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Konfliktbearbeitung

Third-generation PCIA:

Introducing the *Aid for Peace Approach*

Thania Paffenholz

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Abstract

This article presents the newly developed Aid for Peace approach. The Aid for Peace approach builds on the debate of "Peace and Conflict Impact Assessment" and presents a further development of this debate. The Aid for Peace approach is a multi-purpose and multi-level process that facilitates the planning, assessment and evaluation of peace as well as aid interventions in situations of latent conflict, manifest violent conflict, or in the aftermath of violent conflict and war. The essence of the Aid for Peace approach is a basic model that focuses on the needs for peacebuilding in a given country or area, tailors the intervention's objectives and activities to these needs through identifying their peacebuilding relevance and developing peace and conflict result-chains and indicators for monitoring. From the basic model, separate modules have been developed for planning, assessment and evaluation purposes focussing on peace or aid interventions.

1. Introduction

During the last decade many lessons have been learned about building peace in societies affected by violent conflict (reflected, among others, in the Berghof Handbook by Austin, Fischer and Ropers 2004). The debate has moved to the question of how effective all the different local and international efforts have been to build peace.

As a result, the aid community is now very aware that they need at least to "do no harm" in conflict situations (Anderson 2004) and watch for possible negative effects on conflict dynamics; while the peace community is much more aware that they need to better assess effectiveness and impacts of their interventions on the peace process in order to reach their objectives.

The Berghof Handbook has contributed a lot to these ongoing debates by providing a platform for discussing different approaches and ideas. Since the first Berghof Handbook Dialogue issue on Peace and Conflict Impact Assessment (PCIA) was published (Austin, Fischer and Wils 2003), the debate has developed further into different directions and triggered

- the development of an array of approaches under the label of "conflict sensitivity" (Barbolet et al. 2005, Resource Pack 2004)
- a debate on the effectiveness of peace interventions currently resulting in a debate on evaluation of peace interventions
- the development of more comprehensive PCIA approaches such as "Hands-On PCIA" by Kenneth Bush (Bush 2003), and the "Aid for Peace Approach" by Thania Paffenholz and Luc Reychler (Paffenholz and Reychler forthcoming)

This article focuses on the Aid for Peace approach. I will first go back to the evolvement of the

* Since the publication of this article, the Aid for Peace approach has been further developed with respect to different forms of application that allow for easier use by practitioners. Please refer to these new additions in Annex 3. The prior version of the approach was referred to as Planning & Assessment (P&A) approach for conflict zones.

PCIA debate and look into open questions of the previous PCIA debate (section 2), as presented in the Berghof Handbook. In the following sections, I will present the Aid for Peace approach, its basic model with different modules for planning, assessment and evaluation of peace and aid interventions, as well as the process for its implementation (sections 3, 4 and 5). I end with conclusions for the current PCIA debate, focussing in particular on challenges for evaluating peacebuilding interventions and further developing the Aid for Peace approach (section 6).

2. Phases of the PCIA debate and the road to the Aid for Peace approach

The Aid for Peace approach evolved from the debate about Peace and Conflict Impact Assessment. This debate originated in the mid-1990s after the tragic events surrounding the genocide in Rwanda, which led to increasing international awareness of the role of development cooperation in conflict and peacebuilding. This awareness went hand in hand with the demand to make the underlying assumptions concerning the effects of aid on peace and conflict explicit.

The evolution of PCIA has gone through different stages. Therefore, we find no common understanding today about the concept of PCIA. The use of the term PCIA covers instead a wide range of different approaches, not all of them building on the original concept.

All PCIA approaches do have in common the thorough analysis of the conflict situation and the formulation of recommendations for coping with the situation, e.g. for reducing possible negative effects of an intervention on violent conflict and for enhancing its contribution to peacebuilding.

The evolution of PCIA can be differentiated into three phases:

The first phase of PCIA (1996-1998/99) focused on the original idea to assess the effects of aid interventions on conflict dynamics and peace processes. Methods were developed mostly on the project level – such as the "Do no harm" approach by Mary B. Anderson (Anderson 1999) or the PCIA approach of Kenneth Bush (Bush 1998), which gave the concept its name. While these approaches originally focused on aid projects of international or local NGOs, they have quickly spread and have been used by a variety of other organisations.

At the same time we saw the development of approaches on the macro policy level assessing the effects of policy interventions on peace and conflict dynamics, e.g. Luc Reychler's "Conflict Impact Assessment Systems" (Reychler 1999, Reychler et al. 1999).

Among donors, the OECD/DAC Task Force and the European Union (Communications from the Commission to the Council) were discussing the issue already from 1995 onwards. This discussion resulted in the production of official documents mentioning the need for impact assessment (OECD 2001).

The second phase of PCIA (1999-2003/04) saw the development and introduction of a variety of different conflict-sensitive analytical tools, mainly inspired by peace research, into development cooperation. Several characteristics of this phase warrant mentioning:
• A lot of terminological confusion occurred as many of the conflict analysis tools where introduced into the development field under the same label "PCIA". However, few of these approaches provided a systematic link between the analysis of conflict and the project or programme.

- Nevertheless, we saw a tremendous increase in training of aid organisations, enhancing their conflict-related analytical capacities.
- At the same time the PCIA approaches developed in the first phase where tested.
- Moreover, many donors and other organisations developed their own approaches or adapted existing ones to their needs and procedures (see many examples in the Resource Pack 2004).

The third phase of PCIA started in 2003/4 and currently moves into three different directions:
- Many organisations replaced the term PCIA by conflict-sensitive development or similar terms since the original idea of PCIA, e.g. assessing the impact of aid interventions on peace and conflict, was not the main or sole focus any more (examples are Nyheim et al. 2001, or the Resource Pack 2004 that gives an overview of many current approaches, including efforts by donors and aid agencies).
- Some of the approaches of the first phase were refined into comprehensive, step-by-step approaches (Bush 2003, Bush 2005, Paffenholz and Reychler forthcoming).
- Donors and organisations started to reflect about the effectiveness and impact of peacebuilding interventions, which triggered a new debate about the evaluation of peace interventions (Smith 2003 (Utstein study), CDA (Reflecting on Peace Practices – RPP Project), Church and Shouldice 2002 and 2003 (commissioned by INCORE), Paffenholz and Reychler forthcoming).

As the PCIA debate has developed into so many different directions, it is difficult to currently define the concept. To fully grasp it, it would be necessary to describe every single debate and approach mentioned above. At a minimum, it is necessary to distinguish between approaches
- for aid and peace interventions
- on the project, programme and policy level
- on the macro, country or local level
- for planning, assessment or evaluation purposes
- comprehensive, multifunctional and multi-level versus single functional approaches

The previous PCIA debate as presented in the Berghof Handbook had identified mainly the following open questions:
- Is a unified methodology/ framework for PCIA needed or not?
- Is the purpose of PCIA technical or political?
- Is PCIA a Northerners' assessment tool or a Southerners' peacebuilding tool?
- Is PCIA useful only for aid or also for peace interventions?
- Does PCIA function for different levels (policy, programme, project) and actors?
- Should PCIA be mainstreamed or not?
- How can PCIA help to focus on the impact of interventions on peace and development goals?
- How can we define criteria and indicators for monitoring and assessing effects of interventions?

Looking at the third phase of the evolvement of PCIA, I would like to formulate the hypothesis that most of the above questions have been answered by the new developments. To illustrate this point, I want to present the Aid for Peace approach as it has set out to address the above mentioned shortcomings. I will also come back to these questions in the concluding section.

3. What is the Aid for Peace approach for conflict zones?

3.1. Objectives

The Aid for Peace approach is a multi-purpose and -level process that can be used for

development and peace interventions. Its objectives are to support users

- to plan new, or assess and evaluate existing, intervention designs in such a way that they:
    - will reduce the risks caused by violent conflict
    - will reduce the possibility of unintended negative effects on the conflict dynamics
    - will enhance the intervention's contribution to peacebuilding
- to develop a conflict and peace monitoring system, or integrate the conflict and peace lens into standard planning, monitoring and evaluation procedures
- to assess the success or failure of peace processes on the macro level

3.2 The basic model

The essence of the Aid for Peace approach is a basic model that focuses on the needs for peacebuilding in a given country or area, tailors the intervention's objectives and activities to these needs through identifying the peacebuilding relevance and through developing peace and conflict result-chains and indicators for understanding the effects of an intervention on conflict and peacebuilding. From the basic model, separate modules for planning, assessment and evaluation purposes have been developed focussing on peace or aid interventions.

The Aid for Peace approach is not exclusive: Within its different modules, it builds in and combines the most important methods and tools in the fields of peacebuilding, evaluation and planning that stem from the previous PCIA and other debates. During the process the user also gets to know when, how and for what types of projects, programmes or policy interventions to best use what kinds of methodologies and tools.

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

5

Figure 1: The basic model of the Aid for Peace approach

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

Third-generation PCIA: Introducing the *Aid for Peace Approach*
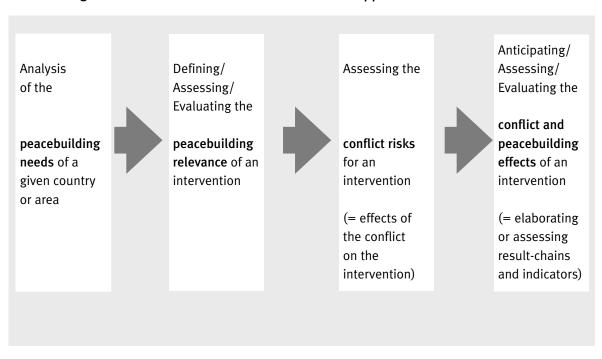
3.3 Areas of application

The Aid for Peace approach can be applied
- for peace as well as aid programmes, and other interventions with different objectives than peacebuilding
- by a broad range of different actors (local and international, governmental and non-governmental, peace and aid donors, agencies and communities)
- for all levels of interventions (policy, programme, project)
- for different purposes (planning, assessment, evaluation)

3.3.1 Working in conflict zones with the objective of "peacebuilding"

This refers to all interventions directly aimed at contributing to peacebuilding, such as peace, reconciliation or democratisation projects, programmes or policies. Here the project planning is already designed to fulfil the purpose of peacebuilding. The reasons for using the Aid for Peace approach are
- to ensure the relevance of the intervention in terms of peacebuilding
- to monitor, assess and, ultimately, improve the effects of the intervention on peacebuilding while avoiding risks and problems caused by violent conflict by engaging in a systematic planning, assessment and evaluation process.

3.3.2 Working in conflict zones with other objectives

This refers to all interventions that have objectives such as development (water, health, agriculture), security reform, or humanitarian work. The goal of development interventions is to contribute to the development of a country or region. The reason for applying the Aid for Peace approach is to reduce the risks the intervention will encounter in the violent conflict situation, ensuring that the intervention will not have an unintended negative effect on the conflict dynamics, and increasing the chance that it will also contribute to peacebuilding.

Interventions aimed at enhancing democracy and good governance can fall in both categories (peace or other objectives), depending on their specific objectives.

3.4 Development of the approach

The Planning and Assessment for Conflict Zones project that led to the Aid for Peace approach was first started in 2000 on the basis of previous research done by Luc Reychler on Conflict Impact Assessment Systems (CIAS) (Reychler 1999). Subsequently, the Aid for Peace approach was developed by myself in cooperation with Luc Reychler building on
- the further development of the debates on PCIA, "Do no harm" and conflict sensitivity
- the debate on evaluation of peacebuilding interventions
- social science research on policy analysis and evaluation (Patton 1997, Rossi et al. 1999, Bussmann et al. 1998)
- the debate on evaluation of aid interventions in the OECD, the World Bank and the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP)
- methods of participatory planning for aid and peace interventions (European Commission 2002, Action Evaluation Research Institute (AEPRO), Aria Group)
- field experience, testing and training

Field testing and training was done in cooperation with the Center for Peace Research and Strategic Studies and the Field Diplomacy Initiative in Leuven, Belgium, with both donors and aid agencies looking into various aspects of the assessment or planning process in conflict zones (2001: Rwanda; 2002: Bosnia, Burundi, South Africa, Nigeria, Angola, and Nepal; 2003: Angola, Sri Lanka, South Kivu, and Nepal). In addition, a three-day training module was developed and tested during 2003 and 2004 both with headquarters and field staff of a number of aid and peace donors and agencies.

4. An Overview of modules and steps

The basic model of the Aid for Peace approach that was presented in section 3.2 provides separate modules for planning, assessment and evaluation purposes focussing separately on peace and aid interventions (see also Annex 3).

The first box of the basic model (see Figure 1) – analysis of the needs for peacebuilding – is to be applied for all modules. From then on, different tools and processes are to be applied within the various modules. Figure 2 shows the different modules of the approach.

Figure 2: The Aid for Peace approach and its modules

ANALYSIS
of the

Peacebuilding
Needs

of a given country
or area

Module 1
PLANNING
Module 1 A for Peace
Module 1 B for Aid

Module 2
ASSESSMENT
Module 2 A for Peace
Module 2 B for Aid

Module 3
EVALUATION
Module 3 A for Peace
Module 3 B for Aid

When the Aid for Peace approach is applied, this is done following seven steps that build upon each other (see Figure 3 below). The first step defines which module will be applied and prepares the implementation of the Aid for Peace process. Steps 2 and 3 lead to the identification of the peacebuilding needs that are to be used by all modules. Steps 4, 5 and 6 are applied in varying ways, using different tools and processes for different modules. In the final 7th step, recommendations are made for adapting the intervention design according to the results of the Aid for Peace process.
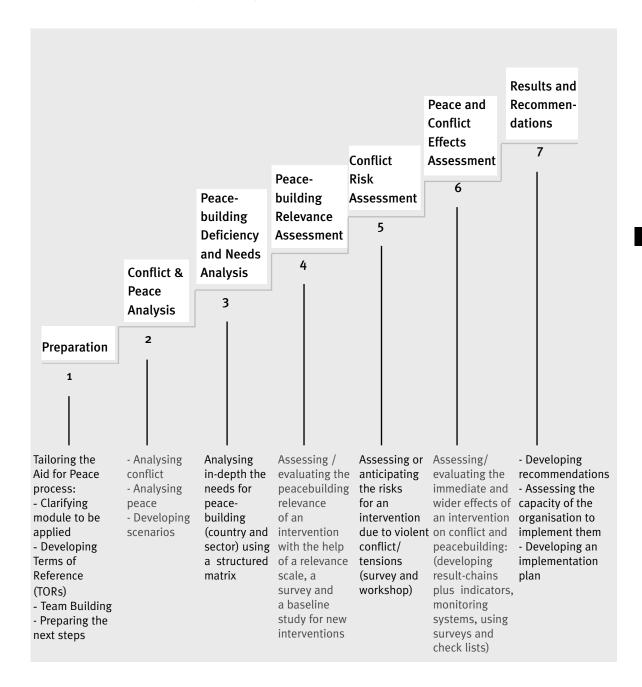
Figure 3: The seven steps of applying the Aid for Peace approach

Preparation 1	Conflict & Peace Analysis 2	Peace-building Deficiency and Needs Analysis 3	Peace-building Relevance Assessment 4	Conflict Risk Assessment 5	Peace and Conflict Effects Assessment 6	Results and Recommen-dations 7
Tailoring the Aid for Peace process: - Clarifying module to be applied - Developing Terms of Reference (TORs) - Team Building - Preparing the next steps	- Analysing conflict - Analysing peace - Developing scenarios	Analysing in-depth the needs for peace-building (country and sector) using a structured matrix	Assessing / evaluating the peacebuilding relevance of an intervention with the help of a relevance scale, a survey and a baseline study for new interventions	Assessing or anticipating the risks for an intervention due to violent conflict/ tensions (survey and workshop)	Assessing/ evaluating the immediate and wider effects of an intervention on conflict and peacebuilding: (developing result-chains plus indicators, monitoring systems, using surveys and check lists)	- Developing recommendations - Assessing the capacity of the organisation to implement them - Developing an implementation plan

8

Third-generation PCIA: Introducing the *Aid for Peace Approach*

In the following, I walk the reader through the seven steps and explain which adaptations are made for the different modules.

Step 1: Preparing and Tailoring the specific Aid for Peace process. One starts by getting clarification about the objectives, purposes, and process ideas. This prepares the ground for conducting the process. The objective of the first step is to get a better idea of the particular intervention(s) to be planned or assessed/ evaluated and to prepare for the analysis and assessment steps. This step also encompasses awareness building, getting the commitment of all stakeholders involved, and *clarifying which module is to be applied*. It is also important to get a realistic picture of the human and financial resources available. All these discussions should result in "Terms of Reference" for the Aid for Peace process.

Step 2: *For all modules:* Conflict and Peace Analysis. This is the first step that leads the user to the identification of peacebuilding needs and has to be applied by all modules. The objective is to analyse both the conflict dynamics and the peacebuilding process of a country or area. When applying the Aid for Peace approach at the programme or policy level, we analyse the macro conflict setting and the status of the peacebuilding process. When applying the approach on the project level, we briefly analyse the overall conflict and peace situation of a country but focus mainly on the conflict and peacebuilding situation in the intervention area.

There are different methodologies for analysing conflict dynamics and peace processes. In general it is up to those who conduct or facilitate the process to choose the appropriate methodology. However, a certain number of essential issues must be analysed: the parties to the conflict, the root causes of the conflict, the factors escalating conflict, and what peacebuilding potential there exists. In addition, as the situation in a conflict zone is subject to rapid change, it is necessary to anticipate possible future developments by formulating conflict and peace scenarios. At this stage of the process it is important to integrate a gender lens and ensure that the results will be taken into account in the following steps (Reimann 2001, Woroniuk 2001).

Step 3: *For all modules:* Peacebuilding Deficiency and Needs Analysis. This step involves a greater specification of the analysis of the peace context and will lead the user in a systematic way to the peacebuilding needs. It mainly consists of a comparison between an ideal model and the real situation. The objectives of this step are to specify what conditions ideally tend to enhance peacebuilding in a particular situation (country or sector) and to compare the reality with this ideal situation. Through this process the peacebuilding deficiencies and needs are identified.

For an overall policy analysis, research results can be used to identify building blocks for sustainable peacebuilding. For a sector analysis, international norms and standards in the respective sector can be used (e.g. ideal media or water supply situation) and compared with the real situation (e.g. real situation of the media or water supply in a given country). It is necessary to differentiate between peace interventions and those with other objectives, because the 'sector' analysed for peace interventions is the peace process, whereas for aid interventions the sector to be analysed would be health, education, or water, etc. We can then identify the deficiencies in the peacebuilding process (e.g. what is needed to achieve conflict-sensitive media or what is the link between conflict, peace and the water sector) and identify the peacebuilding needs in the media or water sector. The Peacebuilding Deficiency and Needs Analysis remains on the macro and sector levels, and does not go down to the project level, since every project is to be located in a specific sector.

This step is very useful because it obliges the interveners to make explicit the ideal type

9

Third-generation PCIA: Introducing the *Aid for Peace Approach*

of situation they have in mind when analysing the current peacebuilding needs. It is also important for the stakeholders of the intervention, because values, objectives and visions are often based on different cultural and theoretical backgrounds that need to be discussed, made explicit and be agreed upon for the intervention. Moreover, the identification of the peacebuilding needs is the basis for the following steps to assess the peacebuilding relevance and effects of an intervention. Therefore, the gender lens needs to be inculcated here as well.

⋯⟫　　*From now onwards: Different tools and processes are used for the various modules.*

Step 4: Peacebuilding Relevance Assessment. This is the first of the three *assessment* steps within the Aid for Peace approach. The objective is to assess whether the overall direction of an intervention (policy, programme, project) corresponds to the country's peacebuilding needs as analysed in the Peacebuilding Deficiency and Needs Analysis. This step assesses how relevant an intervention is for reducing violence and building peace.

General application: There is a single methodology, though it is used in assessing and evaluating the peacebuilding relevance both of existing and of new interventions. The actual relevance assessment is done by comparing the objectives and the main activities of the intervention with the identified peacebuilding needs (step 3) and examining whether or not, and in what ways, they are consistent with these needs. This is done with the help of a relevance scale. In addition, a general mapping of interventions by other actors in the same sector is also needed. This is particularly important, as it is difficult to judge a single intervention's relevance for peacebuilding when we do not know what others are doing in the same sector.

Peacebuilding Relevance Assessment is a central part of the Aid for Peace approach because current practice goes too quickly into the assessment of the effectiveness or impacts of a programme, rather than first analysing whether it is worth doing the specific intervention at all.

Application for module 1: During planning, the Peacebuilding Relevance Assessment serves to make the future intervention more targeted towards peacebuilding.

For peace interventions (module 1 A) this is done by choosing the appropriate peacebuilding needs to be addressed from the needs identified previously (step 3). Moreover, a baseline study is conducted to get more detailed information. For example, when there is an identified need to support civil society, the baseline study focuses in more detail on the roles, status and general situation of the different civil society groups prior to the intervention. The baseline study also serves the purpose of assessing and monitoring effects of the intervention at a later stage, by comparing the situation prior to the intervention to the changes effected by the intervention during implementation.

For aid interventions (module 1 B) Peacebuilding Relevance Assessment is done by identifying the appropriate peacebuilding needs to be addressed by the intervention in addition to the identified development needs. The further a conflict has escalated, the more aid interventions should be targeted towards the peacebuilding needs that can be addressed by a specific development intervention. The baseline study will be integrated into a development baseline or feasibility study for the intervention.

Application for module 2: During assessment, this step is aimed at judging, and possibly improving, the relevance of an intervention for peacebuilding. For peace interventions (module 2 A) and aid interventions (module 2 B) this is done as described above under general application.

Application for module 3: During evaluation, this step is aimed at evaluating the relevance of an intervention for peacebuilding.

For peace interventions (module 3 A) this is done by adapting the OECD criterion

10

"relevance" (see Annex 2) to the peacebuilding context, e.g. one evaluates to which extent the intervention is consistent with the country's peacebuilding needs as defined in the Peacebuilding Deficiency and Needs Assessment as described above.

For aid interventions (module 3 B) this is done by adding peacebuilding relevance as an additional evaluation criterion to the existing OECD criterion "relevance" for evaluating aid interventions (see Annex 2), e.g. both the development and peacebuilding relevance will be evaluated as described above under general application.

Step 5: Conflict Risk Assessment. This step assesses the effects of the conflict on an existing or planned intervention. The objective is to identify problems and risks with which the projects and interventions will be confronted in zones of violent conflict. For new interventions (module 1 A and B), the Conflict Risk Assessment tries to anticipate the potential conflict-related risks for the intervention.

General application: There are different risk assessment methods and checklists that can be used (Bush 2003, Paffenholz and Reychler forthcoming). All these lists centre on questions concerning the security situation, the political and administrative climate, the relationship to partners and stakeholders, and the relationship to the parties in conflict and other intervening actors. This step is applied in a similar way for all modules. However, when planning aid interventions (module 1 B) and using the logical framework approach, it is important not to 'hide' the conflict risks in the section "risks and assumptions", but to try to change as many conflict risks into activities that the intervention can address (see Annex 1).

Step 6: Peace and Conflict Effects Assessment. The objective of this step is to assess the effects of an intervention on the conflict and peace situation. We want to know what changes have occurred or may occur as a result of the intervention within the immediate and wider peace and conflict situation of the region or country.

When doing such an assessment, we need to be very clear what kinds of effects we want to assess, as there are in general two levels of effects often confused with each other: *outcomes* and *impacts*. An assessment of these effects is an attempt to differentiate those changes that are attributable to the intervention from those due to other factors. Therefore these effects are often called *results*. The *outcomes* refer to the changes an intervention has initiated within its immediate environment. The *impacts* are determined by examining the larger changes an intervention has initiated within the general context, which often occur only after a longer time. To attribute these changes to the intervention in question is often difficult as there may be many other reasons why certain changes have happened. In evaluation research and practice this is called "the attribution gap". (This attribution gap is a common problem in impact assessment. There are a couple of techniques to deal with it, see, for example, Rossi et al. 1999, chapter 7).

Application for module 1: When planning new peace interventions (module 1 A), we want to anticipate the expected effects that the intervention hopes to achieve (peacebuilding outcomes and impacts).

For planning aid interventions in conflict zones (module 1 B) we want to anticipate possible negative effects the intervention could have on the conflict situation, and also to find possible positive effects the interventions could contribute to peacebuilding.

Methodologically, we recommend developing hypotheses with the help of peace and conflict result-chains that create a causal link between the intervention(s) and its context. During this process, indicators are established that allow the monitoring of effects during the implementation
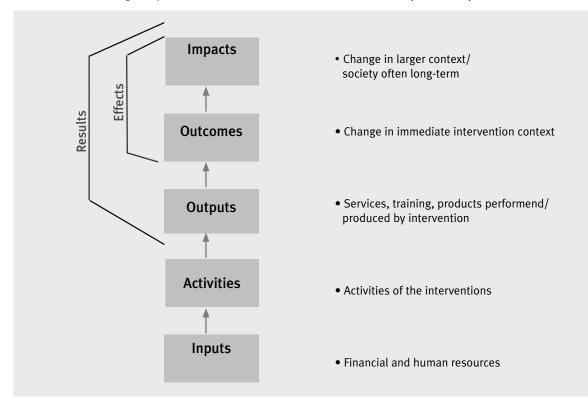
Figure 4: The result-chain of an intervention: from inputs to impacts

and that also serve for evaluation purposes. This can best be done with the help of participatory planning methods.

When monitoring entire peace processes, result-chains with qualitative and quantitative indicators need to be developed for each peacebuilding need previously defined in the Country Peacebuilding Deficiency and Needs Assessment. This will consequently lead to a monitoring system for the macro peace process.

Application for module 2: Assessing the peace and conflict outcomes and impacts of interventions is possible when the above mentioned result-chains with monitoring indicators have been established and a baseline study had been conducted at the beginning. This enables the assessors to track changes and effects with the help of indicators. If neither result-chains nor a baseline study have been prepared, assessing the peace and conflict effects of an intervention properly is difficult. In this case we have to work with implicit result-chains and indicators – such as checklists like the "Do no harm" lists for aid projects – and/ or conduct a survey among the main stakeholders on their perceptions of the effects of the intervention on peace and conflict. Both methods are approximating an assessment of the effects. However, when no hypotheses and indicators have been generated during planning, we strongly recommend engaging the intervention's stakeholders in such a process, even in the middle of an ongoing intervention. This will enable staff, and donors, to better monitor outcomes and impacts for the next phase.

Application for module 3: Evaluating the effects of peace interventions (module 3 A) has the same objectives and uses the same methodologies as in module 2 A for assessment (see above). However, this is usually done together with a broader evaluation of the intervention using other criteria (see Annex 2).

Evaluating the peace and conflict effects of aid interventions (module 3 B) aims at evaluating whether there had been any unintended negative effects on violent conflict, or whether the interventions could even contribute to peacebuilding in addition to its development goals. The OECD criteria for evaluation are usually applied. In module 3 B of the Aid for Peace approach we have adapted these criteria to the use in conflict-affected areas, so that the criteria "peacebuilding effectiveness" and "peace and conflict impact" have to be added (see Annex 2). The same methods are being applied as described above under module 2.

Figure 5: Example for developing result-chains: Young Leaders Forum in Afghanistan

Conflict Analysis and Peacebuilding Needs

The conflict analysis on Afghanistan resulted in various recommendations to the implementing agency, the German Friedrich-Ebert Stiftung (FES), and the international community. Among these were support for the establishment of democratic institutions and processes. Besides contributing to political education in the provinces, this includes increased participation of youth and women in politics. Additionally, the analysis of the conflict and the peacebuilding needs stressed the importance of capacity-building for the peacemaking process.

Peacebuilding Relevance

The project "Young Leaders Forum" (YLF) addresses the above peacebuilding needs. The aim of the Young Leaders Forum is to build the capacity of potential young leaders of Afghanistan so that their participation in the future of the country will be guaranteed and their voice will be heard on all political levels. The project also aims at promoting the culture of peace, understanding and communication between youth in the region by connecting the YLF to organizations in other countries (e.g. Young Professionals Network in Pakistan). The purpose of the project is to bring outstanding youth from different social, ethnic, political and professional backgrounds together in one group to build their capacity and to enable them to take an active part in democratic processes.
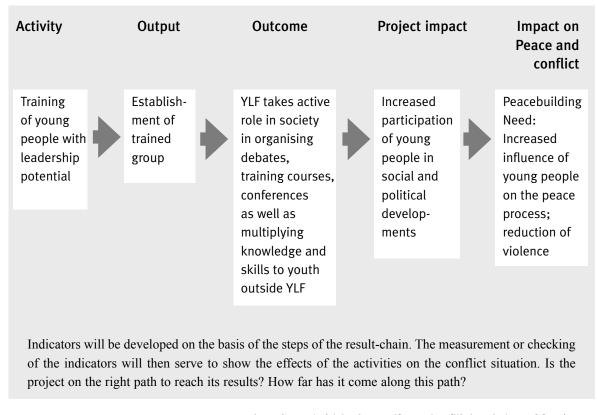
Project activity

The well-trained members of the Young Leaders Forum (trained through discussion forums, workshops, exposure visits, etc.) take an active role in the community in social and political issues (by organising conferences, training courses, lectures, etc.) and are beginning to work with other youth.

Expected impact of project activity on peace and conflict

The YLF is politically and socially involved in the issues surrounding it. The YLF also uses the knowledge and capacity that they have developed during the project activity to make the voice of the youth heard on different levels of the peace process. They also have the means for transferring their knowledge and skills to other young people, thus acting as multipliers to those who have not had the same opportunities.

Activity	Output	Outcome	Project impact	Impact on Peace and conflict
Training of young people with leadership potential	Establishment of trained group	YLF takes active role in society in organising debates, training courses, conferences as well as multiplying knowledge and skills to youth outside YLF	Increased participation of young people in social and political developments	Peacebuilding Need: Increased influence of young people on the peace process; reduction of violence

Indicators will be developed on the basis of the steps of the result-chain. The measurement or checking of the indicators will then serve to show the effects of the activities on the conflict situation. Is the project on the right path to reach its results? How far has it come along this path?

based on Friedrich-Ebert-Stiftung: konfliktbearbeitung@fes.de,
see also http://www.fes.de/conflictprevention.

14

Step 7: Results and Recommendations. The objective of this last step within the Aid for Peace approach is to summarize all the results of the different analysis and assessment steps, draw conclusions and develop recommendations for improving the peacebuilding relevance, reducing the conflict risks and improving the outcomes and impacts on peace and conflict. This step applies mainly for modules 2 and 3, as for module 1 the steps are an integrated part of planning and lead automatically to an according design of the intervention. However, the last step is also important for planning purposes, as the intervention's activities need to be developed along different scenarios for conflict and peacebuilding. (The recommendations for modules 2 and 3 need to be developed for different future conflict and peace scenarios, too.) This is important, because the situation in zones of violent conflict is often rapidly changing. For all modules it is important to develop an implementation plan ahead of time in collaboration with the stakeholders of the intervention. During this process it is also necessary to assess the organisation's capacity to implement the recommendations. At the end, usually a report will be written for assessment and evaluation purposes. For planning exercises, the result will be the intervention's project proposal with the implementation plan at the end of the planning process.

Finally, the Aid for Peace process itself needs to be evaluated: firstly, for the purpose of learning lessons about the approach, and secondly, for the purpose of evaluating the strengths and weaknesses of the applied process in question. This is done jointly with the relevant stakeholders. Lessons should be shared with the interested expert community.

Third-generation PCIA: Introducing the *Aid for Peace Approach*

5. Process Design

The best process design for this model is a combination of surveys or short studies, assessments and, most of all, participatory planning and assessment methods involving all the relevant stakeholders of the intervention from the very beginning.

However, there is no ready-made 'best' process design. A suitable design needs to be tailored during step 1 of the Aid for Peace process for every intervention in question. Nevertheless, there are some general process guidelines: It seems advisable to conduct the process both at headquarters as well as in the field. It is efficient to conduct studies or surveys prior to the field phase. During the field phase, interviews and participatory workshops can be held. The analysis of the conflict and peace context is best done as a mix of expert study and participatory stakeholder workshop.

For *planning* new interventions (module 1), the main work takes place during the participatory planning workshop using the results of the baseline study, interviews and field trips.

For assessing or *evaluating* existing interventions (modules 2 and 3), a couple of surveys/ studies should be conducted prior to the field phase (for example Conflict and Peace Analysis, Risk Assessment Survey and survey of other actors' activities). The field phase then comprises interviews, further surveys, meetings, field trips, and participatory stakeholder workshops. At least two different workshops need to be conducted. A first workshop addresses conflict and peace analysis and scenario building (step 2). The second one addresses joint development of the peacebuilding needs (step 3), the relevance assessment (step 4), the discussion of, and addition to, the risk assessment (step 5), the assessment of effects (step 6) and finally developing results and recommendations (step 7). For step 6, an additional survey could be undertaken depending on the methods used to assess effects. At the end of the field trip, a debriefing workshop or meeting needs to be held. It is recommended that such a debriefing workshop be held at headquarters as well in case they are involved in the process in question. The book *Aid for Peace* (Paffenholz and Reychler forthcoming) gives detailed practical recommendations and many examples on how to apply the different Aid for Peace process steps.

6. Conclusions and the way forward

At the beginning of this article I looked back at the evolution of the PCIA debate and the main open questions and controversies of phases 1 and 2. The approach presented in the previous chapters – a set of unified and inclusive methodologies that can be used by a broad range of different actors (local and international, governmental and non-governmental, peace and aid donors, agencies and communities) for all sorts of interventions (policy, programme, project) and purposes (planning, assessment, evaluation) – provides an answer to most of these questions.

A unified framework is useful since it represents a common starting point for all actors. Opting for a set of methodologies and a sequence of process steps, we avoid an overly rigid format and allow for different needs of different actors to be met. In that sense, the approach can be appropriated by Northerners and Southerners, peacebuilders and development actors.

The approach presented in this paper goes, in my opinion, also a long way in being useful to interventions with different purposes (namely development and peace) and on different levels (project, programme, policy), breaking down the either-or decisions that seemed to dominate phases 1 and 2 of the PCIA debate.

The question whether such methodology risks ignoring the political issues (such as empowerment, injustice, etc.) while becoming obsessed with technicalities seems, to me, exaggerated in its juxtaposition. Kenneth Bush rightly points to the danger that a highly political issue as peacebuilding risks being "technicised". However, without a proper and systematic integration into standard procedures, there is a danger that the peace and conflict lens will be 'discussed away' in a couple of years, as it has happened with other mainstreaming topics. This does not mean that important political issues should not be addressed. On the contrary, we can address the political dimension of work in conflict zones on the level of empowerment, on the macro level of advocacy, or on the level of development or peace policies. For example, influencing the programme implementation of big donors, such as development banks, with more effective methodologies so they avoid having negative effects and better contribute to peacebuilding, is as political as using stakeholder votes in the World Bank to influence its policies towards conflict countries. There are many strategies to bring in the political dimension of aid, peace and conflict.

Mainstreaming, a related and often debated issue, is already a reality in development cooperation. I think it is also in the interest of peacebuilders. Yet it is a laden term for many as they are bombarded with mainstreaming initiatives (environment, gender, peace and conflict, HIV/ Aids, poverty – to name but the most popular). It thus seems better – as Manuela Leonhardt has suggested (Leonhardt in Austin, Fischer and Wils 2003) – to talk about integrating the peace and conflict lens into the work of aid (and other) organisations rather than to use the term "mainstreaming".

We have to be aware that the PCIA debate – whether new or old – is only one strategic element in integrating such a peace and conflict lens. It is important that the debate about contributions to peacebuilding is driven not only by "Do no harm" or "conflict sensitivity" on the project level, but increasingly focuses on the policy level of interventions. Therefore, we need more macro planning and assessment processes involving all relevant donors in a country experiencing violent conflict.

Finally, with respect to criteria and indicators that can help to better assess the effects of peacebuilding and development interventions, I have tried to demonstrate that there is a wealth of such criteria to be found in the existing literature and among the OECD publications which we have further developed and adapted to the needs of peacebuilding and incorporated into our Aid for Peace approach.

Having said all this, I still see a number of challenges ahead. I would like to focus in the following on
• the further dissemination and development of the Aid for Peace approach
• the application of the PCIA debate to the evaluation of peacebuilding interventions

6.1 Challenges for the Aid for Peace approach for conflict zones

I see the following challenges for the further development of the Aid for Peace approach. We would like to address these challenges in a follow-up project:
• **International dissemination** of the Aid for Peace approach through presentation at important donor, agency and research meetings and conferences.
• **Training and capacity building**
   - Organisation of regular tailor-made training courses for different target groups
   - Training of Trainers courses with a certificate
   - Establishment and servicing of an international trainer pool
   - Establishment and servicing of an international advisor pool

- **Field testing:** Further systematic testing of the approach in cooperation with donors and agencies in cooperation with the above mentioned pools.
- **Establishment of a web-based joint learning platform** to share information and experiences of the practice of the approach for conflict zones.
- **Applied research**
  - Developing user-friendly checklists for assessing the Peacebuilding Deficiency and Needs in different sectors (step 3 of the P&A approach) through cooperation with specialised research institutions and agencies.
  - Focus on outcomes and impacts: There is a need to provide more user-friendly assessment methods for easier assessment of the effects of interventions on the peace and conflict context. We mainly want to develop user-friendly result-chains for various standard project and policy types and their possible effects on peace and conflict. This should facilitate the establishment of peace and conflict monitoring systems for interventions taking place in areas of violent conflict.
  - Applying the approach to related fields.
- **Establishment of an international network to develop international standards** for working in countries affected by violent conflict: In order to get to a decent level of standardisation for interventions taking place in conflict situations, our new project aims to build up an international expert and practitioner (donors and organisations) network comparable to the humanitarian networks of SPHERE and ALNAP. The purpose of this network will be to help achieve internationally agreed standards for:
  - Planning, assessing and evaluation procedures for aid interventions in conflict areas through commonly agreed standards;
  - Arriving at commonly agreed standards for planning, monitoring and evaluating peace and democratisation interventions.

17

6.2 Challenges for evaluating peace interventions

6.2.1 *More investment into planning*

The current debate focuses too much on *evaluation* of peace efforts. There should be more discussion about *better planning procedures* for peace interventions that create the preconditions for good monitoring and evaluation.

Donors should support implementing agencies through training and participatory planning. Planning workshops and baseline studies, including thorough conflict analysis, should be included in all budgets. Implementing agencies, on the other hand, should engage in better planning. Most importantly, they should work together with their partners on all levels to assess the relevance of planned projects for the peace process and to come up with result-chains and indicators for monitoring. This would ensure that actors involved in peacebuilding can more easily assess the results of their own projects, increase their contribution to peacebuilding, and improve internal monitoring and evaluation processes.

6.2.2 *Measuring impact on peace processes*

While it is relatively easy to measure the effects that projects have in their immediate context (=outcomes), it is much more difficult to assess the effects that project interventions have on the macro peace process (=impacts). It is very difficult to isolate the contribution of one single project if there are changes for the better (or worse) in a peace process. This "attribution gap" is a problem encountered in peacebuilding, development cooperation, or human rights advocacy alike.

While the „attribution gap" can never be fully bridged, it seems advisable to formulate standardised result-chains for frequently implemented types of projects, and to disseminate these models together with participatory planning methods.

6.2.3 *No need to reinvent the wheel*

It is obvious, and strange, that little thinking on evaluation and impact assessment in peacebuilding makes use of the knowledge that is already there. We often hear the argument that peace processes are highly complex social phenomena, which cannot be understood, tackled or assessed along the same lines as other phenomena. I argue, on the contrary, that the field of peacebuilding can benefit very much from ideas, models and insights gathered in related fields (policy analysis, development practice, etc.) – and that it is about time we start doing so.

6.2.4 *Standardisation of planning and assessment methodologies*

It seems more promising to work towards a common standard in planning and evaluation of peacebuilding interventions, along the lines of adapted OECD criteria for development projects, rather than have each organisation develop their own standards and procedures. A good idea, which I want to take up in our upcoming project, would be for governmental and non-governmental organisations to work together on such standardisation in an international network.

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18

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19

Useful links, networks and documents

Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) at
www.alnap.org.
Action Evaluation Research Institute at www.aepro.org.
Aria Group, Inc., a conflict resolution consulting and training firm, at www.ariagroup.com.
Collaborative for Development Action (CDA), Reflecting on Peace Practices, project and related
reports at www.cdainc.com.
EU documents at http//:europa.eu.int/documents/comm/index_en.htm.
Friedrich-Ebert-Stiftung, Conflict Prevention work at http://www.fes.de/conflictprevention.
OECD documents at www.oedc.org.
SPHERE at www.sphereproject.org.

The Author

Thania Paffenholz received her Ph.D. in international relations, focusing on the theory and practice of mediation and peacebuilding in civil wars. After working as a research fellow at the Peace Research Institute Frankfurt (1992-1996) she held a position as peacebuilding officer within the Regional Delegation of the European Commission in Kenya (1996-2000), and subsequently joined the think tank swisspeace as Project Director of the Center for Peacebuilding (KOFF). Since early 2003 she is teaching at the Institute of Political Science of the University of Berne and runs the policy advisory firm "Peacebuilding Research and Advice" also based in Berne, Switzerland.

Thania Paffenholz is a trained mediator, has participated in several missions of the United Nations and is advisor to various national and international organisations. She was a member of the Board of the UN Lessons Learned Unit, Department of Peacekeeping Operations (1996-2002) as well as Council member of the International Peace Research Association (1994-2000).

She has edited and authored numerous articles and books. Her recent publications include *Peacebuilding: A Field Guide* (together with Luc Reychler; Lynne Rienner Publishers 2000) and *Community-based Bottom up Peacebuilding* (The Life and Peace Institute's Horn of Africa Series 2003).

20

Annex 1

Integrating the Aid for Peace approach into the Project Cycle Management (PCM) and the Logical Framework for planning

Standard PCM and Logical framework	Integrating Aid for Peace
1. Context and Stakeholder Analysis	1. **Integrate conflict and peace context, actor analysis as well as peacebuilding needs** (= *steps 2 and 3 of the approach*)
2. Problem Analysis	2. **Ensuring that analysis of conflict and peacebuilding needs is included in the problem analysis**
3. Analysis of Objectives	3. **Discussing influence on objective** *(this applies for projects with a development or humanitarian goal: e.g. should "peace" be integrated as a sub-objective or will it be a cross-cutting issue)*
4. Planning with the Logical Framework *4.1 Formulating the Objectives* *4.2 Formulating the Purpose, Results and Activities* *4.3 Developing Monitoring Indicators (OVIs) and Source of Verification* *4.4 Analysing Assumptions and Risks*	4. **Integrate Aid for Peace into Logical Framework** *4.1 Whether or not to integrate peace as an additional objective or sub-objective (see 3)* *4.2 Checking purpose, results and activities for their conflict / peace sensitivity (= steps 4,5,6 of the approach)* *4.3 Developing additional conflict / peace monitoring indicators (step 6 of the approach)* *4.4 Integrate as many conflict risks as possible into activities of the project*
5. Activity Plan	5. **Guarantee integration into action plan and staff/ experts**
6. Monitoring and Evaluation	6. **Monitoring and Evaluation** · *Monitor conflict-related OVIs* · *Integrate conflict / peace lenses into mid-term review and evaluations*

Third-generation PCIA: Introducing the *Aid for Peace Approach*

Annex 2

Integrating the Aid for Peace approach into standard evaluations for peace and aid interventions

Most evaluations in the development field are carried out on the basis of the OECD criteria for evaluations. For humanitarian evaluations, OECD and ALNAP have expanded these criteria. For peace interventions, no standardised evaluation criteria have yet been established.

We have checked the aid evaluation criteria for their validity for aid interventions in zones of violent conflict (development and humanitarian), as well as for their usefulness for evaluating peace or democratisation interventions. This was necessary because in the course of developing the approach we adapted the assessment criteria (relevance and impacts) that are required for better working in conflict zones. However, when an evaluation is being conducted, other issues also need to be tackled such as the efficient use of resources (efficiency). In this annex we therefore want to show how the Aid for Peace approach can also be applied to evaluating aid and peace interventions in conflict zones.

For evaluating aid interventions, we discovered that some of the criteria can be applied as they are, but most of them need to be adapted.

For evaluating peace interventions or democratisation interventions including the peace objective, the picture is slightly different. These interventions are designed for work in conflict zones, but so far there have been no internationally agreed standard evaluation criteria. However, we found that in applying the Aid for Peace approach, most of the main standard evaluating criteria, such as relevance and impact, were met. For the remaining questions, such as effectiveness (how well has an intervention reached its results) and efficiency (use of resources), the OECD criteria for evaluating aid projects can be easily used as there is no difference between these dimensions for different types of interventions.

In the table below, we show what the application of the Aid for Peace approach for evaluating aid and peace interventions in conflict zones looks like:

The first column shows the standard OECD and ALNAP criteria for evaluation of development and humanitarian interventions. In case the evaluation is performed in a violent conflict zone, the middle column needs to be added as additional evaluation criteria, e.g. can be integrated into the standard evaluation criteria on the left side.

The right column shows how to evaluate peace interventions.

Applying the Aid for Peace approach for conflict zones to standard evaluations

OECD/ALNAP criteria	Additional evaluation criteria for aid interventions in conflict zones that need to be added to the standard OECD criteria	Aid for Peace for evaluating peace interventions
1. Relevance The extent to which the objectives of the programme are consistent with the needs of the country, beneficiaries, partners and donor policies.	**1. Peacebuilding Relevance** The extent to which the programme is - in addition to the definition on the left side - consistent with the country's peacebuilding needs as defined in the Peacebuilding Deficiency and Needs Assessment *(step 3 of Aid for Peace).*	**1. Peacebuilding Relevance** The extent to which the programme is consistent with the country's peacebuilding needs as defined in the Peacebuilding Deficiency and Needs Assessment *(step 3 of Aid for Peace).*
2. Efficiency How economically the resources/ inputs (funds, expertise, time, etc.) are converted into outputs.	**2. Efficiency** No special application needed. Can be used as on the left side.	**2. Efficiency** No special application needed. Can be used as on the left side.
3. Effectiveness The extent to which a programme and its activities have attained, or are expected to attain, their objectives.	**3. Peacebuilding Effectiveness** The extent to which a programme and its activities have also attained peacebuilding objectives (intended or unintended) *(step 6 of Aid for Peace).*	**3. Effectiveness** The extent to which a programme and its activities have attained, or are expected to attain, their objectives (= impact on the project's immediate peace and conflict environment).
4. Impact Impact relates to the effects of an intervention on the larger context. What has happened in the larger context as a result of the intervention?	**4. Peace and Conflict Impact Assessment** Assesses the impact a conflict has on the intervention (= Conflict Risk Assessment, *step 5 of Aid for Peace*) and the impact the intervention has on the conflict and peacebuilding process *(step 7 of Aid for Peace).*	**4. Impact** Impact for peace interventions also relates to the effects of an intervention on the larger context. We assess: (1) what has happened within the larger peace context as a result of the intervention, and (2) the conflict-related risks *(step 5, 6 of Aid for Peace).*
5. Connectedness or Sustainability Connectedness is the need to ensure that activities of a short-term emergency nature are carried out in a context that takes longer-term and interconnected problems into account. The concept is intended to link relief, rehabilitation and development. 'Sustainability' is the development version of connectedness and more long-term orientated.	**5. Peacebuilding Sustainability** Has the intervention also considered contributing to the building of sustainable peacebuilding structures in its immediate environment?	**5. Sustainability** What steps have been taken to include the building of sustainable peacebuilding structures in the intervention's design and implementation? This also applies for short-term peace interventions. E.g., how can interventions of a short-term peacebuilding nature be linked with longer-term peace and democratisation efforts.

23

Third-generation PCIA: Introducing the *Aid for Peace Approach*

OECD/ALNAP criteria	Additional evaluation criteria for aid interventions in conflict zones that need to be added to the standard OECD criteria	Aid for Peace for evaluating peace interventions
6. Coordination and Coherence Are the actors in the same field working towards the same goals, and are the interventions being planned and implemented in a coherent manner? Is there coordination among donors, agencies and NGOs?	**6. Coordination and Coherence** Are the actors in the same field also working to contribute to peacebuilding? Is there coordination among donors, agencies and NGOs on conflict- and peace-related questions *(analysed in steps 2 and 3 of Aid for Peace)*?	**6. Coordination and Coherence** Are the actors in the peacebuilding sector working towards the same goals and are the interventions being planned and implemented in a coherent manner? Is there coordination among donors, agencies and NGOs?
7. Coverage (Humanitarian) The extent to which a programme reaches the affected population.	**7. Coverage** The extent to which a programme's outreach also takes into account a just and fair selection of target groups and thereby contributes to inter-group fairness and prevents possible conflicts relating to the programme's resource allocation. Is aid provided in ways that benefit one (some) sub-group(s) more than others? Do material goods go more to one group than to others? *(=integrating "Do-no-harm"-checklists).*	(Does not apply for peace interventions)
8. Participation The extent to which a programme and its projects include other donors, partners and beneficiaries in the planning and implementation phases.	**8. Participation** In addition to the issues on the left side, does the project planning and implementation reinforce a local sense of inclusiveness and inter-group fairness in a conflict-sensitive manner? Does the staff recruitment policy strengthen the sense of inclusiveness and inter-group fairness in a conflict-sensitive manner? Does project planning and implementation empower relevant stakeholders to develop structures that will have the potential to contribute to conflict management and peacebuilding? *(= integrating "Do-no-harm"-checklist).*	**8. Participation** The extent to which a programme and its projects include other donors, partners and beneficiaries in the planning and implementation phases, as well as in tackling the issues in the middle column *(from the "Do-no-harm"-checklist).*

24

Third-generation PCIA: Introducing the *Aid for Peace Approach*

Annex 3: Applying the *Aid for Peace Approach*

The Aid for Peace approach can be applied separately for planning and evaluating peace or aid interventions (development and humanitarian).

Applying the Aid for Peace approach for peace interventions

The approach can be useful during planning, for the evaluation of interventions (during or after implementation) and also for the monitoring and assessment of macro peace processes:
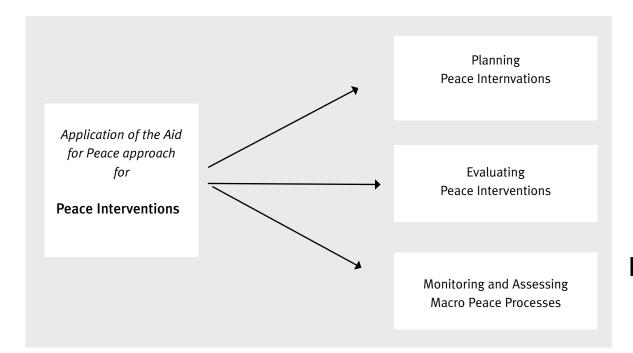

Figure 1: The application of the Aid for Peace approach for peace interventions

Planning Peace Interventions

This application has been developed for the planning of peace interventions on the policy or project level. The user learns how to plan peace interventions in a systematic way that will result in an implementation plan and a monitoring system for the respective intervention.

Evaluating Peace Interventions

This application has been developed for the evaluation of peace interventions on the policy or project level. The user will reach an understanding of the preconditions for evaluation and will learn how to conduct a systematic self- or external evaluation.

Monitoring of Peace Processes

This application has been specifically designed for multilateral actors or a consortium of coordinated international actors that wish to monitor a specific peace process in order to channel their policies or support jointly into the right direction. The user will learn how to assess macro peace processes systematically and how to establish a monitoring system for the overall peace process.

Applying the Aid for Peace approach for aid interventions

In development and humanitarian interventions, the approach can be applied during the planning phase as well as for assessment or evaluation (during or after implementation). Again, we distinguish three application forms:
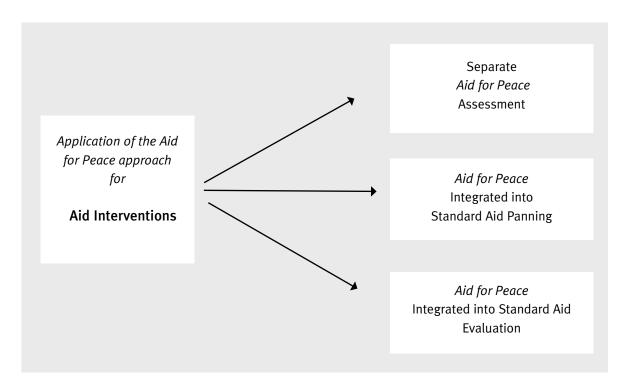

Figure 2: The application of the Aid for Peace approach for aid interventions

Separate Aid for Peace Assessment

This application has been developed for the assessment of aid interventions on the policy or project level that are (or are planned to be) taking place in situations of violent conflict. The application is specifically designed for aid interventions that have just passed the stage of standard aid planning or have already entered the implementation phase and would like to add the peace and conflict lens. Here, the Aid for Peace approach provides a separate assessment framework (basic model) to ensure peace and conflict relevance and effects in addition to the development or humanitarian goals.

Aid for Peace Integrated into Standard Aid Planning

In contrast to the separate Aid for Peace Assessment, this application has been developed for those organisations that would like to engage in planning processes that already integrate the peace and conflict lens. Here, the user learns how to integrate the Aid for Peace framework (basic model) into the Project Cycle Management (PCM); because this planning tool is used by many aid agencies. This application is directed towards organisations that are already familiar with planning procedures along the PCM-lines or similar instruments, including the logical framework (basic model). However, it is up to the specific aid agency to further adapt this general application to their specific planning procedures and needs.

Aid for Peace integrated into Standard Aid Evaluation

This application has been developed for organisations planning to conduct or commission an evaluation of aid intervention(s) – with a development or humanitarian focus – taking place in situations of violent conflict or in the aftermath of a war or violent conflict. Here, the user learns how to integrate the peace and conflict lens directly into this standard evaluation by enriching internationally agreed evaluation criteria and questions for the evaluation of development and humanitarian interventions with the peace and conflict dimension.

27