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Quaderns de Construcció de Pau

Applied peacebuilding

Guidelines for incorporating a peacebuilding perspective into international intervention in zones of armed conflict and/or tension

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November 2007

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SUMMARY:

According to the principal theories on project management with a conflict sensiti-ve and peacebuilding perspective, ''well-intentioned'' development and humanita-rian aid projects do not always have a positive impact in the context of the conflict.

This paper proposes a number of key points to make it easier to apply these theories when designing a project. It also sums up some of the principal theo-retical and practical initiatives on how to identify and assess the impacts of projects in situations of armed conflict or tension and to minimise any which could be negative.

Introduction

In recent years, the debate on the effectiveness and impact of cooperation and humanitarian aid projects undertaken in the context of armed conflicts or situations of tension has produced very enriching ideas and proposals.[1] The merging of security and development has highlighted how difficult it is to manage many interventions in the field (Duffield, 2001). In this kind of scenario more than any other it is impossible to see the action outside its context, which makes it all the more necessary to incorporate a peacebuilding perspective.[2]

Any external intervention, whether humanitarian, rehabilitation or development action, produces a series of impacts that can be positive or negative, especially in scenarios of armed conflict or tension. Taking a peacebuilding approach or "perspective" can, on the one hand, help to make us more aware of the repercussions of our action, whether positive or negative and whether before, during or after the project, and, on the other, strengthen our operational capacity, taking account of the interests and relations of all involved and affected by the armed conflict and/or tension.

Undoubtedly, the capacity to influence peacebuilding goes beyond the power of any individual agency or public body. This makes it necessary to adopt a multidimensional and multilateral view which takes sufficient account of the capacity of the public and private, governmental and non-governmental players, recognising in any event the key role that NGOs can play at a local level, where they hold a significant comparative advantage (Goodhand, 2006). Working in zones of armed conflict or tension is no easy task and many challenges have to be overcome in order to achieve the objectives set for any project, even more so before claiming that it is fostering peace or, at least, not exacerbating the conflict. Some of the thinking on this subject stresses that peacebuilding on the one hand and humanitarian aid and cooperation projects on the other are different fields of action and that it is not very realistic to expect humanitarian aid and development cooperation interventions to take on peacebuilding tasks. The School for a Culture of Peace believes that even if agencies active in armed conflict zones cannot be asked to contribute to peacebuilding, they can be at least expected to show enough responsibility to make sure that they have no negative impact on the conflict.

In the various cooperation programmes launched in Spain, this approach is gradually being incorporated into the theoretical debate and also into a number of practical proposals as an objective to be achieved. Although these debates and proposals are still in the minority, a number of steps in the right direction by Spanish institutions to meet the need to mainstream peacebuilding into development cooperation should be mentioned. This is the basic idea behind the moves taken by the Department for Planning and Evaluation of Development Policies of the Ministry of Foreign Affairs and Cooperation to equip itself with sectoral strategies in the fields of Peacebuilding and Humanitarian Action. For the first time, they address the role which the various aid instruments should play in peacebuilding and propose using instruments which would minimise any negative impact in areas prone to violent conflict. Along the same lines, mention should also be made of the Law for the Promotion of Peace[3] approved by the Catalan Parliament on 4 July 2003 and the latest call for proposals for peacebuilding projects published by the *Agència Catalana de Cooperació al Desenvo-*

Adopting the definition by J-P. Lederach, the *Escola de Cultura de Pau [School for a Culture of Peace]* understands peacebuilding as a series of measures, approaches, processes and stages to turn violent conflicts into more inclusive and sustainable relationships and structures.

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The objective of this paper is to **provide guidelines for incorporating a peacebuilding perspective into project application forms for support for projects.**

lupament [Catalan Agency for Development Cooperation], which was accompanied by a guide to the requirements which peacebuilding projects must meet.[4]

These moves need to be translated into practical terms to make sure that they are applied. Taking this into account, the objective of this paper is to provide guidelines for incorporating a peacebuilding perspective into project funding application forms. These guidelines will provide more criteria for the authorities when they come to assess which projects to support. As the bodies that decide which projects to select, these authorities can play a particularly important role in encouraging agencies to apply these ideas and proposals and thereby improve the quality of the projects carried out. Similarly, from a peacebuilding perspective it would also be desirable that funding agencies use more objective criteria when setting their funding priorities while focusing less on meeting their external policy needs. At the same time, these criteria would make it easier for authorities, NGOs and all involved in these contexts to analyse the aspects to be taken into account for assessing the impact of their projects from a peacebuilding perspective. Another objective of this document is to broaden the understanding of peacebuilding by those active in this field and thereby seek to ensure that it is applied more systematically and across the board without running the risk that it could turn into a concept devoid of content.

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4 For further details, see the resolution setting out the rules and regulations of this call for proposals at: http://www.gencat.net/cooperacioexterior/cooperacio/docs/2007_bases_pau.pdf.

Theoretical background

The origin of peace and conflict impact assessments of international interventions can be traced back to the Rwanda genocide in the 1990s. Its consequences prompted the international community to realise that "well-intentioned" intervention in conflict zones can have a negative impact. "*The international response to conflict and genocide: Lessons from the Rwanda experience*" (Danish International Development Assistance, 1996) is considered the start of peace and conflict impact assessments of external interventions. Successive earlier crises had also brought to light the ambivalent role which aid can play, but after Rwanda use of analytical tools to address this issue spread.

"*Peace and Conflict Impact Assessment (PCIA)*" by Kenneth Bush (1998) was one of the first contributions to constructing a tool or process for evaluating more systematically, and in a better informed way, the impact of international intervention on countries or zones where there is a risk of violence breaking out.[5] PCIA can be carried out before, during or after projects and serves to assess whether or not such projects should be carried out in the form in which they were designed.[6] The innovative contribution made by this method is that it highlights the need to take full account of the context and constantly to redefine the action taken in the field in the light of its expected impact not only on the objectives of the project in its own right but also on the armed conflict.

Mary Anderson's book "*Do no harm*" (1999) made major contributions to this debate: it identified some of the factors which can reduce or increase tension in the context of armed conflict, which she called the "connectors" and "dividers" of the society torn by conflict, and also the way in which the different resources are delivered or the ethics of the implicit messages. The innovative contribution at that time was the emphasis on the need to define projects in such a way that they strengthen the "connectors" within the society at conflict and avoid the "dividers", taking account of the impact of how and to whom resources are allocated. This emphasis on assessing the positive aspects ("connectors") and not just the negatives is one of the most innovative contributions made by Mary Anderson's approach.

These two initial contributions have given rise to a whole series of initiatives, all sharing the same concern to create a tool or framework for analysing not only whether or not the projects could harm the population, but also whether they could contribute to peacebuilding. One outstanding example is the "*Reflecting on Peace Practice*" *(RPP)* project launched in 2004.[7] RPP is a learning process involving agencies working in conflict contexts, based on analysing experience to identify why some measures work and produce results in terms of peacebuilding, but others do not.

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5 Annex I sums up some of the most relevant theoretical thinking in recent years on impact assessment of international intervention on peace and conflict.
6 PCIA of international intervention projects has a broader scope than the results indicated when designing the projects. PCIA must be applied before the project is designed, while it is being put into action and after it has been completed. it may be the case that analysis carried out before the implementation of the project concludes that it should not go ahead in the form proposed. This conclusion will then have to be acted on and the project will have to be redesigned or, if preferable, not put into action at all.
7 For further details, see Collaborative Learning Projects (2004).

Guidelines for incorporating peacebuilding into project application forms

Taking the six general headings analysed in most project design documents as a starting point, the sections that follow suggest a number of guidelines which, if used during design, implementation and assessment of a project, can help to build a peacebuilding perspective into the project.

The proposed guidelines widen the criteria normally applied by international cooperation agencies in order to include the peacebuilding perspective in each field considered. The objective is to make systematic use of this form of analysis with a view to applying it not only during design of the project, but also during implementation and post implementation assessment.

These guidelines are not specific to each form of intervention (humanitarian or emergency action, rehabilitation and development), but are generally applicable to all three. Whether or not each point is analysed will depend on the type of intervention: in the case of humanitarian aid projects, for example, given the urgency of deployment in the field, the requirements of some aspects could be relaxed. The decision on which aspects to analyse for each of the fields covered by the proposal will depend on the NGO or stakeholder designing the project and on the donor assessing it.

Context and framework for action

Before embarking on intervention in the context of an armed conflict and/or tension, we need to know what we want to achieve and then to choose the best way of doing it (Fisas, 2006). Accordingly:

• Define the objectives of the programme: what we want to do.
• Analyse the context with the objective of understanding the environment in which action is to be taken (analysis of existing conflicts – the roots of the problem, process, stakeholders and, within these, the "connectors" and "dividers").
• Decide what we are going to do, for whom and with whom. At this stage potential counterparts will be identified and prospective representatives of the affected population, with whom, as far as possible, the project will be defined on a participatory basis.
• Attempt to identify other international players who might be working in the same context in order to establish what our comparative advantage would be if they are working in the same sector

or, if they are working in different sectors, to establish possible synergies or channels for exchanging information.
• Taking all the above into account, decide on the type of action to be taken, doing the utmost to avoid negative and maximise positive impacts.
• Also, attempt to foresee, as far as possible, the potential results, i.e. the possible interaction between our activities and the conflict context.

Due to its complexity, this kind of analysis is advisable only for projects undertaken in situations of armed conflict or post-conflict and/or situations of tension. Before designing or assessing a project, it is necessary to know whether or not a strategic framework for action exists so that we can assess how our project would fit into it. This framework for action is usually designed by the local government in collaboration with the international organisations represented in the country and generally specifies the priority fields of action.

Some approaches for including the peacebuilding perspective in the context analysis and the framework for action

Analysis of the conflict
- Identify the causes of the conflict, taking into account historical and immediate causes and possible triggers.
- Identify the players involved in the conflict (primary, secondary and tertiary).[8]
- Determine, whenever possible, potential factors for the escalation of the conflict and the potential for peacebuilding at local and regional levels. Take account of other possible "connectors" and "dividers" (spaces, values, symbols, dynamics, etc.).

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8 Primary actors are those with direct interests at stake in the armed conflict. Secondary actors are those with indirect interests at stake. Tertiary actors are those with no interests at stake in the armed conflict, but who play a significant role in it.

- Define at which point in the conflict the project will be started – tension, war, post-war – and its implications. Assess the degree to which the conflict has affected the zone where the project is planned, the current situation and whether or not the project can have a direct influence on this situation and on the conflict.

Background
- Identify the power dynamics and decision-making mechanisms existing at local, regional and national levels.
- Establish the kind of relations that exist between members of the community in which the project is being implemented, for example whether they are asymmetrical, and how the project could influence this structure and vice-versa.
- Establish the level of support for and confidence and participation in the project on the part of the community (before it is put into action and during implementation). Identify the groups that could reject the project (spoilers) and the support for it, both at government level and amongst civil society.
- Identify the actions of the project that could, either directly or indirectly, affect sensitive political and/or social issues and possible alternatives, should this occur.
- Identify potential "connectors" and/or "dividers" within the geographical area covered by the project.

Framework for action

Experience and management capacity of the agency proposing the project
- Map the international and national players active in the zone where the project is to be carried out, including the sectors in which each of them is working.
- Taking this mapping into account, identify whether other national and international organisations are working in the same sector as the proposed project and, if so, what its comparative advantage is over them, what kind of synergies will be established with them and how.

Identification of the problems and needs/Reasons for intervention
- Specify whether the project will be located in a disputed geographical area subject to the conflict, paying particular attention to adjacent zones.
- Conduct a risk analysis, taking account of the external (political, socio-economic and security) factors which could have an impact on implementation of the project, whether positive or negative. Indicate the specific impacts which could have repercussions on the project, depending on developments in the political, socio-economic and security conditions at local, regional, national and international levels.
- Identify whether there are previous needs assessments, by other organisations or the government, for the area covered by the project and, if possible, use them for designing the project.
- Identify whether or not specific national and/or international action plans exist (common country assessments, national development plans, poverty reduction strategies, etc.) and, if so, identify how and where the planned project would fit in.
- Consider whether networks or synergies have been produced as a result of the discussion with other actors present in the zone, both local and international, and specify which.
- Carry out a definition of the objectives of the project, using participatory methods. Explain the process and indicate whether the analysis made of the conflict and the activities planned have been shared with the potential counterparts and prospective representatives of the population affected.
- Predict and indicate the possible impacts, both negative and positive, short and long term, that the project could have on the local economy, food security, the psychological and physical health of the population, inter-group relations (above all, considering the equality of women, minors and all vulnerable sections of the population, security, etc.). Define the specific mechanisms which will be put into motion to counter the possible negative impacts.

Target population and counterparts

The "*Reflecting on Peace Practice*" project emphasised the important distinction between people who are immersed in the conflict and suffer the consequences personally (insiders) and those who are involved of their own personal choice and have a way out (outsiders). Both bring very different components to the project: the former, motivation and commitment, knowledge of the context, their definition of the needs, links to the communities affected and a guarantee of sustainability. The latter add knowledge of external ideas and models, capacity to exert pressure at national and international levels, mobilisation of resources, etc. (Collaborative Learning Projects, 2004). To guarantee adequate coordination of the tasks of all concerned, the establishment of cross-cutting relations with the target population and counterparts is recommended.

In the case of counterparts, it is important to consider their possible relations with the antagonists, their possible interests in the conflict and the pressures which they could be under. The "*Do No Harm*" project recommended taking particular account of whether the players are "connectors" or "dividers" of the society in conflict in order to give priority to working with the "connectors" (Anderson, 1999). It is also necessary to plan how to safeguard the security of the local population – the insiders – both the counterparts and the target population.

Some approaches for including the peacebuilding perspective in the target population of the project and the counterparts

Participation
- Apart from identifying the population group to be worked with directly in the project, indicate the population that could indirectly benefit from or be harmed by the project and the options considered to minimise this possible harm and/or maximise the benefit.
- Indicate the partners that have been and are being used to identify the project and establish their link with the affected population. Indicate also the channels of communication established with these partners during implementation of the project.
- Describe the strategies planned to inform the population about the project.
- Define what kind of monitoring or, where appropriate, continuous assessment is going to be applied to measure the possible impact of the project on the beneficiaries.
- Determine whether the project will change the balance of power that existed before it started and the consequences of this. Propose possible mechanisms to prevent or reduce this impact, if negative.

General principles
- Describe the mechanisms that will be set in motion to identify the situation of women and the vulnerable sections of the population (the elderly and unaccompanied minors). If particularly vulnerable situations are identified for such groups, decide what action to take to alleviate this situation.
- Define what action will be taken to guarantee that women and the most vulnerable sections of the population are included in decision-making, avoiding their marginalisation or discrimination against them and promoting their empowerment.
- Define an exit strategy which considers the sustainability of the successes achieved in gender equity and respect for the most vulnerable sections of the population, thereby guaranteeing not only non-aggravation of their vulnerability, but also the promotion of their empowermen

Contraparts

- Indicate how relations will be established with the counterpart in order to build cross-cutting relations.
- Establish the comparative advantage or experience of the counterpart in the region. Add a brief description of the counterpart's legitimisation vis-à-vis the population with which the project intends to work.
- Establish whether or not any relations exist between the counterpart and the antagonists, the victims and/or the political and economic leaders. If relations of any kind exist between the counterpart and sections of

the population involved in the dynamics of violence and/or connected with activities to promote peace and non-violence, determine whether this aspect could have a positive or negative influence on the project and in which way.
- Determine the degree of coordination between the counterpart and others active in the zone and pursuing the same objective.
- Consider means of transmitting the implementing partner's voice and also the problems affecting the country to raise awareness in circles with a political impact in the donor country.
- Define the location of the project and the agency which will carry it out in relation to the State, civil society, businesses, both local and international, and the armed parties.

Sustainability

Peacebuilding gives priority to the generation of processes beyond the attainment of specific results in the short term. For this reason, the sustainability of the processes supported takes on special importance. To guarantee the sustainability of the processes generated, it is recommended, for example, that programmes are implemented in line with the perception by the local population of what is needed in order to achieve peace, so as not to demotivate their involvement. Another point which must be taken into account is that sometimes involving the most dynamic and motivated sections of the population in projects of this type could mean absorbing human resources from other potential local initiatives. It is also necessary to plan an exit strategy, i.e. to plan ahead how to continue the project once the funds have run out (Collaborative Learning Projects, 2004).

Some approaches for including the peacebuilding perspective in the analysis of sustainability – connectivity

- Define the exit strategy.
- Indicate the measures that will be taken to guarantee the sustainability of the project once the external funding ends.
- Indicate whether any mechanism has been defined to ensure the continuity of the relations established, i.e. networks and relations between local, regional and international players involved, once the project is completed.
- Establish what is planned in order to ensure the continuity of employment of the staff involved in the project or, if they are not needed, to find other jobs for them.
- Establish how the follow-up will be carried out in order to assess the continuation and sustainability of the project or, if it is completed, evaluate its results.

Security

Development cooperation and humanitarian aid projects carried out in the context of an armed conflict must consider the security of the staff and material resources allocated to the project, i.e. how to guarantee the security of the local and expatriate staff and ensure that the material and economic resources reach their intended destination. It is also necessary to plan ahead for the impact which the project could have in the context of the action. In some cases, armed groups demand "taxes" for access to the zones under their control. These "taxes" could help to finance these groups and, hence, perpetuate the conflict (Bush, 1998).

To meet this need for security, it is also advisable to conduct a risk assessment to check whether the minimum political, legal and security structures needed to protect the people involved and ensure that the project runs smoothly are in place (Bush, 1998).

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> ### Some approaches for including the peacebuilding perspective in the analysis of security
>
> - Define what measures are planned to guarantee the security of the staff working on the project (both national and international) and whether this expenditure has been budgeted for. If considered necessary, give adequate reasons. To this end, take account of the relevance or irrelevance of the presence of the agency in the zone.
> - Define the position of the agency if an armed group were to impose conditions for carrying out the project.
> - If private security arrangements are needed, assess and indicate whether they will affect implementation of the project and, if so, indicate what could be done to minimise this.

Lessons learned

All the methods of analysis and assessment presented here need to be taken further. They offer no answers to the questions of how and when positive impacts can be produced nor do they propose any method to round up the lessons learned from practice. To this end, Thania Paffenholz (2005) highlighted the need to standardise procedures for planning and assessing peacebuilding activities at an international level, in order to make it easier to build up learning and knowledge. Appropriate management of this "practical memory" could avoid reinventing the wheel every time a project is launched. Although it is true that each conflict is unique and that the sectors in which action is taken can differ widely, it should be possible to build up experience and learning from the design of projects with a peacebuilding perspective. This could help to create knowledge and round up the lessons learned and good practices which would avoid repeating the typical errors committed by international intervention.

> ### Some approaches for including the peacebuilding perspective in collection and analysis of the lessons learned
>
> - Indicate how the lessons learned and experience acquired during implementation of the project are to be gathered and transmitted so that they can be incorporated into future projects.

Peacebuilding indicators

As pointed out by Thania Paffenholz (2005), it is important that the assessment should measure not only the degree of compliance with the objectives set for the cooperation, humanitarian aid or peacebuilding programme (output), but also the effect which the intervention has had on the context (impact). Other contributors, such as Jean-Paul Lederach in "*Reflective peacebuilding: A planning, monitoring and learning toolkit*" (2007), stress the importance of also defining process indicators.

In addition to considering the results (outputs), the impacts and the process *per se,* Lederach provides a number of pointers for selecting indicators:

- they must be very specific;
- different methods must be used (interviews, observation, etc.);
- they must be defined jointly with local counterparts;
- different time margins must be allowed for each objective.

The Joint Utstein Study on Peacebuilding (Smith, 2004), a joint study of peacebuilding projects co¬funded by the German, UK, Netherlands and Norwegian Governments published in 2004, drew interesting conclusions on the PCIA approach and the RPP project, casting a significant degree of uncertainty over them. In the words of the team from the Netherlands which participated in the study: "Peacebuilding is haunted by awareness that things can go either way. [...] The RPP approach is bold, direct and useful in many ways, but does not ultimately resolve the problem. How to assess the impact of one project or programme, when there are so many influences on whether there shall be peace or war, and what timeframe should be used – a year, a decade, a generation –

when the effects of war go so deep but its return can happen as a result of a crisis lasting only a month or two?" Indeed, measuring the impact of intervention is not a simple task, but that is no reason for ignoring it.

Therefore, impact assessment is one of the principal objectives of this proposal, which incorporates the six headings discussed above (context, beneficiaries, etc.). In order to achieve this, it would be necessary to define indicators measuring the changes brought about.

Checklists for defining possible peacebuilding indicators

In order to be able to measure the impact of a project, it is necessary to develop a system which adequately covers the complex links between the project and peacebuilding. The first step would be to define a good starting-point (baseline). Comparison of this baseline (initial snapshot) with the situation at the end of the project (final snapshot) will provide data for calibrating the impact of the project in the various fields analysed in the initial baseline.

The great variation between one context and another makes it difficult to define specific indicators valid for every project. Consequently, instead of proposing specific indicators, this table sets out a checklist providing guidance on the points on which each project should define indicators.

To make the table easier to understand, examples of possible indicators are given for a fictitious case of post-war rehabilitation in which a project is carried out to reconcile the divided communities.

	Output – Results of the project	Impact – Effect on the armed conflict
Context	• **Indicators to assess the appropriateness of the objectives set for the project with the goal of resolving the underlying causes.** [Does a project with the objective of promoting reconciliation between divided communities respond to their needs or do they have other priorities (security, etc.)? **Example:** glevel of participation and assessment of the target population.] • **Indicators to assess the capacity of the project to adapt to changes in the context.** [A bomb explodes during the reconciliation project: what is our capacity to respond to this new situation? **Example:** time needed to evaluate whether it is necessary to redesign the project.]	• **Indicators to assess the impact of the project on the cause(s) and/or factor(s) escalating the conflict on which action is being taken.** [In a conflict in which perception of the other as an enemy is an escalating factor, promoting inter-community coexistence can have an impact on the causes. Example: number of constructive news items about different communities.]
Framework for action	• **Indicators to assess the degree to which the objectives set for the project have been attained.** [To what extent has it managed to break down the image of the other community as an enemy? **Example:** number of positive perceptions recognised about the other community, degree of recognition of the suffering of others, etc.] • **Indicators to assess the cultural appropriateness of the project to the context.** [Example: number of incidents related to cultural issues dealt with satisfactorily (according to the perception of the counterpart and/or of the target population.)]	• **Indicators to assess how the project strengthens the connectors and weakens the dividers.** [Example: number of public spaces in a locality where people from different communities interact.] • **Indicators to assess how the project increases and improves relations between horizontal and vertical actors.** [Example: Number of meetings between neighbours associations from different neighbourhoods and number of negotiators with the local authorities] • **Indicators to assess the appropriateness of the political, economic and/or social structures created by the project to the needs to be resolved the context of armed conflict.** [Creating a network can have negative effects if it duplicates and weakens existing structures. **Example:** number of positive perceptions recognised about the other community, degree of recognition of the suffering of others, etc.]
Target population	• **Indicators to assess the equity of distribution of the benefits of the project.** [Example: proportion of women/men participating in the project and proportion of people from different communities.]	• **Indicators to assess the impact of the project on increasing the capacity of the beneficiary population to set limits and generate alternatives to violence and armed conflict.** [Example: number of activities generated by the target population to set limits and generate alternatives to violence.]

	Output – Results of the project	Impact – Effect on the armed conflict
Counterparts	• **Indicators to assess the adequacy of the counterpart to implement the project properly.** [Implementation of the project could bring to light ideological and practical disparities between the two agencies. **Example:** degree of consensus between the objectives and values of the two agencies.] • **Indicators to assess our added value (compared with other entities) to ensure proper implementation of the project.** [Example: number of agencies with a similar profile and years of experience.]	• **Indicators to assess the adequacy of the counterpart to transform the conflict.**[The degree of sustainability and the dissemination and multiplier capacity of the counterpart can be assessed. **Example:** number of activities which the counterpart has replicated in other places and the number and effectiveness of the channels of communication between the counterpart and the community]
Sustainability	• **Indicators to assess the sustainability of the involvement of local staff in the project..** [Example: Staff turnover: how many people have left the project, how many have joined it and how long do they stay?] • **Indicators to assess the financial sustainability.** [Example: number of alternative sources of funding available and economic resources generated by the project.] • **Indicators to assess the environmental sustainability.** [Example: level of use of renewable energy sources, reuse and recycling rates and rational use of the available resources.]	• **Indicators to assess the continuity of the processes, platforms and places for stable relations once the project is completed.** [Example: Plans to follow the project with projects for other places with implementation schedules.]
Security	• **Indicators to assess the security of the local population involved in the project.** [Example: number of incidents relating to the security of the local population.] • **Indicators to assess the security of the expatriate staff.** [Example: number of incidents relating to the security of the expatriate staff.] • **Indicators to assess safe distribution of the material resources.** [Example: number of incidents relating to the security of the material resources.]	• **Indicators to measure the reduction in violence.** [Example: number of violent incidents recorded in the community, number of violent incidents recorded in the city, increase in demonstrations rejecting violence.] • **Indicators to assess the security of the local population.** [Example: improvement in the feeling of security on the part of the local population.]

Source: Compiled by the authors.

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Annex I

Examples of approaches to measure the impact of peacebuilding projects

Introduction

The origin of peace and conflict impact assessments can be traced back to just after the Rwanda genocide in the 1990s. Its consequences prompted the international community to start to consider the negative impacts that "well-intentioned" intervention can have. Consequently, *"The international response to conflict and genocide: Lessons from the Rwanda experience"* (Danish International Development Assistance, 1996) could be considered the start of the peacebuilding approach.

Since then various agencies have contributed to developing a method which will help to assess these impacts. This Annex sums up the principal conclusions drawn by a series of authors on the existing methods for assessing peacebuilding in international intervention projects in zones of armed conflict and/or tension. The documents selected offer a fairly broad spectrum for assessing the current situation.[1] They were selected on the basis of their relevance to the ultimate objective of this document: to provide guidelines for incorporating a peacebuilding perspective into international intervention in zones of armed conflict and/or tension.

Documents analysed [2]

1. Bush, K. (1998). *A Measure of Peace: Peace and Conflict Impact Assessment (PCIA) of Development Projects in Conflict Zones.*

2. Bush, K. y R.J. Opp. (2000). *Peace and Conflict Impact Assessment.*

3. Bush, K. (2004). *Hands-on PCIA: A handbook for Peace and Conflict Impact Assessment (PCIA).*

4. Anderson, M. (2005). *Experiences with impact assessment: Can we know what good we do?*

5. Conflict Prevention and Post-conflict Reconstruction Network (2005). *Peace and Conflict Impact Assessment (PCIA) handbook.*

6. Hoffman, M. (2005). *Peace and Conflict Impact Assessment Methodology.*

7. Paffenholz, T. (2005a). *Third-generation PCIA: Introducing the Aid for Peace Approach.*

8. Paffenholz, T. (2005b). *More Field Notes: Critical Issues when implementing PCIA.*

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[1] This selection and summary was completed in April 2006. Conseqeuently, a number of more recent contributions, such as conflict sensitivity, are not covered by this Annex.

1. Bush, K. (1998). *A Measure of Peace: Peace and Conflict Impact Assessment (PCIA) of Development Projects in Conflict Zones.*[2]

Introduction

The objective of this working paper is to stimulate creative and critical thinking about practice and research undertaken in the field of peacebuilding and reconstruction by diverse actors involved in post-conflict settings.

As a working paper, the conclusions it reaches are open to discussion and designed to provoke dialogue.

This document is the first in a series intended to examine the links between peace, conflict and development. Peacebuilding, the paper argues, should not be regarded as a specific activity but as an impact. Consequently, all development activities (especially those in environments of potential conflict) should be assessed in terms of their peace and conflict impact. In this first document, Kenneth Bush identifies a number of questions which may lead to a formal "tool" for peace and conflict impact assessment (PCIA), but acknowledges that such a tool will have to be the product of interaction across the full spectrum of the peacebuilding community.

Some of the most important concepts highlighted in this working paper are summed up below:

- list of positive peacebuilding impacts is not especially useful unless accompanied by an equally extensive list of negative peacebuilding impacts and, most importantly, the conditions under which these "truths" held true.[3]

Once we have such information we are in a better position to determine whether our efforts and interventions in a particular case can be generalised or applied to other cases. It is necessary to know to what extent the results of the action which can be taken in a post-conflict situation are the results of unique conditions, rather than of structures and processes that are evident or replicable elsewhere. Until we have the analytical and programming tools to answer these kinds of questions systematically, we must continue to list, assert or guess at the positive or negative impact of our action.

The PCIA developed by Bush in 1998 is the first contribution to developing a more systematic and well-informed means of assessing approaches to development work in violence-prone regions.

This document places the emphasis principally on the analytical dimension of the assessment process. Its objective is to help all involved in peacebuilding projects both to understand their work better and to amplify the positive impacts and minimise the negative impacts on the peace and conflict environment.

Development does not necessarily "equal peace", but often "development" may generate or exacerbate violent conflict.... Conversely, development projects may have positive peacebuilding impacts which are unintended, and thus undocumented and unable to inform future development work.[4]

What is PCIA and why do we need it?

Any development project set in a conflict-prone region will inevitably have an impact on the peace and conflict environment — positive or negative, direct or indirect, intentional or unintentional. Not all development projects require peace and conflict impact assessment, only those in areas at risk. The central criterion for determining whether to undertake a PCIA is the location of a project, rather than the type of project.

Essential points about the nature of violent conflict:

- There is a considerable variation between cases;
- There is an ebb and flow of violent conflict over time within cases, so that conflicts in the "latent" category today may well shift to the "manifest" category tomorrow;
- The conditions within conflict zones may vary depending on the time of day, day of week, season, etc.;
- There are specific areas of work which are more prone to violent conflict, for example those which change access to and control of natural resources in some way (Bush and Opp, 2000).

It is the variations of violence within cases (across time and across space) that open up the possibilities for development projects to have constructive peacebuilding impacts.

PCIA can also be used to evaluate the impacts of peacebuilding programmes, before they have started and after they have begun on the structures and processes which:

- strengthen the prospects for peaceful coexistence and decrease the likelihood of a return to violence, and,
- increase the likelihood that conflict will be dealt with through violent means.

Where necessary, assessments carried out before project implementation should consider alternative project designs, including the possibility of doing nothing.

The difference between a PCIA evaluation and a conventional one is that its scope extends far beyond the stated outcomes and objectives of conventional projects. Instead, it attempts to discern a project's impact on the peace and conflict environment —

an area it may not have been designed explicitly to affect. Thus, it is quite possible that a project may fail to achieve the developmental objectives that it was set but succeed according to broader peacebuilding criteria not envisaged at the start.

Because the means required for anticipating the impact of a project are different from those suitable for assessing impact, both the pre-project and post-project dimensions as well as potential and past impact must be considered.

In any event both assessments may be reduced to a single question:

> **Will/did the project foster or support sustainable structures and processes which strengthen the prospects for peaceful coexistence and decrease the likelihood of the outbreak, reoccurrence, or continuation of violent conflict?** [5]

To answer this question, we need to have an idea about where to look for possible impact; we must have a sense of the structures and processes that sustain peacebuilding or peace-destroying systems. Bush's study identifies five broad dimensions or categories of possible impact.

Potential Peace & Conflict Impact Areas[6]	
AREA	**EXAMPLES**
Institutional capacity to manage/resolve violent conflict and to promote tolerance and build peace	Impact on capacity to identify and respond to peace and conflict challenges and opportunities; organisational responsiveness; bureaucratic flexibility; efficiency and effectiveness; ability to modify institutional roles and expectations to suit changing environment and needs; financial management.
Military and human security	Direct and indirect impact on: the level, intensity and dynamics of violence; violent behaviour; in/security (broadly defined); defence/security policy; repatriation, demobilisation and reintegration; reform and retraining of police and security forces/structures; disarmament; banditry; organised crime.
Political structures and processes	Impact on formal and informal political structures and processes, such as: government capabilities from the level of the state government down to the municipality; policy content and efficacy; decentralisation/concentration of power; political ethnicisation; representation; transparency; accountability; democratic culture; dialogue; conflict mediation and reconciliation; strengthening/weakening civil society actors; political mobilisation; rule of law; independence/politicisation of legal system; human rights conditions; labour standards.

Economic structures and processes	Impact on strengthening or weakening equitable socio-economic structures/processes; distortion/conversion of war economies; economic infrastructure; supply of basic goods; availability of investment capital; banking system; employment; productivity; training; income generation; production of commercial products or services; food (in)security; exploitation, generation or distribution of resources, especially non-renewable resources and the material basis of economic sustenance or food security.
Social reconstruction and empowerment	Impact on: quality of life; constructive social communication (e.g. those promoting tolerance, inclusiveness and participatory principles); displaced people; (in)adequacy of health care and social services; (in)compatibility of interests; (dis)trust; inter-group hostility/dialogue; communications; transport; resettlement/displacement; housing; education; nurturing a culture of peace.

When considering whether to undertake a project in a violence-prone region, it is necessary to have a clear sense of the dynamics of conflict and their potential impact on the proposed project. Such a review of this potential might include the following questions:[7]

• **Location:**
- What will be the geographical extent of the project?
- Will it be located in politically or legally ambiguous or contested territory?
- What will be the site-specific impacts of evolving political and security conditions nationally/locally/regionally?
- What are relations like between the community in the proposed project site and the principal decision-makers regionally and nationally?
- What are the legacies of the conflict(s) in the immediate area of the proposed project?
- What is the impact on: the local economy; food security; the physical and psychological health of the community; inter-group relations; women, children and vulnerable populations; personal (in)security; availability of leadership and so on.

• **Timing:**
- At what point in the conflict will the project be undertaken — in the pre-conflict, in-conflict or post-conflict phase?
- What has been the intensity of conflict in the project site?
- Will the project coincide with other projects in the region/country that might help or hinder its progress?
- Is it possible to identify or anticipate external political/economic/security developments that might affect the project positively or negatively?

• **Political context:**
- What is the level of political support for the project locally, regionally and nationally?
- What is the nature of formal political structures conditioning relations between the state and civil society (authoritarian, transitional, partially democratic, democratic, decentralised, participatory, corrupt, predatory) and what are their possible impacts?
- Will the project involve politically sensitive or volatile issues (directly or indirectly)?

• **Other salient factors:**
- Institutional context; leadership; colonial legacy; cultural factors; national and international economic factors such as economic infrastructure.

Once these broad kinds of questions have been addressed, then a more specific set of questions may be developed. The section below provides a sense of the types of questions that may be useful in the pre-project phase. They are divided into three broad categories:

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7 See page 14 of the original document.

- **Environmental and contextual considerations**
  - Are there minimally predictable political, legal and security structures in place? There is a need for at least a minimum level of predictability of the risk associated with a project. Different actors may have different comfort levels when it comes to risk.
  - What are the infrastructural conditions?
  - Is the opportunity structure open or closed/opening or closing?

- **Project-specific considerations**
  - Does the proposed project have the right mix of the right resources? There is no checklist. Each case will need its own particular set of resources. The required mix will certainly change in the course of the project and that will present both opportunities and constraints.
  - Does the lead organisation have experience or a comparative advantage in the region?
  - What are the proposed project's tolerance levels?
  - Are suitable personnel available?

- **Correspondence between the proposed project and the environment**
  - What is the level of political support for the proposed project from the local, regional to national levels, including within the organisation concerned itself, ideally from governmental and non-governmental actors within an organisation's support constituency and (preferably) from international organisations involved in the country?
  - Does the proposed project have the trust of all authorities able to stymie the efforts?
  - Does the proposed project have the trust, support and participation of the community? A number of operating principles have clear peacebuilding implications:
    - ensuring continuity of personnel to make a learning process more feasible;
    - having a network of supportive, committed persons in a variety of positions;
    - avoiding partisan political involvement;
    - attracting and retaining the right kind of community leadership; and
    - going beyond narrow conceptions of self-interest.

2. Bush, K. and Opp, R.J. (2000). Evaluación de los efectos de intervenciones sobre la paz y los conflictos.[8]

Introduction

Two specific aspects are highlighted in this document:

Which stakeholders can use PCIA?

- Donors might use them to guide project selection, funding decisions and monitoring of the projects funded.
- Operational agencies might well use them to design projects and guide operational decisions.
- Communities in violence-prone regions may use them to assess the utility, relevance and efficacy of development initiatives sponsored from outside.

Are there conflict-mediating mechanisms in the specific area of operations?

The presence or absence of conflict-mediating mechanisms and institutions are central factors influencing whether a conflict passes the threshold into violence — this might include representative political systems, a transparent and fair judicial system, an equitable social system and so on.

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8 Free translation of the original title (in Spanish): *"Assessment of the interventions effects on the Peace and the Conflicts"*.

3. Bush, K. (2004).
Hands-on PCIA: A Handbook for Peace and Conflict Impact Assessment (PCIA)

Introduction

This document can be considered a practical handbook which aims to provide a series of basic guidelines for using PCIA. To this end, the author gives examples of real-life situations to illustrate his assertions better plus matrices to work with the components which make up the PCIA. One important point to note is that this contribution by Bush criticises the fact that all the attempts made up until then had been compartmentalised, with no effort to share experience and lessons, and that this had not contributed to enriching everyone.

Once again, this document is a working paper. Remembering that it follows on from some analysed earlier, the following points can be considered guidelines to a better understanding of what PCIA is:

- PCIA is a process which helps identify and understand the impact of an initiative on peace or conflict.
- PCIA must be integrated into every stage of the project cycle - design, implementation and evaluation - if it is to help us in our work.
- PCIA will help you ensure that the initiatives you are working on do not aggravate conflict and contribute to building peace within and between communities.
- PCIA is not about the imposition of solutions, but the creation of space within which indigenous actors can identify problems and formulate their own solutions.
- PCIA can help make sure that a project or initiative does not create violent conflict and, as far as possible, makes a positive contribution to peace, i.e. use of PCIA cannot ensure that your programme will have a positive impact on peace but it can make sure that it will not encourage violent conflict.
- According to Bush, the real experts in PCIA are "those women, men, girls and boys living in conflict zones. If they are not centrally involved in the project, then the exercise will fail, or worse, will disempower the populations which it was supposed to help".
- The secret of PCIA is to be able to read between the lines of what is happening or has happened.
- PCIA tries to learn from the successes and failures of efforts to mainstream gender and the environment. Until the tools were developed to measure the impact of development work on women, girls and the environment, all that existed were disconnected stories of how a particular intervention had an impact on a given population or context.

PCIA makes us rethink the way we work in potential conflict zones and helps us to understand when, why and how a particular factor, in a particular situation, is likely to contribute to peace or violent conflict. It helps us to make changes to project or programme design to improve the likelihood that they achieve both their developmental and peacebuilding impacts.

This handbook structures and clarifies how PCIA should be used. If used correctly, PCIA offers certain guarantees that development projects undertaken in the context of conflicts will, at least, not contribute to exacerbating them and, very possibly, could have a positive impact on peacebuilding.

4. Anderson, M. (2005).
Experiences with Impact Assessment: Can we know what good we do?

Introduction

Through the analysis of two practical experiences – LCPP (the Local Capacities for Peace Project) and RPP (Reflecting on Peace Practice) – Mary Anderson assesses which are the most appropriate means to measure the impact of a specific activity on reducing a conflict and how we can be sure that a given reduction of a conflict is due to a particular activity, bearing in mind the complex circumstances in which action is taken and that so many things are happening at the same time in a complex environment. After describing practical examples, she presents a series of conclusions on how to assess the outcomes of efforts to reduce conflict and build peace and, finally, discusses the similarities and differences between the assessment techniques required, depending on whether the work is being done in conflict or on conflict.

LCPP experience with impact assessment

1. **Aid agencies work with tangibles:** Generally they assess the direct quantifiable impacts of their work: how many people have been fed, how many houses have been repaired, etc. Many go further to report on some of the indirect impacts of their work, such as the reduction in disease as a result of improved water and sanitation systems. However, LCPP was concerned not with the direct impacts of aid but with its side-effects on conflict. This required aid agencies to make a significant shift in their understanding of accountability, accepting responsibility for the unplanned and often unintended political and social impacts of their work. They were concerned that this involved them in areas where they had no expertise and required them to measure what are essentially immeasurable outcomes.

2. **Patterns as valid evidence:** These concerns abated when the LCPP was able to identify clear, repeated and prevalent patterns in how aid interacts with conflict. The cumulative evidence of manipulation of food aid to support armies or force population movements, drawn from multiple settings, became as compelling as any measure of the impact of food aid on nutritional status.

3. **Differences in assessing negative and positive impacts:** LCPP found that it is easier to trace elimination of the negative impacts of aid than to know precisely its positive impacts on conflict. If we know exactly how we are making the conflict worse, we can find alternatives and assess their effectiveness in eliminating the original negative effects.

4. **Using dividers and connectors as indicators:** LCPP found that dividers and connectors provide specific indicators of the impact of aid on conflict. The advantage of understanding conflict in terms of dividers and connectors is that these embody observable aspects of inter-group relationships. When aid staff have identified and analysed inter-group divisions, they can observe whether these are worsening or abating. Dividers and connectors provide a focus for immediate, observable facets of life which reflect inter-group relationships.

5. **Dynamic assessment:** Through LCPP, it became clear that because conflicts are dynamic, impact assessment must also be a dynamic process. A positive impact in one period may have negative implications under other circumstances. As aid agencies analyse dividers and connectors to ensure that their impacts support reduction of the conflict, they need to keep re-doing their analysis, as the circumstances are constantly changing.

6. **Attribution:** In some cases it is very clear that an aid programme caused a specific outcome. However, in most situations so many things are occurring that it is difficult to be sure how one part of a programme has affected the broader outcomes. LCPP found that very often people in conflict situations do attribute outcomes to specific action, i.e. they have opinions on impacts. These opinions provide aid agencies with a very good source for attribution.

RPP experience with impact assessment

RPP found that the context, and what has been done, need to be understood to assess the real impacts. However, the broad RPP consultations were able to identify generalisable criteria (not localised indicators) by which to assess the contribution of different activities to the two long-range goals of peace practice (ending violence and building a just, sustainable peace). Four effectiveness criteria were identified as universally useful for impact assessment. According to these, a peace effort can make a significant contribution to the long-range goals of peace if:

1. it causes participants to take up initiatives for peace work on their own;
2. it contributes to reforming or building institutions that address the grievances that underlie the conflict;

3. it enables people to resist violence or manipulation to violence;
4. it increases the security of people and their perception of security.

Experience also shows that an effort that does all four of these is more effective than an effort that contributes to only one of these criteria. RPP also found three additional questions that should be asked to assess the effectiveness of any peace practice relative to other programmes:

1. Is it "fast enough"? That is, is the approach being taken making a positive difference in real time or is there some other approach that could produce results more rapidly?
2. Is it "big enough"? That is, is the approach proportionate to the scale of the conflict or just a small, marginal activity when there are other options that would have greater impact?
3. Is it going to endure? That is, will its effectiveness be fleeting or has a strategy been chosen that, above others, will have a lasting, sustainable impact?

Using these four criteria and these three additional questions, peace practice agencies can, having analysed the context where they are working, select the programme approach(es) that offer the greatest possibility of effectiveness in relation to the larger goals of peace.

Commonalities and differences between LCPP and RPP

LCPP focused on learning about side-effects of international assistance and RPP on how agencies working on conflict achieve, or do not achieve, their primary purpose (reducing conflict and promoting peace). In spite of this essential difference, many findings about assessing impacts are common to the two projects:

- **Impacts are not abstract but observable:** on site, it is often very easy to know, without ambiguity, the immediate impact of a programme or activity. Specific identification of a problem facilitates specific identification of the solution.

- **Numbers matter:** accumulation of patterns, representing the experience of many people in many settings, provides convincing evidence about the impact of a programme on a conflict. If a particular outcome is observable again and again and if many actors close to the situations under review agree with the interpretation of causation, the sheer numbers of examples support the credibility of the findings.

- **Disaggregation of goals helps:** often, assessing how a programme eliminates a harmful effect is easier than knowing with certainty how a programme promotes a positive effect on a conflict. The more immediate and specific the goal, the easier it is to identify effectiveness in achieving it. Disaggregation of large goals (such as peace) into smaller steps provides a useful way of assessing progress.

- **People know:** people in the places where programmes are carried out have opinions about impacts and causation. They attribute outcomes to particular events. They provide a critical source of information about impacts.

- **Impacts are as dynamic and changing as the surrounding events:** because in contexts of conflict things change rapidly and constantly, any attempt to trace the impacts of programmes in these contexts must recognise that they are also dynamic. In particular, it is important to follow impacts over time to determine whether/how they are changing.

The lessons learned from LCPP and RPP about tracing and evaluating outcomes have gone some way towards demystifying impact assessment. On site, with specific goals in mind, attentive to the opinions and behaviour of local people, it is possible to know what has happened as a result of a programme and to evaluate the impact of the work on the immediate manifestations of the conflict. As the goals of an effort become more lofty and far-reaching, the difficulties in tracing and evaluating the impacts increase.

It is imperative to do more than do no harm in peacebuilding programmes. Of all professions in the world, those involving the delivery of aid and the promotion of peace should constantly strive to work themselves out of a job.

5. Conflict Prevention and Post-conflict Reconstruction Network (2005). *Peace and Conflict Impact Assessment (PCIA) Handbook*

Introduction

This is another practical handbook on PCIA based on previous work on the subject and designed for practitioners working for the Conflict Prevention and Post-Conflict Reconstruction Network (CPR).

One innovative feature in this handbook is the statement that: "Sustainable development cannot be achieved without being sensitive to the tensions that divide communities."

The DAC (OECD Development Assistance Committee) Guidelines advocate that efforts should be made to "mainstream" conflict sensitivity skills throughout development programmes, particularly in fragile states. This handbook is a response to that recommendation.

The handbook is divided into three parts:

1. Profile tools to help users understand the underlying practices and the context in which they are going to work.
2. Impact tools that allow assessment of the possible impact of engagement in order to help users consider the causes and effects that may lead to unintended negative impacts and to identify unforeseen opportunities.
3. Decision tools to consolidate the unintended impacts of a project and to identify how it can address the harm or pursue a new opportunity to benefit people.

In addition, the handbook offers a series of matrices in the form of impact tools to perform the above-mentioned analyses and make such work easier.

One difference between this handbook and the PCIA approach of Bush is that it identifies three areas on which the project could have an impact (political; economic, social and cultural; and security). For each of these areas it provides an impact tool adapted from the CARE USA *Benefits-harms handbook* (2001). The interesting thing about the matrices proposed in this handbook is that they cover a wide spectrum of possibilities, making it practically impossible to overlook any particular aspect.

Finally, the decision tool/matrix is designed to facilitate decision-making by helping to structure the information and come to a final decision on whether or not to go ahead with the project.

6. Hoffman, M. (2005).
Peace and Conflict Impact Assessment methodology

Introduction

Since the 1990s development and humanitarian agencies have accepted the need to think and act beyond narrow technical mandates. As a minimum, many have now adopted a "do no harm" orientation (Anderson, 1999). A number of donor countries have started to move towards mainstreaming peacebuilding within the more traditional humanitarian assistance and development mandates. All too often this "mix" of development, humanitarian assistance, conflict resolution and peacebuilding has exacerbated conflict dynamics as much as it has enhanced the opportunities for peace.

Given the increasing levels of funding involved, it is not surprising that there has been growing critical interest in assessing the impact of such projects. These efforts have taken the form of individual initiatives such as those undertaken by the Danish International Development Assistance (DANIDA) and the Swedish International Development Agency (SIDA) and, more rarely,

of multi-donor evaluations While the number of such evaluations has been increasing, there has been no proportional improvement in their methodology, leading to what Mark Hoffman, referring to a comment made by the OECD (Organisation for Economic Cooperation and Development) in 1999, calls "methodological anarchy".

As a result, humanitarian assistance has historically been subject to less rigorous and extensive evaluation procedures than development aid. According to the author, it could well be added that evaluations of conflict resolution and peacebuilding practices are even further behind.

Since the end of the 1990s, attempts have been made to solve this lack of tools to analyse the programmes from a peacebuilding perspective. Some of the leading examples are the:

- Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP), based at the Overseas Development Institute (ODI), United Kingdom;
- The Clingendael Institute, Netherlands;
- International Alert, United Kingdom;
- Department for International Development (DFID) and INTRAC, United Kingdom;
- Mary Anderson's Collaborative Development Action (CDA), and the project "Reflecting on Peace Practice" – a follow-up to the "Local Capacities for Peace Project", USA;
- International Development Research Centre (IDRC), Canada; [9]
- European Platform for Conflict Prevention and Transformation, Netherlands;
- Organisation for Economic Cooperation and Development (OECD)/Development Assistance Committee (DAC).

In this document the author provides an overview of three approaches to PCIA:

1. **Those that deploy traditional donor evaluation criteria:** In this case the author locates the assessment within the project cycle and concludes that the purpose of such an evaluation is to analyse the results and impact of the project during or after implementation with a view to possible remedial action and/or framing recommendations to guide similar projects in the future. However, the author points out that often institutional practices inhibit the transfer of lessons learned and that rarely are the insights from the evaluation of one project transferred to the design stage of similar or related projects.

2. **Those that develop methodologies for assessing the peace and conflict impact of development and humanitarian programmes by multi-mandate organisations:** In this case the author analyses the methods proposed by Bush and INTRAC. In the case of the PCIA method proposed by Bush, he highlights: the fact that the emphasis is placed on the location of the project; the need to understand the conditions under which the impacts of peacebuilding might occur (which is equally as important as the indicators themselves); that there should be no demarcation between projects, but that all development projects, not just

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9 This is the Centre which produced the study by Kenneth Bush, the first to use the term PCIA.

the overtly political ones, have a potential peacebuilding impact and, finally, the need to look for the macro-impacts of peacebuilding in every phase of the project: design, implementation and post-project evaluation. The criticism which the author levels at Bush's proposal is that the linkage between the different PCIA frameworks is not particularly clear. There does not appear to be a ready correlation between the factors identified in the pre-project phase and the PCI areas identified towards the end. While describing the five PCI areas identified by Bush as a push in the right direction, the author also criticises the fact that they offer no way to examine the dynamic interaction between sectors. As for the INTRAC project, he considers it a useful planning and management tool that can assist policymakers and practitioners to mitigate conflict and promote peace in a more systematic manner. The author quotes Jonathan Goodhand "The challenge is to find the right balance between "off the peg" tools that are too general and "customised" tools that are too specific and make comparisons difficult". Finally, the author adds that the INTRAC approach has been used to suggest some types of questions that might be worth asking or some issues which should be explored, and this with even less specificity than Bush provides.

3. **Those that focus explicitly on interventions by NGOs with specific conflict resolution and peacebuilding aims:** In this case the author analyses the Action Research Initiative (ARIA). What is especially interesting about this project is its focus on small-scale conflict resolution and peacebuilding initiatives. This differentiates ARIA markedly from most other PCIA efforts, as the latter tend to focus on the conflict and peace impacts of development or humanitarian programmes, and often do so from a donor rather than from a practitioner perspective, like ARIA. What is also innovative about ARIA is its explicit use of "action evaluation methodology". The purpose of the ARIA project is to develop contextually appropriate means for the evaluation of conflict resolution activities. The ARIA process consists of three phases: establishing a baseline, negotiating interventions and articulating for criteria progress. These are not sequential, but overlap throughout the project. The difficulty, as with PCIAs, lies in finding the appropriate criteria for evaluation.

By way of conclusion, the author criticises the fact that no indicators have yet been produced for using PCIA. He suggests that one possible way forward might be to set up an initiative similar to the SPHERE[10] project in order to develop indicators to measure PCIA.

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10 For further information on the SPHERE project, see http://www.sphereproject.org/index.php?lang=English.

7. Paffenholz, T. (2005a).
Third-generation PCIA: Introducing the Aid for Peace Approach

Introduction

In the words of the author, Thania Paffenholz, this document "builds on the debate on Peace and Conflict Impact Assessment." The article described here is a summary of a later study published in 2007, which considered the "Aid for Peace" approach in even more depth.

This document analyses the phases that the concept of PCIA has passed through since the concept was created:

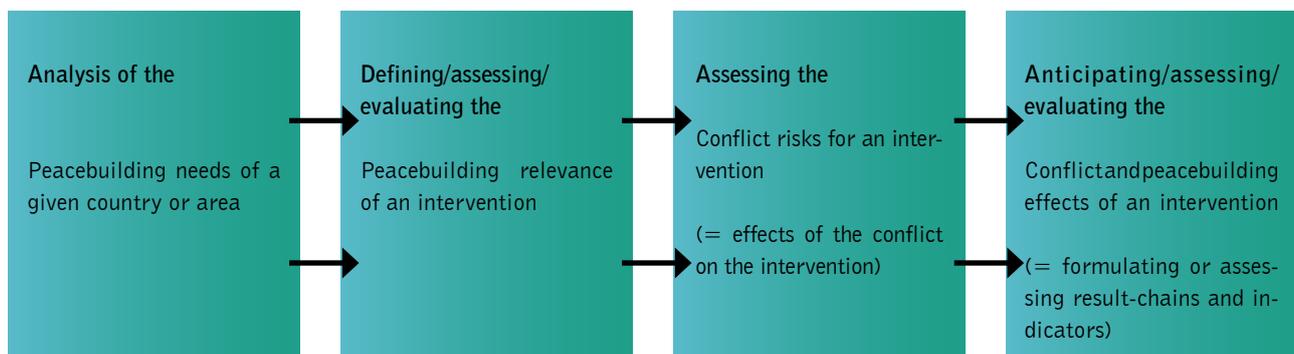| Phases of PCIA according to Paffenholz	
1st phase (1996-1998/99)	Methods were developed mostly at project level. This period produced: - the *"Do no harm"* approach by M. Anderson (1999); and - the PCIA approach by K. Bush (1998). At the same time, approaches were developed on the macro-policy level assessing the effects of policy interventions on peace and conflict dynamics, e.g.: - *Conflict impact assessment* by L. Reychler (1999). The discussions among donors from 1995 onwards resulted in the production of official documents mentioning the need for impact assessment such as: - *Helping Prevent Violent Conflict.* – the DAC (OECD Development Assistance Committee) Guidelines (2001).
2nd phase (1999-2003/04)	Development and introduction of a variety of conflict-sensitive analytical tools, mainly inspired by peace research. Several characteristics of this phase warrant mentioning: - Terminological confusion as many of the conflict analysis tools were introduced into the development field under the same label "PCIA". However, some of these approaches provided a systematic link between the analysis of the conflict and the project or programme. - Many donors and other organisations developed their own approaches or adapted existing ones, resulting in the *Resource Pack* produced by a consortium of organisations (2004).
3rd phase (2003/04)	Currently moves are being made in three different directions: Many organisations are replacing the term PCIA by conflict-sensitive development or similar terms since the original idea of PCIA is not the sole focus any more. For example: - Africa Peace Forum et al. (2004); and - Nyheim et al. (2001). Some of the approaches of the first phase are being refined into comprehensive, step-by-step approaches: - Bush (2003); - Bush (2005); and - Paffenholz and Reychler (2007). Donors and organisations are starting to reflect about the effectiveness and impact of peacebuilding interventions, which has triggered a new debate about the evaluation of peace interventions, for example: - the *Utstein Study* (2003); - CDA ("*Reflecting on Peace Practice*" – RPP Project, 2002); - Church and Shouldice (2003); and - Paffenholz and Reychler (2007).

According to the author, as the PCIA debate has developed in so many different directions, it is currently difficult to define the concept. To grasp it fully, it would be necessary to describe every single approach or, as a minimum, to distinguish between them.

The objectives of the Aid for Peace approach are to:

1. Plan new, or assess and evaluate existing, intervention designs in such a way that they:
   - will reduce the risks caused by violent conflict;
   - will reduce the possibility of unintended negative effects on the conflict dynamics;
   - will enhance the intervention's contribution to peacebuilding;

2. Develop a conflict and peace monitoring system or integrate the conflict and peace perspective into standard planning, monitoring and evaluation procedures;

3. Assess the success or failure of peace processes on the macro level.

The author considers the Aid for Peace approach a major breakthrough, since it achieves an explicit connection between the conditions in a specific conflict context (peacebuilding needs), the peacebuilding goal of any intervention (relevance) and the actual effects of the activities on peace and conflict.

The basic model of the Aid for Peace approach

Analysis of the	**Defining/assessing/ evaluating the**	**Assessing the**	**Anticipating/assessing/ evaluating the**
Peacebuilding needs of a given country or area	Peacebuilding relevance of an intervention	Conflict risks for an intervention (= effects of the conflict on the intervention)	Conflict and peacebuilding effects of an intervention (= formulating or assessing result-chains and indicators)

This basic model is adapted, depending on whether the programme or project analysed consists of humanitarian or peacebuilding actions.

The model consists of seven steps which must be followed in its application:

1. Preparation;
2. Conflict and peace analysis;
3. Peacebuilding deficiency and needs analysis;
4. Peacebuilding relevance assessment: this step is particularly important, because current practice assesses the effectiveness or impacts of a programme, rather than whether it is worth making the specific intervention at all. In addition, general mapping of interventions by other actors in the same sector is also needed, as it is impossible to judge a single intervention's relevance for peacebuilding when we do not know what others are doing in the same sector;
5. Conflict risk assessment;
6. Assessment of the effects of the intervention on peace and on conflict;
7. Results and recommendations.

8. Paffenholz, T. (2005b).

More field notes: Critical issues when implementing PCIA

Introduction

In this document the author draws a series of conclusions from the PCIA workshops organised by the Berghof Foundation. Some of the most interesting are:

- As regards the need for participation by people affected by the conflict, the author says that "we should also be careful not to paint a black-and-white picture of 'wonderful Southerners' and 'evil Northerners'.[...] It is also necessary to be critical towards 'Southern gatekeepers'. [...]The importance of participation of people from conflict zones is not questioned..." but we must not think that they are always wonderful and that Northerners are evil. It is also necessary to look at which of the groups claiming to represent the populations affected we establish communications with and at whether they really represent those populations or are no more than middle-class NGOs which have never even left the capital.

- The author gives a series of tips on how to organise PCIA workshops. For example: PCIA tools cannot be expected to tell the whole story. It is therefore necessary to complement them with other research methods, such as field visits, and to work with cases on which the participants in the workshop have worked to facilitate understanding and learning.
- PCIA is political. Therefore, any PCIA processes should take into account the macro situation in the country concerned.
- Taking this macro perspective of the peace process into account, it is difficult to assess the impact of peacebuilding intervention in any specific situation. Consequently, "more modest and realistic goals are needed".
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Escola de Cultura de Pau *(UAB).*

The *Escola de Cultura de Pau* [School for a Culture of Peace] was founded in 1999 with the objective of organising a variety of academic and research activities related to the culture of peace, the prevention and trasnformation of conflicts, disarmament and the promotion of human rights.

The School is principally financed by the Generalitat de Catalunya [autonomous government of Catalonia] via the Catalan Development Cooperation Agency, part of the Secretariat for Foreign Cooperation, and the Department for Universities, Research and the Information Society. It also receives support from other departments within the Generalitat and from local councils, foundations and other entities. The School is run by Vicenç Fisas, who holds the UNESCO Chair on Peace and Human Rights at the Universitat Autònoma de Barcelona.

The main activities run by the School for a Culture of Peace include:

- The **Post-graduate Course on Culture of Peace** (post-graduate programme consisting of 230 classroom hours and 70 places).
- A **Elective subjects:** "Peace culture and conflict management" and "Educating for peace and in conflicts".
- **Awareness-raising and conflict intervention initiatives** to facilitate dialogue amongst the parties involved in a conflict.
- The **Human Rights Programme**, which monitors the international status of human rights, and especially the thematic fields currently setting the world agenda, such as the influence of terrorism on the enjoyment of individual rights and corporate social responsibility.
- The **Programme on Education for Peace**, which strives to promote and develop knowledge, values and skills for education for peace.
- The **Programme on Music, Arts and Peace**, which focuses on research into the contribution made to peacebuilding by the arts.
- The **Disarmament Programme**, which works on various issues in the area of disarmament, with special emphasis on micro-disarmament, demobilisation and reintegration (DDR) programmes for combatants, and is also monitoring weapons exports.
- The **Conflicts and Peacebuilding Programme**, which undertakes daily monitoring of the international situation in the realms of armed conflicts, situations of tension, humanitarian crises, development and gender, in order to issue its annual report "Alert!", plus fortnightly, monthly and quarterly reports.
- The **Peace Processes Programme**, which monitors and analyses the different countries with peace processes or formalised negotiations underway and also those with negotiations still in the exploratory phase. This programme includes the "Colombia Project", devoted to giving greater visibility to the peace initiatives in Colombia.
- The **Post-war Rehabilitation Programme**, which monitors and analyses international aid in terms of peacebuilding in wartime and post-war situations.

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