomena which produce the problems and which are categorised as threats. A reason for this way of working is that conflict analysis in the first place must be used to describe a conflict, not how you resolve it. In the type of conflicts where military measures are considered a necessary means of resolving a conflict, a qualified analysis of what problems are considered to form the key threats is utterly essential. It is therefore natural to exert a lot of energy on a threat analysis. It does not mean that the positive elements that have been identified do not have a role to fulfil. Within the framework of identifying objectives, which will lead to operations planning, it is important to use both the positive factors accounted for in the strategic analysis, together with the negative conditions accounted for in the threat analysis.

The method described is iterative and aims at visualising the different analysis steps through diagrams or short descriptive sentences. The purpose is to achieve an open work process, which will allow all participants to be able to actively contribute to the work. This way of working, increases opportunities to go back to earlier stages in the analysis and where necessary, make a new evaluation of different phenomena and factors.

An important initial value is that the method is carried out simultaneously in two dimensions, with partly different purposes. Firstly, an analysis is made with the purpose of creating an overall understanding of the most important phenomena and how they interact and secondly, written documentation. The first-mentioned process is primarily to create an intellectual interaction within the group carrying out the analysis. Every participant must feel that their knowledge comes to use and that different knowledge together forms increased understanding. The written documentation is there to preserve the facts accounted for, in a way to make it possible even for someone who has not taken part in the analysis to understand the result.
1. INTERNATIONAL CONTEXT - GEO-STRATEGY
   - Outer: Regional/Global
   - Inner: National/Local
   Important actors and their relations

2. CONFLICT DEVELOPMENT
   - Major political events
   - Acts of violence
   - Global impact of the conflicts

3. ACTORS ANALYSIS
   - Influence
   - Will, Aim
   - Power base
   - C = "Connectors"
   - D = "Dividers"

4. SWEDISH INTERESTS AND ENGAGEMENT
   - Does it impact Sweden?
   - Swedish norms and values
   - Is Sweden already engaged in the conflict?

5. CONFLICT AREA
   - What makes the society work? (C)
   - What creates conflicts? (D)
   - Political sector
   - Security sector
   - Economic sector
   - Societal sector
   - Environmental sector

6. THREAT ANALYSIS 1
   - What is threatened?
   - Norms and values from a Swedish perspective
   - Specific Swedish interests
   - International peace and security
   - Stable security situation
   - Human rights

7. THREAT ANALYSIS 2
   - Which are the threats?
   - Key words describing actions causing threats
   - Threats
     - International peace and security
     - Stable security situation
     - Human rights
     - Rule of Law
     - Prosperity
     - International law

Input to the operations planning

Objective/Impact  Outcome/Effect  Output/Activity
ANNEX 1 Theoretical background

Introduction
This handbook has been produced as an assignment from the Ministry of Defence within a project on research and analysis support for the Swedish Government needs (FORBE). The purpose of the project is to contribute to the build-up of methods and tools for strategic planning at the Ministry of Defence, among other things, to enable a more cohesive and coordinated effort by civilian and military components. The analytical methods suggested can be used within a broad area of varying forms of crises or conflicts. In this work, the concept of conflict is used as a collective term.

Given the direction towards international crisis and conflict management which the Swedish Armed Forces have taken, the project has chosen to focus on international participation. The analysis method suggested, however, can very well be used in other contexts.

Today’s conflicts often have a wide spectrum of root causes, driving forces and various influencing factors. No one conflict is completely like another but still, there are often many common circumstances or reasons that characterize many conflicts. That is why in general terms, there can be a need to understand what can be called the "nature of conflict". To understand "nature of conflict" necessitates analysing the political, military, social, psychological and also moral factors, which can be present as driving forces in a conflict. Here, it is equally important to identify positive driving forces that contribute to basic society structures that still work. Understanding the character of the different phenomena which can typify a conflict is not enough. The development of a conflict is always affected by different actors. An actor can be a physical person but can also be composed of different organisational structures, which within themselves can consist of varied, sometimes competitive interests. Some actors can have their base within the actual area of conflict while others can be found outside the affected territory. Besides a general understanding of what reasons there exist for a crisis or conflict to have occurred, information about the different actors is vital. This issue is particularly explained in the analysis method produced.

Given Swedish participation in an international peace operation, the need to understand what driving forces affect different actors is even more significant. Such a need then comprises not only those who can be regarded as directly involved in the conflict but even the collaborative partners that Sweden might co-operate with.
Conflict analysis

The purpose of a conflict analysis, amongst other things, is to identify the problems that are the main driving forces behind the situation being examined. An utterly decisive factor during such an analysis is detailed information about the actual conflict. The choice of participants is therefore an important constituent of planning before a conflict analysis. Those who participate must have extensive expert knowledge about the actual area of conflict. The conflict analysis discussed here therefore assumes that the participants are very familiar with the “nature of conflict” and the surrounding factors that have an influence on development. At the same time, various authorities (or equivalents) will make their collection of facts and analysis using varied foci with different and own perspectives. The conclusions will, in many cases, be influenced by the type of work that is mainly done by the various participants. The purpose of the described analysis below is to create a forum, where those that are affected by strategic planning\(^1\) meet and together make an analysis of certain areas that are essential for the general management of the conflict. The objective of this analysis is therefore, first of all, not to generate new information but instead, to serve as an evaluation of different initial values with the aim of creating an agreement on how different phenomena should be understood. In those cases where understanding still differs, work means that these varying perspectives will be taken into account and can be handled in the continued planning. The conflict analysis described here could therefore be designated as a “reference analysis”, which can serve as a common starting point for all participants in strategic planning and later even for identifying objectives and evaluation.

There are certain similarities between a scientific research process and the analysis work that takes place when a conflict analysis is to be performed. A starting point for work has therefore been to try and find scientific methods that can be used in this connection. At the same time, it is also necessary to learn from practical experiences, which form a basis for how different organisations taking part in conflict management do their analysis.

Conflict analysis has both theoretical and empirical grounds. Even though methods and approach differ in the reference literature used, at the same time, the need for a qualitatively well-executed analysis is a common starting point. The prerequisite of understanding what is going on before doing something is in itself so obvious that it does not need to be mentioned. In other words, it is not the requirement of an analysis that must be discussed, instead it is the purpose of the analysis and how it will be carried out that is important.

Despite having different purposes and separate starting points, there are several things in common for the various conflict analysis theories used. By

\(^1\) See Annex 2 for an account of the strategic planning process.
studying what methods recur, an idea is given of what is deemed particularly important to comply with in an analysis. At the same time, all the texts contain specific experiences and viewpoints, which give opportunities for a selection from the various working methods that can be used for strategic planning. The selection of various sources also allows for combining a theoretical and empirical perspective with best practices.

An occurrence Sundelius et al. refer to in their research on Swedish crisis management is that there is a risk that the first impression has a great influence on which perception of the problem becomes the ruling one. In all the cases that Sundelius et al. have studied, the first impression became a lasting one, despite new and more reliable information becoming accessible. In order to deal with such challenges, which often arise in situations of stress and time pressure, it is necessary to work in a structured way when doing an analysis; a way which allows alternative formulations of the problems and which builds on critical investigations.

Phases of analysis
The working process of the conflict analysis can be divided into three different phases.

Preparations
Preparations are directed by the administrative group. In this phase of the working process, how the detailed analysis will be carried out is decided. The purpose of the detailed analysis is to describe the course of events which form the basis of the conflict. This detailed analysis is a pre-requisite to obtaining deeper understanding of the underlying factors, which created the actual situation in the area of conflict.

A detailed analysis often involves much hard work. The time it takes is completely dependent on the amount of preliminary work already done, for example, through previous research. It can therefore be necessary to use expertise from, for example, one or several of the many institutes and authorities with specific know-how of the actual conflict area, so as to gain background information of this kind.

Another task during the preparations is to select those who are going to take part in the continued work. In the first place, taking part should be based on the knowledge of the participants and not on possible future involvement on a mission.

The detailed analysis done in this phase should be assigned to those who are going to take part in the conflict analysis execution phase.

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Execution
Work is led by a facilitator from the administrative group. The group is also responsible for documentation of the on-going work. In this phase of the working process, an overall analysis is achieved through cooperation with various authorities and organisations. As necessary, independent experts can also be consulted.

Compilation
Compilation is done by the administrative group. The purpose of this is to collate the work done in the execution phase. The form of this compilation depends on the purpose of the conflict analysis.

Preparations – Detailed analysis
"What has happened?"
The answer to what is happening cannot be found merely through increased insight into the daily situation. All conflicts have a pre-history of driving forces which can be absolutely essential in order to understand what reasons have a main part to play in conflict management. That is why it can be important to create a deeper awareness of the development prior to the actual situation. This can be through gathering as much information as possible and by using open sources of various kinds. Due to the veritable explosion of information which has become a general phenomenon in society, a lack of information is not the greatest problem. Instead, the accessible amount of information can be experienced as overwhelming and difficult to handle.

As mentioned previously, for one who participates in this type of conflict analysis, a pre-requisite is extensive knowledge of the conflict. Even so, it can be necessary to have a base of information especially produced to serve as an aid when this type of conflict analysis is done. This type of background information can be based on a sequence analysis, which has features of "process-tracing". The purpose of this information is to gain a collective understanding of the course of events lying behind the conflict. In this part, actions of violence as well as other significant phenomena for the course of events can be analysed.

Another area where it is important to have information is the various actors’ intentions and objectives. A method to get this information is to use an analysis of intentions. Such an analysis implies trying to predict the future by examining various actors’ manifested or planned intentions. The idea is to create some sort of understanding of how different actors might possibly behave. While it is often easy to gain access to official statements which can form a basis for an analysis of intentions the reliability of these statements is a problem.

3 Sundelius et al., pp. 47-48
4 Furustig, Hans och Sjöstedt, Gunnar, Strategisk omvärldsanalyser, Lund, 2000, pp. 73-77
One reason can be that a decision-maker wants to hide or distort reality on purpose. There is also a risk of cognitive sources of error, which can arise when an analysis presupposes that others act according to the same rational premises as we do. Despite the problems that come with an analysis of intentions, it is useful to conduct one, not least to reduce the risk of being forced into reactive actions.

Execution – Overall analysis

The overall analysis of interests and involvement has three different foci:

A. The international context
B. Area of conflict
C. Swedish interests and engagement

In certain cases it can be easier to start at the "Area of conflict" before “The international context” or otherwise work with “The international context” and “Area of conflict in parallel.

A. The international context

Geo-strategic division

A crisis situation usually arises in a geographically limited area. It does not necessarily mean that all the interested parties are found in this area as the situation can be influenced from outside. It should be made clear if it is a local and perhaps isolated conflict that is to be analysed and described (in a part of a state, a specific event and so on) or if the conflict covers the whole state or region. A geo-strategic division within an inner and outer area can thus make the analysis easier. An inner area refers to the understood area where the conflict is happening and possibly also the directly neighbouring areas. This area can often be described in geographical terms and include local, national and regional levels. In the continued analysis, this is known as the area of conflict. The outer area is all the other geographical areas and actors who have a connection to the conflict.

This conflict analysis begins with a perspective where the international context is analysed separately from the national system or the chosen system or perspective we have taken as a starting point.5

The analysis has two purposes:

- ‘To analyse different states’ (actors’) or organisations’ interests and involvement in the actual course of events and how they interact within the framework of the conflict. Separating the actors who are in the conflict area from those who are outside is advisable.

5 Furustig and Sjöstedt, p 31. Furustig and Sjöstedt use three different perspectives; separation, relational, and systems perspective.
To analyse how the conflict influences the wider international community. It is important to emphasise the activities that are not directly related to the conflict but which are affected by the development of the conflict and have a strategic role. In the case of Somalia, piracy activities can be such an example. In those cases where important states or organisations (e.g. the USA, the UN, the EU) are not interested, there can be reason to clarify the causes of lack of involvement.

B. The area of conflict
After an analysis of the international context, a general, descriptive account of the current actual situation in the area of conflict is made. The purpose of this description is to try to differentiate between the factors that are particularly obvious, in other words, find the distinctive traits which characterize the conflict and the afflicted society. It is also about identifying different processes or phenomena which are core to the conflict but also for the normal life of the population. The detailed analysis done earlier will help in this work. In order to add structure to the report, five different sectors used by Barry Buzan et al. are applied. In this context, a division into sectors is simply a structural feature and not a way of categorising or evaluating different phenomena in the continued analysis. Therefore, it is possible to change sectors as the need arises.

Political sector
In this sector, the state is the central factor. In those cases where it can be difficult to find a system that is similar to a state from a western perspective, attention should be directed at the groups of individuals and informal structures that have some sort of overall power in the area of conflict. What system is used to formalise the political power is also an important question to answer.

Security sector
In this sector, focus will be on threats to the state monopoly of violence. The characteristic traits of these threats should be identified here. Security within this sector is thus narrowly described and is not intended to include the wider concepts of security. That is dealt with in other sectors. Attention here is on national and structural levels rather than individual ones.

Economic sector
In the economic sector, the factors which are characteristic for the economy system are dealt with and described as well as how the system works. Additionally, other conditions that are necessary for an economy, such as the quality or

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availability of a working infrastructure (roads, railways, harbours, airports or means of transport and communication and mass media) should be addressed.

Societal sector
The definition used by Buzan et al. to describe the societal sector is comprised of various larger collective identities. Somewhat simpler, in this context, one could speak of “people” and their prosperity. One task is to account for what is characteristic for the people in a conflict area where cultural, ethnical, religious and other factors are managed. Another issue to deal with is what daily life looks like for the people, availability of food, housing, education and so on. In this connection, it is important to devote some thought to how the security situation affects social situations in the population.

Environmental sector
This sector is made up by the factors which are a pre-requisite for people to be able to live in a certain area. The climate and its influence on the living environment of the people is in this respect a crucial condition. However, there can be environmentally related situations caused by man, for example, deforestation, mining, pollution or diverting water resources. These phenomena can lead to a conflict for access to natural resources.

Dividers and connectors
The next step in the analysis will focus on identifying which phenomena contribute to a conflict continuing and which can contribute to lessening tensions. The characteristic traits identified in the sector analysis are used as a basis. The Red Cross use the terms dividers and connectors to describe how different factors can play different roles in a conflict. Dividers (divisive) or connectors (cohesive) are different phenomena in this context, which contribute to increasing or bridging various tensions between population groups or individual actors in a conflict area.

An example of what the result can look like is the analysis the Red Cross did of Bangladesh. The dividers, identified in the order of priority were; ethnicity, political control, right of land, religion, inequality and culture. Strong connectors were; the opinion that good health care and social services were needed, a general availability of, for example, water and electricity, a wide faith in the

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7. Ibid., p 23
democratic process, mutual respect for traditions, a shared longing for peace and sports events.

An important purpose of using the terms divider and connector is to avoid focus ending up on only the factors that cause conflict. Factors that have influenced the situation so that conflicts have not escalated more than what they have, and factors which make the society still work partially and which can form the starting point of a future working state should be identified

C. Swedish interests and engagement

The last part of the overall analysis using a relational/systems perspective, is to investigate how Sweden is affected by the conflict; partly at a national level and based on the fact that Sweden is a part of an international system. In other words, how Sweden is influenced at a national level taking into consideration the involvement already existing in the area of conflict as well as other possible Swedish interests.

Threat analysis 1

“What is threatened?”

Threats can be regarded and understood in several different ways. Depending on the perspective used, completely different answers can be given. In this analysis, the first step is to focus on the question: ”What is threatened?”. In other words, what is judged to be threatened based on the situation we, from a Swedish perspective, regard as desirable, based on the norms and values we have. The situations investigated may have their origin in the real area of conflict (an inner perspective), but may also be indirect, influencing factors, which have their origin outside the area of conflict (outer perspective). The purpose of this is to determine what really is at stake and suggest motives and reasons for involvement.

The norms and values which are referred to in this case appear, among other places, in the Swedish national strategy for Swedish international participation.\(^9\) Examples of norms and values emphasised in the government’s letter are:

– Swedish interests
– International peace and security
– Stable security situation as a pre-requisite for:
  • democracy
  • human rights
  • state governed by law
  • prosperity

International and humanitarian laws

These norms and values should be seen as examples and can be omitted and/or complemented with others. They indicate that most importantly, general and main factors are referred to.

Threat analysis 2

"Which are the threats?"

At another stage, when what is basically threatened has been identified, the cause of the threat is examined. It is important to take into consideration that it may not necessarily be an actor who is causing or constituting the threat. The origin can even be in another system or condition, which exerts an indirect influence. It should also be recognized that a threat, for example in economy, which results in widespread unemployment, often interacts with other threats, which can be caused by, for example, scarcity of food and other commodities. The consequences can be riots, which create an unstable security situation, which perhaps cannot be managed, whereby a new threat has emerged.

In this step, normally both symptoms and causes are going to be dealt with. Symptoms are often something that must be managed in the shorter perspective, while main efforts should be directed at the fundamental reasons why the problems occurred. On identification of a threat, it is therefore important to create some form of brief description (catchphrases) of how the threat can be characterised so that in the next step it is easier to identify what actors or conditions are behind it.

Actors analysis

"What actors are there, what do they want and how do they interact?"

Even if the factors behind a threat do not always have their origin in an actor, it is still important to try to understand which actors are the ones who play a role in the conflict. A conflict often comprises many different actors, who for various reasons are involved and to varying degrees have an influence on the situation. Some are in the actual area of conflict and take action for one’s own or others’ benefit, while others can be found outside and give support to, or control actors in the area. Actors have varying degrees of influence and others have various degrees of dependency on them. It is therefore important to identify which actors are involved, what influence they have and what dependency exists between the actors and the objectives of the threat.

In a strategic analysis with a defence-political perspective, the actors who play different roles in a conflict therefore take on significant importance. The measures to be proposed in a possible effort will interact with the actors, who either have an active role or are directly affected by the conflict. An actor can in this respect be described in many ways. It can be a physical person, but
can also be made up of separate organizational structures, for example, states, which within themselves sometimes consist of competitive interests. Actors can have their base within the actual area of conflict, internal actors, but can also be found outside the territory affected, external actors.

In the analysis of actors, the power base, influence and interests are important terms. Furthermore, when working with the analysis of these actors, it can be helpful to use catchphrases to clarify the connection between power base and influence, respectively, interests and influence.

**Internal actors**

In order to describe an internal actor, one can begin with several different factors. In this case, the chances of exploiting power are a significant question. In this context, an internal actor is therefore someone who has his/her power base in the area of conflict. A way of examining this particular dimension is to scrutinize the power base an actor has and what influence this has. The term power base can be defined in several different ways. Henry Mintzberg describes five different factors which can constitute a power base. The first three are based on the concept of control;

- Control of a resource
- Control of a technical capability
- Control of critical knowledge

The fourth is derived from the legal system, which gives formal power to various actors. The fifth consists of an ability to exploit or through various networks influence actors, who have a central role in the four different power bases.\(^{10}\) Mintzberg’s explanatory model can be a starting point when power bases for different actors are analysed.

Possessing a power base, however, is not enough for exercise of power to come about. There must also be a will and ability to exercise this power in a skilful way. One example is that formal power, which is granted through a legal system, has difficulty in exercising any power if legitimacy is lacking amongst the population.

In order to organise the various actors, an “actor matrix” is used where actors are first of all identified. Subsequently, with the help of Mintzberg’s explanatory model, the power bases they have are examined. If an actor has several power bases, it is important that the interaction between these different power bases is clarified. The next question concerns what will and what objectives (intentions) the actors have. Here one should explain both the objectives that have a direct influence on the conflict, but also the ones that can have an

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\(^{10}\) Mintzberg, Henry, Power In and Around Organizations, 1983, p 24.
indirect influence. Lastly, the probability of the actors reaching their goals is described by explaining their actual influence in, among other things, the processes identified earlier. The basis for the different actors’ will is derived from the intentions analysis previously presented.

In some cases, certain influence or a power base can have several different dimensions. In the actor matrix shown above, this is indicated by distinct levels.

To gain influence, an important part is played by the surrounding society’s opinion of the actor, in other words, what legitimacy does he/she have. Depending on the type of power base an actor has, legitimacy can be of either a more formal nature or have a more unofficial character. In a society permeated by conflicts, it is very difficult to maintain a power base which is solely built on formal legitimacy connected to the role the state has. Particularly when the state finds it hard to live up to the expectations put on it. Oftentimes, actors who get their legitimacy and thereafter a power base from a cultural, ethnical or religious base, gain greater influence. Influence can be linked to the sort of legitimacy an actor has in relation to his/her power base. The more legitimacy, the more influence is given by the power base.

**External actors**

On analysis of the internal actors, the power base and the influence it has are both a central part. When examining external actors, the power bases are not crucial. Instead, it is important to know what interests lie behind the actions of these actors. An external factor, therefore, is formed by someone whose power base is outside the area of conflict. By constructing an actor matrix
with external actors, power bases should be exchanged with the interests that are important for the context. In certain cases, when an actor comprises organisations, for example, the UN or the Red Cross, interest in the mission can be of secondary importance. What is important instead is discovering what influence or effect these organisations have on the conflict.

**Dividers and connectors**

Earlier on in the analysis, the terms *dividers* and *connectors* have been used. Another area of use for these terms can be to apply them to the actors who are central in the conflict. In other words, which actors contribute to the conflict being prolonged in certain aspects and which actors give a constructive contribution to the conflict management already in progress or being planned. At the same time, it is important to point out that the actors who have been identified as *dividers* respectively *connectors* are not individual people or groups of people in general. They are the actors who have previously been identified as having some sort of power and influence. The chances of clearly identifying *dividers* and *connectors* who can in all respects be given these designations are often not entirely good. However, those that are given this form of categorization will be distinct representatives for the group they have been allocated to. It is still important to ask the question which actors can be assigned to these groups, so as to bring about a deeper analysis of their roles in the area of conflict. Furthermore, it is important to point out that *dividers and connectors* in this respect are identified from our perspective, with a focus on the objectives we want to achieve.
Interaction

In most conflicts, there are several different significant actors, internal as well as external. The question of how these actors interact and what inter-dependency there can be amongst them will then be important to answer. A description of the network, where different actors interact, can in many cases be an aid in understanding the dependency amongst different actors but also how they can reinforce their influence by collaborating with different power bases. It is helpful if interaction and/or dependency can be reported using catchphrases. Examples of these can be: economy, striving for the same influence and political alliance or antagonism.

Follow-up work

During the execution, certain conclusions will be able to be drawn but the more detailed analysis needed in order to evaluate the result, which was produced during the execution phase is done in the follow-up work. How this compilation will be formed depends on the overall purpose of the conflict analysis.
References


ANNEX 2 Strategic planning

Conflict analysis as support for strategic planning

The method for conflict analysis suggested in this report has been developed to be used in a strategic planning context equivalent to the one in the EU. It is appropriate to use not only for national planning work and operations but also for preparing a basis for a Swedish negotiation, as if for an international process, should such an interest arise. It is not only limited to operations with military resources.

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The main steps within each respective method, which can support the strategic process, are as follows (the text refers to the diagram).

Conflict analysis gives a comprehensive description of how the actual conflict has arisen; it identifies the underlying driving factors and the most important actors. Furthermore, it describes the current situation as well as what interests and values are threatened, what causes these threats and who or what lie behind them. Thus, the method forms a basis when producing a crisis management concept; it describes the situation, works out the objectives related to threatened interests and values, and describes options by evaluating threats possibly caused and exercised by involved actors. Additionally, it provides a basis for risk evaluation. When producing a strategic option, not only is a basis to describe the assignment given, but also definite evaluations, so as to be able to determine what tasks the mission will carry out. The continued operation planning should have its starting point in the conflict analysis, once a definite basis has
been produced.

Advanced planning
Within the EU, a new planning structure is currently being established with responsibility for, among other things, advanced planning. It is not likely that the member states will be involved in such planning work but will first be given a draft once a new mission is to be considered.

At a national level, however, there are several situations where advanced planning can take place. The most obvious one is when Sweden together with other states establishes a battle group within the EU. As framework nation for such a unit, Sweden is expected to take the initiative for advanced planning for a possible operation. Other contexts can be if Swedish contributions are considered for operations within the framework of the UN or NATO. In these cases, Sweden cannot expect to know the entire planning before the decision of the operation is taken; instead, there might be a need for national “shadow” planning. The suggested method for conflict analysis can thus be advantageously used when a crisis or conflict area is identified.

Planning for a new operation
As preparation for negotiations in the EU, when a new crisis management operation is deliberated, a draft should be produced showing the type of conflict to be handled, what involvement the EU can consider having and with what resources. The suggested method for conflict analysis can thus be used, not only to create a greater understanding of the conflict but also as an aid to identify both Swedish and EU intentions for involvement, as well as what Swedish resources can appropriately be used.

Changes in an on-going operation
Changes in an on-going operation can happen, for example, when new capabilities are added, when already engaged capabilities change in composition or when engagements end. The basis of such a decision can be partly the result of a continuously produced conflict analysis, reports from deployed units but also the outcome of monitoring and evaluating the results achieved in the operation. A military operation plan usually has contingency plans for alternative courses of events. The presented method for conflict analysis can, at an early stage, verify identification of what other capabilities can be needed if contingency plans for an alternative course are put into action.