

“Aid for Peace”¹

A Handbook for Applying Peace & Conflict Impact Assessment (PCIA) to PEACE III Projects

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¹ The term “Aid for Peace” is used here to refer to the approach and objective of the PEACE III Programme. Peace and Conflict Impact Assessment (PCIA) is proposed as a methodology with which to anticipate, monitor, and assess whether these objectives can be, or are being, met.

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"The main battlefield for good is not the open ground of the public area,
but the small clearing in each heart."

-- Yann Martel, *The Life of Pi*

TABLE OF CONTENTS

Preface

I. Introduction

Preliminaries

How is this hand-book organized?
How to use this Handbook
Feedback Mechanism

Things To Know Before You Start

A Word about words
Where should you "do" PCIA/ Aid for Peace
When should you "do" PCIA/ Aid for Peace?
The different uses of PCIA/ Aid for Peace at different phases of an initiative
Guiding Principles
Questions to ask about PCIA/ Aid for Peace

II. PCIA/ Aid for Peace in Practice

How to tell you are in a conflict-prone setting -- before it is too late

Step 1: Mapping Conflicts

Ranking Conflicts
Mapping Stakeholders

Step 2: Risk and Opportunity Assessment (Worksheet Set 1)

Step 3: Peace and Conflict Impact Assessment

→ Where to look for potential peace or conflict impact (Issue areas; explanation; peace impacts; conflict impacts; sample indicators)

- Pre-initiative (Worksheet Set 2)
- In-initiative (Worksheet Set 2)
- Post-initiative (Worksheet Set 2)

III. Appendix

Glossary
Cheat Sheets: Examples of where and how to look for potential impacts
Referents in the Evolution of the Idea of PCIA
References

PREFACE

Different uses by different users

This handbook is a revised version of the “Hands On PCIA – A Handbook for Peace and Conflict Impact Assessment” which has been circulating in various versions in paper and electronic formats since 2003. The current iteration is being prepared for use by partners supported by the EU Programme for Peace and Reconciliation in Northern Ireland and the Border Region of Ireland (otherwise known as PEACE III). It is expected that the handbook will undergo further revision based on what is learned and suggested in subsequent workshops in Northern Ireland. While this handbook is intended for use by stakeholders within the PEACE III programme, it may be used in different ways by different kinds of stakeholders. For example, project implementers at the ground-level, may use it to help generate and systematize site/situation-specific indicators of impact, such as attitudinal, behavioral, and sociological change. However, at a more macro level, managers of structural funds may use it to help sharpen their understanding of PEACE III impacts on formal political institutions and policy making – even as such Funds have focused on peacebuilding, rather than the formal peace process, *per se*.

Uniqueness of PEACE III

It is important to set in context the monitoring and evaluation efforts of PEACE III Programme. While there have been efforts to apply Aid for Peace at project and programme levels, there has not been, to my knowledge, an *attempt to operationalize and institutionalize it on the scale attempted by the PEACE III Programme*. Most other efforts are limited to *ex post facto* exercises that are strained through standard evaluation procedures, which tend not to feed systematically back into the decision making of an organization or its initiatives. PEACE III, however, is attempting to integrate Aid for Peace into all stages of the project cycle, from pre-project (planning), to implementation (monitoring), through to post-project (evaluation/ assessment). This level of institutional commitment is unique, and holds the possibility of generating important lessons not only for the use of structural funds in the pursuit of peacebuilding objectives, but for the ways in which Aid for Peace may be effectively *mainstreamed* into an organization.

peace and conflict impact assessment

[pees-un nd- kon-flikt-im-pakt-uh-ses-muh nt]
-- **noun**

A means of :

1. mapping the peace and conflict environment within which an initiative is set;
2. identifying the impacts of conflict or peace on an initiative in a violence-prone setting, and conversely;
3. identifying the impact of an initiative on peace or conflict in a violence-prone setting.

related forms:

p * c * I * a, noun [pee-see-ahy-ey]

Synonyms:

1. Aid for Peace
2. Conflict Impact Assessment
3. Conflict Impact Assessment System
4. Conflict Assessment
5. Strategic Conflict Assessment
6. Conflict Sensitive Programming
7. Conflict Sensitive Approaches
8. Conflict Risk Analysis
9. Conflict Development Analysis
10. Peace and Conflict Development Analysis
11. Local Capacities for Peace (LCP) – “Do no Harm”
12. Peace & Conflict Assessment Model (PCA)
13. Third Generation PCIA

Origin:

1996: CDN E < PEACE + CONFLICT + IMPACT + ASSESS + MENT

A Cast of hundreds

The current document builds from on-going conversations and collaborations with a wide range of friends and colleagues around the world. I am particularly indebted to the Local Governance Support Programme (LGSP) in the Philippines for the boundless energy and enthusiasm of its staff and partners. Without their inspiration and perseverance (particularly from Myn Garcia and Madett Gardiola), this handbook would not have not been nudged towards more user-friendly forms. Working with their partners in Mindanao, they have appropriated PCIA/ Aid for Peace (in the best sense) and pioneered its use at local levels in ways unprecedented anywhere else in the world. The current document also benefits from the experience and insights generated by participants in PCIA workshops around the world: this includes workshops in Mindanao sponsored by AusAID; in Sri Lanka, by CIDA, OXFAM-UK, Asia Foundation, SASANA/ Canadian Cooperative Association, and the Federation Canadian of Canadian Municipalities; in Kenya, by the International Institute of Sustainable Development; and in Canada, by the Canadian Council for International Cooperation. Students of my PCIA course in the Conflict Studies Program of St. Paul University, Ottawa, have offered feisty and engaged contributions to my rethinking of PCIA both during their studies, and as they themselves enter the frontlines of the development industry. And lastly, I thank the Berghof Center for Constructive Conflict Transformation for maintaining the conceptual space for engaging the central issues around the use and abuse of PCIA (<http://www.berghof-center.org/>).

It is my hope that, over the next few years, INCORE and the University of Ulster will come to be recognized as an international focal point for research and training in the area of Aid for Peace/ Peace and Conflict Impact Assessment. A research project supported by the International Development Research Centre (IDRC) on the evaluation of research on and in violently divided societies, combined with the accumulated experience of participatory training initiatives, and a supportive intellectual environment within INCORE, bode well for the creation of an institutional home for the theory and practice of monitoring and evaluation of initiatives within violence-prone settings.

The challenge of measuring impacts on/from multiple conflicts

I apologize in advance for any awkwardness in a text still suffering the short comings of having been written by a recovering academic; this, despite the unstinting efforts and patience of my colleagues in the Global South, who continue to be the source and repository of authentic PCIA practice. From them I have learned that PCIA / Aid for Peace can be a street-proofing tool that mobilizes and consolidates communities for constructive change, as well as a weapon of self-defense when used to challenge efforts to impose inappropriate development initiatives. Yet within the development industry, I have seen how self-described PCIA initiatives (or a re-branded and re-marketed equivalent to PCIA/ Aid for Peace) may both *aggravate and generate* conflict, while helping to sustain the control of outside agencies over local actors. In short, PCIA/ Aid for Peace may empower or disempower. Thus, the political dimensions of PCIA/ Aid for Peace go beyond the volatile context within which it is employed. It must also include the tensions between the different and sometimes competing interests – *and realities* – held by different stakeholders involved in, and affected by, initiatives in conflict-prone areas. Indeed, the understanding, and lived experience, of “conflict” (or “peace” for that matter) may differ fundamentally between groups and individuals; between, for example: a politician, a foreign mediator, a member of a security force, a paramilitary member, a business woman, a farmer, a displaced person, an adolescent girl, an immigrant, a school-aged teenager, different social or ethnic groups, or a stay-at-home mother. The multiplicity of experiences, and the multiplicity of conflicts, clearly complicates efforts to monitor and assess the potential or actual impacts of an initiative on peace and conflict, and *vice versa*.

It is very important that PCIA/ Aid for Peace **not** be limited narrowly to initiatives set within the context of violent armed conflict. *Its focus includes all forms of conflict that have the potential to*

hinder the achievement of the objectives of an initiative – most particularly those conflict which have the potential (likelihood) of (re)turning to violence (social conflicts, environmental conflicts, economic conflicts, resource conflicts, gender conflict, political party conflicts, and so on).

The range to which PCIA/ Aid for Peace can be stretched and applied has been demonstrated repeatedly by graduate students at St. Paul University in Ottawa, who have applied modified versions to cases of: a mining project (impacts on indigenous peoples); an inner city crack pipe exchange programme; Sport for Peace programmes; a hypothetical case of a unilateral declaration of independency; as well as the full range of development, humanitarian, and private sector initiatives in conventionally defined conflict zones. Importantly, in each one of these cases, it was necessary to define what exactly “peace” and “conflict” meant to the different stakeholders.

“Peace” for one group, may at times entail increased conflict (sometimes violent conflict) for another group – for example, the empirically documented instances where the demobilization of combatants is followed by increased domestic violence. There are also examples where the “peace” declared by some actors, is simply the replacement of one violent socio-political order by another: as in the replacement of the Taliban by war-lords in Afghanistan, or, the replacement of the LTTE by government-sanctioned politico-criminal thugs control in Eastern Sri Lanka. In the complicated Post-Good Friday Agreement context of Northern Ireland, the instances of mass violence against Eastern European immigrants in Belfast, should give pause to consider structures of intolerance beyond (but related to) the Orange-Green divide. These examples – and many, many more -- should caution against the flag-waving declarations of “peace” that frequently hide layers of violence which sustain an exploitative and unjust social order, creating a situation akin to a pool of petrol, waiting for a match.

A word about the format of this handbook.

Many of the examples contained in this handbook are drawn from war zones far away from Northern Ireland. Yet each of them, resonates in various ways to the experiences here. On occasion, I have stripped away the identifying details of examples from, say, Sri Lanka, and recounted them in Northern Ireland. Inevitably, there are winks and knowing nods around the table (or bar), as individuals signal insider knowledge of the local example to which, they believe, I am diplomatically referring. While future iterations of this handbook will likely be supplemented with examples from the island of Ireland, the relevance (if any) of this handbook should lie in the basic concepts, approach, and principles that underpin it. And, whether or not their application is *useful* in whatever form PCIA/ Aid for Peace takes.

It may appear contradictory that the emphasis of PCIA/ Aid for Peace is on process, responsivity, and ownership, when the worksheets that follow are so mechanistic and onerous. It needs to be emphasized that PCIA/ Aid for Peace is not about the slavish completion of this, or any other, manual. It is about understanding and analyzing the ways in which peace opportunities and conflicts affect initiatives, and *vice versa*. The worksheets here are intended to help focus our attention and generate systematic approaches to the fashioning of responses. They are written for people who work with other people in conflict-prone areas. When such worksheets are applied to projects and programmes, it quickly becomes apparent that some elements or questions are more relevant or useful than others. The circumstances and details of an initiative, and the environment within which it is set, will determine which elements are most needed, and which PCIA forms are most useful -- while not compromising on the fact that PCIA/ Aid for Peace is composed of three inseparable components (mapping, risk and opportunity assessment, and PCIA proper) which are rooted in a clear set of principles presented below.

I. INTRODUCTION

There are many tools to monitor and evaluate the *developmental* impacts of development projects, such as an irrigation project in eastern Sri Lanka, a health clinic in Bosnia or a education project in Gaza. We use indicators such as increased water access, agricultural production, public health, literacy, and so on. Yet, when a project is situated in a conflict-prone region, there are more than just developmental impacts to consider. Initiatives such as these affect, and are affected by, the dynamics of peace and conflict within such regions. This applies equally to less militarized conflict zones like Northern Ireland, where, for example, the construction, location, and even the naming, of a footbridge between divided communities can have divisive consequences within and between groups whose scars have yet to fully heal more than ten years after the signing of the agreement officially ending the Troubles.

At the moment, we can evaluate the developmental impact of an initiative, but we do not have the means to monitor, analyze, and measure and manage peace and conflict impacts in a comprehensive or systematic way. Peace and Conflict Impact Assessment (PCIA) evolved as a response to this problem.

PCIA is a means of anticipating, monitoring, managing and evaluating the ways in which an intervention may affect, is affecting, or has affected the dynamics of peace or conflict in a conflict-prone region.

PCIA is a process, similar to Gender Analysis and Environmental Impact Assessment, which helps identify and understand the impacts of an initiative on peace or conflict. PCIA can be used in a broad range of conflict-prone settings, from areas of overt violence to areas where there is a risk that non-violent conflict may turn, or return, to violence. PCIA must be integrated into every stage of the project cycle - design, implementation and evaluation - if it is to help us in our work.

In an earlier version of this handbook, PCIA was described as a “process that will help to make sure that your work does not make conflicts worse and, as far as possible, helps to build peace within and between communities.” While this may be true, it should not be taken to suggest that PCIA is something that is pre-processed and imported (imposed) “from the outside.” Every individual, community, and organization living and working in a conflict-prone setting has *already* developed their own peace and conflict monitoring and assessment mechanisms. This is the only way that they could survive and work under such difficult and explosive conditions.

PCIA then, is not about introducing or imposing foreign or abstract peacebuilding techniques, it is about identifying, supporting, and most importantly, systematizing existing peace and conflict-sensitive practices that have grown from very specific conditions (social, political, economic, military, organizational, and so on).

The original idea of PCIA grew from many, many, conversations in militarized conflict zones around the world. Since then, there have been efforts to apply PCIA to “less-” or “non-” militarized conflicts. One noteworthy effort (by Tamalik McGrath of Carleton University) developed and applied an adapted form of PCIA within indigenous communities in Canada. While violent confrontation is increasingly evident in confrontations between indigenous groups and the armed forces of a colonial state, in this particular case, *peace* was understood and defined to be “decolonization.” The central references, the language, the core metaphors, of PCIA were completely indigenized. This participatory and creative approach to PCIA offers lessons on how to tailor or transform it in ways that increase its relevance and *utility* for its users.

Real Life Experiences

-- a cautionary tale --

One day, a development agency from a rich developed country decided that it would like to help rebuild water tanks in a war-affected country. The water reservoirs broke down long ago, but had never been repaired because of 20 years of war. However, peace talks had created an opportunity to do some much needed development work in areas that had been impossible to reach during the war.

So, following its usual rules, the development agency did what it always does: it asked interested companies to send in proposals to rebuild a particular tank in a rebel-controlled area. After reviewing all of the proposals, the agency chose the lowest bid – which was half the price of any other bid. Eight months later, the agency received a report to let them know that the project had been completed according to the original proposal. The company was paid in full, and the agency was happy in the belief that it had completed a cost-effective water project that would benefit the local community. However, when rainy season arrived the "rebuilt" tank completely fell apart! What happened?

The company which won the bid was controlled by the main rebel group. One of the reasons that it was able to "do" the work so cheaply was because the project used "volunteer" labour -- farmers who owned tractors were forced to donate their time and equipment, and villagers were forced to work for free. None of the labour costs in the project budget went to the labourers. (Hmm, I wonder where this money went?) Furthermore, the tank did not follow the technical plan in the proposal. It did not include the water-proof skirt needed to make sure the tank held water! When the first engineer refused to give the project a passing grade, the rebels simply found another engineer who was more "agreeable."

In the end, contrary to the positive assessment of the development agency, the result of the project was: (1) a significant financial contribution to the rebels; (2) strengthening of the authoritarian control of rebels over civilians; (3) the abuse of the rights of labourers and children who were forced to work on the project; (4) no positive or sustainable developmental impact. In short, the project had negative developmental and peacebuilding impacts.

Did this project *really* take place? Yes, it did. *Maybe a pre-project PCIA might have helped?*

How is this handbook organized?

This handbook is a "hands-on," working, document which seeks to be practical and applicable. As a perpetual "work in progress", It is also a "working document" to be used and modified by users' to suit their particular needs -- as long as changes are true to the guiding principles outlined in the text, and are shared using the feedback mechanism noted below. In an effort to be reader-friendly, the handbook follows a "PCIA for Dummies" format, using quick checklists, question-answer sections, and illustrative tables, diagrammes, and so on. In an effort to be user-friendly, the handbook includes "Worksheets" that may be used in capacity building exercises or in other cases of the user's choice.

How to use this Handbook

This Handbook is written for individuals, communities, and organizations that are working in, or planning to work in, areas affected by violent conflict (or that are at risk of becoming violent). It has been written to help you to "do" an assessment that: (i) identifies and assesses the ways in which the peace and conflict environment may affect an initiative or project; and (ii) identifies and assesses the ways in which an initiative or project may affect the peace and conflict environment. The process is as applicable for pre-initiative review as for monitoring impacts/ relationships during the course of an initiative.

The Structure of this Handbook follows the three Basic components of PCIA

- **STEP I: MAPPING**

This section of the handbook introduces the idea of PCIA, its foundational principles, and some relevant experiences and examples. The main activity is a **Mapping Exercise** that helps us to better understand the complexity and dynamics of the Peace/ Conflict Environments, as well as the interests, objectives, and actions of the major actors.

- **STEP II: RISK & OPPORTUNITY ASSESSMENT**

This section consists of a series of worksheets that help us look for the many different ways that the conflict(s) surrounding an initiative (identified in Part I) may create **specific risks** or have negative impacts. The worksheets also help us to identify and harness any **opportunities** that may be found or encouraged in the environment surrounding an initiative.

Risk & Opportunity Assessment
Focus → Impact of Peace & Conflict Environment on an initiative

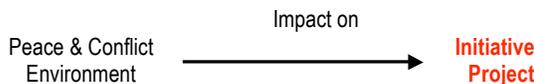
- **STEP III: PEACE AND CONFLICT IMPACT ASSESSMENT**

This final section consists of another series of worksheets that focus our thinking on the ways an initiative might create or worsen conflicts, or conversely to contribute to peacebuilding (lessen tensions, increase cooperation, create shared interests, and so on).

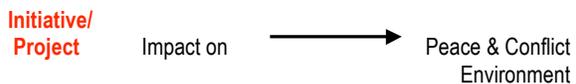
Peace and Conflict Impact Assessment
Focus → Impact of an initiative on the

I: Mapping Peace/ Conflict Stakeholders

II: Risk & Opportunity Assessment



III: Peace & Conflict Impact Assessment



Feedback mechanism

The version of Peace and Conflict Impact Assessment contained in this handbook is the product of many on-going conversations. It is neither the first, nor the last, version of PCIA. Its worth can be measured only according to its utility. To be useful, it needs to be adjustable to suit different needs, in different environments. Since the introduction of the term "PCIA" (Bush 1996, 1998), there have been a number of attempts to further develop and operationalize the concept. Unfortunately, many of these have tended to be compartmentalized efforts -- where the work and lessons of one group may, or may not, be shared with others struggling with similar challenges. There is a pressing need to pull together all of these various efforts into a more participatory learning process. We would very much like to learn from your efforts to use and adapt this Handbook so that we can continue to: building a network of like-minded people and organizations; learn from relevant experiences; and preparing and sharing useful PCIA material. We welcome your comments and suggestions. Please send them to: Kenneth Bush (k.bush@ulster.ac.uk).

II. THINGS TO KNOW BEFORE YOU START



Words that can – and should --be applied to peace and conflict impact assessment

- Flexible
- Interpretive
- Consistent
- Long-term timeframe
- Appropriate
- Participatory
- Liberating
- Coherent
- Timely
- Independent
- Connected
- Accountable
- Balanced (external & internal resources)
- Trust-building
- Shared
- Commitment
- Learning Tool
- Action Oriented/ Change-inducing
- Multi-Layered Realities
- Empowering



Words that should not apply to peace and conflict impact assessment

- IN-Flexible
- Descriptive/ shallow
- Ad hoc/ One-time-only
- Short-term
- Irrelevant (to local needs)
- NON-Participatory
- Imprisoning
- IN-Coherent
- After-thought
- Biased
- DIS-Connected
- UN-Accountable
- UN-Balanced (external & internal resources)
- Trust-DESTROYING/ suspicion-creating
- Secretive
- Flavor-of-the-month
- Check list
- Bureaucratic requirement
- Externally-Imposed "Realities"
- DIS-empowering

undertaken at all stages of a project, programme or initiative. However, as the table below illustrates, it may be used for different purposes at different stages.

Where should you "do" PCIA?

PCIA should certainly be embedded in initiatives located in areas of militarized violence. However, they should also apply to initiatives in a far wider range of *conflict-prone* settings – that is, places where there is a risk that non-violent conflict may *turn (or return)* to violence. This includes areas:

- where the control over, or use of, territory or resources is disputed;
- where the socio-economic gap between groups is increasing; or
- where unemployment is rising while living standards and human security are declining.

In each of these examples, violence and bloodshed may not have occurred. However, the likelihood that violence may occur is significant – especially if the means for resolving conflict non-violently are weak or absent (e.g., where the political and legal systems have collapsed or become corrupt, or where usual or traditional mechanisms for regulating social, economic and social relations are weakening or collapsing). In other words, PCIA may help to understand how an initiative may contribute to, or inhibit, movement from non-violent to violent conflict. In these settings, PCIA is essential.

PCIA is useful *not only* in cases where conflict has turned violent. It is also useful in cases where there is a risk of non-violent conflict *turning* violent. It helps to understand how an initiative may contribute to, or inhibit, movement towards violent conflict

When should you "do" PCIA?

Ideally, PCIA should be

The different uses of PCIA at different phases of a project or initiative

PHASE OF INITIATIVE OR PROJECT	How is PCIA used?	Objective	Tasks	
			Peace & Conflict Mapping (STEP I)	
PRE-INITIATIVE	Planning Tool for Initiative Design, and Formulation	Anticipating/ "guesstimating" future impacts; contingency planning; conflict mitigation/avoidance/ prevention/ peacebuilding mechanisms	Risk and Opportunity Assessment (STEP II)	Peace and Conflict Impact Assessment (STEP III)
			Peace & Conflict Mapping (STEP I)	
IN-INITIATIVE	Performance Monitoring and Management tool	Monitoring Immediate Impacts; Risk mgt; Staff Participant Security	Risk and Opportunity Assessment (STEP II)	Peace and Conflict Impact Assessment (STEP III)
			Peace & Conflict Mapping (STEP I)	
POST-INITIATIVE	Strategic Planning for future phases or future initiatives	Evaluation, Institutional Learning, Capacity Building, Mainstreaming PCIA	Risk and Opportunity Assessment (STEP II)	Peace and Conflict Impact Assessment (STEP III)



Guiding Principles

 **PCIA is a process -- not a tool.** While some people would like a "PCIA Tool Kit" that can be applied everywhere to fix everything, PCIA will not make a difference unless it challenges *and changes* the way we do our work in conflict zones. *We may not have to do different work, but will have to do our work differently.* PCIA challenges us all to *fundamentally rethink* all of our work in areas prone to violent conflict.

When does the avoidance of conflict (violent or non-violent) contribute to, support, or subsidize the social injustice of the status quo?



☞ **PCIA helps us to understand the specific rather than the general.** "We know a lot of things to be true about social violence, we just don't know when they will be true." (James Rule) PCIA help us to see, and to understand, when, why, and how a particular factor, in a particular situation, is likely to contribute to peace, or violent conflict. For example, many believe that poverty leads to violent conflict. However, when we look closely at different cases, we see that sometimes it appears related, and sometimes it does not. Peace and Conflict Impact Assessment helps to identify and understand when, why, and how poverty may contribute to violent conflict, for example, when a collective sense of injustice, indignity, and hopelessness is added to conditions of impoverishment. As importantly, PCIA helps us to make the changes to our initiatives to improve the likelihood that they achieve *both* their developmental impacts and peacebuilding impacts. *Indeed, often reaching development goals is dependent positive peacebuilding impact.*

☞ **PCIA is not static.** PCIA is an on-going and dynamic approach taken before, during, and after a particular intervention in a conflict-prone region.

☞ **PCIA Needs to be transparent, shared, and People-Centred.** The real experts of PCIA are the women, men, girls and boys living in conflict zones. If they are not centrally involved in peace and conflict analysis and **interpretation**, then the exercise will fail, or worse, will **disempower** communities – that is, it will remove them from decisions that fundamentally affect their lives. If a community does not believe a PCIA is genuine or legitimate; if they believe that it is not in their interests; if they believe that it will be used for force unwanted initiatives or decisions on them; then they are completely justified in rejecting the process and its outcomes. **PCIA is too important to leave in the hands of so-called "experts."** As a colleague in Mindanao put it, "don't rely on documents, live i the community."

☞ **It is all about ownership, control, and capacity.** Undertaking PCIA is a sensitive, and potentially conflict-generating, exercise – *and this is when it is done properly!* As the text box on this page illustrates, the risk of increasing tension and conflict increases when PCIA is done poorly. One of the reasons for this risk is that the line between information and "security intelligence" is paper thin in violence-prone areas. This underscores the importance of building on existing networks of trust and communication. However, to ensure that any PCIA initiative will have a positive peacebuilding and developmental impact, it only needs to be able to answer "yes" to the following two questions:

- (1) Is the initiative increasing the capacities of participants – particularly those on the ground to
 - (a) identify the real and potential peace and conflict impacts of an intervention; and
 - (b) formulate and implement their own solutions non-violently and effectively?

Real Life Experiences

HOW NOT TO DO PCIA – creating conflict in the name of peace

In one war-affected country, so-called "PCIA workshops" were held both in rebel-controlled and Government-controlled areas. By most accounts, they were disorganized, confused and ill-prepared. They were led by foreigners who knew next to nothing about the conflict, very little about PCIA, and absolutely nothing about the intense sensitivities around "peace" at the time of the workshops -- which were held as very delicate peace talks were taking place inside and outside the country. The facilitators were unable to respond to questions about the specific relevance of PCIA to the on-going peace process (questions that should have been expected, since PCIA had been a part of a three-year consultation between government, donors, and civil society). Aside from the confused content and process of the workshops, documents were written in academic English *and not translated into local languages*. On-site interpretation was inadequate. All of these factors combined to ensure the frustration of participants and the failure of the exercise. Ironically, the net impact of workshops may have been to decrease the opportunity to strengthen PCIA capacity. Despite this dismal impact, a second round of workshops will apparently be held.

(2) Is the initiative built on a partnership that leads towards the genuine ownership by partners on the ground?

👉 **Building peace includes "un-building" the structures of violence.** Just as the removal of the structures of violence does not automatically bring peace, neither does the simple adding (or strengthening) of peace capacities automatically stop violence. For this reason, peacebuilders must strategically consider how to unbuild the structures of violence as well as to build the capacities for peace – other wise they risk seeing their hard work washed away in the next flood of violence.

👉 **Neither Development nor peacebuilding on their own will magically create peace.** Development and peacebuilding activities can make important positive contributions to peace and unity (or they can increase existing tensions). However, *on their own they will not create peace*. Full, genuine, and lasting peace requires substantive and on-going efforts by a wide range of actors (local, national, regional, international) in a broad range of activities (military, trade, development and humanitarian assistance, diplomatic, and so on)

👉 **Haste makes waste – PCIA takes time.** Despite the time pressures that always affect the planning and implementation of a project or initiative, there needs to be time for genuine dialogue, learning and capacity-building. A rushed PCIA is a doubtful PCIA.

Questions to ask about PCIA



If development equals peace" why does conflict sometimes increase when a country or region "develops"?

If 'development equals peace,' then conflict should decrease as a country or region 'develops.' But this does not always happen. In fact, we often see that violence *increases* as the living conditions for some groups in a region improve. In many cases, development itself creates conflict. The critical issue is whether conflict created (or aggravated) by developmental interventions is dealt with violently or non-violently.

It is more accurate to say that development initiatives *sometimes* contribute to peace *and sometime contribute to conflict*. PCIA can help make sure that a project or initiative does not create violent conflict, and, as far as possible, makes a

How Development can Create Conflict

- By increasing socio-economic inequalities – or fueling the belief that such inequalities are increasing
- By benefiting certain groups more than others
- By increasing competition for development resources & political control
- By introducing new structures & institutions that challenge existing ones (social, political or economic)
- By distorting markets and reinforcing a war economy or undermining a non-war economy
- By legitimizing armed groups, their actions or agendas Stolen resources may support armies and buy weapons

Some ways Development Interventions may have positive peacebuilding Impacts

- By creating common/shared/joint interests among stakeholders
- By creating *ad hoc* (then increasingly institutionalized) mechanisms of cooperation
- By increasing & institutionalizing positive communication channels
- By decreasing negative stereotyping
- By creating neutral space
- By demilitarizing minds
- By reinforcing appropriate conflict mgt mechanisms
- By demonstrating alternatives to conflict (economic/social)
- By nurturing Empathy

positive contribution to peace. *Again: positive and sustainable impact may be dependent on positive peacebuilding impact.*



How Can a development initiative have a peacebuilding or conflict-creating impact?

Imagine a municipal water project that seeks to improve access to clean water in an area where there have been tensions between communities.



We could say that this initiative has had a positive peacebuilding impact if

- it helped to bring members of the communities together because of their shared interest in clean water and the benefits this has for public health and general quality of life
- it created the communication channels and opportunities for diverse members of different communities to work together on issues beyond water management
- it increased inclusion and participation of both women and men from violence-affected groups in decision making at the community level on issues they consider a priority
- professional or interpersonal relationships began to grow across community lines and perhaps encouraged communities to work together in other areas of activities.



That same water project could have a conflict-creating impact if, for example, one community starts to think that the other community is benefiting more than its own -- or worse, if it believes that the other community will benefit by "stealing" its water. Or, conflict may be created (or worsened) if some members of the population are excluded from decision-making, participation, and so on (women, marginalized social, economic, ethnic, linguistic, religious, cultural groups).

In order to identify and understand the peace or conflict impact of this example, we must ask questions that are different from the ones that usually get asked about the impact of initiatives. We need to know more than just the total number of "beneficiaries," or the increase in water access, or the decreased costs. PCIA helps us to change the ways we think about, carry out, and evaluate work in conflict-prone areas so that we can reinforce peacebuilding impacts and avoid the conflict-creating impacts.

TIP

Telling the Difference Between Development Indicators, Peace Indicators, and Conflict Indicators

We often confuse development indicators for peace or conflict indicators. The following examples may help to clarify the differences between different types of indicators

Example 1 : Water Project in a Conflict-Prone Setting

- **Development indicator:** Increased number of hectares under irrigation
- **Conflict Indicator:** Number of conflicts over water distribution – physical confrontation between water users; attempts to block access to water; incident of sabotage; instances of aggrieved parties seeking intervention by armed actors
- **Peace indicator:** Number of cooperative relationships between farmers of different ethnic/religious groups OR increased levels of involvement in joint management of the project; increased communication across previously blocked channels

Example 2: Health Project in a Conflict-Prone Setting

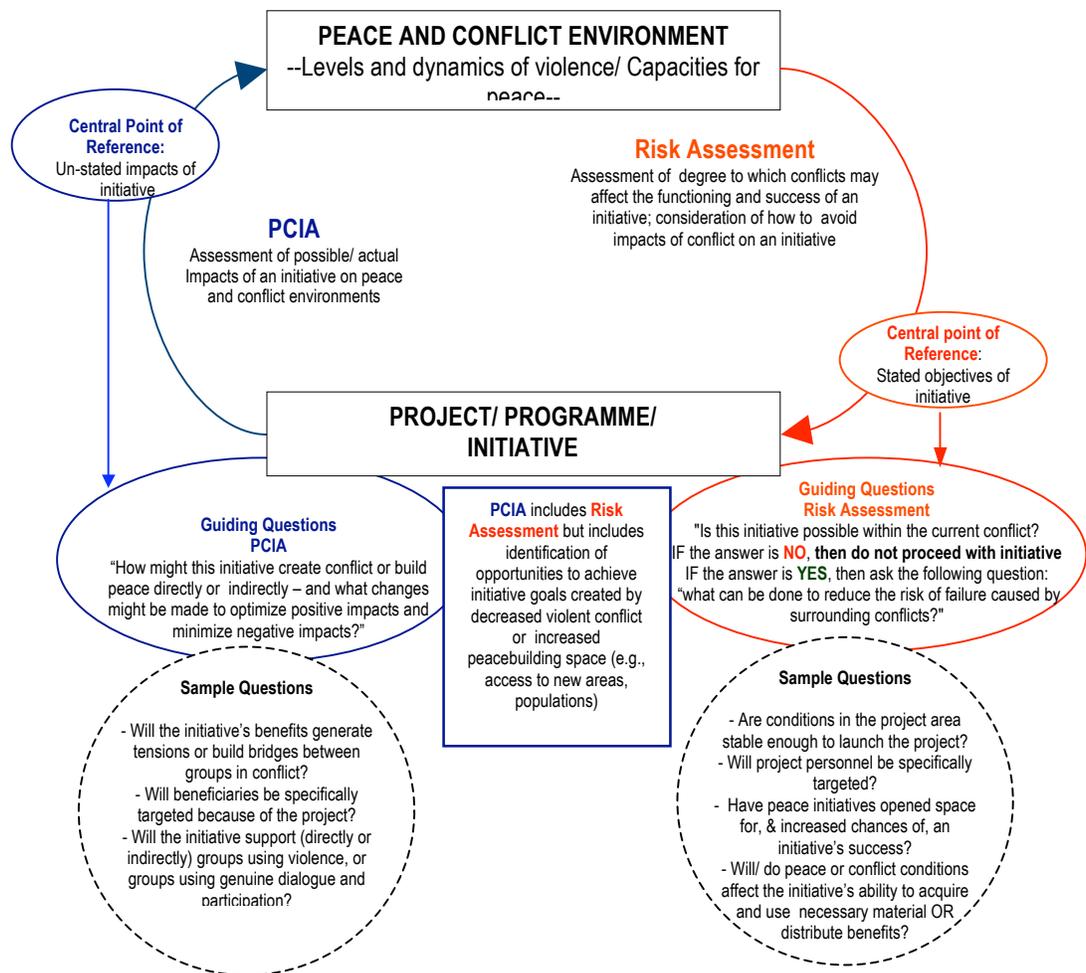
- **Health/development indicator:** Change in



Don't we already "do" PCIA under the name of "Risk Assessment"?

The diagramme below shows the differences between "Risk Assessment" and Peace and Conflict Impact Assessment. Risk Assessment focuses on how a conflict might get in the way of a project or initiative – making it less effective than it could be, or worse, a complete failure. In some cases, Risk Assessment looks for new opportunities in the local and national environments that might help an initiative meet its objectives, The central point of reference in Risk Assessment is the stated *developmental* objectives of an initiative (such as the improved health in an area through delivery of a health programme, increased mobility through the building of a road, increased agricultural production through training and technical inputs.) Risk Assessments basically ask the questions: "Is this initiative possible within the current conflict, and what can I do to reduce the risk of failure caused by that conflict?" **PCIA, on the other hand, includes Risk Assessment, but looks beyond the stated objectives of an initiative to ask: "How might (or has) this initiative create conflict or build peace -- directly and indirectly -- and what changes might be made to ensure sustainable positive impact and minimize negative impact?"**

COMPARISON OF RISK ASSESSMENT AND PEACE & CONFLICT IMPACT ASSESSMENT





How should we integrate peace and conflict issues into our work in conflict-prone areas?

Peace and Conflict Impact Assessment is different from the way planning, monitoring, and "evaluation" is usually done, because it focuses on impacts far beyond the *stated* outputs, outcomes, goals and objectives of an initiative or programme. It looks for impacts on the peace and conflict environment – *in areas that an initiative may not have been designed to affect*. We need 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 environment into our work. Until we developed the tools to see and to measure the impact of our development work on women, girls and the environment, all we had were short, disconnected, stories of how a particular intervention seemed to have a particular impact. *We did not have the full story; we did not have a larger understanding that could help us to anticipate and respond effectively.* For example, someone might have a story of how an initiative *increased* household access to clean water, but *removed* the opportunity for women to socialize, mobilize, and organize around the community well. Someone else, might mention the story of how the introduction of a tractor into to a community *increased production*, but removed women from their traditional role as cultivators and *reduced their economic independence*.

... there is the story about parents burning down a new school because rebels were using it to forcibly recruit children.
... there is the story of how rebels and governments

PCIA also collects and learns lessons from the stories told by those working "on the ground" in conflict-prone areas. For example: the story about parents burning down a new village school because rebels were using it to forcibly recruit children; or the story of how the negotiations between rebels and government to hold vaccination campaigns eventually created the personal relationships and space to negotiate longer ceasefires and peace talks. By listening to these stories, and learning from them, it is possible to develop and apply

the analytical and programming tools necessary to make sure our work in conflict-prone areas contributes to peace, not war.

The inclusion of peace and conflict concerns into our development thinking requires approaches and tools that may be applied *to all activities in conflict-prone areas*, from service projects in education, agriculture, water, communications, and health, to commercial activities, to more openly political initiatives in peacebuilding, "good governance," and human rights.

Before launching a full Peace and Conflict Impact Assessment, it is useful to do what might be called a Peace and Conflict Impact Assessment/ Scan (PCIA/S). This is a preliminary survey of the proposed intervention and its location. This is a useful exercise in that it helps to open up channels of communication about the means and ends of PCIA with those with whom one will work should a full PCIA be required.

On the need to move from Skills Workshops to Organizational Integration. The current PCIA Handbook focuses on the cultivation of basic analytical, initiative-level, capacities of individuals within organizations or communities. This is only the first step towards mainstreaming or integration of peace and conflict sensitivity. The next step is to move from the cultivation of the PCIA capacities of individuals to the integration of such

Real Life Experiences

— **peacebuilding from one hand, guns and bombs from the other --**

A classic example of what not to do, is offered by a European development agency which decided that it wanted to "mainstream" PCIA into its work in Nepal in early 2002. Unfortunately, at the same time, the Prime Minister of that same country announced that the Maoist insurgency *could be defeated militarily*. Accordingly, it increased *its military assistance ten-fold*. (The United States also increased its military assistance programme by the same proportion.) The Lesson: The most conflict-sensitive,

Real Life Experiences

When does a kidney transplant have a peacebuilding impact?

Secret peace talks were being delayed by the poor health of the leading ideologue and negotiator for the main rebel group in Sri Lanka. He was unable to endure the long meetings required to work out the details of a possible peace process. The waiting list for a kidney transplant in the UK, where he was living, was very long. The Norwegian Government, who had been quietly supporting the peace process, stepped in and arranged for him to have the necessary surgery. As a result, the negotiator was able to fully participate in the secret peace process which subsequently became a public peace process.

capacities into the culture and standard operating practices of organizations. Practically speaking, this requires a rigorous assessment of current organizational structures and practices in order to identify where and how PCIA can be institutionally integrated (for example, into existing planning, monitoring and evaluation structures and processes). Politically, this requires a commitment within an organization to initiate and champion the process(es) of integration. Without institutional integration, there is a danger that PCIA will be compartmentalized and scattered, which compromises sustainability and effectiveness.

II. PCIA IN PRACTICE

PCIA is not "rocket science." As noted above, anyone who lives or works in a conflict-prone area has already developed techniques that enable them to function. This applies to individuals, as well as organizations. Ideally, PCIA is about identifying, strengthening, and building upon existing capacities for peace and conflict sensitive work.

The worksheets are meant to provide you with a starting point for guiding your thinking, whether you are: trying to decide whether or not to launch an initiative in a particular area; or monitoring an on-going intervention; or evaluating a completed programme. PCIA is not about the slavish filling in of boxes and check lists. It is about internalising and systematizing an approach to peace and conflict sensitivity that is appropriate and effective. With practice, and through participatory engagement with all relevant stakeholders, you have a better change of finding out what works for you and your initiative in your particular circumstances.

Nonetheless, the fact that this section on "PCIA in Practice" contains a stack of worksheets, may seem intimidating and mechanistic to the user. You will soon see that some of these sections and potential areas of impact are more relevant than others. If the other stakeholders share the same view, don't waste time on it. Similarly, there may be other areas of impact are not included in the sheets. No problem; just include them.

The current section will walk you through the following steps.

Step 1: Mapping Conflict Stakeholders and Peace Stakeholders

Step 2: Risk and Opportunity Assessment (Worksheet Set 1)

Step 3: Peace and Conflict Impact Assessment

→ Where to look for potential peace or conflict impact (Issue areas; explanation; peace impacts; conflict impacts; sample indicators)

- Pre-initiative PCIA (Worksheet Set 2)
- In-initiative PCIA (Worksheet Set 2)
- Post-initiative PCIA (Worksheet Set 2)

STEP 1

Mapping Peace & Conflict Stakeholders

The first step is to look at the environment with which you are dealing and establish whether it is conflict-prone. There are two important reasons why you need to be able to tell whether or not an area is conflict-prone:

- 1) **PCIA is required only in conflict-prone areas:** it would be burdensome, unnecessary and possibly counter-productive to apply PCIA to every project, program or initiative. The ability to tell the difference between a conflict-prone and a non-conflict-prone area (or more and less conflict-prone areas) allows you to decide when and where PCIA is necessary.

- 2) **Different types of conflicts have different patterns, intensities, and impacts.** The ability to analyze conflicts is essential for anticipating and responding to possible impacts on a project or initiative.

How to tell you are in conflict-prone setting – before it is too late?

- | | | |
|--|---|--|
| <ul style="list-style-type: none"> ✓ Violent – usually militarized – conflict is taking place, or has taken place (conflict zones, post-conflict settings, transitional settings) | <ul style="list-style-type: none"> ✓ More than one group claims the right to have, govern, or use the same piece of land | <ul style="list-style-type: none"> ✓ A feeling by a group (or groups) that they have been "wronged" or exploited, and, possibly, the presence of a leader who is trying to use this feeling to fight for "justice." Or, the absence of a leader able to harness dissent constructively. |
| <ul style="list-style-type: none"> ✓ Competition over scarce resources (such as: water, agricultural land, and fish; grazing lands; access to education, public employment, or housing) | <ul style="list-style-type: none"> ✓ Competition or disagreement over the allocation of the benefits of newly discovered resources (oil, diamonds, strategic minerals, etc.) | |
| <ul style="list-style-type: none"> ✓ Absence of effective conflict management and resolution mechanisms | <ul style="list-style-type: none"> ✓ Unresolved socio-economic tensions (e.g., workers vs plantation owners; labourers vs land owners; unemployed vs corrupt government officials) | |

If you are working, or plan to work, in areas affected by these tensions, then PCIA should be used, and you should undertake a collective mapping exercise of the peace and conflict environment using the following worksheets.

The sheets below are designed to be used in exercises to map conflicts and stakeholders. When completed consultatively, it is very interesting to begin to see the variety and number of conflicts and actors involved, the complexity of issues at stake, and the interconnections between of the different peace and conflict environments. Among other things, you should start to see that there is not a single conflict, but many different conflicts, in the area under examination: some are non-violent; some are violent; some are not yet violent; some are related, some are not. You may also see that the same actor may be located in the list of peace stakeholders *and* conflict stakeholders. We need to understand how and why this is possible, as it may open up (or close) space for us to work in these areas.

It is useful to continue this mapping exercise throughout the life of an initiative, as it the map we will use to guide our decisions within a changeable geography of peace and conflict.

To be useful, PCIA must be adapted to fit (1) the needs and capacities of the organization using it, and (2) the circumstances of the peace and conflict environment within which it is being used. PCIA workshops provide the opportunity to learn from our experiences and to make related changes to the Handbook. The Davao City workshop (July 2008) stimulated a rich discussion about how to best map the peace and conflict stakeholders in situations where there are numerous overlapping conflicts – including those which are violent and armed. Time limitations forced working groups to prioritize the conflicts taking place within their geographical areas of

activity. So, before mapping out stakeholders, working groups discussed the conflicts going on within their selected areas of activity.

It was realized that it may be more useful first to map the various conflicts within their region of activity, and second to identify and analyze the Peace and Conflict Stakeholders within each of these particular conflicts -- beginning with the one judged to be the most important (according to criteria established by each working group). While some Peace or Conflict Stakeholders were present in more than one conflict, and although there were great differences in the dynamics of peace and conflict within different cases, this two-step approach allowed working groups to manage their time more efficiently. More importantly, from the point of view of analysis, this also helped to begin identifying direct or indirect linkages between different conflicts in the same area.

MAPPING CONFLICTS

Type I Conflict -- Violent-Militarized

What are the conflicts within your area of activity that involve the use of military weapons and/or military personal (governmental, non-governmental, and anti-governmental)? Examples: Government-Rebel clashes; factional feuding between anti-government groups.

-
-
-
-

Type II Conflict – Violent-Non-Militarized

What are the conflicts within your area of activity that are violent (broadly understood) but not necessarily militarized? Examples: random or organized crime; physical confrontations between mining companies and resisters/ protestors; family feuds; political feuding; assassinations; social cleansing; domestic violence.

-
-
-
-

Type III Conflict – Non-Violent (or Pre-Violent/ Proto-Violent)

What are the significant conflicts within your area of activity which are not overtly violent, or which are *not yet* violent (but could be in the future under particular conditions)? Examples: Land conflicts; political party conflicts; class conflicts; natural resource conflicts; "conflicts between rich and poor"; caste conflict; urban-rural conflicts.

-
-
-
-

RANKING OF CONFLICTS

List the conflicts above from the most significant to less significant (Decide for yourself the meaning of "most" and "less" significant)

Most Significant (Most Pressing)		Less Significant (Less Pressing)

MAPPING CONFLICT STAKEHOLDERS

TIP: Stakeholder Mapping may undertaken on individual, selected, or all conflicts in an area.

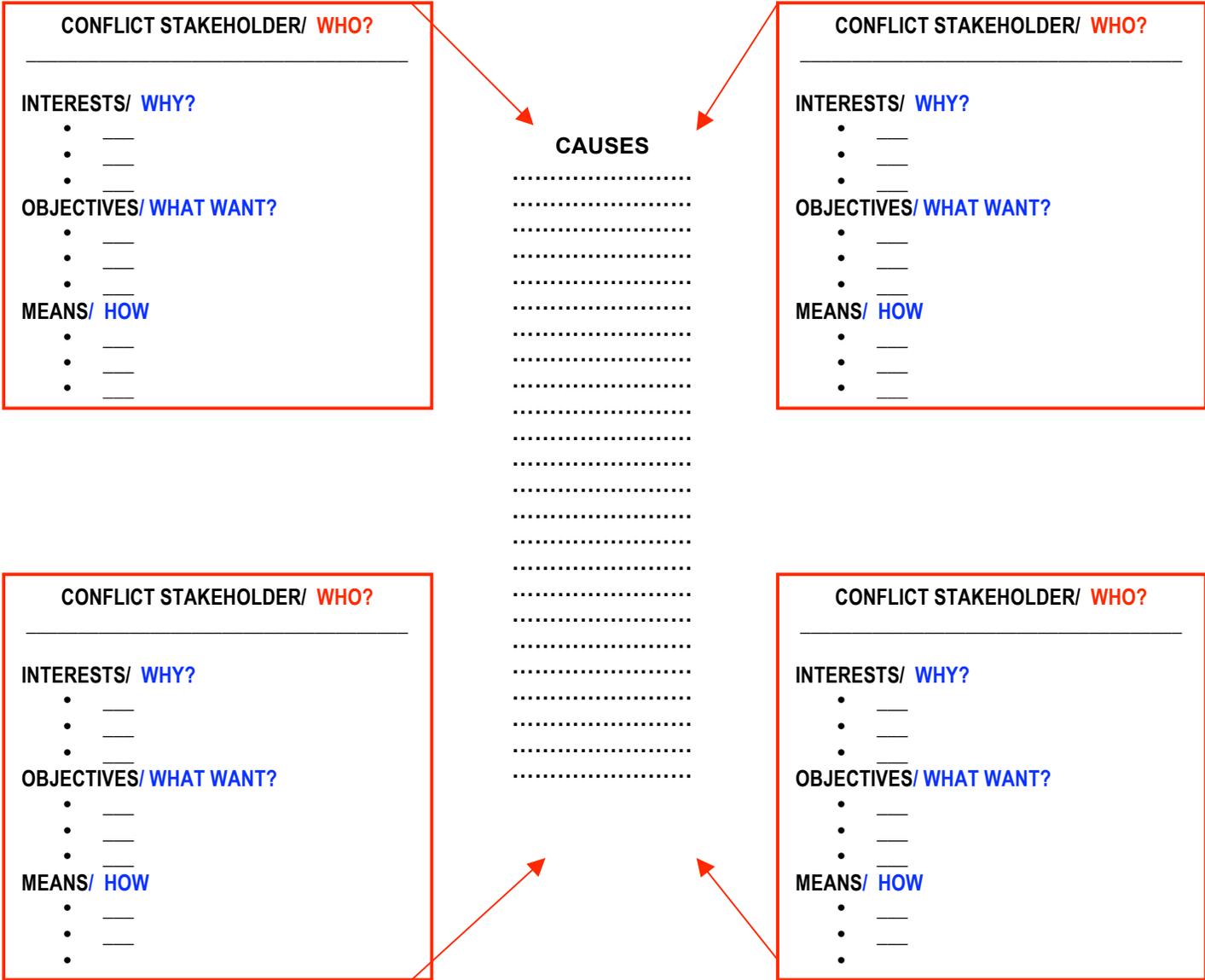
STAKEHOLDER: Who is the group or person contributing directly or indirectly to conflict(s) ?

OBJECTIVES: What does the group or person seek to achieve?

INTERESTS: What are the interests (or worries) of the group or person involved? (e.g., Economic gain/ livelihood, political or territorial control, self-protection, cultural survival, employment, etc.)

MEANS: How is the group or person trying to achieve their objectives? How do they help keep the conflict going ?

CAUSES: What are the underlying causes of the conflict(s) What started the Conflict(s)? What keeps the conflicts going?



STEP 2

Risk and Opportunity Assessment (ROA)

Now that you have mapped the peace and conflict geography of the space around an initiative, the next step is to undertake a Risk and Opportunity Assessment. This will help you to better understand how the specific peace and conflict environment may affect a project or initiative.

Risk & Opportunity Assessment
Focus → Impact of Peace & Conflict Environment on an initiative

Before starting an initiative or project we need to decide whether it makes sense to try to work in a particular conflict environment, i.e., is there enough room to work in the area, or are the levels of risk/violence too high and peace opportunities too low? Is the initiative appropriate – that is, does it have the right ingredients for success (personnel, operating procedures, peace and conflict sensitivities? What needs to be done to reduce the chance of failure of an initiative cause by conflict?) To answer these questions, we need to do a basic Risk and Opportunity Assessment of the ways in which the conflict may hinder a proposed initiative and to determine whether (and how) existing or newly-emerging peace capacities and resources may help it.

While Risk and Opportunity Assessment needs to be undertaken before starting an initiative or project, it should be repeated throughout the life of an initiative. Because both the peace and conflict environment and the initiative itself will change over time, it is important that we monitor the on-going feasibility and appropriateness of the initiative throughout its life. The first table below provides a one-page overview of the ROA exercise. The worksheets below the table should help you to scan the peace and conflict environment in a systematic fashion, so that you may identify the risks and opportunities that may affect the success of your project/initiative.

There may be cases where the risks are too high – and the opportunities are too low – to proceed with a project. If this is the finding of the assessment, then it would be a useful exercise to determine what specific requirements or conditions would need to be in place (or what would need to change) before you would rethink about launching the project.



Scope?

As you are assessing the ways the different elements of the peace or conflict environment may affect an initiative you will inevitably confront the question of scope. Should you only consider the peace and conflict structures and processes with the immediate project site? Or should you consider broader regional – even national or international – levels of impact? Ultimately, the answer will be determined by the specifics of the case you are looking at. It is however important that we remember the very many types and levels of conflicts (and peace opportunities) that can exist in a given case. So, while “hot” armed conflict might be a more obvious source of impact, it is equally important to consider other (less obvious, or less emphasized) areas of conflict (caste or class conflict; domestic violence; worker-owner conflicts; peasant-farmer conflicts, criminalized violence, political party rivalry, and so on). There is a dangerous temptation to allow the immediacy of armed conflict to blind us to other forms (axes) of conflict that may be equally important in terms of impact on an initiative.

RISK & OPPORTUNITY ASSESSMENT (ROA)

In the following areas:

- How might conflicts hurt an initiative?
- How might positive “peace” developments help an initiative?

Direction of Impact

→ Impact of Peace & Conflict Environment ←
on an initiative

ISSUE AREA/ KEY FACTORS	RISKS	RIS K LEV EL	OPP LEV EL	OPPORTUNITIES
		L,M, H	L,M, H	
Location				
Timing				
Political Context				
Military context				
Social & Cultural				
Economic Factors				
Partners/ Stakeholders				
Other				

**CONFLICT
MITIGATION/ MGT
STRATEGIES**

- What can you do to avoid/ reduce/ plan for negative conflict impacts on the initiative?
- Rank these risks.



**How might this issue area/
key factor threaten the
effectiveness or efficiency of
the initiative under
consideration?**



**How might this issue area/ key
provide opportunities to
increase the effectiveness or
efficiency of the initiative
consideration?**

TIP: This table can be used in a group ROA exercise. Groups write down their risks (RED) and opportunities (GREEN) on appropriately coloured cards and then pin them to a wall-chart size of this table.

**OPPORTUNITY
OPTIMIZATION**

- How can you take advantage of peace opportunities?
- What changes are needed before starting or continuing
- Is more information needed? How to get it?

Integrated Risk Management Framework				
• Assessing the level of risk				
Level of IMPACT	High	M (Mitigation Strategy)	H (Mitigation Strategy)	H (Mitigation Strategy)
	Medium	L (Mitigation Strategy)	M (Mitigation Strategy)	H (Mitigation Strategy)
	Low	L (Mitigation Strategy)	L (Mitigation Strategy)	M (Mitigation Strategy)
		Low	Medium	High
	Likelihood of IMPACT			

Once the level of risk associated with each of the elements has been assessed then mitigation strategies can be developed to reduce risk and impacts. In other words, and strategy developed is an attempt to lessen the risk from a high risk (red) to a low risk (green) situation.² Similarly, in the table below, once the level of opportunity has been assessed then optimisation strategies can be developed in increase likelihood and impact.

The point of these diagrams is simply to introduce the idea of the trade-offs within risk and opportunity strategies. That is, they are to push us to think about the balance between *likelihood* of particular impacts with the degree of *severity* of impact, so that such considerations may inform the formulation and sequencing of appropriate response mechanisms.

Opportunity Optimization				
Level of IMPACT	High	M (Optimization Strategy)	H (Optimization Strategy)	H (Optimization Strategy)
	Medium	L (Optimization Strategy)	M (Optimization Strategy)	H (Optimization Strategy)
	Low	L (Optimization Strategy)	L (Optimization Strategy)	M (Optimization Strategy)
		Low	Medium	High
	Likelihood of IMPACT			

² This framework comes from Public Works and Government Services Canada, and was brought to my attention by Cynthia Stirbys.

WORK SHEET # 1

RISK AND OPPORTUNITY ASSESSMENT

ISSUE AREA <small>(Where to look)</small>	RISK & OPPORTUNITY INDICATORS <small>(What to look at)</small>		
1.1 LOCATION	<ul style="list-style-type: none"> Geographical extent of the initiative (where are the boundaries between areas of more violence & areas of less violence, & where is the initiative located within this geography of violence?) Status of territory where initiative is located (Ambiguous? Contested? Newly accessible?) Level of Infrastructure & accessibility (Roads & transport? Water? Electricity? Housing?) 		
	<p>What are the possible impacts of the location on the proposed project/ initiative? What is happening in the peace and conflict environment (related to location) that may affect the project/ initiative?</p>		
	<table style="width: 100%; border: none;"> <tr> <td style="width: 50%; border: none; vertical-align: top;"> <p style="text-align: center;">RISKS</p> <p style="text-align: center;">What risks? Risk Level? How might the risk affect the initiative?</p> <ul style="list-style-type: none"> _____ H; M, L </td> <td style="width: 50%; border: none; vertical-align: top;"> <p style="text-align: center;">OPPORTUNITIES</p> <p style="text-align: center;">What Opportunities? Risk Level. How might the Opportunities affect the initiative?</p> <ul style="list-style-type: none"> _____ H; M, L </td> </tr> </table>	<p style="text-align: center;">RISKS</p> <p style="text-align: center;">What risks? Risk Level? How might the risk affect the initiative?</p> <ul style="list-style-type: none"> _____ H; M, L 	<p style="text-align: center;">OPPORTUNITIES</p> <p style="text-align: center;">What Opportunities? Risk Level. How might the Opportunities affect the initiative?</p> <ul style="list-style-type: none"> _____ H; M, L
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	<p>Is more information needed? If so, what is it, and how do you get it?</p>		
	<p>What changes or clarifications are needed before you would start or continue the initiative?</p>		
	<p>What strategies does the initiative need to avoid/reduce the impact of conflict <i>and</i> take advantage of peace opportunities</p>		



<p>ISSUE AREA (Where to look)</p>	<p align="center">RISK & OPPORTUNITY INDICATORS (What to look at)</p>	
<p>1.2 TIMING</p>	<ul style="list-style-type: none"> • Current stage of the conflict (in the context of the history of the conflict – Stalemate? Escalating? "Paused"?) • Current or future political, economic, social-cultural developments that might affect the initiative (e.g., trade agreements, changes to commodity prices, elections, arrival/departure of military forces, changes in size/composition of local populations) • Increasing or decreasing opportunities to work in the area? (Are others working in/or leaving the area? If so, why?) 	
	<p>How might the timing of the proposed project/ initiative, affect its chances of success? What is happening in the peace and environment (related to timing) that may affect the project/ initiative?</p>	
	<p align="center">RISKS</p> <p>What risks? Risk Level? How might the risk affect the initiative?</p> <ul style="list-style-type: none"> • _____ H; M, L 	<p align="center">OPPORTUNITIES</p> <p>What Opportunities? Risk Level. How might the Opportunity affect the initiative?</p> <ul style="list-style-type: none"> • _____ H; M, L
	<p>Is more information needed? If so, what is it, and how do you get it?</p>	
	<p>What changes or clarifications are needed before you would start or continue the initiative?</p>	
<p>What strategies does the initiative need to avoid/reduce the impact of conflict <i>and</i> take advantage of peace opportunities</p>		

ISSUE AREA (Where to look)	RISK & OPPORTUNITY INDICATORS (What to look at)	
1.3 POLITICAL CONTEXT	<ul style="list-style-type: none"> Relationship between local communities, political, and military authorities? (cooperative? Difficult? Distrustful? Conflict-creating. Who are the allies, "enemies," scapegoats, beneficiaries, ignored? How will this affect the initiative? Level of political support for the initiative/ project locally, regionally, nationally? Predictability (or stability) of the political, legal, & security environments? Presence or absence of peace initiatives (formal & informal/ local & national) Are they inclusive? If not what are the major omissions? Nature of the political system & possible impact on initiative. Are leaders' accountability? What are the levels and patterns of corruption? How is force/fear used politically (e.g., against women, opponents, and marginalized groups)? Are politically, economically, or socially sensitive issues affected by the initiative? External conditions (Structural Adjustment Programmes; Poverty Alleviation Programmes, "Wars on Terror"; Trade or Defence Treaties) 	
	How might the changing political context (environment) affect the proposed project/ initiative? What is happening politically that may help or hurt the project/ initiative?	
	<p style="text-align: center;">RISKS</p> <p>What risks? Risk Level? How might the risk affect the initiative?</p> <ul style="list-style-type: none"> _____ H; M, L 	<p style="text-align: center;">OPPORTUNITIES</p> <p>What Opportunities? Risk Level. How might the Opportunity affect the initiative?</p> <ul style="list-style-type: none"> _____ H; M, L
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	What changes or clarifications are needed before you would start or continue the initiative?	
	What strategies does the initiative need to avoid/reduce the impact of conflict <i>and</i> take advantage of peace opportunities?	



<p style="text-align: center;">1.4 MILITARY CONTEXT</p>	<ul style="list-style-type: none"> Relationship between armed actors (e.g., feuding within & between armed groups? Black market cooperation?) Intensity, targets, & patterns of violence in initiative/project area? (How might this affect the initiative?) How might it affect male and female beneficiaries?)
<p>What is the possible Impact of militarized conflict on the proposed project/ initiative? What is happening in the peace and conflict environment <u>militarily</u> that may affect the project/ initiative?</p>	
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<p>ISSUE AREA (Where to look)</p>	<p>RISK & OPPORTUNITY INDICATORS (What to look at)</p>		
<p>1.5 SOCIO ECONOMIC ISSUES</p>	<ul style="list-style-type: none"> Legacies of conflict in the area (physical security? Fear? War economy? Food security? Infrastructure? Inter-group relations? Health? Psycho-social trauma? Change in family dynamics? Relations between and within main communities in initiative site (Cooperative? Inter-dependent? Competitive?) What are the dynamics within these relationships – e.g., gender, religious, cultural, economic, etc.? Cultural factors that may affect the initiative (fear of external control; politicized rejection of "Western" or particular "religious" values; gender roles) Economic relations within the initiative site (mutually dependent? Competitive? Corrupt? exploitative? Growing? Shrinking? War-dependent?) Impact of conflict on local resources (resourcefulness & creativity; leadership capacities; enterprising spirit; hope; gender equity in tapping human resources) 		
	<p>What socio-economic factors might affect on proposed project/ initiative? How? What is happening in the peace and conflict environment <u>socio-economically</u> that may affect the project/ initiative? Are there any exclusionary barriers that prevent inclusion and participation of certain category of populations?</p>		
	<table border="1" style="width: 100%;"> <tr> <td style="width: 50%; text-align: center;"> <p>RISKS What risks? Risk Level? How might the risk affect the initiative?</p> <ul style="list-style-type: none"> _____ H; M, L </td> <td style="width: 50%; text-align: center;"> <p>OPPORTUNITIES What Opportunities? Risk Level. How might the Opportunity affect the initiative?</p> <ul style="list-style-type: none"> _____ H; M, L </td> </tr> </table>	<p>RISKS What risks? Risk Level? How might the risk affect the initiative?</p> <ul style="list-style-type: none"> _____ H; M, L 	<p>OPPORTUNITIES What Opportunities? Risk Level. How might the Opportunity affect the initiative?</p> <ul style="list-style-type: none"> _____ H; M, L
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	<p>What changes or clarifications are needed before you would start or continue the initiative?</p>		
	<p>What strategies does the initiative need to avoid/reduce the impact of conflict <i>and</i> take advantage of peace opportunities</p>		



<p>1.6 PARTNERS/ STAKE- HOLDERS</p>	<ul style="list-style-type: none"> Capacity of implementing organization, including qualified & suitable staff Involvement of implementing organization in conflict or peace processes; & its "political" position or acceptability within the area of the initiative Choice of "beneficiaries": the political implications, inclusion of marginalized members of the community. Are there any gender disparities? Conditions for effective implementation (leadership; coordination; access; trust; technical capacities; gender sensitivity) Ability of stakeholders to make choices & willingness to make changes. Are there any exclusionary barriers negatively affecting the ability of male and /or female beneficiaries to participate? 		
	<p>Is the project/ initiative appropriate (structure, objectives, process, etcetera)? What is happening in the peace and conflict environment that may affect the ability of partners or stakeholders to complete the project/ initiative successfully?</p>		
	<table border="1" style="width: 100%;"> <tr> <td style="width: 50%; vertical-align: top;"> <p style="text-align: center;">RISKS</p> <p style="text-align: center;">What risks? Risk Level? How might the risk affect the initiative?</p> <ul style="list-style-type: none"> • _____ H; M, L </td> <td style="width: 50%; vertical-align: top;"> <p style="text-align: center;">OPPORTUNITIES</p> <p style="text-align: center;">What Opportunities? Risk Level. How might the Opportunity affect the initiative?</p> <ul style="list-style-type: none"> • _____ H; M, L </td> </tr> </table>	<p style="text-align: center;">RISKS</p> <p style="text-align: center;">What risks? Risk Level? How might the risk affect the initiative?</p> <ul style="list-style-type: none"> • _____ H; M, L 	<p style="text-align: center;">OPPORTUNITIES</p> <p style="text-align: center;">What Opportunities? Risk Level. How might the Opportunity affect the initiative?</p> <ul style="list-style-type: none"> • _____ H; M, L
	<p style="text-align: center;">RISKS</p> <p style="text-align: center;">What risks? Risk Level? How might the risk affect the initiative?</p> <ul style="list-style-type: none"> • _____ H; M, L 	<p style="text-align: center;">OPPORTUNITIES</p> <p style="text-align: center;">What Opportunities? Risk Level. How might the Opportunity affect the initiative?</p> <ul style="list-style-type: none"> • _____ H; M, L 	
	<p>Is there more information needed? If so, what is it, and how do you get it?</p>		
	<p>What changes or clarifications are needed before you would start or continue the initiative?</p>		
<p>What strategies does the initiative need to avoid/reduce the impact of conflict <i>and</i> take advantage of peace opportunities</p>			



other factors/ 1.7

ISSUE AREA <small>(Where to look)</small>	RISK & OPPORTUNITY INDICATORS <small>(What to look at)</small>	
<p>1.7 OTHER FACTORS</p> <p><u>INCL</u></p> <ul style="list-style-type: none"> Natural Disasters Environmental Fragility 	<ul style="list-style-type: none"> Since every initiative location is unique, there are probably other factors that may affect it . 	
	<p>Are there any other factors that might affect the project or initiative? How might they help or hurt?</p>	
	<p style="text-align: center;">RISKS</p> <p>What risks? Risk Level? How might the risk affect the initiative?</p> <ul style="list-style-type: none"> _____ H; M, L 	<p style="text-align: center;">OPPORTUNITIES</p> <p>What Opportunities? Risk Level. How might the Opportunity affect the initiative?</p> <ul style="list-style-type: none"> _____ H; M, L
	<p>Is more information needed? If so, what is it, and how do you get it?</p>	
	<p>What changes or clarifications are needed before you would start or continue the initiative?</p>	
<p>What strategies does the initiative need to avoid/reduce the impact of conflict <i>and</i> take advantage of peace opportunities?</p>		



Example from "Tugal" Capacity Building Exercise

EXAMPLE

ISSUE AREA (Where to look)	RISK & OPPORTUNITY INDICATORS (What to look at)		
<p style="text-align: center;">SOCIO ECONOMIC</p>	<ul style="list-style-type: none"> Legacies of conflict in the area (physical security? Fear? War economy? Food security? Infrastructure? Inter-group relations? Health? Psycho-social trauma) Relations between main communities in project site (Cooperative? Inter-dependent? Competitive?) Cultural factors that may affect the initiative (fear of external control; politicized rejection of "Western" or particular "religious" values) Economic relations within the initiative site (mutually dependent? Competitive? Corrupt? exploitative? Growing? Shrinking? War-dependent?) Impact of conflict on local resources (resourcefulness & creativity; leadership capacities; enterprising spirit; hope) 		
	<p>What socio-economic factors might affect on proposed project/ initiative? How? What is happening in the peace and conflict environment <u>socio-economically</u> that may affect the project/ initiative?</p>		?
	<p>RISKS</p> <ul style="list-style-type: none"> - Socio-Economic Environment may be, or may become too unstable to sustain initiative RISK LEVEL Med - Legacy of distrust/ silence may inhibit community participation; "Social infrastructure" (trust, willingness to participate, communication channels, etc.) may not be ready for the initiative RISK LEVEL High - the rebels may not be interested in giving up governance by force for more democratic and participatory forms of governance RISK LEVEL Low - Rebels may take control of the initiative RISK: Med - Black market forces and mafia may inhibit initiative RISK LEVEL Med - insufficient local resources for the initiative RISK LEVEL Low 	<p>OPPORTUNITIES</p> <ul style="list-style-type: none"> - Returnees may bring useful resources for the initiative (skills, understandings, etc.) - If all communities are equally affected by the war, then common needs might encourage common interests to support initiative activities - Neighbouring Country of Sylvania may be a source of additional resources for reconstruction - post-war optimism (by communities and political actors) may give the initiative an initial boost 	
	<p>Is more information needed? If so, what is it, and how do you get it?</p> <ul style="list-style-type: none"> - How high are levels of corruption and extortion? How do other development initiatives deal with this? - Who within the Rebel Groups and within community groups are representative leaders that the initiative can work with/ through? Who are natural allies and peace advocates? [Source of info: field trips, consultation] - How open will the communities be to this initiative? [Source of info: field trips, consultation] - how will oil and mineral development affect the initiative? [Source of info: focused participatory study] 		?
	<p>What changes or clarifications are needed before you would start the initiative?</p> <ul style="list-style-type: none"> - Initiative may need to build in space and time for trust-building among partners. Draft plan for doing so - Initiative should formulate very specific responses to possible negative developments (war escalation; attempts to extort resources from the initiative; instances of intimidation; etc) 		?

EXAMPLE

PARTNERS/ STAKEHOLDERS	<ul style="list-style-type: none"> Capacity of implementing organization, including qualified & suitable staff Involvement of implementing organization in conflict or peace processes; & its "political" position or acceptability within the area of the initiative Choice of "beneficiaries" & the political implications Conditions for effective implementation (leadership; coordination; access; trust; technical capacities) Ability of stakeholders to make choices & willingness to make changes 		
	<p>Is the project/ initiative appropriate (structure, objectives, process, etcetera)? What is happening in the peace and conflict environment that may affect the ability of partners or stakeholders to complete the project/ initiative successfully?</p>	?	
	<p>RISKS</p> <ul style="list-style-type: none"> - Security risks to employees and partners Risk: Low/ Med - Lack of suitable employees; unwillingness of people to work in the East Risk: Low - Lack of experience working in post-conflict settings Risk: Low - Tensions with the Central Govt in Western Province Risk: Med-High - lack of participation, or interference, by rebels Risk: Low/ Med - May generate tensions between returnees and those who remained in the East Risk: Low 	<p>OPPORTUNITIES</p> <ul style="list-style-type: none"> - NAF (project implementers) familiar with the project site - NAF has good reputation with local pop'n - Arrival of other development actors opens possibility of collaboration and mutual support 	
	<p>Is there more information needed? If so, what is it, and how do you get it?</p> <ul style="list-style-type: none"> - How will the initiative monitor Risks and Opportunities throughout its life, for example, security risks? - How will beneficiaries be chosen? - What will be the hiring policies, esp. regarding ethnic/ gender composition? - Will there be a formal dispute management mechanism within the initiative to deal with tensions within the team, e.g., between "old" and "new guard"; between Muslims and Christians? Between NAF and local actors (individuals and orgs)? 	?	
	<p>What changes or clarifications are needed before you would start the initiative?</p> <ul style="list-style-type: none"> - Clarity on the above questions, and specific plan for managing these risks and opportunities throughout the life of the initiative 	?	

STEP 3

Peace & Conflict Impact Assessment (PCIA)

Having analysed ways in which the peace or conflict environment might affect a proposed initiative, the next task is to assess how the proposed initiative may affect peace or conflict both in the immediate area in which it will be working and beyond.

Peace and Conflict Impact Assessment
Focus → Impact of an initiative on the

To be useful PCIA should be applied at every stage of the project cycle. Worksheet Set 2 (below) will help you through final step. You will notice that the same analysis is applied to each stages of an initiative:

Pre-initiative PCIA. This application involves looking for the potential peace and/ or conflict impact of an initiative before an initiative begins, during the design and planning stage. Use the *Peace and Conflict Impact Assessment* worksheet provided below to guide you through completing a comprehensive pre-initiative PCIA.

In-initiative PCIA. This application involves looking for peace and/ or conflict impact while an initiative is underway, during initiative implementation. At this stage you are monitoring immediate impacts, both formally and informally, and making changes to initiative design and direction as necessary. Use the *Peace and Conflict Impact Assessment* worksheet provided below to guide you through completing a comprehensive in-initiative PCIA

Post-initiative PCIA. The final application involves looking for the peace and/ or conflict impact after an initiative has been completed.

PCIA should be integrated into formal initiative evaluations, though an assessment can be done outside of the evaluation process as well. Use the *Peace and Conflict Impact Assessment* worksheet provided below to guide you through completing a comprehensive post-initiative PCIA.

TIP: Before jumping into these crucial steps of PCIA, you may wish to review the table found in the Appendix, entitled "Where to Look for Peace and Conflict Impact," to make sure that we all share the same understanding of the words and terms used in the Worksheet. The table:

(1) provides examples of peace impacts and conflict impacts drawn from "real ..."

PEACE AND CONFLICT IMPACT ASSESSMENT				
How might an initiative hinder or promote conflicts or positive peacebuilding efforts?			Direction of Impact → Impacts of an initiative on the Peace & ← Conflict Environment	
IMPACT AREAS	CONFLICT IMPACTS	IMPACT LEVEL L, M, H	PEACE IMPACTS	IMPACT AREAS
		Indicators		
	How might an initiative affect surrounding conflicts in the following impact areas?		How might an initiative affect the opportunities for peace/ conflict mgt in the following impact areas?	
Conflict Mgt Capacities				Conflict Mgt Capacities
Militarized Violence & Human Security				Militarized Violence & Human Security
Political Structures & Processes				Political Structures & Processes
Economic Structures & Processes				Economic Structures & Processes
Social Impacts/ Empowerment				Social Impacts/ Empowerment
CONFLICT MITIGATION/ MGT STRATEGIES → What can you do to avoid/ reduce/ plan for negative conflict impacts created or worsened by the initiative? → Rank these risks.			OPPORTUNITY OPTIMIZATION → How can you optimize peace opportunities of the initiative? → What changes are needed before starting or continuing → Is more information needed? How to get it?	

TIP: This table can be used in a group PCIA exercise. Groups can write down their **conflict impacts** (RED) and **peace impacts** (GREEN) on appropriately coloured cards and then pin them to a wall-chart size of this table.

WORK SHEET # 2

PEACE & CONFLICT IMPACT ASSESSMENT

PRE-INITIATIVE, IN-INITIATIVE, POST-INITIATIVE

AREAS OF POTENTIAL PEACE & CONFLICT IMPACT

2.1 Conflict Management Capacities

Capacity of political authorities or civil society: (1) to manage or resolve conflict without the use (or threat) of violence, and without supporting groups that use unlawful violence; and (2) to promote genuine and sustainable peace

Impact on capacity to identify and respond to peacebuilding opportunities and conflict-creating challenges. This might include formal instruments (such as strengthening legal mechanisms or creating dispute resolution boards) or more informal mechanisms (such as low-key meetings, community leader interventions, creating channels for local level dialogue, tapping the peacebuilding abilities of neglected segments in the community such as women).

Conflict management capacities might include:

- 1) the ability to *think about and identify* peacebuilding challenges and opportunities;
- 2) the ability of organizations to *restructure themselves* to respond peacebuilding challenges and opportunities; and
- 3) to *change how they normally work* so that they can respond more effectively and efficiently in ways that have a hard, positive, peacebuilding impact on the ground - for example, in ways that improve fairness, equity (including gender equity), "even-handedness," accountability, and transparency.



Sample Questions

- Did/does/may the initiative help – or hinder – individuals or groups (within civil society, the state, or the private sector) to identify and respond to peacebuilding opportunities and conflict –creating challenges? Who did/does/may this affect? How did/does/may it affect them – and why? Did/does/may the initiative increase or decrease the ability to imagine, describe and create options that nurture peace?
- What were/are/might be the obstacles to a positive peacebuilding impact?
- How were/are/might the beneficial impacts be increased and made more sustainable both during and following the initiative?



Peace Impact (potential or actual)

INDICATORS?

Qualitative/ Quantitative



Conflict Impact (potential or actual)

INDICATORS?

Qualitative/ Quantitative

TIP: Tie specific Peace or Conflict Impacts to specific indicators

- (1) Is more information needed? If so, what is it, and how do you get it?
 (2) What changes would you make to the initiative to increase its peacebuilding impact and decrease conflict-creating impact?

AREAS OF POTENTIAL PEACE & CONFLICT IMPACT	
<p>2.2 Militarized Violence & Human Security</p>	<p>Direct and indirect impact on (1) patterns and levels of violence by militarised forces; and (2) an individual's and community's sense of security or insecurity -- including physical and mental well-being and sense of individual or group identity.</p> <p>"Patterns of Violence": Different groups in society experience different levels (and types) of violence and therefore have different levels of insecurity and vulnerability, e.g., women, children, minority groups, marginalized groups, and returnees and other marginalized groups.</p> <p>"Militarised forces" may include national armed forces, rebels, paramilitaries, war lords, militias, bandits, organized crime rings, vigilante groups, police – when they use military weapons, structures, and tactics.</p> <p>"Community" includes both resident populations and returning populations</p>
	<p><i>Sample Questions</i></p> <ul style="list-style-type: none"> ✓ Did/does/may the initiative or project affect the individual's sense of security, positively or negatively? ✓ Did/does/may the initiative affect the military/paramilitary/criminal environment - directly or indirectly, positively or negatively? If so how? ✓ Will there be/ was there real improvements in the political, economic, physical, food, security among women and men? If so, what are they? Who will benefit; and who will <i>not</i> benefit from improvements? Will this create conflict? How can benefits be more broadly or more fairly distributed? ✓ Did/does/may the initiative deepen our understanding, or increase the ability to deal with non-military causes violent conflict - e.g., environmental degradation, resources scarcity, political manipulation, disinformation, mobilization and politicization of identity, etc.?
 <p>Peace Impact (potential or actual)</p>	<p style="text-align: right;">INDICATORS? Qualitative/ Quantitative</p> <hr/>
 <p>Conflict Impact (potential or actual)</p>	<p style="text-align: right;">INDICATORS? Qualitative/ Quantitative</p> <hr/>
<p>TIP: Tie specific Peace or Conflict Impacts to specific indicators</p>	
<p>(1) Is more information needed? If so, what is it, and how do you get it? (2) What changes would you make to the initiative to increase its peacebuilding impact and decrease conflict-creating impact?</p>	

AREAS OF POTENTIAL PEACE & CONFLICT IMPACT		
<p>2.3 Political Structures & Processes</p> 	<p>Impact on formal and informal political structures and processes – this could apply from the local municipal level through to the national level. It refers to both the strengthening/ weakening of the governance capacities of different levels of government, and the ability/inability of civil society actors to participate in the political process actively and constructively.</p> <p>This might be seen in: increased (or decreased) transparency, accountability, and participation in decisions affecting the public; the strengthening (or weakening) of the rule of law and representative government; increased/decreased (and more/less inclusive) levels of participation participation (in terms of geographic and sectoral group representation, especially the participation of women and other marginalized groups); the strengthening (or weakening) of the capacities of legitimate leaders; and the strengthening (or weakening) of anti-democratic forces.</p>	
	<p>Sample Questions</p> <ul style="list-style-type: none"> ✓ Did/does/may the initiative or project help or hinder the strengthening of peacebuilding relationships within and between state and civil society? ✓ Did/does/may the initiative or project have an positive or negative impact on political structures and processes - either in the formal arena of politics (e.g., policy making and implementation, law making, constitutional politics) or in the informal arena of civil society (such as traditional authority structures)? If so, how? Did/does/may the initiative or project help or hinder the ability of individuals or groups to participate in democratic political processes? Did/will/ may it contribute to increasing the transparency, accountability, representativeness, and appropriateness of public decision-making? ✓ Did/does/may the initiative or project influence government (or civil society) priorities, or the way its policies are made? If so, in what ways? ✓ Did/does/may the initiative or project help defuse inter-group tensions? If so, how? ✓ What was/is/ may be the impact of the project on human rights conditions within a country or region? (e.g., awareness, legislation, promotion and protection) 	
	<p> Peace Impact (potential or actual)</p>	<p>INDICATORS? Qualitative/ Quantitative</p> <hr/>
	<p> Conflict Impact (potential or actual)</p>	<p>INDICATORS? Qualitative/ Quantitative</p> <hr/>
<p>TIP: Tie specific Peace or Conflict Impacts to specific indicators</p>		
<p>(1) Is more information needed? If so, what is it, and how do you get it? (2) What changes would you make to the initiative to increase its peacebuilding impact and decrease conflict-creating impact?</p>		

AREAS OF POTENTIAL PEACE & CONFLICT IMPACT

**2.4
Economic
Structures
and
Processes**



Impact on: strengthening or weakening equitable socio-economic structures and processes; distortion/conversion of war economies; economic infrastructure; conflicts over access to scarce basic goods; availability of investment capital to create economic and employment alternatives to war-fighting; the stability of the banking system; increasing or decreasing the economic dependence on military (or military-related) employment; productivity and the equitable distribution of non-war/ peace benefits; training; income generation; production of commercial products or services; food in/security; the exploitation, generation, or distribution of resources, esp. non-renewable resources and the material basis of economic sustenance or food security.

Sample Questions

Did/does/ may the initiative or project contribute to or detract from efforts to "re"-construct damaged economic and social infrastructure? Specifically:

- strengthening or weakening equitable socio-economic structures/processes;
- distortion/conversion of war economies;
- economic infrastructure;
- supply of scarce basic goods;
- availability of investment capital to create economic and employment alternatives to war-fighting for men and women;
- the stability of the banking system with equitable access to men and women;
- increasing or decreasing the economic dependence on military (or military-related) employment;
- productivity and the equitable distribution of non-war/ peace benefits; training; income generation;
- production of commercial products and services; food in/security;
- the exploitation, generation, or distribution of resources, esp. non-renewable resources and the material basis of economic sustenance or food security.

If the initiative or project addresses or affects the following, does it do so in a way that minimizes or avoids destabilization and conflict, while maximizing peacebuilding opportunities?

- high level of debt
- unsustainable high military budgets
- skewed distribution of wealth, income, and assets
- resettlement of displaced populations
- environmental degradation - particularly that which inhibits economic productivity
- damage assessment of social & economic infrastructure
- provide technical assistance for rehabilitation and reconstruction
- rehabilitate and reconstruct economic infrastructure
- reactivate smallholder agriculture with consideration of the role of women in the process
- rehabilitate the export sector
- rehabilitate key industries
- sharing the benefits of national wealth and resources?

Peace Impact (potential or actual)

INDICATORS?
Qualitative/ Quantitative

TIP: Tie specific Peace or Conflict Impacts to specific

Conflict Impact (potential or actual)

INDICATORS?
Qualitative/ Quantitative

**(1) Is more information needed? If so, what is it, and how do you get it?
(2) What changes would you make to the initiative to increase its peacebuilding impact and decrease conflict-creating impact?**

AREAS OF POTENTIAL PEACE & CONFLICT IMPACT	
<p>2.5 Social Empowerment</p> 	<p>Impact on: creation of a culture of peace – characterized by constructive social communication, tolerance, inclusiveness, justice, gender equity, participation, and respect. Confidence and capacity of all members of society (from the "weakest" to the "strongest") to effectively overcome obstacles to living a life which is good and satisfying.</p> <p>Sample Questions</p> <ul style="list-style-type: none"> • Did/does/ may the initiative or project create or support equity -and justice. • Did/do/ will the benefits of the project be shared equitably by both genders? • Did/ does/will the initiative include female and male members from all communities affected by violent conflict, or just one or some communities? Why and how were they chosen? How will tensions of non-benefiting groups be managed? • Did/does/will the initiative seek explicitly to "build bridges" between the different communities? If so, how? Effectiveness? Did/does/will it help to create an inclusive - rather than exclusive - sense of community? Did/does/will it facilitate the ability of individuals and groups to work together for the mutual benefit? • Did/does/will the initiative contribute to positive communication/interaction between and within groups with no disparities due to gender? How can you ensure that this continues? • Did/does/ will it provide/create / strengthen the skills, tools, capacity for individuals and communities to (1) <i>identify and define</i> problems and (2) <i>formulate and apply solutions</i> to those problems? • Did/ will ill the initiative or project take into consideration the history/legacy of conflict in its design? Did/does/will it consider the specific impact on children, women and other vulnerable groups such as displaced populations, and the politically, socially and economically marginalized. • Did/does/will the initiative or project increase contact, confidence, or trust between the communities? Will/does/did it dispel distrust? Did/does/will it create common interests, or encourage individuals and groups to see their common interests, and did/does/will it help to modify behaviours so that they can achieve shared interests? • To what extent did/does/will the initiative incorporate/privilege the views and interests of affected indigenous populations? • Did/does/may the initiative help to the "demilitarize minds"? That is, does it enable individuals to develop and use non-military means of thinking about and resolving conflicts and disagreements. This includes the cultural and socio-psychological tendency of individuals and groups to accept and use militarised ways of managing conflict and disputes (military rule; use of the military to "deal with labour disputes; media and movies that glorify military violence; and so on).
 <p>Peace Impact (potential or actual)</p>	<p>INDICATORS? Qualitative/ Quantitative</p> <hr/>
 <p>Conflict Impact (potential or actual)</p>	<p>INDICATORS? Qualitative/ Quantitative</p> <hr/>
<p>1) Is there more information needed? If so, what is it, and how do you get it? (2) What changes would you make to the initiative to increase its peacebuilding impact and decrease conflict-creating impact?</p>	

TIP: Tie specific Peace or Conflict Impacts to specific indicators

Now What?

At the end of this exercise, and with a bit of packaging, you will have a detailed *paper assessment* of the ways in which the peace and conflict environment may affect an initiative, and *vice versa*. But the big question now, is: now what?

The introduction to this handbook talks briefly about the need to build from the current kind of exercise that develops analytical capacities towards a more systematic integration the PCIA approaches and assessments into the normal, everyday work of an organization. While there are some interesting experiments underway, PCIA has nowhere been integrated into a programme, let alone a entire organization. However, a couple of recent initiatives offer fascinated examples of efforts to systematize and integrate PCIA. Each is a striking contrast of how this might be done. The first example is the Act for Peace project in Mindanao, which is attempted to integrate PCIA into its initiatives from the ground up by supporting and training staff in PCIA capacities. The result is a level of on-the-ground trial-and-error expertise, not matched anywhere else in the world. The second example, labelled Peace and Conflict Analysis, is a daunting effort by GTZ to integrate PCIA at a bilateral organizational level. This effort is characterized by a manual of some 180 pages, full glossy and highly academic text, and a comprehensive blue print for integration of peace and conflict sensitivity. The format of PCA is suited to the bureaucratic operating environment of a bilateral organization. Both PCA and Act for Peace are novel initiatives worth watching closely.

Getting an organization to do a pcia (itself, along with partners) , and then to accept the outcome of the process, is still a matter of convincing someone with decision-making authority to join the team. The necessary space *to do* opens or closes depending on the presence or absence of this support (set within the power constellation of other decision-makers within an organization). As a result, despite the success of individual PCIAs, overall peace and conflict sensitivity remains ad hoc and shallow-rooted.

The biggest challenge right now, is the same one faced by those environmentalists and gender specialists twenty five years ago: mainstreaming and integration. We have much to learn from their efforts, not least the from the way they introduced change into organizations that (by definition) resist change. However, when we think more broadly about this challenge, we see that where there *have been* substantive changes in the operations and objectives of organizations, this was always the result of the hard and committed work of “champions” within those organizations who were able to mobilize and catalyse changes in the thinking and actions of individuals which eventually led to higher level institutional change.

There is no short and easy answer to the question, “now what.” However, one small way that capacity-building exercises (workshops) may contribute to the revolution in thinking necessary to integrate genuine, empowering, forms of PCIA into the development industry, is by building and nurturing a network of PCIA champions to catalyse such changes in ways that are unique and appropriate to the specific context in which they find themselves. By sharing our work broadly, by nurturing and supporting existing peace and conflict sensitive initiatives (that adhere to the principles discussed in the introduction), we contribute to the slow process of PCIA integration. However, in light of the Berghof debates on PCIA (www.berghof-center.org/), we see that that PCIA can also become a commodified disempowering weapon in the hands of privileged professionalized actors (both in the Global North and the Global South). For this reason, we need to start this exercise with the clear-eyed awareness that the challenge to integration of genuine PCIA will be 99% political and 1% technical.

APPENDIX

GLOSSARY

PEACE AND CONFLICT IMPACT ASSESSMENT ("PCIA") is a means of identifying the ways in which an intervention may affect, or has affected, the structures and dynamics of peace or conflict in a conflict-prone region *and vice versa*. PCIA focuses on:

1) **Peacebuilding Impact** -- those factors that strengthen the chances for peace and decrease the chances that violent conflict will breakout, continue, or start again, and;

2) **Conflict-Creating Impact** -- those factors that increase the chances that conflict will be dealt with through the use of violence. (Bush 1998).

PCIA is a process, not an add-on or a single-use "tool".

CONFLICT is not necessarily negative or destructive. **Problems arise when non-violent conflicts turn (or re-turn) violent.** The "surprise" about the violent conflict is not that it occurs, but that we watch it develop for so long, and do nothing about it -- e.g., the disintegration of governments and the rule of law, increasing abuses of human rights, the imposition of conflict-creating terms of trade or economic conditionalities, the acceptance of (or participation in) corrupt business practices, the selling of weapons to illegitimate and violent regimes, and so on.

DEVELOPMENT & PEACEBUILDING is inevitably conflictual, destabilizing and subversive because it challenges existing political, economic, and social power structures that stop individuals and groups from attaining their full potential.

DEVELOPMENT INDUSTRY: refers to organizations, projects, and programs that treat development as a business, and as a result, lose sight of the human realities and consequences of their work. The Development Industry is based on:

- short-term rather than long-term interventions
- absence rather than presence
- product" rather than "process"
- external control rather than internal control
- efficiency rather than effectiveness
- institutional-aggrandizement rather than genuine partner capacity building
- predictability rather than indeterminacy
- Linearity rather than non-linearity
- mechanistic, recipe book approaches rather than organic, learning approaches
- pre-programmed rather than responsive approaches
- routine, boring approaches rather than creative, dynamic approaches
- anonymity rather than friendship and relationship building
- checklists rather than stories
- budgets rather than people

DISEMPOWER/ DIS-EMPOWERMENT: Individuals or communities are "disempowered" when they are unable to participate in decisions that affect their lives and livelihoods, and when they lack the means to assert their rights — or have those means taken away.

IMPACT refers to the actual effects of an intervention – both intended and unintended – on the lives of its "beneficiaries" and others *beyond the immediate outputs* (e.g., # of workshops held, # of people trained, people serviced, and so on). In popular usage, "effect" and "result" are sometimes used instead of impact.

MAINSTREAM: "Mainstreaming" refers to the process by which ideas are *integrated* into the culture, operations, and objectives of an organization. By "integrated," we mean non-removable and central to all aspects of an organization's work. So, for example, in the case of gender, this would apply to organizations that consider gender in every dimension of its work from personnel policies (maternity/paternity/ parental leave, daycare, breast-feeding policies, affirmative action, promotion and training policies) to programming decisions and evaluation (being sensitive to gender impacts of its normal work). But, it would not apply to organizations that segregate gender issues in poorly funded and understaffed units with no chance of affecting the way the organization does its work.

MILITARIZED VIOLENCE: The term 'militarized violence' is used rather than 'war' because it conveys a more accurate sense of the nature of contemporary armed conflict. While it includes conventional military engagements between organized forces of war, it also encompasses the full spectrum of abuses that defines 'dirty wars' around the world perpetrated by (primarily, though not exclusively) men, in or out of a uniform. It thus includes control through terror and the manipulation of fear, the systematic abuse of human rights, and a totalizing process by which all social, political, and economic problems come to be defined as military problems—and, as military problems, the most suitable response is deemed automatically to be the application of the weapons of war.

PEACEBUILDING consists of two inseparable parts:

- (1) the **construction of the structures of peace**, and
- (2) the **de-construction of the structures of violence**.

It is not about the imposition of solutions, but the creation of space within which indigenous actors can identify problems and formulate their own solutions.

INTERPRETATION: "Facts" never speak for themselves. An event, an action, a statement, all require us to "make sense" of them. For example, in the worksheets in this handbook, you are asked to come up with "indicators. These may *describe* something, but they do not *explain* them. "Interpretation" is the process we use (1) to identify which events, actions, and statements are "important," and (2) to understand and explain them



WHERE TO LOOK FOR POTENTIAL PEACE OR CONFLICT IMPACT

AREAS OF POTENTIAL PEACE & CONFLICT IMPACT		EXAMPLES		
		 PEACE IMPACT	 CONFLICT IMPACT	
1	Conflict Management Capacities	<p>(1) Gender-sensitive initiatives in conflict prone areas that hire, train, and keep local personnel—especially in administrative, technical, and management positions – are strengthening governance capacities which may be used in state & societal institutions that deal with conflicts non-violently. Unfortunately, this is the technical and managerial capacity that flees when non-violent conflict turns (or re-turns) violent.</p> <p>(2) Efforts by many organizations (international, governmental, and non-governmental) to include conflict resolution and peacebuilding workshops (and increasingly, PCIA) into their daily work is a substantive contribution to the development of capacities for peace.</p> <p>(3) Initiatives that maintain effective "outreach," "public dialogue," or participatory activities help to keep stakeholders involved and build inter-group trust and understanding.</p> <p>(4) Initiatives to tap the peacebuilding abilities of women in activities that focus on conflict resolution, mediation, and community peace promotion and advocacy.</p>		
		<p>One of Kosovo's most experienced human rights activists who had been trained in Norway and Geneva had helped to establish a women's legal aid center in the 1990s. However, during the UN-driven reconstruction exercise she was reduced to a "local employee" of the Organisation for Security and Cooperation in Europe (OSCE) to translate for international staff with a fraction of her experience. Officially, she was unable even to take testimony from victims. This reservoir of local talent should have been the centerpiece of the UN reconstruction strategy. However, because of the reliance on foreign "experts," the overall impact was a contribution to the <u>incapacity</u> -- rather than capacity -- of civil society to rebuild itself upon a foundation of tolerance and respect of its own creation. (Guest 2000)</p>		
		<p>SAMPLE INDICATORS*</p>		
		<ul style="list-style-type: none"> • # of conflicts in which gov'tal/ non-gov'tal bodies are involved as mediators, facilitators, negotiators, etc. • Perception of local mediators and aggrieved parties that conflict can be resolved without use of violence • Number conflict resolution workshops – and follow-up 	<ul style="list-style-type: none"> • Differences in the impact of conflict on men and women; • # and types of interventions targeted to address both women and men considering the differences in the nature of conflict impact and priorities • Respect for process and outcomes of dispute settlement through public institutions 	<ul style="list-style-type: none"> • Belief in possibility of receiving fair treatment/ outcomes through public institutions • Perception that violence is not a legitimate or effective means of resolving conflict • Degree to which peace and conflict issues are considered in the formulation and operation of initiatives ("Do No Harm," PCIA, Conflict-Sensitive Programming, etc)

(These indicators may or may not apply to specific cases. Quantitative and qualitative indicators should be developed. Communities should have complete latitude to identify indicators that make sense to them and their realities)

AREAS OF POTENTIAL PEACE & CONFLICT IMPACT		EXAMPLES		
		 PEACE IMPACT	 CONFLICT IMPACT	
2	Militarized Violence and Human Security	<p>(1) The inclusion of ex-combatants in peace and reconstruction work in both Nicaragua and parts of Mindanao were clear efforts to "deconstruct the structures of militarized violence" and to "construct the structures of peace." (2) In many cases, the negotiations for humanitarian ceasefires (e.g., for National Immunization Days) have opened up communication channels that have later contributed directly to longer cease fires and even peace talks—as in Sri Lanka. (Bush 2000). In Somalia, the demand from the local population that their children be immunized led local leaders to de-mine roads to permit access for vaccination teams. Orders were issued to combatants that no weapons were to be displayed on the days of the immunization campaigns. Such initiatives have dampened militarized violence and increased human security.</p>		<p>Working with, or through, groups which use illegitimate violence and abuse human rights – for example for the protection of convoys, compounds, and offices, or as middlemen for the provision of goods and services— is an obvious example of how an initiative can strengthen rule by force and violence (threatened and actual).</p>
		SAMPLE INDICATORS*		
		<ul style="list-style-type: none"> • Conflict-related deaths or injuries • Disappearances • Incidence of human rights abuses, including rape, sexual torture and violations of children's rights – and effectiveness of official responses to reports of such violations • Levels of domestic violence • Number of riots or other uncontrolled expressions of dissent • Demonstrations 	<ul style="list-style-type: none"> • Number of displaced people • Rate and patterns of repatriation/ displacement • Arrests or detention without probable cause or warrant • Incommunicado detention • Cruel, unusual, or degrading treatment in detention • Inhumane conditions of detainment • Dependence on private security forces 	<ul style="list-style-type: none"> • Perceptions of individual and collective security • Levels of criminality (effectiveness of state responses) • # of small arms in circulation (e.g., black market price of an assault rifle) • Number of children, women and men involved in military activities • Level of food security

(These indicators may or may not apply to specific cases. Quantitative and qualitative indicators should be developed. Communities should have complete latitude to identify indicators that make sense to them and their realities)

AREAS OF POTENTIAL PEACE & CONFLICT IMPACT		EXAMPLES	
		 PEACE IMPACT	 CONFLICT IMPACT
3	Political Structures and Processes	<p>(1) In the late 1990s, the Group for Environmental Monitoring in South Africa undertook a far-reaching participatory, applied research initiative on the linkages between "militarization and ecology." The positive peace impact was clear in (1) the word-for-word inclusion of its research and recommendations in government defense policy; and (2) the mobilization of non-English speaking peasants for the initiative enabled these groups to continue to express their concerns long after the initiative was finished, and to contribute to on-going dialogue with government on policies affecting their lives and livelihoods.</p> <p>(2) Sustained efforts by local groups in the southern Philippines to create Zones of Peace are inspirational examples of how the mobilization of ideas and people can begin to restructure the political and military structures to create peace from the ground up – even in the midst of on-going violence.</p>	<p>The decision to accept the cheapest bid to rebuild a water tank in a rebel-controlled area of Country X in 2002 produced a host conflict-creating impacts. Because the initiative was undertaken by a rebel-controlled front company, workers were forced to work for free, tractor owners were forced to donate the use of their equipment; and funds that should have gone to pay for labour, equipment and material, seem to have become a significant financial contribution to the rebels. The initiative reinforced the anti-democratic rule of the rebel group, and had a further negative <i>development</i> impact when the water tank was washed out during the rainy season.</p> <p>The imposition of "solutions" by outside actors to the benefit of the imposing power, and the impoverishment of the recipient communities. For example: the imposition of inappropriate "reforms" or "solutions" by a central govt in marginal or conflict-affected areas; the bankrupting of a country by conditions imposed by International Financial Institutions in countries (such as Argentina); or imperialistic invasions such as the war by G.W. Bush in Iraq.</p>
		<p>SAMPLE INDICATORS *</p> <ul style="list-style-type: none"> Freedom of speech/ media Presence of multi-communal political parties/ business groups/ civil society orgs Free and fair elections (levels of participation in elections) 	

(These indicators may or may not apply to specific cases. Quantitative and qualitative indicators should be developed. Communities should have complete latitude to identify indicators that make sense to them and their realities)

AREAS OF POTENTIAL PEACE & CONFLICT IMPACT		EXAMPLES		
		 PEACE IMPACT	 CONFLICT IMPACT	
4	Economic Structures and Processes	<p>(1) In Ethiopia, in the mid-1990s, water projects improved access of displaced pastoralists to water, and thus reduced a major sources of conflict with local populations.</p> <p>(2) In Somalia in the early 1990s, shopkeepers and merchants were actually supporting violence and looting because their regular supplies of agricultural goods for their markets had been destroyed by the drought and clan conflict. In an attempt to resolve this problem, a development worker named Fred Cuny talked a number of a number of development agencies to implement programmes which involved selling food aid to these merchants on a regular basis at stable prices in order to reduce their dependence on looted supplies, and to return merchants to their traditional role as self-interested defenders of law and order seeking the stability necessary for normal commercial activity. The projects encouraged merchants to apply pressure on the militias to limit their disruption, and to cut off a source of funding to the militias who used the merchants' payments to purchase more weapons. (Source: Natsios 1997)</p>	<p>Uneven distribution of public resources (jobs, water, pensions, etc.); payment of "taxes" to warrior organizations; discriminatory hiring practices; weakening private market forces by working through war economies.</p> <p>In the mid-1990s, many international actors sought to strengthen the economic security of Russia as a means of reducing instability in a country of war-prone regions. One particular area of activity was the re-writing of Russia's bankruptcy laws. By forcing companies that had been ignoring their creditors to finally pay their debts, the new legislation led to big increase in bankruptcies – which rose to 11,000 in 1999 from 4,300 in 1997. With weak, money-losing companies out of the market, analysts hoped that the Russian economy would become more competitive and "robust.". Instead, powerful politicians and "businessmen" (some with murky links to organized crime) often had their cronies named as court-appointed managers of troubled companies, allowing them to take over some of the firms and strip them of any prize assets, thereby contributing to economic <i>insecurity</i>, rather than security. (<i>Maclean's</i>, 20 May 2002, p. 65)</p>	
		<p>SAMPLE INDICATORS*</p> <ul style="list-style-type: none"> • Dependence on war economies (e.g., use of black market; reliance on (para) military employment) • # of jobs created in non-military related sectors • Ratio of military expenditure to social expenditures by state • Pre- versus post-conflict export (and investment) levels • Level of economic control by local or national actors for local or national interests 		

(These indicators may or may not apply to specific cases. Quantitative and qualitative indicators should be developed. Communities should have complete latitude to identify indicators that make sense to them and their realities)

AREAS OF POTENTIAL PEACE & CONFLICT IMPACT		EXAMPLES			
		 PEACE IMPACT	 CONFLICT IMPACT		
5	Social Empowerment	<p>A project in Haiti to reconstruct the police force specifically recruited from communities which had suffered rights abuses, because it was felt that they were most sensitive to the need to protect and promote such rights.</p> <p>Mentoring relationships between urban planning professional across inter-group boundaries in Bosnia Herzegovina supported the development not only technical capacities, but inter-group communication and understanding as well.</p>	<p>It is increasingly common to "consult" with communities before launching an initiative (sometimes this is the first and only time of contact). To the extent that these meetings accept and work through the existing social power structure, then they may reinforce social inequities and tensions. For example, authority structures which dis-empower women, or certain social or economic groups.</p>		
		<p>SAMPLE INDICATORS*</p> <table border="1"> <tr> <td> <ul style="list-style-type: none"> • Sense of local ownership over peace processes • Levels of tolerance/ distrust within cultural, social, ethnic, political, religious organizations • Level and type of social interactions between groups • Levels of inter-marriage • Levels of bilingualism (where language is a political issue) • Level of participation by "marginalized" or "dis-empowered" groups (women, the poor, the disenfranchised) </td> <td> <ul style="list-style-type: none"> • # of cross-cutting cultural or social organizations; • Inclusive/ exclusive schooling system • Adult and children's perceptions of other groups/ levels of Stereotyping; Role of the media/ levels of censorship • Levels of trust between groups • Rejection of a gun culture/ militarized culture (glorification military violence) • # of locally-initiated and run peacebuilding initiatives </td> <td> <ul style="list-style-type: none"> • Level of dependence on outside support in conflict resolution and peacebuilding • Number of families dislocated by conflict • Number of families with at least one member who is "missing" • Levels of "trauma" within communities and degree to which it interferes with normal activities. Effectiveness of responses to this trauma. • Suicide rates (who? Where? Why?) </td> </tr> </table>			<ul style="list-style-type: none"> • Sense of local ownership over peace processes • Levels of tolerance/ distrust within cultural, social, ethnic, political, religious organizations • Level and type of social interactions between groups • Levels of inter-marriage • Levels of bilingualism (where language is a political issue) • Level of participation by "marginalized" or "dis-empowered" groups (women, the poor, the disenfranchised)
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