



Peace and Conflict Impact Assessment

Methodical Guidelines

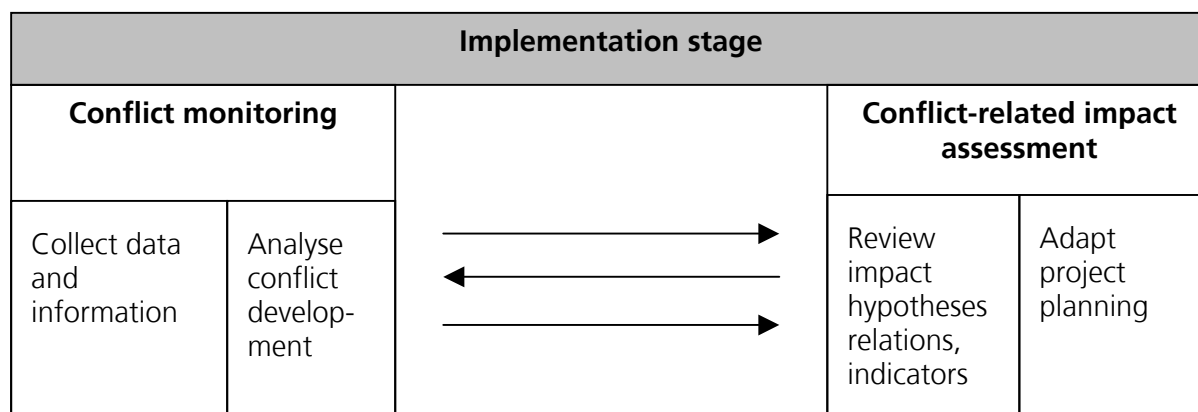
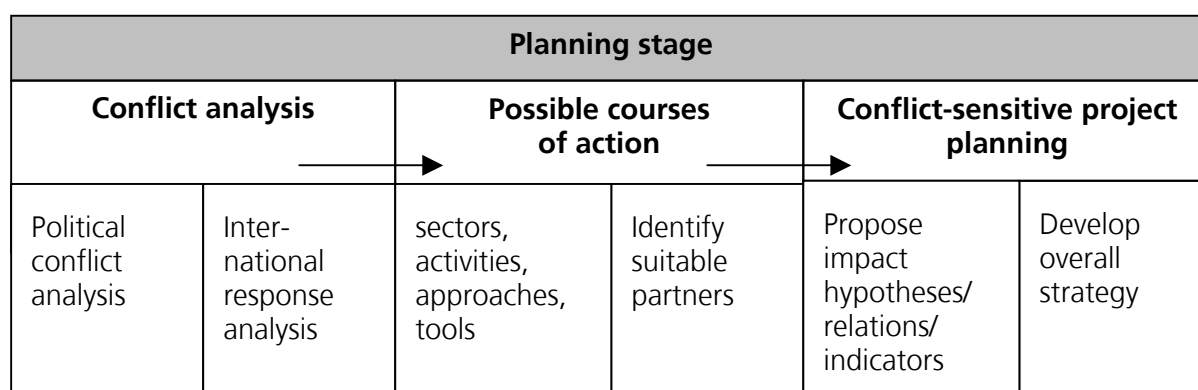
Methodical Guidelines for Peace and Conflict Impact Assessment

I. Objectives and structure of the guidelines	4
II. Essentials	7
III. The individual phases in Peace and Conflict Impact Assessment	9
Phase 1: Socio-political Conflict Analysis	9
Step 1 Preparation and mission clarification.....	9
Step 2 Focusing with the help of a desk study	11
Step 3 Socio-political conflict analysis	15
Step 4 Analysis o the international response.....	18
Step 5 Development of scenarios	20
Step 6 Development of recommendations.....	22
Step 7 Follow-up.....	23
Phase 2: Conflict Sensitive Project Planning	25
Step 1 Preparatory stage	26
Step 2 Defining the impact context	26
Step 3 Proposing impact hypotheses and relations.....	26
Step 4 Deriving impact indicators	27
Phase 3: Conflict Monitoring	29
Step 1. Preparatory stage	29
Step 2 Identifying and obtaining relevant data and information	30
Step 3 Updating the conflict analysis and processing the results	31
Phase 4: Conflict-related Impact Assessment	33
Step 1 Relevance analysis	33
Step 2 Impact analysis.....	33
IV. Summary and prospects	36

I. Objectives and structure of the guidelines

These guidelines offer practical tools for systematic Peace and Conflict Impact Assessment. They are intended to help project leaders involved in international work to

- carry out a conflict analysis in order to ensure the conflict-sensitive orientation of their work,
- systematically incorporate recommendations stemming from the country-related conflict analysis into their project planning,
- monitor changes in the constellation and dynamics of the conflict,
- consider the possible impacts of the project on the conflict and
- draw conclusions for the adaptation of the project planning.



Results:

Conflict analysis

-> Do no harm, entry points defined

Courses of action

-> Strategy proposed

Conflict-sensitive project planning

-> Strategy defined, activities planned

Conflict monitoring

-> Conflict dynamic updated

Impact assessment

-> Recommendations updated

The Friedrich-Ebert-Stiftung (FES) proceeded from the following basic assumptions:

1. Due to its concentration on specific target groups, socio-political cooperation cannot remain neutral. It influences the balance of relations and forces in the political, social and economic domains. This can have both beneficial and adverse consequences for the dynamics of a conflict. Therefore, socio-political cooperation in conflict settings needs to ensure a conflict-sensitive orientation.
2. Impact assessment is the key to **quality management**. Impact here means the result of activities. It always encompasses effects going beyond what was planned and intended and which cannot be separated from the larger social, political, institutional and cultural context. The purpose of impact assessment is to account for the effective and efficient use of the resources deployed, enhance the quality of the project work, understand how impacts relate to each other and thus to contribute to institutional learning.
3. It is important to understand that conflict dynamics are constantly changing, therefore continuous monitoring of a conflict and the way it unfolds is essential to avoid negative developments and to identify/employ approaches with a positive impact. **Conflict monitoring** here means monitoring of the unfolding of the conflict at the macro level. This includes the political context of the conflict as well as its causes and propelling factors. Conflict monitoring requires the collection of relevant information, its evaluation on the basis of a criteria grid tailored to the needs of the project and relating to the strategy and aims of the project.
4. Individual projects have a limited framework of action. Conflicts, by contrast, are complex, multi-dimensional and long drawn-out processes influenced by many and diverse factors. The direct **impact**, i.e. the immediate outcome of an activity, e.g. the training of 20 junior trade union officials or the holding of a conference, is relatively easy to ascertain. Medium and long-term impacts, however, which may well help to change a complex conflict situation, cannot be readily determined or ascertained, but merely rendered plausible. Nonetheless, it is important to be aware in advance of the potential impacts of project activities on the overall context.
5. In addition to monitoring the course of a conflict at the macro level it is imperative to keep an eye on the presumed impact of the project activities on the conflict, i.e. not to lose sight of the micro/project level. This is what is meant in the Methodical Guidelines by **conflict-related impact assessment**. Conflict monitoring and conflict-related impact assessment are always mutually dependent and cannot, therefore, be treated separately.
6. Crucial to all impact monitoring is the development of **qualitative indicators** capable of pinpointing the mutual impact of the unfolding of the conflict and the progress of the project.
7. **Regular** analysis of relevant information with the help of such impact indicators is essential to monitor the development of the project, its potential impact on the conflict and the adaptation of the project strategy in response to the dynamics of the conflict. The frequency of individual conflict monitoring activities is determined by the dynamics of the conflict and can be between three months and a year.
8. It is vital that **project staff** be integrated into the entire process.

Glossary of key terms used in the Guidelines

Conflict	A relationship between two or more interdependent parties where at least one of the parties perceives this relationship as negative and/or identifies and pursues conflicting interests and needs. Each party is convinced that it is in the right. Conflict is a necessary component of social change. The issue is to resolve conflicts in a peaceable and constructive way. - In these guidelines we use a narrower definition of the term 'conflict', and take it to mean a situation of latent or actual violence between groups. These are the conflicts with which development cooperation is increasingly engaged.
Peace	Negative peace - absence of the overt use of force, but with continued structural oppression. Positive peace – connotes human security and structural stability.
Civil Society	Voluntary associations located between the state (e.g. government, political parties) and private forms of organisation (e.g. market, family) in which citizens freely group together according to their own interests (e.g. NGOs, community-based organisations, religious bodies, student groups, cultural associations). Civil societies are far from being homogenous social entities or spheres; they are often shaped by different and sometimes contradictory forces, interests and ideas about society and the common good.
Impact	Impact in this context is understood as the result of activities encompassing intended as well as unintended impacts. It cannot be separated from the larger social, political, institutional and cultural context. Thus, medium and long-term impacts, which may well help to change a complex conflict situation, cannot be readily determined or ascertained, but merely rendered plausible. Impact is not to be equated with output or outcome, which refer to changes in the <u>immediate</u> environment of a project.
Conflict Transformation	A large number of apparently interchangeable terms – such as <i>conflict prevention</i> , <i>conflict or crisis management</i> , <i>conflict resolution</i> and <i>conflict transformation and peace building</i> – have become established in practice. While some terms are based on a phase thinking (such as pre-, mid- and post-conflict phases), others are based on values. The term „Conflict Transformation“ is by now most commonly used as it is the most comprehensive one by covering all activities which influence inter-group conflicts with the aim of promoting sustainable peace and social justice and thus referring to long-term oriented peacebuilding efforts.

How did the guidelines come about?

The guidelines were prepared at the FES Topic Centre for Civil Conflict Management in Islamabad by Armin Hasemann. They build on the experience gained in carrying out conflict analyses¹, conflict-sensitive planning and the introduction of conflict-related impact assessment in FES projects. The part of the guidelines with special reference to conflict analysis is the result of a cooperative effort by the staff of the Friedrich-Ebert-Stiftung and the Gesellschaft für technische Zusammenarbeit (GTZ), namely Katharina Hübner-Schmid who developed them in the course of their work for the inter-institutional Working Group on Development and Peace (FriEnt). The other part of the guidelines builds on the experiences of conflict-sensitive planning and the introduction of conflict-related impact assessment after 2004 in the FES projects in Afghanistan and Pakistan. Members of staff from the FES offices in the countries concerned were involved in the process along with Anja Dargatz, Britta Joerissen, Marei John and Annette Lohmann of the FES Conflict Transformation Team and the short-term expert, Nele Förch. The guidelines draw on theoretical ideas put together by Cornelia Brinkmann on behalf of the FES. Valuable support came in the form of comments made by Beatrix Schmelzle of the Berghof Research Center for Constructive Conflict Management. The guidelines were regularly discussed by organisations active in the field of conflict monitoring and conflict-related impact assessment and benefited from the experience of others FES projects. This learning process is to be continued in the future to ensure the best possible adaptation of the guidelines to the requirements of a political foundation.

What can the guidelines do?

The guidelines provide personnel working abroad with practical tools enabling them to understand the impact, which the project and/or certain groups of activities have on the dynamics of the conflict and vice versa. Hence, a project being carried out in the context of a conflict – regardless of whether its explicit aims are conflict transformation or peace building – can be systematically conducted in a manner sensitive to the conflict. Unintended and negative impacts can thus be anticipated and – if necessary – be reduced to a minimum. The procedure set out in the guidelines, especially the conflict-sensitive planning phase, can be linked to existing quality management tools, such as the preparation of the “Kursbogen” (track sheet), or provide support to that end. Furthermore, the guidelines support the transparency of a project. The guidelines describe a sequence of several phases, each of which needs to be adapted to the local context. The guidelines are a flexible instrument which continuously is updated to include new experiences.

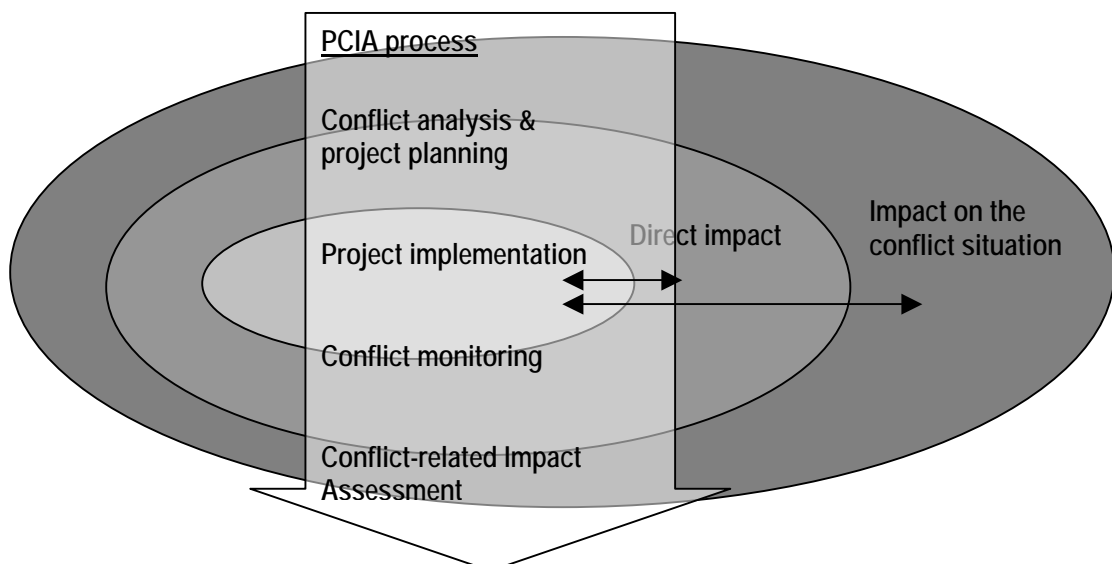
II. Essentials

Peace and Conflict Impact Assessment (PCIA) is a term used to describe the impacts of external activities in the context of a conflict. The Friedrich-Ebert-Stiftung regards conflict analysis, conflict sensitive project planning and implementation, and conflict-related impact assessment as phases of the PCIA concept and process. PCIA is a tool for the sensitive handling of existing or potential escalations of a conflict. In this context, conflict-sensitive means that negative impacts can be reduced to a minimum and that

¹ In the first phase, from 2002 to 2004, eight conflict analyses were conducted in several pilot countries serving as a basis for the formulation of the *Guidelines on Conflict Analysis*. The individual conflict analyses may be found at www.fes.de/conflictprevention.

positive impacts of the project activities are maximized. The PCIA process refers to all the stages of the project management cycle and comprises the following phases.

1. **Conflict Analysis** encompasses an examination of the actors, issues, lines and dynamics of the conflict and the international response to them. It also identifies possible starting points and suitable cooperation partners in sectors in which the Friedrich-Ebert-Stiftung has a comparative advantage.
2. **Conflict Sensitive Project Planning** lays down the overall strategy. It includes the formulation of impact hypotheses and the development of impact relations and indicators. The impact hypothesis formulates the assumption as to the way in which the implementation of a certain group of activities can help to resolve a previously defined problem. The impact relations explain the individual steps in the project strategy and outline the anticipated short, medium and long-term impacts up to the final accomplishment of the objective. Impact indicators are formulated to determine the completion of a step or the progress made in relation to the objective; they also form the basis for continuous impact assessment. This phase also includes the formulation of so-called **unintended impacts**. These are *not per se negative* and have thus to be avoided. Rather, it is the understanding of the Friedrich-Ebert-Stiftung that in the process of (political) transformation conflicts are necessary and need to be carried out in a non-violent manner. Therefore, as part of Conflict Sensitive Project Planning it is important to consider possible unintended impacts and to decide (during the planning as well as during the implementation phase) to what extent they are tolerated. With the help of a planning grid this can be incorporated into the project work in a systematic manner.
3. **Conflict Monitoring** regularly updates the results of the conflict analysis (i.e. the conflict lines, dynamics and actors) and the recommendations flowing from them. It subsequently undertakes a review of the Friedrich-Ebert-Stiftung's comparative advantages and list of priorities to check their relevance to the conflict. In addition, it reflects the impact of the conflict on the project, which may well have consequences for the project area, the range of partners, the deployment of personnel and an updating of security considerations in general.
4. **Conflict-Related Impact Assessment** examines the extent to which the project has achieved a direct and/or indirect impact on the conflict situation. It evaluates the **impact indicators** and helps to reveal unintended impacts.



III. The individual phases in Peace and Conflict Impact Assessment

Phase 1: Socio-political Conflict Analysis

The conflict analysis focuses on the following key questions:

1. What are the main conflict lines? What are the issues at stake?
2. Where does the danger of violent escalation lie? Along what conflict lines will it erupt?
3. What groups of actors will confront each other and what groups of actors will form alliances?
4. What role is played by the international community? And what role is played by international development cooperation (IDC)?
5. What are the probable future scenarios?
6. Where are the openings for the client organisation within the context of the work of other international DC organisations? What should their priorities be? How should they approach them? Who are the main actors they should work with?

Accordingly, the following encompasses seven steps, from mission clarification to the follow-up of a conflict analysis. For an overview over the time sequence of a conflict analysis refer to the Appendix (**Annex 1**).

Besides the generally recommended steps for a conflict analysis depending on the starting point and context, the steps taken and their focus may vary. For example, if conflict analyses which answer the six key questions according to these guidelines already exist it is possible to skip this phase and to start with a strategy discussion and the Conflict Sensitive Project Planning.

Examples: In the conflict analysis for *Colombia* the socio-political conflict analysis in the field phase was reduced and the emphasis placed on the development of scenarios and courses of action, since the conflict was considered to be over-analysed and the relevant elements were widely known and had to be updated. In *Pakistan*, on the other hand, an exhaustive analysis of the socio-political situation and the international response was essential for the development of scenarios.

Step 1: Preparation and mission clarification

Step 1 consists of the preparation and mission clarification of a country-related conflict analysis.

Selection of country

A conflict analysis should be carried out if it is in the interests of the project leader directly concerned and the conflict situation requires it. In the latter case this may mean that an escalation of the conflict is expected or that no useful conflict analyses for the country exist. Experience shows that a successful conflict analysis needs the support of the project leader (as well as staff members to continue the PCIA process later on).

Suitable occasions for deciding to conduct a conflict analysis are:

- impending changes in the project, e.g. replacement of the project leader, a shift in the analytical focus, drastic change in budget, etc.;
- the Friedrich-Ebert-Stiftung plans to start activities in a country in which it is not yet represented.
- drastic change in the socio-political situation

Identification of cooperation partners

Before any conflict analysis is undertaken it must be established whether other organisations have an interest in taking part in it. The advantage of joint conflict analyses is not only a matter of cost sharing but of creating a basis for further coordination and cooperation (see chapter on Follow-up). Before a decision is taken to enter into a cooperation arrangement the following points should be clarified:

- all partners are pursuing the same aim in conducting the analysis;
- all partners are prepared to disclose their strategies and project partners;
- all partners are interested in a common evaluation of the analysis.

Cost sharing as the sole motivation for cooperation hardly justifies the high coordination and internal costs involved.

Example: It is not possible within the framework of a socio-political conflict analysis to evaluate existing project partners and look for new ones at the same time, as this would entail selecting a completely different issue and obtaining a different mandate for the team.

Agreement on the terms of reference

The client(s) must clearly define the aim, key questions and the anticipated practical value of the conflict analysis. This is normally done by formulating the terms of reference (ToRs) which lay down the aim, key questions, analytical focus and time scale of a conflict analysis. Consultants may offer advice for the drafting and fine-tuning of the ToRs.

When drafting the ToRs and selecting the consultants, the following aspects must be taken into account. The ToRs should be cleared and agreed upon between consultants, client organisation(s) and, where applicable, the organisation's existing Conflict Resolution Unit. This is especially important when a conflict analysis is commissioned by several organisations and the need for early mission clarification and coordination is correspondingly greater. The more precise and specific the questions are, the easier it is to chart concrete and practical courses of action. For the client organisation(s) and the consultant team the ToRs are the common frame of reference for the unfolding process and the weighting of individual stages of the analysis in the field. Examples of country-specific terms of reference are to be found in the Appendix (**Annex 4**).

Selection of consultants

The team should be composed of an expatriate country and conflict expert, a local conflict expert, and if possible, a local desk officer / a member of the project staff in order to ensure an early integration of the project staff into the process and the subsequent phases. This combination bundles various competencies, experience,

viewpoints and channels of access to the different socio-political actors. The team of consultants should be perceived by the interviewees as being as independent as possible. It is essential to strike a gender balance, as in certain cultural settings this is the only way to gain access to both male and female interviewees. At least one of the consultants has gender-related experience and is able to ensure gender-sensitivity. To ensure an unrestrained interview atmosphere the size of the team is crucial. The size of the group depends on the interview setting. Sometimes a group of four or five (if necessary including interpreters) is adequate, sometimes in very informal sensitive situations one person is enough. If the group consists of several interviewers it should be decided beforehand who will be the main interviewer.

In general, the experts should meet the following criteria:

1. The **expatriate country expert** should have an excellent knowledge of the country and experience in country-related conflict analyses – ideally for different client organisations. He/she should know the basic types, dimensions and dynamics of the conflict and provide access to important local, national and international actors. As the conflict analysis should be written in a language that can be understood by all members of the team the expert needs to have adequate writing skills in the desired language. The focal areas of the country-related conflict analysis should mainly be determined in consultation with the local expert. Both should be involved in the follow-up to the conflict analysis.
2. The **local expert** must have a profound knowledge of the basic conflict types, dimensions and dynamics in his/her country. At the same time his/her role requires that he/she be able to assess the national context at a critical distance. Persons with a clear allegiance to specific political groupings should be avoided. The local expert should have a general picture of and access to decision-makers and insiders in politics, administration and society, multilateral and bilateral donors and independent media operating in the field, human rights organisations and think tanks. In consultation with the external expert he/she should be able to identify key interviewees and build up confidence. This also requires the respective language skills. The local consultant should ensure that the view from within complements the view from outside. His/her expertise should be used for the follow-up steps of the conflict analysis in the field.

Example: In the conflict analysis for Sudan additional local experts (church representatives, head of a local NGO, etc.) were involved, as one person alone could not arrange access to all relevant groups in the territories visited. These persons were known to the permanent local consultant and temporarily assumed the tasks of confidence-building, arranging interviews for the team, and helping to sort through the statements.

Step 2: Focusing with the help of a desk study

The aim of the desk study is to provide an initial systematic survey of the conflict profile and the role of international actors in the conflict. The desk study is based on an evaluation of existing analyses and supplementary interviews with experts inside and outside the client organisation(s). The evaluation should draw upon the analyses carried out by relevant organisations. It should also be made available in written form to the local consultants before the field mission. They can then use the desk study as a first draft of the country-related conflict analysis, to be continuously supplemented,

amended and given greater depth during the field mission. The conflict analysis (thus including the desk study) should not be written in German but in the respective language of the country or the respective working language. By doing so, the necessary integration of the staff members can be guaranteed from an early point onward. A translation of the final conflict analysis into German may be done. It must also enable the experts to identify relevant sectors and interviewees for the field mission.

Example: The conflict analysis (including the desk study) for Aceh / Indonesia was written in English. This enabled the participation of the local staff members into the discussions and ensured a transparency in the process. The analysis after completion was translated into Bahasa Indonesia and no need for a German version was felt.

The desk study should contain the following **elements**:

1. Structural causes of the conflict(s)
2. Main conflict lines
3. Issues at stake (e.g. territories, share in power, resources)
4. Dimensions and dynamics of the conflict
5. Situational factors (that escalate or de-escalate conflict)
6. Role of the state or structural weaknesses in the political system
7. Level of violence and scale of human rights violations
8. Analysis of the capacity of key actors to escalate the conflict or build peace (armed actors, violent actors, state/civil society actors)
9. Roles and contributions of international actors in conflict transformation

An example of the structure of a desk study and the final conflict analyses is to be found in the Appendix (**Annex 2**). The desk study is to be discussed during an Internal Departure Workshop preparing for the field mission in Germany. In this workshop the expatriate country expert, the responsible desk officer, if possible the project leader of the respective country and a member of the FES Conflict Transformation Team should participate. Furthermore, the objective of the workshop is to clarify methodological questions, to agree on the method of proceeding and the further procedure and to discuss the Terms of Reference which should have been drafted at this point. An example for a programme of such a workshop can be found in the Appendix (**Annex 3**).

Identifying and selecting conflict-related sectors

On the basis of the main lines of conflict ascertained in the desk study the external consultant should map put all the conflict-related sectors. This demarcation provides a frame of reference for a more in-depth analysis of the conflict profile in the field and for the selection of international DC organisations, whose courses of action are analysed in the international response.

On the basis of past experience the following **sectors** are considered to be particularly conflict-related:

Sector	Actors
<p>Politics</p> <p>E.g. federal system, social justice</p>	<ul style="list-style-type: none"> • Government and parliament • Political parties • Federal/local representatives • Industrial relations / trade unions (umbrella organizations, single unions)
<p>Judiciary</p> <p>E.g. extent to which the rule of law prevails, possibility of legal redress Transitional Justice</p>	<ul style="list-style-type: none"> • Judges • Lawyers' associations • Local mediators • Clan chiefs/village elders with jurisdictional powers • Human rights organisations • International organisations active in the field
<p>Security</p> <p>E.g. democratically legitimised control organs of the security sector, general security situation</p>	<ul style="list-style-type: none"> • Military • Security services and police • Human rights organisations • International organisations active in this field • Think tanks working on security issues
<p>Economy</p> <p>E.g. economies based on violence, access to and distribution of resources</p>	<ul style="list-style-type: none"> • Politicians with economic expertise • Economic actors in the state and private sectors • Government: Ministry for Economic Affairs, Ministry for Finances, respective public authorities, members of parliament in relevant committees • (Trade and professional) associations, networks Trade Unions • Chambers of Commerce • Important corporations
<p>Society</p> <p>E.g. commitment to civil society, access to (free) media Role of religion</p>	<ul style="list-style-type: none"> • Civil Society Organisations • (Trade and professional) associations, networks • Trade unions • Journalists and editors • Universities • Churches / Temples / Mosques etc. • Human rights organisations

Identification and selection of interviewees

On the basis of the desk study a preliminary list of promising interviewees is drawn up, which is added to and modified in the course of the conflict analysis in the field. At the same time it must be expected that a key role will be played by such factors as: the impossibility of planning as a result of destroyed or non-existent communication facilities at local level; the size and (in)accessibility of the country; very diverse groups even within provinces; the proliferation and/or apparent anonymity of local actors; the degree of

state control and, of course, the security situation. They determine to a large extent with whom de facto interviews can be held. In many cases this necessitates a more open approach than that implied by the guidelines.

Even under such conditions, though, it ought to be possible to identify local relevant interviewees who meet some of the following criteria:

Levels	Interviewees
National level / possible categories:	<ol style="list-style-type: none"> 1. Balanced mix of representatives of governmental, non-governmental, civil society institutions and organisations. As wide a range of opinions as possible, embracing the various political camps; 2. Taking account of regional and local viewpoints and assessments (town and country) plus a balanced ratio of age groups and genders; 3. In order to ensure a gender-sensitive approach, female interviewees should not only be selected with regard to women's rights issues but also with regard to other relevant political issues. 4. Taking account of conflict-related sectors in the field
International level	<p>Taking account of the international dimension:</p> <ul style="list-style-type: none"> • German and EU embassies/missions; • Key bilateral donors; • Multilateral donors and mechanisms of donor coordination; • Observer missions, peacekeeping forces (where present) • Early warning and risk assessment mechanisms (where in place)
National and international level	<p>Far-sighted policy analysts who have a profound knowledge of the situation in the field, can identify the prospects for establishing the rule of law and civil society as well as the risks involved, and are capable of assessing scenarios.</p>

Focus of the conflict analysis

Of the six key questions posed at the outset the conflict analysis seeks answers to the first four:

1. What are the main conflict lines? What are the issues at stake?
2. Where does the danger of violent escalation lie? Along what conflict lines will it erupt?
3. What groups of actors will confront each other and what groups of actors will form alliances?
4. What role is played by the international community? And what role is played by international development cooperation (IDC)?

It seeks to identify the regions in which violent conflicts are taking place or escalating. It must analyse and identify the underlying causes and issues at stake as well as the trip

wires along the main conflict lines. It should try to identify the escalating and de-escalating factors within each conflict line. It must determine what groups of actors play an important direct or indirect role in maintaining the main conflict lines, and under what circumstances groups of actors may confront one another or form alliances. Not least it must analyse the importance of the international dimension (role of neighbouring states, the EU, the U.S., etc.) and the role of international actors (the UN, international financial institutions, bilateral donors, international non-governmental organisations) in the context of the conflict.

Step 3: Socio-political conflict analysis

The **field phase** begins with the socio-political conflict analysis.

Adaptation of questions to the local context

To begin the field phase, agreement must be reached between the external consultant and the local consultant regarding the subsequent procedure including the clarification of their roles especially for conducting interviews. After this, the two consultants should jointly prepare and conduct a one-day workshop with selected staff. The main topics dealt with at the workshop should be, on the one hand, the aim and key issues and, on the other, the provisional results of the desk study and organisational questions concerning the field phase (**Annex 5**).

Example: For the conflict analysis in Thailand the team decided to mind map of the conflict in order to develop a joint understanding of the structure and dynamic of the conflict, to identify the key actors as well as other internal and external forces (**Annex 12**).

The discussion among the team members conducting the conflict analysis should include an exhaustive exchange of views especially regarding the understanding of certain terms such as “conflict”, “civil society”, “NGOs” or “Good Governance” because of the normative connotation of these terms (or any term the team might feel necessary to discuss). The glossary of relevant terms in these guidelines is intended as an orientation of the author’s understandings of these terms in this context. This should not, however, substitute a discussion among the team at the beginning about their respective understandings.

It is important to draw upon the knowledge and assessments of the local staff in specifying the exact aim; supplementing the provisional results; and identifying possible risks, thus creating the frame of reference for the field interviews. This normally results in adjustments being made to the guiding questions (**Annex 8**), the previously planned schedule, and the list of selected interviewees. A chart supporting the categorization of interviewees can be found in the Appendix (**Annex 6**).

The workshop should also be used to discuss the list of promising interviewees previously developed by the external consultant. Keep in mind to prioritize possible interviewees as time is limited to conduct interviews and to identify “door openers” who can establish contacts to key stakeholders. During the field trip the questionnaire will most likely be revised.

Also, the team conducting a conflict analysis should receive a briefing from the project leader about the work in the country in general as well as specific information regarding project activities relevant for the study. These activities will not be evaluated during the

study, however, this will be helpful information for the team members while conducting interviews.

Conducting interviews in conflict situations

The presentation of the mission must be short, clear (aim and purpose of the mission, roles) and adapted to the interviewees. If the client organisation is not known to the interview partner it is helpful to briefly give an overview over the activities in the respective country.

Often times, local interview partners wonder what they “receive” in return for their time. This stems from experiences with international organisations and an assumed “hidden agenda”. Therefore, it is important to create as much transparency about the intention of the interview as well as the conflict analysis. It has proven to be helpful to underline the importance of local perspectives for conducting a conflict analysis and subsequent recommendations.

The questions and the tenor of the interviews must be geared to the relevant political situation. Post-war situations and authoritarian political systems are often characterized by mistrust, extreme caution, fear, and a high degree of self-censorship. Hence the necessity of seeking “safe locations” and creating a suitable atmosphere is vital for the interview. Furthermore, it is helpful to point out at the beginning that there will be no quotations and that the study does not focus on certain actors or groups but on the conflict. Usually, a list of interviewees is added at the end of the conflict analysis. In case of a highly insecure setting the interview partner may even remain anonymous. In this kind of sensitive setting the questions should as far as possible be indirect. Opening with questions about the subject as a person and his/her job or personal circumstances can be helpful. Profounder statements tend to be possible only in individual interviews and are made easier by a gender-sensitive approach and the use of previous contacts to create a basic minimum of trust. The questions should be formulated in keeping with the realities of the interviewees’ lives (role and position in the political situation) in order to ensure that the information obtained is as concrete as possible. Useful information on the conduct of interviews in conflict situations is to be found in the Appendix (**Annex 7**).

Example: Conflict analyses carried out to date indicate that, realistically, **no more** than 4-5 interviews can be conducted per day. This is **not** to be taken as a **requirement** that has to be fulfilled. Wherever possible, the interviews should be completed by 6 p.m. to give the consultant team enough time for the daily evaluation.

Guiding questions and set of practical questions on conflict analysis

The following guiding questions on the conflict situation have proved to be useful for the development of a toolkit for interviews on the current political situation (examples used in practice are given in italics) (**Annex 8**):

1. In what regions is there a danger of conflicts undergoing violent escalation?
What are the main differences between the existing regional conflicts?
2. What aspects of the current situation generate the most **tensions or sources of dissatisfaction**? What are the **core problems and main conflict lines**?

*Do you see a possibility of the latent conflict turning into a violent one?
Assuming you had the power to change something, what would you do?
What is preventing an improvement in the situation? How can a situation like the one in xy be avoided?*

3. Who are the relevant **groups of actors** in relation to these core problems and main conflict lines? What **aims are they pursuing**?
Is any group more prone to violence than the others? What has happened to the representatives of the old regime? What about the former combatants? What consequences does the conflict have on female combatants?
4. How is the role of **international cooperation** perceived?
*What is your opinion of the international NGOs present in your village?
What are the results of the regular meetings with the INGOs?*
5. **Scenarios for future developments:** What scenarios are conceivable (the period will depend on the context: between six months and five years)? What is seen as having the greatest potential for conflict? Where does the greatest potential for peace lie?
Within the coming 3/5/10 years, how do you see your personal situation/that of the village/region/country changing? What needs to happen to improve it, what could cause further deterioration?
6. What **conflict-regulating agencies and mechanisms** exist at governmental or non-governmental level? What use is made of them? Are they perceived by the public as legitimate and functional for conflict regulation?
If you want to complain in front of a judge – how do you proceed, who is involved? How do you assess the peace agreement?
7. What institutions or organisations at governmental or non-governmental level concern themselves with the **monitoring of human rights** or with **political and civil liberties**? What role do they play in conflict monitoring and conflict transformation?
Where do you get your information from? Are you satisfied with the media you have access to? Do you see a growing pressure on the part of civil society organisations? How do they perform? What are the most important elements of democracy in your opinion?

As it is sometimes difficult to use the phrase “conflict” openly in conflict-ridden countries, the questions may be adapted by using the more general phrase “political situation”.

Evaluation of the interviews

The evaluation of the interviews by the consultant team should take place as far as possible on a daily basis upon conclusion of the interviews and then committed to paper in a structured manner. This facilitates the paperwork for the conflict analysis upon conclusion of the field phase and reduces the time needed for this purpose.

The key questions for the daily evaluation are:

1. *What were the main results?*
2. *What does this mean for the next day's interviews? What aspects must be gone into in greater detail? Will more people have to be interviewed?*
3. *What questions arise for the analysis of the international response?*

A systematic evaluation in the form of a mid-term review should be carried out upon completion of the interviews for the purpose of conflict analysis and possibly *before* the analysis of the international response within the framework of an internal half-day or one-day workshop (**Annex 9 and 10**).

Step 4: Analysis of the international response

The term “international response” refers to the reaction of the actors of the international community to the political situation in the country. The term “actors” refers both to bilateral and multilateral donors and their agencies as being relevant to international development cooperation.

Focus of the analysis of the international response

The analysis of the international response has two aims:

To establish systematically whether the courses of action pursued by the international donors are geared to the main conflict lines and escalation factors and ascertain how they handle them. This is necessary in order to identify starting points for future cooperation efforts, to facilitate joint learning processes and avoid duplication of efforts. It is not a question of evaluating the courses of action taken by international actors, but of assessing whose courses of action are conflict-sensitive or in the process of becoming so. Conflict analyses can also serve to open doors to the international community. They can be used as a springboard for follow-up measures in order to bring together representatives of the relevant organisations to discuss possibilities of complementary and coherent courses of action.

If the conflict analysis is carried out together with other organisations, this may act as a signal not only to the donor community, but also to the national/local actors, influencing their perception of the international donor community.

Without an analysis of the political context no systematic scrutiny and assessment of the courses of action taken by the international community is possible.

Provided the time schedule permits, the representatives of foreign organisations should only be interviewed after the socio-political conflict analysis has been completed. This can be done if they are all concentrated in one place (e.g. the capital). Should this prove impossible for logistical reasons, two sets of questions may be used: one on the political situation and one on the international response, the one to follow the other.

Example: During the conflict analysis for Pakistan as an exception additional interviews on international response were carried out by a member of the staff in the field after the closing evaluation of the field phase in order to clarify still open questions. Only after that had been done was the final report drawn up.

Guiding questions and set of practical questions for the analysis of the international response

Covering the entire international response to a country or region is neither expedient nor feasible. This is a preliminary selection which can be based on regional and/or sectoral criteria is needed.

The following guiding questions on international response have proved to be effective (sample questions used in practice are given in italics):

1. **What:** What conflict lines does the organisation take as its starting point? Where do the interviewees see the priority and why?
Is your work directed towards any particular conflict lines? Which ones and why? What are the escalating factors? What is the current attitude of your organisation to the main conflict party?
2. **Where:** What regions does the organisation operate in? What criteria were applied in selecting these regions?
Where is your regional focus and why?
3. **How:** What instruments are used in approaching the conflict lines (external and internal)?
How did you adapt your programme to the situation? How does your organisation recruit staff? How many men/women, lower castes, different ethnic groups, etc. do you employ?
4. **With whom:** What actors in the conflict situation are you trying to cooperate with and how do you rate your cooperation with them?
Who are the main actors in the conflict? Which of the main stakeholders in the conflict are you in close contact/do you try to cooperate with? With whom (local and international agencies) do you have regular meetings? For what purpose do you meet? What are the results? How are INGOs perceived by the population/political stakeholders?
5. **Verification of scenarios and recommendations:** How is the situation going to develop in future and what conclusions is the organisation drawing for its areas of operation and courses of action?
Imagine the village/region/country in three years' time: what will have changed, what will have stayed the same? What players are important for change (violent or peaceful)? Supposing the client organisation were to implement programme x, what might happen? As their partner, how would you react? What sectors should international cooperation be more active in?

The last question is relevant if hypotheses for scenarios are to be tested during the interview phase. This may be the case if the conflict lines and actors are known and their role have been sufficiently analysed. The interviews may then be used to examine ideas for future action. Only some of the interviewees will be able to intellectually cope with questions regarding scenarios on an ad-hoc basis, thus these interviewees are considered key experts and should be invited to a workshop completing the field phase (cp. 1.5 Development of Scenarios).

Relevance criteria for conflict-related courses of action

The following criteria may be applied when gaining a first impression of courses of action for their conflict-sensitivity:

- Classification according to “working in/on/around conflict”²
- Recognizable relationship of core problems and conflict lines
- Recognizable relationship to relevant (conflict) actors
- Presence of instruments enabling the organisations to register the conflict dynamics and react to them
- Availability of lessons learned for conflict-sensitive work

Evaluation of the interviews

As in the case of the interviews on socio-political conflict analysis, the evaluation of the interviews by the consultant team should take place as far as possible on a daily basis upon conclusion of the interviews and then committed to paper in a structured manner. This facilitates the paperwork for the conflict analysis upon conclusion of the field phase and reduces the time needed for this purpose. The key questions for the daily evaluation are:

1. *What were the main results?*
2. *What does this mean for the next day’s interviews? What aspects must be gone into in greater detail? Will more people have to be interviewed?*
3. *What questions arise for the development of scenarios?*

A systematic evaluation *after* the completion of the interviews for purposes of conflict analysis as well as the analysis of the international response within the framework of an internal half-day or one-day workshop should be carried out among the team. The analysis grid used for the evaluation of the interviews for purposes of conflict analysis should also be used for the evaluation of the interviews focusing on the international response to ensure the connection between the two parts.

Step 5: Development of scenarios

The term “scenarios” is used here to refer to the assessment of future developments. It covers the identification of the greatest potential for future conflict or peace, thus serving long-term strategic development. The period of assessment depends on the country-specific conflict constellation and can vary enormously, from twelve months to ten years. Scenario development is a process to invent and then consider several scenarios of *equally* plausible futures. As the differentiation among “worst” / “best” / “most probable” case scenario is highly normative and thus problematic from an analytical point of view it is explicitly recommended *not* to use these categories in the following step. Rather, it is recommended to build scenarios in a non-hierarchical relationship to each other.

² In his categorization, Goodhand (2001; 2002) outlines three categories of approaches taken by development organizations towards violent conflicts. Goodhand, Jonathan, Tony Vaux and Robert Walker (2002), Conducting Conflict Assessments. Guidance Notes, DfID www.dfid.gov.uk

For the development of scenarios, three different steps are distinguished: *First*, an internal preparation workshop including the team as well as the project leader and selected staff members in order to discuss the findings and to prepare for the *second* step, a workshop including key experts. Previous experience shows that the assessment of future scenarios is one of the hardest tasks in conflict analysis and that only a few national and international interviewees are capable of it. The political analysts mentioned in "Identification and selection of interviewees", who can take a long-term view of national and international developments, are best suited to the purpose. Scenario assessment requires a profound historical and comparative knowledge of countries and social transformation processes. Often there are no more than three or four persons at the national and international level who possess such an ability. In this connection it is important to identify these persons during the interviews on conflict analysis and analysis of the international response. At last, the *third* step comprises the final developing of scenarios by the external consultant when writing the conflict analysis.

Identification of action areas, strategies and relevant groups of actors: Internal Preparation Workshop

For the development of scenarios an internal evaluation of the previous results is necessary as a preparatory step. The aim of this systematic evaluation is to discuss the main conflict lines and the key actors in the conflict and to provide a provisional assessment of the international response. This may act as a basis for developing possible scenarios and making the first tentative recommendations for a future course of action. The consultant team should convert its results from the workshop after the completion of all interviews to visual form on cards or flip charts, systematize them, and hold a one-day workshop to discuss them with the project leader as well as selected staff members. The results of this discussion should be used as a basis for the preparation of an external workshop with a few selected national and international experts. In order to prepare more specifically for the development of scenarios, the expatriate consultant together with the team should determine five selected key factors which are considered most relevant for the political situation. In order to be able to determine these factors a guiding question is to be developed. For example, this could be: "*Which factors influence the conflict in the country the most?*" Factors may include actors (e.g. politicians) as well as sectors (e.g. the Security Sector) or characteristics of the political, social, economical or cultural situation (e.g. corruption). For this, the method of mind mapping might be applied. For the determination of the key factors it is important that the factors are selective and are not overlapping.

Verification of scenarios, action areas, strategies and relevant groups of actors: Workshop with the participation of external experts

The external evaluation fulfils various purposes. On the one hand, it is meant to enable the available systematized results to be assessed by outside experts and subjected to critical verification. On the other hand, the external experts are supposed to develop alternative scenarios from which recommendations can be derived and ultimately adopted. The latter is the most important outcome of the external evaluation and should be the main focus of this workshop. No more than four or five experts identified during the interview phase should be invited to the workshop. If possible they should be persons with controversial opinions, since this is the only way of developing alternative action options. The workshop should also be attended by the project leader and selected local staff.

First, the team is to present its findings from the field phase and its (preliminary) conclusions as discussed during the internal workshop. Second, the expatriate consultant is to propose the five selected key factors which have been determined during the internal preparation workshop. The main focus of this workshop is to discuss these key factors and - if necessary - to make changes, additions etc. Third, it is to be discussed which driving forces affect each of the key factors and are thus able to trigger changes. According to these guidelines, driving forces can be understood as escalating or deescalating factors. Finally, the workshop should also include a description of the current work regarding the key factors presented by the project leader. This is intended to answer the question which factors are (already) taken into account and to help develop the specific recommendations later on.

Finalizing the scenarios

Upon returning to the home country, the expatriate consultant will write the conflict analysis including scenarios and recommendations based upon the field phase. In order to develop several equally plausible scenarios he or she is to analyse the interrelations among the five key factors: "If Factor One changes as follows, what consequences does this have for the other four factors? Which external forces or escalating / deescalating driving forces support or block these changes?" The results of the external workshop provide a basis for the development of recommendations. The guiding questions for this is: "On which factors or driving forces should the client organisation act upon in order to support the desired scenarios or to work against the undesired ones? Which activities would be most suitable in this regard?"

Step 6: Development of recommendations

A basic distinction should be made between political recommendations and specific recommendations for the client organisation.

General recommendations for the political level

Political recommendations (e.g. to the Foreign Ministry, the German Ministry of Economic Cooperation (BMZ), the EU) can indicate the direction in which efforts are to be directed. They consist of suggestions and concrete proposals for political decision-makers associated with the client. On the one hand, the political recommendations confirm the view taken of the actors in the conflict and their future role (scenarios). On the other hand, these recommendations offer a basis for possible negotiations during the follow-up of the conflict analysis (cf. international response). How seriously the political recommendations section is taken will depend on how relevant the role of the international/national community is for the client (see the definition of aims given at the beginning of the analysis).

Recommendations for the client organisation

The specific recommendations for the client's project work should be as concrete and practical as possible so that the project leaders can implement them. The challenge is to derive the recommendations for the project level from the socio-political conflict analysis, which takes place at a more comprehensive and hence more abstract level. The derivation of the recommendations should be transparent and comprehensible to outsiders (why does analysis x lead to a recommendation for measure y?) This will be referred as "impact hypotheses" in Phase 2 (Conflict Sensitive Project Planning).

Criteria for the development of recommended courses of action

The recommendations for the selection of focal areas and measures for socio-political cooperation programmes should be developed on the basis of the following criteria:

- **Relevance for conflict transformation** – what sectors/areas of operation make a decisive contribution to the constructive defusing of regional conflicts?
- **Coherence** with the strategies and programmes of agents of socio-political cooperation and other activities of the donor community – in what areas does the donor organisation have suitable strategies and instruments at its disposal which do not duplicate the efforts of other organisations?
- **A positive impact hypothesis** – in what areas can positive changes be achieved in the foreseeable future (taking account of the significance, acceptance, and the risks involved in possible measures)?
- **(Financial) capacity and methods** as well as **instruments** used by the client organisation

The two criteria “relevance for defusing the conflict” and “coherence in interplay with other actors” are derived from the results of the analysis of the political situation (identification of the conflict-related sectors and actors) and the international response (identification of action areas, possibilities of cooperation). The formulation of impact hypotheses rests on the assumption of the consultant team as to what measure could have a positive (defusing, preventive) impact on the conflict. Taking into account the financial capacity as well as the instruments the client organisation works with will help to develop recommendations which will be likely to be incorporated. For a practical example on how to derive recommendations from the conflict analysis and a grid refer to the Appendix (**Annex 11 and 12**).

In the following steps taken to implement the recommendations it is up to the project leaders and staff to formulate the individual steps that will lead to the hoped-for positive prognosis.

Step 7: Follow-up

The follow-up takes place on two levels: on the one, the recommendations are discussed and possibly adapted to the programme work. On the other, the results of the analysis are discussed at the political level with decision-makers.

At the programme level

The guidelines recommend an approach based on an analysis of the socio-political situation from which recommendations for the client organisation can be derived.

The integration of the recommendations in the internal planning structures is an internal, organisation-specific process. All relevant persons on the implementation side (project leaders and staff) and on the recipient side (partners) must be involved in it so as to raise the degree of shared responsibility and hence ensure the implementation of the changes.

It is not expected that the external consultant will be able to develop recommendations which are precise enough and fit into the programme work without an internal debate and a possible adaptation. It is therefore essential to begin an internal discussion process (e.g. with a workshop) including the project leader, local staff members, the desk officer

at the headquarter and possibly the head of the respective department right away after the conflict analysis is available (possibly as a draft). This is even more important if the planning for the year has already been developed. In this case the recommendations should not be put aside but rather discussed and - if possible – tested during the current implementation cycle.

Example: Experience shows that in the case of projects that have been running for some time plans can be adapted but seldom radically reversed. This may mean that more account is taken of certain target groups; new groups of actors with which there has been no cooperation so far may be deemed to be relevant and included or initially just taken under observation; courses of action may be focused more narrowly than before on conflict lines or escalating factors; a deliberate decision is taken as to whether “conflict” is an explicit aim of the project or is to be treated on a cross-section basis (“mainstreamed”); the cooperation arrangements on conflict analysis that have been entered into with certain international actors are deepened and formalized.

At the political level

Detailed political discussions:

Socio-political conflict analysis, and especially the analysis of the international response, offer an occasion and the material to discuss the facts with political decision-makers. The discussion should primarily be used to suggest necessary changes in the priority areas and in the existing project areas. Depending on the circumstances, it may be held in the project country or in the home country and is directed at representatives of parliament, ministries and think tanks (**Annex 14**).

Executive summary

Decision-makers at ministry level will find it useful to receive a brief executive summary of not more than three to four pages containing the main conclusions from the conflict analysis and the detailed discussion, as it can be used for the political dialogue and talks with bilateral and multilateral donors (**Annex 13**).

Cooperation with other international cooperation organisations

Conflict analysis can be a good vehicle for better and closer cooperation with other organisations in the home country and in the field, so that all can join in taking a conflict-sensitive approach to their chosen areas of action and reinforce their complementary impact. As many organisations are looking out for useful instruments of conflict monitoring and impact assessment, conflict analysis is a good place to start.

Phase 2: Conflict Sensitive Project Planning (CSPP)

The recommendations derived from the conflict analysis are the direct linkage to conflict sensitive project planning (CSPP) as they serve as the basis for the strategic planning. The formulated impact hypotheses and relations as well as impact indicators in this phase then provide a basis for the conflict-related impact assessment in Phase 4 (Conflict-related impact assessment).

Not only in conflict contexts, but especially in such situations, a distinction needs to be made in analytical terms between the outcome of the project at the micro or project level and its impact at the macro level. Every activity is initially linked to an immediate outcome, a *direct impact*, which frequently consists in the communication of certain information or skills. As a rule, these can be adequately determined by quantitative indicators. The next impact level is reached when the target group puts the knowledge or the new skills it has acquired into practice, passes them on to others and behaves accordingly. Finally, these activities are expected to bring about or at least pave the way to medium to long-term changes in the overall social situation, as formulated in the primary goals. The *medium-term impacts* at these two levels can only be registered with the help of qualitative indicators, which take external influences into account and make it possible to determine the share the activities might have had on the changes that occurred. Moreover, it is essential to take *unintended impacts* of activities into consideration.

Conflict Sensitive Project Planning attempts to meet this challenge. CSPP takes place prior to, or in parallel with, the **annual "Kursbogen" (track sheet) planning** and is thus helpful in preparing the "Kursbogen". If the "Kursbogen" planning has already taken place it is possible to conduct the CSPP phase afterwards.

Comparison "Kursbogen" (Track Sheet) and CSPP

Elements of the "Kursbogen"	Elements of CSPP	Comparison
Strategic objective Project target	Relate strategic objective and project targets to the conflict	→ Conflict dimension is included
(Groups of) activities	Project strategy	→ More detailed and systematic
	Impact relations (short, mid and long-term)	→ Time dimension is included
	Assumptions Unintended impacts	→ Risks are included
Indicators	Impact indicators (attitude, behaviour, context)	→ Focus on impact

CSPP comprises the following steps:

1. identification of **impact contexts**;
2. proposing of **impact hypotheses and relations** (including **risks** and **unintended impacts**);
3. development of **impact indicators**

This planning is carried out for every project aim. Thus, a CSPP grid therefore has to be filled in for each of these project aims (**Annex 15 and 16**). Impact relations and indicators, on the other hand, are derived for each group of activities within a project aim. A group of activities incorporates all the activities relating to the same topic. Various groups of activities contribute jointly to the accomplishment of a project aim.

Step 1: Preparatory stage

The PCIA process can only be successful if the project staff involved have understood its usefulness and mastered the tools to be employed. Training courses for local staff at the regional level pave the way for their participation (**Annex 17**). A workshop for all the local staff working with a national office makes their on-site integration easier and enhances their understanding of the sequence of events in the PCIA process and the benefits it can bring. The procedure should be explained in the presence of all those involved. CSPP should then be undertaken by the project leader together with the programme experts and, if necessary, the partners. It is advisable for a brief workshop to be held in advance so that the planning grid to be used can be explained. Close communication should be maintained with the responsible desk officer at headquarters throughout the process.

Step 2: Defining the impact context

This phase involves the definition of the working areas and how they relate to the conflict situation. It outlines the objectives of the activities and their intended contribution to the transformation of the conflict. The formulation of the impact contexts can be based on the recommended courses of action deriving from the conflict analysis, which can be set out in greater detail by integrating the project staff and, where appropriate, the partners into the routine planning discussions. Possible activities are matched against specific problems and project aims are formulated.

Step 3: Proposing impact hypotheses and relations

The proposing of impact hypotheses rests on the assumption that a previously defined problem can be resolved (in part) by the (successful) implementation of a certain sequence of activities. The assumptions on which the link between the strategic objective, the project aim and the activities is based must be duly recorded. How was it possible to proceed from the strategic objective to the project aim and from the project aim to the group of activities? This step, which is needed in every form of strategic planning, is often present in the mind of the those who are planning the project, although sometimes only unconsciously, and so is not put down in writing on the "**Kursbogen**" (**track sheet**). Recording an impact hypothesis in written form in the Conflict Sensitive Project Planning prepares the ground for the formulation of impact relations. Impact relations lend a visual dimension to the short, medium and long-term results and stimulus provided by each individual step and make them verifiable. Answers should be given in the process to three main questions.

- 1. What logical connection is there between the project strategy, i.e. the strategic objectives, the project aims and the group of activities, and its presumed impacts on the conflict situation?*
- 2. Which external factors and dynamics could the strategy promote or obstruct?*
- 3. Where might unintended impacts of the project be anticipated which ought to be monitored and possibly offset?*

Key questions for the formulation of impact hypotheses and relations

1. *How does the strategic objective contribute to the transformation of the conflict situation?*
2. *How does the project aim contribute to achieving the strategic objective?*
3. *How does a group of activities contribute to the project aim?*
4. *Which actors are involved in this process?*
5. *What steps does the strategy incorporate?*
6. *What is the time horizon?*
7. *What enhancing factors can be anticipated and how can they be influenced?*
8. *Which factors may hinder the implementation of activities ("risks")?*
9. *Which unintended impacts may occur after the implementation of activities?*

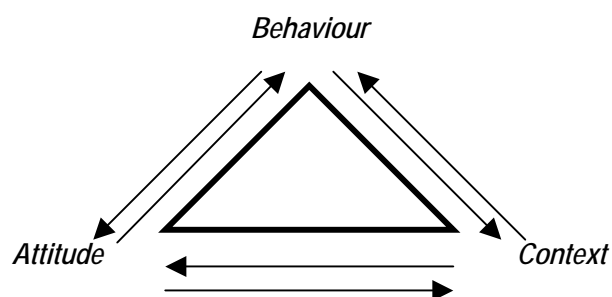
Ideally, impact hypotheses and relations will be developed individually by the project staff involved and then coordinated in joint discussions. This procedure ensures that consideration is given to the entire range of views within the project team. Of crucial significance here is the definition of the time frame on which the determination of the short, medium and long-term impacts is based. This is country-specific and should comply with the logic and time frame of the respective "Kursbogen" (track sheet).

The anticipated impact steps depend on the presence of various external factors or on basic assumptions that form the foundation of the planning. Should these basic assumptions be incorrect, the activities will in all likelihood come to nothing. In the risk and impact assessment, therefore, each step in the impact relations must be compared with the matching **assumptions**. Moreover, each activity influences the social and political dynamics of a conflict situation and may produce impacts that were unintended or not planned at least. A tailor-made analysis tool can be of help in anticipating such **unintended impacts** at various levels and ensuring that due consideration is paid to them at the project planning stage (**Annex 18**) The results of this analysis must likewise be entered in the planning grid (**Annex 15**) and they subsequently play a part in the development of the indicators.

Step 4: Deriving impact indicators

Impact indicators are formulated on the basis of impact relations. They pave the way for the review and specification of the project objectives. They should therefore be capable of monitoring changes. Changes may occur in attitude, behaviour and the political context. All three levels, a) attitude, b) behaviour and c) the political context/situation, are generally mutually dependent. Reference is therefore made to the **AttitudeBehaviourContext** triangle (see diagram below)³. Since experience has shown that it is not possible to define a single indicator encompassing all three areas, it is recommended that indicators be worked out for each individual area of the **AttitudeBehaviourContext** triangle so that changes in all three areas can be recorded (**Annex 18**).

³ John Galtung originally introduced the triangle. It has been adapted by Responding to Conflict (RTC): "Working with Conflict: Skills and Strategies for Action".



Attitude can be reflected in the short to medium term in changed positions on certain issues or changed opinions on certain developments. In the long term, changes take place in standards, traditions and values. Typical key questions when devising such indicators are: What changes ought to have occurred in attitudes, outlooks and positions on certain issues? How can such changes be detected? Do they manifest themselves, for instance, in the language used in speeches by political decision makers or opinion-forming newspapers, television programmes, etc.?

Behaviour, in contrast to attitude, is generally taken to mean a quantitatively measurable form of conduct, e.g. the action and reaction to a certain event at the micro or project level. This includes, for example, the number and composition of the participants in a workshop, the identification and analysis of certain problem areas at a workshop or the formation of new groups, committees or other institutions as the possible outcome of a certain activity.

Context refers to the (socio-)political development/situation of a country, a conflict or a certain environment. In contrast to behaviour, context affects the macro level. Changes here are discernible and measurable, e.g. by means of elections, statistics, the conclusion or preparation of agreements, an escalation or de-escalation of public and/or state violence, or the number, dimensions and thrust of rallies and civil society demonstrations.

To ensure that they supply relevant data the indicators should be **SMART** (**S**pecific, **M**easurable, **A**chievable, **R**elevant, **T**ime-bound).

The greater the changes observed at the macro level, which are not clearly or solely attributable to the project activity, the more difficult it is to develop meaningful impact indicators. Given the complexity of conflict contexts and the diversity of the activities in the social sphere, it is impossible to provide a set of model indicators. On the contrary, the indicators must be reformulated to match the development in the situation.

Key questions for the formulation of impact indicators

1. *To whom or what do the intended changes relate? Of what nature are they?*
2. *What makes it possible to recognise that a change has taken place? How is the attention of the target group drawn to the change?*
3. *To which data and sources of information is there access? What indicators can be measured as a result?*
4. *Which additional data ought to be gathered? What methods and human and material resources are available to this end?*
5. *Can unintended impacts be shown with the help of the data or by using the indicators?*

In devising the indicators, it is essential that there should be close coordination between the project staff and, if necessary, the partners. A suitable way of proceeding would be for the individuals involved to first derive the indicators with the help of the planning grid, which is based on the impact relations, and then to review the results at a team workshop to check their logical consistency, continual relevance and practical viability before they are incorporated in the “**Kursbogen**” (**track sheet**). A suggestion for an adapted “Kursbogen” which incorporates impact hypotheses, relations as well as indicators is included (**Annex 19**).

Phase 3: Conflict Monitoring

During the implementation stage of the project, changes are monitored and documented at two levels. *Conflict-related impact assessment* (cf. Phase 4) tracks the impact of the project activities. *Conflict monitoring* addresses the dynamics of the overall context. It continuously updates the conflict analysis over a previously defined period of time, documents and analyses changes in the conflict situation at regular intervals and reviews the validity of the recommended courses of action, which formed the basis for the conflict-sensitive planning. Conflict monitoring and impact assessment allow conclusions about possible impacts of the project activities at the macro level. What role did the project activities play in altering the constellation of the conflict? As a rule it is unrealistic to attribute such changes directly to the project. However, by comparing the time lines of the conflict with the project it is possible to check whether the project strategy took relevant issues at relevant levels and in relevant regions as its starting point. Or did it concentrate on relevant partners and target groups, i.e. those who were, or are, regularly involved in crucial, positive transformations of the conflict? If certain of these positive changes coincide with a project activity aimed specifically at bringing them about, it can be assumed that the project – along with other factors – made a contribution to these changes.

Answers should be given to the following questions.

1. *How did the constellation of the conflict change over the monitoring period (conflict lines, dynamics and actors)? How did the security situation develop?*
2. *Was progress made in dealing with the main causes and in introducing mechanisms for the non-violent transformation of the conflict?*
3. *What key events and factors characterised the course of the conflict or influenced and changed it?*
4. *Is it possible to establish links between the working areas of the project and these key events?*
5. *What other actors exerted an influence on these key events? What opportunities are there for closer cooperation?*

Step 1: Preparatory stage

Conflict monitoring may either be conducted by the staff and the project leader as the continuous monitoring of the political situation is generally part of the work. For this purpose a monthly internal workshop could be established as a routine. Conflict monitoring may also be commissioned to an independent expert or an independent specialised institution. Conflict monitoring carried out by an expert or organisation from

outside has the advantage of offering an additional external view of things. The findings obtained should subsequently be discussed in the team. Both options have been successfully applied.

Criteria for the selection of partners to perform the conflict monitoring

1. Excellent knowledge of the conflict region
2. Experience in empirical social research (qualitative and quantitative methodologies) and monitoring.
3. Knowledge of the mandate, working method, planning procedures and project history of the commissioning organisation (FES)
4. Project management experience
5. Gender sensitivity: gender balance in team formation for this exercise.
6. Good understanding of local languages.
7. Cultural sensitivity.

The terms of reference of the partner conducting the conflict monitoring (**Annex 20**) include the

- identification of relevant sources of data and information and their availability;
- preparation of criteria tailor-made for the project which enable the incoming data and information to be analysed and filtered;
- acquisition and analysis of the data and information with the help of the criteria grid;

updating of the conflict analysis and a review of the recommended courses of action, covering both the positive aspects, i.e. the de-escalating potential for peace, which needs to be promoted, and the negative aspects, i.e. the escalating potential for violence, which should be avoided.

Step 2: Identifying and obtaining relevant data and information

A definition must first be provided of the **focus, time frame and structures** of the conflict monitoring. The *focus*, i.e. the selection of sectors, levels, regions, etc., is based on the priorities laid down in the conflict analysis. These should be maintained, unless a fundamental change in the constellation of the conflict is apparent from the outset. The *time frame* or the *frequency* of the monitoring depends on the dynamics of the conflict situation and the intensity of the changes. It is recommended that monitoring be performed every six months at least, although in very dynamic conflict situations it may be appropriate to switch to quarterly or monthly intervals. The *structures* include organisations, knowledge carriers, publications, etc., in possession of and offering information that allows deductions to be made about the reasons for the changes in the conflict dynamics. This information should be systematically compiled and structured in terms of its relevance for the project. Special attention should be paid to the type, medium and frequency of the information made available (**Annex 21**). Account should also be taken of local sources of information, including non-written knowledge supplied by women, for instance.

The following questions should be taken into consideration when data and information are being compiled.

Key questions for the compilation of relevant data and information

1. *What data and information are needed when and how often in order to comprehend the changes in the conflict dynamics in areas relevant to the project?*
2. *Where, in what form and at what time is this information available?*
3. *Are there relevant data and information that nobody has so far collected and put on offer? What methods and forms of access are available to acquire such data and information oneself?*

In order to systematically evaluate the many and, in some cases, relatively unspecific data and information that can be anticipated and to exploit them for project management purposes there is also a need for a criteria grid, which can be used to filter out relevant quantitative and qualitative aspects of change. The *quantitative aspect* concerns the intensity of the conflict, which can be ascertained by monitoring a series of conflict criteria (**Annex 22**). This analysis permits conclusions to be drawn about the influences the conflict has on the project. The *qualitative aspect* concerns the documentation and analysis of key events and trends. These are related to activities and the unfolding of the project in order to ascertain whether and to what extent a link can be established. The grid should be agreed with all those involved in the process.

Key questions for the preparation of a criteria grid

1. *What conflict indicators are relevant for the project?*
2. *At what point would a review of the project strategy become necessary, should the conflict escalate?*
3. *As regards sectors, levels, regions and social groups relevant to the project, what were the key events and factors that had a lasting influence on the course of the conflict? What triggered these events and factors and how can they be explained?*

After this pre-structuring process has been completed, the required data and information are collected in the pre-defined intervals. Depending on the type, medium and availability, the emphasis will be on the analysis of the written material (reports, surveys, expert opinions, etc.) or structured interviews with selected knowledge carriers.

Step 3: Updating the conflict analysis and processing the results

The processing of the extracted data and information is determined by the structure of the conflict analysis and is expected to produce two results:

1. an *updating of the conflict profile* (i.e. conflict lines, dynamics and actors) as well as a review and, if necessary, an updating of the recommendations for action it gave rise to;
2. an *evaluation of the relevance of the project to the conflict*. links the conflict monitoring results and impact assessment (including a possible adaptation of the project strategy).

The results of the conflict monitoring with respect to the analysis of the conflict profile and possible changes (cf. Step 1 box) can be processed by an independent expert or institution. However, the comparison of the course taken by the conflict with the progress of the project (cf. Step 2a box) should be discussed at a team workshop. Selected partners can be brought in for this purpose together with national and international organisations, national experts and other knowledge carriers working in

similar fields so as to obtain a broader-based analysis shared by many actors. The recommendations for courses of action (cf. Step 2b box), on the other hand, can be made by the independent expert or institution. The same applies to the report on the method of proceeding (cf. Step 3 box). The necessary short-term adjustments to the project can then be made on the basis of this validation.

Structural elements for the analysis of the conflict monitoring

1. A brief written analysis of the conflict profile in selected areas. Presentation of the positive and negative changes in the period under review and of the reasons for these changes (3 to 4 pages all told). Special consideration should be given to
 - key events (attacks, ceasefires, peace negotiations, elections, etc.);
 - key factors (implementation of relevant reforms, mobilisation of civil society groups and introduction of mechanisms for non-violent conflict transformation, etc.);
 - any exceeding of conflict intensity threshold values that necessitate a review and, where appropriate, an adaptation of the project strategy (project area, partners, personnel, etc.)

The results can also be visualised with the help of a time line, conflict mapping or graphical features.
- 2a. A written comparison between the unfolding of the conflict and the *progress* of the project (1 page) in narrative form and/or with the help of a time line.

A linking of the two time lines enables statements to be made on the *relevance* of the project, which should among other things provide answers to the following questions:

 - *Can a connection be established between the focal aspects of the project and the key factors furthering a non-violent transformation of the conflict?*
 - *Did the project pursue the appropriate strategy at the right time?*
 - *What role is played by the programmes and networks of other organisations?*
- 2b. A written formulation of recommended courses of action (1 page) taking into account both the de-escalating potential for peace, which needs to be encouraged, and the escalating potential for violence, which should be avoided:
 - *Can the recommended courses of action in the conflict analysis be sustained unchanged? Did the project priorities make sense? What adjustments are necessary? What should – and what should not – be continued?*
 - *Is the best use being made of comparative advantages and synergies? Are there project areas that might be better handled by others or in cooperation with other organisations? Why?*
3. A written report on the procedure, the methods employed, the criteria applied, key questions for interviews, etc. and proposals for their specification and/or improvement (1 page, only at the pilot stage).

Excursion: Early Warning – Early Action and PCIA

There is a direct logical connection between the subject of Early Warning - Early Action and Peace and Conflict Impact Assessment (PCIA). In countries where conflict analyses have been carried out and contacts with the relevant actors/organizations exist, a circle ('group of experts/'steering committee') could be set up of those who concern themselves with the (looming) conflict in their country, which would observe the conflict, follow its dynamics, etc. By means of conflict-sensitive project planning and the constant monitoring of the conflict at the political (macro) level and the work being done at the project (micro) level, the client organisation already possesses both the conceptual knowledge and the institutional structure (partners and experts who concern

themselves with the conflict and its transformation, specially organized discussion groups and forums, etc.) to play a supporting role in the field of Early Warning - Early Action and to possibly help close the 'missing link' between early warning and early action.

Phase 4: Conflict-related Impact Assessment

Conflict-related impact assessment takes place in two working steps, in which the necessary data and information on the individual projects and their monitorable impacts are gathered and matched against the results of the conflict monitoring. There is a separate analysis grid for this purpose (**Annex 23**). Conflict-related impact assessment makes it possible to establish

1. whether the programme and/or project aims and strategies are still appropriate to the conflict situation and its handling;
2. whether the monitorable impacts in the immediate context of a project can be meaningfully related to the causes of the monitored changes in the course of the conflict (project impacts at the same level, in the same sector and the same region as well as the causes, concentration on those whose activities bring about positive changes, etc.);
3. whether and how a project contributes to conflict transformation.

Step 1: Relevance analysis

The relevance of the recommendations for action made so far and of the project strategies with respect to the current development of the conflict was examined above in the analysis of the conflict monitoring. Medium and long-term adjustments now need to be made to the project strategy. In the first step, the results of the conflict monitoring (analysis update) and the project planning documents ("Kursbogen" / track sheet, CSPP) can be used to conduct an analysis of the relevance of the projects in relation to the development of the conflict (**Annex 23**). The underlying idea is to determine the validity of the chosen group of activities and thus the project strategy within a possibly rapidly changing conflict setting. The final step of comparing the old results deriving from the conflict analysis with the new results deriving from the monitoring of the conflict and thus possible new recommendations should be discussed at a team workshop. This may lead to new activities, a redesign of current activities and possibly to the selection for different partners for certain activities.

Step 2: Impact analysis

Impact analysis concentrates on the connection between the genuinely monitorable project impacts and the changes in the course of the conflict. It rests on two different sources of data. Direct project impacts are collected by interviewing partner organisations and target groups. The data on the development of the conflict, which are needed for an assessment of the conflict-related project impacts, were obtained during the monitoring of the conflict.

Group discussions, workshops or single interviews with implementing partner organisations and target groups of the projects are suitable for collecting data on project impacts. Attempts are made in the workshops and interviews to identify changes for each group of activities with the help of the **impact indicators** (attitude-behaviour-context) as well as the **impact relations** set forth in the Conflict Sensitive Project Planning (CSPP) (**Annex 23 and 24**).

The frequency of such group discussions and workshops depends on the frequency of the conflict monitoring and must be geared to them time-wise. Programmes which are geographically wide-spread within the respective country have to decide on “sample” regions as well as on “sample” activities in order to generalize the results as an impact analysis covering every activity within a group of activity can not be conducted. For impact analysis interviews conducted according to these guidelines are sufficient to obtain the necessary data.

How to conduct interviews for impact analysis

For conducting impact analysis it is important that the team members leading the group discussions or workshops are familiar with the work of FES, possess a national expertise, a conflict expertise as well as a gender awareness. The team should be composed of female as well as male members as it may be easier for each of them to interview certain groups. It is thus necessary to aim for a mix within the team. On the one hand, local project personnel needs to be integrated into this phase as they were part of the entire PCIA process from the beginning onwards. However, the respective local project officer who is responsible for the group of activities in question during the impact analysis should *not* be conducting interviews due to his or her closeness to the programme. If possible, a local project officer with a specific conflict expertise should be integrated into the process. Furthermore, it has proven to be helpful to integrate a local expert who has the necessary contacts, speaks the local language and can provide for entry points (cp. “Selection of consultants” for conflict analysis). The partner organization relevant for the activities in question should to be informed about the process and will be able to arrange for interviews. Partner organizations are not, however, suited for carrying out the impact analysis.

Also, a FES colleague ideally from a neighbouring country / region who is a member of the “**PCIA Pool of Advisors**” (comprised of FES project leaders around the world who have a competency in conflict transformation with a special focus on implementing Peace and Conflict Impact Assessment) will be conducting the impact analysis. He or she may also support the project during the other phases of the PCIA process.

Selection of interview partners for impact analysis

- Actors from partner organisations and target groups who were involved in FES activities in the period under review.
- Actors have knowledge of the FES, its approach and work in the region.
- Participation in group discussions or workshops is voluntary.
- Include “external” actors who were *not* (directly) involved in the respective activity in order to ensure a variety of perspectives and to cross-check previous information. For example, this could be members of the community where a (group of) activities was carried out. As the results of the impact analysis are solely based on interviews the idea of cross-checking and verifying information by including different interview partners and opinions is especially important.

Before the interviews are conducted the team should have a briefing meeting with the respective local project officer who is responsible for the group of activities in question and the project leader as well as the implementing partner organization. After the conclusion of the interviews, a debriefing session with the same participants is highly recommended. This supports to clarify questions the team might have beforehand and increases the transparency of the process.

With the help of key questions used for the interviews / workshops the team tries to verify the impact relations and impact indicators set forth in the Conflict Sensitive Project Planning (CSPP) (**Annex 23 and 24**). As the target group is not aware of about the strategic intentions formulated during the CSPP phase enough time needs to be planned for the interviews as verifying the impact indicators and relations will require sometimes the use of proxy-questions and is thus more time intensive. Generally, the time frame for impact analysis varies according to different locations where interviews and / or workshops are set up. For the interviews about three to five days are required as a minimum time period.

Apart from these interviews specifically geared at identifying changes for each group of activities experiences and feedback collected directly after an activity was conducted should also be included into the impact analysis.

Key questions for impact assessment

1. *Did the activities bring about changes in their environment and among the target group?*
2. *If that is the case, how can these effects be described?*
3. *To what extent and in what form are changes discernible in attitudes, behaviour and structures in the context of the activities and among the target group?*
4. *What mutual relations and dependencies do these three kinds of impact reveal?*
5. *How would the conflict have developed if the project activities had not been carried out?*
6. *How could the project have exerted a greater positive influence on the development of the conflict?*
7. *What changes were, or are, planned as a result of the group of activities?*

For a list of sample guiding questions used for the impact analysis refer to the Appendix (**Annex 24**).

Example: During the impact analysis in Pakistan some group interviews were not only set up by the partner organization but members of the partner organization also took actively part in the interviews without having been involved in the preparation process e.g. regarding the strategy of the interview. Thus the lead interviewer had to be careful while conducting the interview and needed to cross-check the answers given by the participants during the interview as the partner organization could have been perceived as providing the "right" or expected answers.

As it is the case for conducting interviews for conflict analysis the interviews for impact analysis should be completed by 6 p.m. to give the consultant team enough time for the necessary daily evaluation. This needs to include a discussion on the findings regarding the impact indicators as well as the impact relations proposed during the CSPP phase. Especially within the first year little data will indicate changes in the proposed mid-term and long-term impacts. Therefore it is necessary to understand and implement Peace and Conflict Impact Assessment (in line with the logic and the time frame of the respective "Kursbogen" / track sheet) as a long-term process.

In the impact analysis, the information gathered on the impact of the project is compared with the development of the conflict in order to establish the extent to which the intended impact steps formulated in the impact relations were implemented in the corresponding group of activities. The point of this comparison is to try and draw conclusions extending beyond the immediate project impact with respect to the impact

of the project at the social macro level, i.e. with regard to the change in the constellation of the conflict. Here, too, changes cannot be attributed solely to the project. However, there is a need to establish whether and to what extent the actual change in the conflict situation corresponds with the change anticipated in the impact relations. The aim is to determine the extent to which the objective has been accomplished for each group of activities and to formulate recommendations for ongoing work and the strategic direction. In the case of non-discernible impacts this includes an analysis of the causes. Did external factors impede the impact of what was essentially a relevant approach? Is the lack of any impact attributable to inadequate implementation of the strategy? Were the indicators not suitable for the collecting of the necessary information or did the approach prove to be irrelevant – possibly as a result of the changes in the general conditions?

IV. Summary and prospects

Socio-political work in the context of a conflict must always be seen in interaction with the conflict itself, irrespective of whether the explicit goals of such work are conflict transformation or peace building or goals which are not related to conflict at all. This may lead to potentially negative or at least unintended impacts. These guidelines are designed to give personnel working abroad a practical tool specifically geared to the needs of the Friedrich-Ebert-Stiftung as a political foundation which enables the project work to be conducted in a systematic, conflict-sensitive manner. These guidelines provide instructions for the implementation of the phases of the Peace and Conflict Impact Assessment (PCIA) process. As a result, conclusions can be drawn for the adaptation of the project planning. This makes it clear that the approach is regarded as a process that requires continuous development. The experience gained and the findings obtained will continue to flow into the guidelines. An intensive exchange within the Friedrich-Ebert-Stiftung and above all between the national offices and headquarters is needed to this end.



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