

Peace and Conflict Impact Assessment (PCIA)
Assessment of the impact of political cooperation programs
on the development of conflicts

Ulrich Storck

Table of Contents

	Abstract
I	The political development approach of the Friedrich-Ebert-Stiftung (FES)
II	Deficiency of classic evaluation for political cooperation demands the development of new instruments
III	Political imperative for socio-political approaches on crisis prevention and conflict management
IV	Answering to deficiency and political imperative: Peace and Conflict Impact Assessment (PCIA)
V	The pilot phase: conflict analysis and conflict-sensitive planning
VI	The next phase: implementation, impact monitoring and impact assessment

ABSTRACT

The international development programs of political foundations, pursuing long term goals such as citizen's participation, democracy, pluralism and the rule of law, can only be evaluated to a limited extent using classic instruments based on "hard" indicators as applied in technical cooperation programs. Facing these shortfalls, the Friedrich-Ebert-Stiftung (FES) is continuously engaged in improving approaches of project planning, monitoring and evaluation. With view to the variety of subjects covered by FES-programs, priority was given to an issue oriented approach within a field of high political importance: crisis prevention and conflict management.

Crisis prevention and conflict management have become a main concern of development cooperation. Within this context, political foundations play a specific role, as their programs promoting democratic transition, civil society and good governance contribute towards the establishment of a framework for stability and lasting peace. Targeted influencing of latent or of acute conflict developments demand an efficient use of instruments, which can only be selected and appropriately combined on the basis of a systematic analysis.

To define systematic procedures for analyzing conflicts, as well as conflict-sensitive and conflict-relevant project planning and monitoring, the FES is currently developing a range of instruments for peace and conflict impact assessment (PCIA), which are specifically adapted for the use in socio-political cooperation.

The whole development of procedures for peace and conflict impact assessment of the FES is an ongoing process: it started with researching of information necessary for the planning of political work on conflicts and is intended to constitute a monitoring and assessment/evaluation system during the implementation phase. In a first pilot phase during the year 2002, a set of instruments were developed, adapted and tested for analyzing conflicts – dynamics, structures and relevant stakeholders – as well as the international response – strategies and conflict-targeted projects of international aid agencies – to the conflict situation. The results of the analysis of the conflict and the international response in 3 countries (Macedonia, Uzbekistan and Afghanistan) lead to the development of options for conflict-targeted interventions for political cooperation. The currently beginning next phase aims at implementing these recommendations in conflict-relevant and conflict-sensitive projects in the pilot countries mentioned above. During this implementation phase, suitable instruments for conflict-relevant monitoring are to be developed. After a first phase of implementation during the year 2003, the assessment of impact of the projects on the conflict development is planned.

This paper intends to give an overview of the procedures and instruments for conflict analysis in the context of political cooperation, as well as first experiences on how the results of the analysis are integrated in a conflict-sensitive project planning process. Furthermore, a number of considerations, which should be taken into account when elaborating instruments for a conflict impact monitoring during the implementation of the projects, are outlined.

I THE POLITICAL DEVELOPMENT APPROACH OF THE FRIEDRICH-EBERT-STIFTUNG (FES)

The German political Foundations are private non-profit organizations. Their programs are a response to German public interest, their international work is a socio-political complement to the German foreign and development policy. The political foundations are fully distinct from the German political parties and pursue their activities autonomously. It is - approved by the German Federal Supreme Court – legitimate for the foundations to commit their work to the ideas and basic values of their respective political parties. For their status it is essential to be held publicly accountable for their activities and the use of public funds. The main objectives of their international programs are the establishment of democratic and market-economic structures as well as the rule of law, the improvement of human rights conditions, the strengthening of civic engagement and the promotion of social justice. Other subjects include gender issues, as well as crisis prevention and conflict management, a topic which became a central focus of international development policy during the last years.

For the better understanding of the system of quality management and evaluation of the Friedrich-Ebert-Stiftung - which shall be detailed in the following chapter - it has to be pointed out, that the development of democracy is based on committed, long-term cooperation with local political partners. The creation of political confidence with partners is therefore a characteristic of the work of FES. Partners of the FES are typically politically oriented groups and institutions of the civil society such as political parties, trade unions, foundations, associations, women and human rights organizations and media, but also governmental institutions in need of reforms. For measuring results and impact of FES-programs, the partner orientation is determining: in this perspective development is closely linked to the partner's performance, and therefore, the object of evaluation is in fact *their* political activity. The impact of socio-political programs – understood as interventions in development processes of societies – depends on a broad variety of factors within the society, mostly beyond the control of the cooperation program. It is therefore difficult to separate the influence of the cooperation program from the own development of the society.

II DEFICIENCY OF CLASSIC EVALUATION FOR POLITICAL COOPERATION DEMANDS THE DEVELOPMENT OF NEW INSTRUMENTS

The control of quality, efficiency and impact of aid programs and organizations within the German international cooperation is increasingly publicly debated, especially in the light of declining public funds. Transparency in this context is an objective of *all* organizations working in this sector.

The Friedrich-Ebert-Stiftung already uses a set of instruments, which it constantly aims at improving, within its **quality management system**, in order to plan, control and evaluate its programs:

- the external framework is set by the standards for cooperation of the German Ministry of Economic Cooperation and Development (BMZ): the FES develops medium term project proposals, defining overall objectives and core issues of programs. Every year, a detailed planning is elaborated, using a planning method derived from the Logical Framework, which contains project objectives, indicators, activities and budgets. On this basis, annual progress reports, which also contain information on the political development in the partner country are presented to the ministry (and a to broader, political interested public). At the end of a project, a final report about the use of the funds is produced.

- the funding governmental institutions demand regular external evaluations of the FES-programs by independent experts, by the ministry (BMZ) or the FES itself. These evaluations are elaborated by country, by project or by subject.
- the internal quality management – coordinated by a specific department within the FES head office - includes the elaboration of long-term country concepts as a framework for project planning and the improvement of internal competences for key subjects relevant for all FES-programs. An important field of activity is the regular training of staff in quality management instruments, as well as the continuous development of new methods and instruments. An essential issue concerning new instruments like the one presented here, is its integration into the already existing quality management, as well as into the planning and controlling process of the FES.

However, the long term goals of the work of political foundations, such as citizens participation, democracy, pluralism and the rule of law, can hardly be covered by the classic evaluation on the base of “hard” indicators as used in technical cooperation programs. A particular difficulty is a comparative analysis due to the lack of comparable data indicating the political development *without* intervention. Furthermore, there are no commonly accepted indicators for measuring the development of democracy.

For these reasons, the classic evaluations of programs of political foundations mentioned above are often a single case view: the divergence of political situations and their occurrence seldom allow a comparative analysis. In the lack of “hard criteria”, evaluations often do not go beyond a plausible comparison between the scientific expert knowledge of the evaluator and the possible impact of the FES- programs on political development in the respective country.

Facing these shortfalls, the FES is therefore engaged in improving more systematic approaches of project planning, monitoring and evaluation. With view to the variety of subjects covered by FES-programs, priority was given to an issue oriented approach within a field of high political importance: crisis prevention and conflict management.

III POLITICAL IMPERATIVE FOR SOCIO-POLITICAL APPROACHES ON CRISIS PREVENTION AND CONFLICT MANAGEMENT

The level of inequality within and between countries and regions of the world has risen in the last two decades. Globalization has polarized the world, producing winners and losers. At the same time, an ongoing lack of order has emerged in many regions of the world. In the course of the so-called “low intensity conflicts”, from Colombia to Afghanistan, from Bosnia to Somalia, many states have increasingly become shadows of their former selves and created conflict economies, whilst rival parties in civil wars have bypassed the state and networked themselves directly with the global markets.

Crisis prevention and conflict management have become a priority of development cooperation (or rather of the foreign policies of the industrial countries in general). The necessity to intervene in conflict situations is based on the perception of the dangers to international order which derive from failed states and low intensity conflicts. Against this background, the significance of crisis prevention has grown substantially.

Promoting democracy in the context of conflict

Within the context of crisis prevention and conflict management, political foundations play a specific role, as their programs to promote democratic transition, civil society and good

governance can contribute towards the establishment of a framework for stability and lasting peace. The FES operates in many countries affected by growing domestic tension or latent and acute conflicts. For this reason, the field of crisis prevention and civil conflict management is becoming an increasingly important aspect of the foundations' political cooperation: alongside the long-term objectives of stability in social development programs, an increasing number of projects with an explicit conflict-sensitive perspective are being carried out in the relevant countries.

The international work of political foundations is rooted in the conviction and experience that the development of democratic structures leads to stability and peace. For this reason, the cooperation with democratic forces in each country is given preference, in order to promote pluralism and participation, which form a precondition for a differentiated social development. In view of the large number of states which are increasingly unable to function and of the parallel power structures which often feed on "low intensity conflicts", it is necessary to seek an adequate approach to socio-political work in such an environment.

In this context, the FES faces the question of applying the appropriate instruments, but primarily with choosing the relevant cooperation partners. In a country of cooperation with latent or even acute conflict developments, it cannot be sufficient to only relate to the partner organizations with which the Foundation traditionally has close links. Rather, the conflict-relevance and the conflict-sensitivity of the various players must be borne explicitly in mind in the strategy underlying the Foundation's work. The prevention and management of conflicts should become a priority aim of the strategy, and when partners are selected, their potential for conflict or their peace agenda must be analyzed and taken into account. Therefore the FES requires a specific instrument to systematically embrace latent or current conflict developments. The instrument should assess these developments, as well as identify possible fields of activities in this environment, and serve as a basis for the strategic planning, monitoring and evaluation of conflict-relevant lines of work.

Targeted influencing of latent or of acute conflict developments demand an efficient use of instruments, which can only be selected and appropriately combined on the basis of a systematic analysis. Furthermore, the active and passive role of potential partners in the conflict must also be analyzed and taken into consideration, as well as how they are perceived by other groups and players in society. However, there is so far little empirical knowledge about the effectiveness of certain instruments in different conflict phases and different conflict situations. This is ultimately due to the difficulty in ascertaining gradual shifts in what tend to be long-term social changes and in relating these to short-term and medium-term projects.

IV ANSWERING TO DEFICIENCY AND POLITICAL IMPERATIVE: PEACE AND CONFLICT IMPACT ASSESSMENT (PCIA)

Developing instruments

To define systematic approaches for planning, monitoring and evaluation of targeted programs in conflict environments, the Friedrich-Ebert-Stiftung is engaged in developing a range of instruments for peace and conflict impact assessment (PCIA), which are specifically adapted for the use in socio-political cooperation.

The peace and conflict impact assessment as a new instrument in the context of political cooperation promises the following advantages:

- Focusing - within the variety of subjects covered by socio-political programs - on *one* specific issue (issue oriented approach): conflict-sensitive and conflict-relevant planning, monitoring and evaluation
- Constituting a comparative analysis with a structured set of procedures and criteria

- Making conflict-sensitive and conflict-relevant programs objective oriented, based on transparent criteria, comparable, and therefore easier to evaluate
- Ability to be integrated in the already used planning and controlling process of FES
- Meeting funding ministries evaluation criteria, due to the joint elaboration of the instrument by FES, the ministry and other German development agencies
- Combining outside and inside view: the assessment teams merge the knowledge of external, independent experts and persons with working experience in political programs. A creative debate of perceptions is already foreseen during the assessment to check practical validity and to facilitate implementation afterwards
- Transferability of the instruments, procedures and results, to also be used by other institutions.

Within the field of peace and conflict impact assessment, a range of research and developments have already been undertaken, mostly elaborating and testing procedures for the analysis of conflicts. Considering already existing approaches and experiences, the FES is searching suitable instruments and procedures specifically for the context of political cooperation. The whole development of procedures for peace and conflict impact assessment of the FES is an ongoing process: it started with researching of information necessary for the planning of political work on conflicts and is intended to constitute a monitoring and assessment/ evaluation system during the implementation phase. In a first pilot phase during the year 2002, a set of instruments were developed and tested for analyzing conflicts – dynamics, structures and relevant actors – as well as the international response – strategies and targeted projects – to the conflict situation (described in Chapter V). The results of the analysis of the conflict and the international response in 3 countries (Macedonia, Uzbekistan and Afghanistan) lead to the development of options for conflict-targeted interventions for political cooperation. The currently beginning next phase aims at implementing these recommendations in conflict-relevant and conflict-sensitive projects in the pilot countries mentioned above. During this implementation phase, suitable instruments for conflict-relevant monitoring are to be developed (considerations for the next phase are described in chapter VI). After a first phase of implementation, the assessment of impact of the projects on the conflict development is planned.

Meeting the interest of other development organizations

The lack of systematic and specific assessment instruments in conflict situations and the need of conflict-relevant and conflict-sensitive planning, monitoring and evaluation does not affect the FES alone. The political imperative for intensifying work in crisis prevention and conflict management incited the German government to establish a Working Group Development and Peace (FriEnt). It has been set up as a joint project of seven governmental and non-governmental organizations, working on development policy and peace promotion. FriEnt is an innovative set-up: for the first time, the Federal Ministry for Economic Cooperation and Development (BMZ) is involved in a joint working context together with organizers of technical cooperation, church-based development services, the Friedrich-Ebert-Stiftung as representative of all political foundations, and umbrella organizations of non-governmental organizations and academic establishments focused on peace policy. The objectives are to link research and practical work, and to systematically process and exchange expertise and experience on crisis prevention and peace promotion. The comparative advantages and strengths of the various organizations should be combined as to achieve a greater coherence and effectiveness as a result of improved coordination.

The FES developed the PCIA process in close cooperation with this working group right from the beginning: members of FriEnt were involved in the development of the instruments and the country studies. Through this cooperation, the experience and expertise of other development agencies, such as the German agency for technical cooperation (GTZ), was

included in the pilot phase of the project. It is intended to make the PCIA procedures available for a range of other development institutions, in order to test and implement them (e.g., the GTZ is using these PCIA procedures in Senegal already this year).

V THE PILOT PHASE: CONFLICT ANALYSIS AND CONFLICT-SENSITIVE PLANNING

During the pilot phase in 2002, the following **objectives** were pursued:

- Development of instruments: on the basis of existing general approaches, a manual for the impact assessment particularly of political cooperation programs should be developed. The existing approaches will be focused on the relevant sectors and subjects of intervention of political cooperation. The - developed and tested - manual will be used later in the practical work of political foundations in other regions.
- Identification and planning of conflict-sensitive cooperation programs: in countries with latent or critical conflict developments, these should be systematically considered in the planning and managing of projects. Possible fields of activity in the context of conflict prevention & management for political foundations should be identified. Unexpected negative impact of cooperation programs on conflict developments should be avoided.

In order to contribute to these objectives, the FES carried out the following **activities** in the pilot phase:

- developing the instruments for a political conflict analysis (conflict structures, stakeholders and dynamics), and for the analysis of the international response to conflict developments (strategies, focused programs, portfolio of conflict-sensitive activities) as a basis for conflict-relevant and conflict-sensitive planning of political cooperation programs
- conducting 3 country studies in regions with latent, critical and post-conflict developments (Macedonia, Uzbekistan and Afghanistan)

As **results** of the pilot phase, the following documents were developed:

- manual of guidelines:
 - documentation of developed and tested procedures and instruments
 - practical guidance for conducting conflict analyses in other countries or regions
- country studies:
 - description of scenarios for the future development of the conflict
 - identification of structures and stakeholders with peace- or conflict-agendas, as well as the identification of local partners for international political cooperation programs
 - identification of possible conflict-relevant options for intervention and development of strategies and recommendations for future programs of political foundations
 - assessment of possible transfer of "lessons learnt" from ongoing programs to the planning of new programs in other regions in conflict situations.

Procedures and instruments for conflict analysis

As stated above, the procedures and instruments developed and tested during the pilot phase were summarized in a manual of guidelines, whose core features are topic of the following pages. The developed guidelines are an instruction how to elaborate a conflict analysis which serves as an analytical basis for systematic and conflict-sensitive planning and targeting of political cooperation programs in conflict environments. The guidelines describe the necessary steps in two parts:

- a *political conflict analysis*, and
- an *analysis of the international response* to the conflict, elaborated during a preparatory desk study and a field mission of an expert group.

The PCIA approach, especially the relevant criteria applied in the analysis of international donors' programs, are built on the following **basic assumptions**:

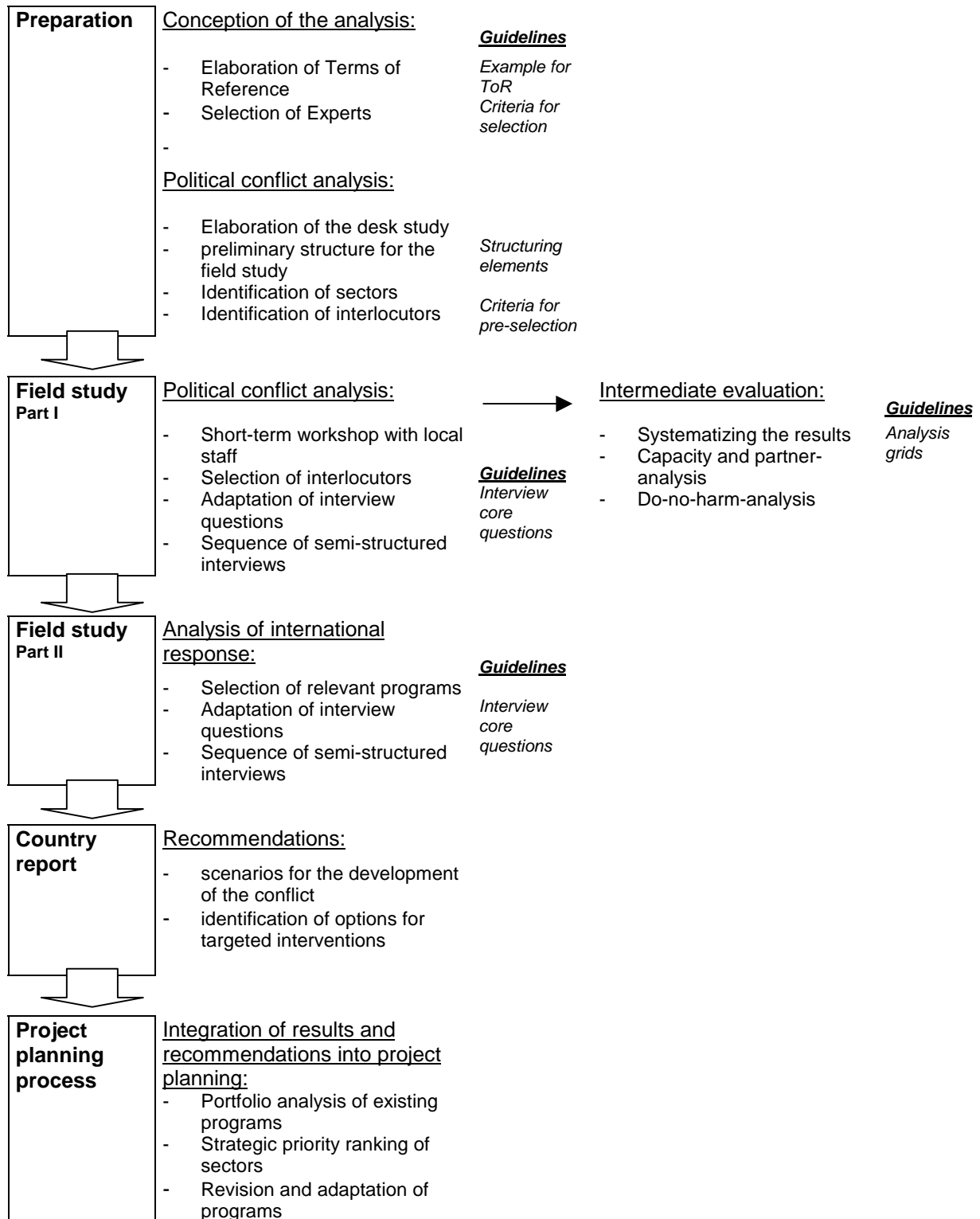
1. The peace development process involves all the relevant stakeholders and key actors, on all levels of society. It aims at the reinforcement of mechanisms and structures of non-violent transformation of conflicts within the societal and public-administrative field.
2. International cooperation may contribute to conflict prevention and to peace-building by
 - a. developing strategic approaches which aim at transforming structural sources of conflict *and* urgent core problems
 - b. supporting the peace building potential of local key actors and structures
3. Due to its focus on certain target groups, socio-political cooperation cannot be neutral. It has an impact on the balance of relations and powers within the political, social and economic sphere. This, however, may have a positive as well as a negative impact on the dynamics of conflict.

Conflict analysis und options for intervention are the basis for *conflict-sensitive planning*. The designing of cooperation projects in crisis countries in a conflict-sensitive manner, demands the response to a set of **key questions**:

1. Which are the relevant sectors for identifying options for conflict-targeted intervention?
2. Who are relevant stakeholders and potential partners in these sectors?
3. Which instruments have to be applied when, and on which level within these sectors?
4. Which of these instruments should the respective organization adopt, based on its comparative advantages and in coordination with other implementing agencies, and as a part of a coherent strategy?

Elements and steps of the analysis

The following chart gives an overview of the different steps of the conflict analysis - political conflict analysis, intermediate evaluation and analysis of international response – as well as the project planning as the result of this phase. The mayor steps will be detailed in the following paragraphs. In addition, the chart points out which elements are further described in the manual of guidelines:



Political Conflict Analysis

The conflict analysis seeks to answer the first two key-questions: relevant sectors as well as stakeholders and potential partners. The political conflict analysis comprises the elements presented here after. The selection of elements should not to be considered as a fixed scheme, as the use of different elements has to be adjusted according to the contextual framework.

- a) *Analysis of sources and dynamics of conflict:*
Objective: Description of the principal conflict-lines, conflict-sources and conflict-trends
Role within the analysis procedure: Basis for the definition of conflict-relevant sectors for possible intervention of socio-political projects
Expected result: Presentation of the core problems and differentiation between structural (long-term) and urgent problems, escalating factors and conflict symptoms
- b) *Analysis of stakeholders:*
Objective: Identification of key-actors, their agenda, influence and interests
Role within the analysis procedure: Basis for the identification of potential partners and “critical” actors to be considered with respect to the project work in the selected sectors
Expected result: Assignment of key-actors to the core-problems identified and description of their capabilities to exert influence on the conflict development (peace-building or escalating potential)
- c) *Analysis of Capacities and Partners; and d) Do-no-harm-Analysis:*
Objective: Identification of potential and indispensable partners
Role within the analysis procedure: Basis for the determination of donor organization’s potential for intervention in the conflict surroundings
Expected result: Identification of those key actors who are suitable partners – in conflict-relevant sectors and on the different levels (categorized by core problems) - and reference to “critical” actors whose agenda has to be kept in mind.

Intermediate evaluation

The result of the intermediate evaluation should be:

- an extract of conflict-triggering or conflict-aggravating problems assessed as having priority and which are to be dealt with by the donor organization; it comprises
- references to the sectors and levels presenting starting-points and institutions already active within these; it states
- key actors who are to be considered within the planning process of the project as they represent potential partners or potential sources of friction

Analysis of international response

This step aims at analyzing how international actors – international organizations, embassies, donors, NGOs – respond to the conflict in the framework of their programs. This includes the analysis of the program portfolio and strategies of organizations working in above identified sectors, as well as conflict-relevant projects and instruments employed. On this basis the “window of opportunity” for the respective organization (here FES) as well as the generic contribution of its socio-political programs should be defined. The analysis of international response comprises the following elements:

- a) *Analysis of conflict-relevance; and b) analysis of strategies:*
Objective: Identification of conflict-relevant, targeted strategies and projects
Role within the analysis procedure: Basis for the investigation of case studies
Expected result: Mapping of relevant projects per sector according to levels and regions, which allows conclusions about niches and potential cooperation partners in the context of a comprehensive approach
- c) *Analysis of case studies:*
Objective: Establishing impact hypotheses concerning instruments and approaches
Role within the analysis procedure: Basis for the elaboration of indicators and establishment of a system for impact monitoring
Expected result: Reference to instruments used in projects which can be generalized, classified by sectors and levels, proven effective in the described phase of conflict

Conflict-sensitive planning

The strategic planning in conflict environment needs a basis for the selection of priority sectors of intervention. In this respect, the program's strategy should focus on specific core issues, where political cooperation is likely to have an impact on conflict dynamics. The results of the political conflict analysis and the analysis of international response described above are the basis for this planning process:

- sectors are identified, where the intervention by political cooperation programs has a potential to influence the conflict development
- possible partners for political cooperation programs are identified, their possible influence on the conflict development as well as their motivation and interest for cooperation
- "windows of opportunities" and niches are identified within the international program portfolio related to the conflict development, where political organizations as the FES might dispose of comparative advantages related to a coherent strategy with other international development actors
- recommendations for interventions are drafted on the basis of these results.

With the same instruments used in the analysis of international response, the program portfolio of the FES is analyzed and compared to the options for interventions. The analysis - using the criteria of conflict-relevance, coherence with other organizations and a positive impact hypothesis - leads to the selection of priority sectors and issues, as well as to suitable and appropriate partners. For the planning process this suggests, that:

1. projects in sectors with low or no relevance for the conflict development or already covered by other organizations should be sized down or ended
2. projects in conflict-relevant sectors, but with no explicit intention to exert influence on the dynamics of conflict should be pursued, but re-focused
3. in conflict-relevant sectors with identified options for a conflict-targeted intervention, new projects should be planned on the basis of the recommendations drafted in the analysis.

Example: in the case of Macedonia, the country study had the following influence on the planning for the FES:

Ad 1.: there was no added value expected in the sector of media cooperation: in spite of its conflict-relevance, the coherence criteria is not fulfilled as many other specialized organizations are already active in this sector

Ad 2.: local self government is a sector where the FES is already working, nevertheless a re-focusing on specific conflict-relevant issues (stated in the peace agreement) is necessary

Ad 3.: given the lack of a local early-warning-system and local conflict management capacities, a recommendation for intervention was drafted in the country study. This issue is so far not covered by international cooperation, and political foundations do have a comparative advantage (e.g. their partner network) in this sector.

The planning based on the conflict assessment in the countries analyzed in the pilot phase – Macedonia, Uzbekistan, Afghanistan – is a test case for the FES. After ranking the strategic sectors and issues according to their priority, conflict-sensitive planning includes their integration into the logical framework for the FES-projects:

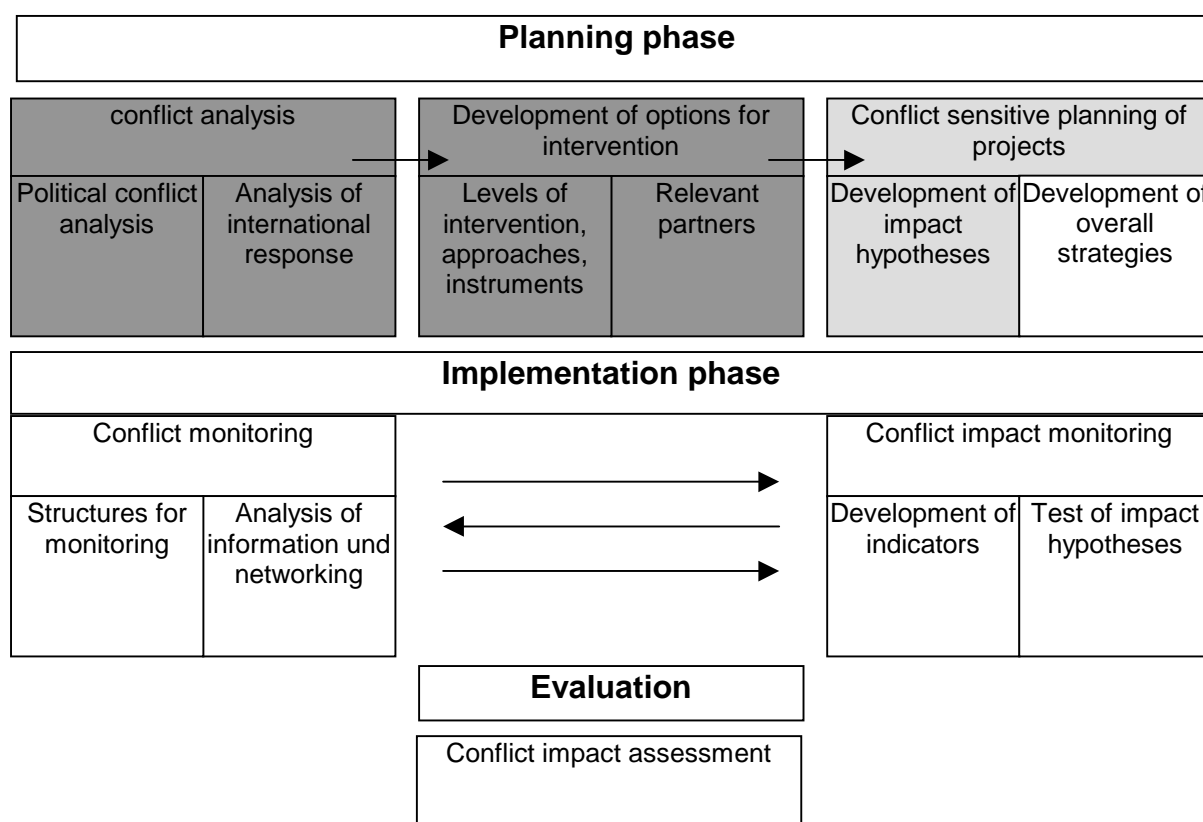
- project objectives targeting the priority issues have to be defined
- the selection of partners and activities have to be adapted to the recommendations of the analysis
- unintended negative impact on the conflict and "critical" actors have to be considered
- conflict relevant indicators for monitoring and evaluation have to be elaborated.

The evaluation of these programs – and therefore also the relevance of the conflict analysis which constitutes their basis – can only be done after a first phase of implementation during the year 2003.

VI THE NEXT PHASE: IMPLEMENTATION, IMPACT MONITORING AND IMPACT ASSESSMENT

Conflict analysis and planning of conflict-sensitive programs are the first steps in the process of working on conflicts. In the following chart, the already carried out elements of the process are marked in dark grey, whilst the light grey areas display the currently ongoing planning process. For the next phase, which is the implementation phase (white color in the chart), instruments will be developed for the conduction of a conflict impact assessment, as a tool for evaluation.

Elements of the conflict impact assessment process



Conflict-relevant impact monitoring

Impact monitoring is an important issue for all development projects, however, in the context of conflicts the elaboration of an effective monitoring system is of specific significance. On the one hand, it is very important to continuously monitor the dynamics of conflict and its consequences in the sense of an early warning system, but as well regarding its influence to the project. Conflict monitoring is not only essential for the progress of the project, but also constitutes a basis for other decisions to be taken in a conflict environment, such as security of staff and strategic/ political decisions. On the other hand, it is of equal importance to monitor the impact of the project on the dynamics of the conflict. Conflicts are very sensitive situations with escalation potential where interventions can not only cause indented, but as

well unintended conflict-aggravating consequences. Furthermore, in a phase of refocusing a project strategy and changing issues, partners and methods it is vital to dispose of a system which enables to gather information of its relevance, effectiveness and efficiency in order to analyze the new strategic direction.

The conflict impact monitoring is - like the conflict analysis - a new field of activity for the FES, so the development of suitable instruments is in progress. Some of the instruments elaborated in the first pilot phase are also useful for the development of a monitoring system in the implementation phase, e.g.:

- scenarios about the possible/ likely conflict development drafted during the conflict analysis can be used as a basis for regular updating of information on conflict dynamics. Indicators for conflict monitoring can be elaborated on this basis.
- impact hypotheses concerning instruments and methods of cooperation projects drafted during the international response analysis can be used to elaborate indicators for the impact monitoring of the project.

Some of the core problems in the development of the conflict impact monitoring system are the elaboration of indicators, the perspective of monitoring and the identification of adequate institutions to carry out the monitoring:

a) Qualitative and quantitative indicators and “sensors” have to be developed and tested:

- indicators and “sensors” for monitoring the dynamics of conflict
- indicators and “sensors” for monitoring the project progress and its adaptation to the dynamics of conflict
- indicators to measure the mutual influence of the dynamics of conflict and the project progress

NB: “Sensors” in this context should be understood as either structures (institutions, organizations) or processes (systematic opinion polls, surveys of conflict-relevant issues), which can be combined to constitute a significant monitoring system.

b) Different perspectives have to be considered:

- *macro level*: continuous analysis of the dynamics of conflict and its comparison to the fields of activity of the project (relevance of the projects objectives). Procedures include regular updating of the conflict analysis as well as the use of qualitative and quantitative indicators.
- *project level*: appraisal of the project objectives’ contribution to conflict transformation, as well as project progress in relation to these objectives. This should lead to the repeated review of the project’s strategies. Procedures include using indicators on project objective level in order to appraise the relevance of recommendations elaborated in the conflict analysis, and also include the definition of proxy-indicators to verify the impact hypotheses on the level of project activities.
- *beneficiary level*: taking into account their perception of the impact of the project on the existing conflict situation in their surroundings. Procedures should consequently include surveys among beneficiaries.

c) Adequate institutions for monitoring have to be identified:

- contracting of external institutions as local NGOs, a network of international and local NGOs or scientific institutes
- internal conduction of the monitoring process within the project
- organization of a local conflict monitoring network as an activity of the project.

To our understanding, large parts of the described analysis is not only relevant for the FES or political foundations, but as well to other international organizations working in the same conflict environment. The conflict analysis and the analysis of international response as well as the conflict monitoring certainly arrive at results which are also important for other actors. The specific focus and the relevance criteria which are adequate for political cooperation

might therefore be adapted or broadened. In consequence – and for a coherent international approach in conflict situations – it is desirable to carry out these analyses in cooperation with other development agencies. The country study in Afghanistan was for this reason already carried out jointly by FES and GTZ.

Ulrich Storck
Friedrich-Ebert-Stiftung
Regional Program Coordinator South-East Europe
Division for International Dialog
D-10785 Berlin, Hiroshimastraße 17
Tel.: +49 - 30 - 26 935 -904/6, Fax: -960
Ulrich.Storck@fes.de Website: <http://www.fes.de>