

**Sector strategy for crisis prevention, conflict transformation
and peace-building in German development cooperation**

Strategy for Peace-building

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Abbreviations

AKUF	Arbeitsgemeinschaft Kriegsursachenforschung (Working Group on the Causes of War)
BCPR	Bureau for Crisis Prevention and Recovery at UNDP
BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (Federal Ministry for Economic Cooperation and Development)
DAC	Development Assistance Committee
DDR	Demobilisation, Disarmament and Reintegration
EU	European Union
FAST	Swisspeace early warning system
FC	Financial cooperation
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit GmbH
IDP	Internally Displaced Persons
IMF	International Monetary Fund
InWEnt	Internationale Weiterbildung und Entwicklung GmbH (Capacity Building International, Germany)
LICUS	Low Income Countries under Stress
MDGs	Millennium Development Goals
MDTF	Multi Donor Trust Fund
NATO	North Atlantic Treaty Organization
NGO	Non-governmental organisation
OSCE	Organization for Security and Co-operation in Europe
PCA	Peace and Conflict Assessment
PCF	Post Conflict Fund of the World Bank
PCIA	Peace and Conflict Impact Assessment
PCNA	Post Conflict Needs Assessment
PRSP	Poverty Reduction Strategy Paper
TC	Technical cooperation
TRC	Truth and Reconciliation Commission
UN	United Nations
UNDP	United Nations Development Programme
ZFD	Ziviler Friedensdienst (Civil Peace Service)

*Past thinking and methods did not prevent world wars.
Future thinking must make wars impossible.*

Albert Einstein

Summary

Almost half of all cooperation countries of German development policy are in the throes of armed conflicts in the year 2005, or are in a post-conflict situation. For the inhabitants of these countries this brings with it uncertainties as to rights and wrongs, fear of neighbours or of armed groups, anger over injustices and oppression they have seen and experienced, a feeling of powerlessness to shape their own future, and all too frequently a threat to life and limb.

Every conflict is unique and demands its own answers. For this reason there can be no blueprints or panaceas. This strategy can, however, indicate which methods and approaches must be used within the framework of development cooperation, and how development policy can be coordinated and rendered more coherent at national and international level, to allow us to ensure that it helps build peace.

This Strategy for Crisis Prevention, Conflict Transformation and Peace-building is a BMZ sector strategy, which looks at a cross-sector issue in German development cooperation. If development cooperation is to make a significant contribution to preventing crisis, transforming conflicts and building peace, it must be strategically planned, integrated into country concepts and used in a targeted manner. **Thus, this paper contains binding directives for the planning, implementation and steering of official German development assistance (ODA).** Non-governmental organisations can use it as a source of suggestions and orientation.

It is the task of development policy to help prevent and dismantle the structural or root causes of conflicts in cooperation countries, and to promote mechanisms of non-violent conflict transformation. On the basis of this, we can pinpoint three guiding visions:

1. Development cooperation plays a part in reducing the structural or root causes of con-

licts, and helps preventing escalation to a full-blown crisis at an early stage.

2. Development cooperation supports civil society and state actors in non-violent conflict transformation.

3. Development cooperation helps build peace once violent conflicts have been ended.

To put these visions into action, the hands-on approach taken in every conflict or post-conflict state and in all countries suffering a heightened or acute risk of crisis, must be reviewed and it must be ascertained that existing programmes are conflict-sensitive in their design. In this way any impacts liable to aggravate conflicts can be avoided (do no harm approach) and those factors likely to de-escalate conflicts and foster peace can be strengthened.

The strategy is relevant for cooperation with all developing countries and transition states, but it focuses in particular on conflict and post-conflict states. Development cooperation should, in principle, become active at an early stage, when conflicts are still latent, at the stage when structural preventive measures still have a chance of succeeding. For this reason, an important element of development-policy planning is to identify potential conflicts as early as possible, within the scope of annual crisis early warning system. In many cooperation countries, governments are struggling to perform the tasks entrusted to them. These countries are termed **fragile states**. Where state institutions are unable to act and operate satisfactorily, violent conflicts often emerge, with a destabilising impact on neighbouring states. This strategy is thus also relevant for cooperation with fragile states.

Of the three fields of action of development policy, in its role as global structural policy, the strategy

targets the level of cooperation with partner countries and regional organisations. **The strengthening of security and peace can, however, at the same time, be borne only as an inter-ministerial and internationally coordinated thrust.** Thus, this strategy helps put into practice the inter-ministerial action plan for „Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building“, as well as the German government’s Programme of Action 2015, which is Germany’s contribution to halving extreme poverty worldwide.

This strategy of the Federal Ministry for Economic Cooperation and Development, which has been

elaborated in close cooperation with state implementing organisations and the German Development Institute (GDI), indicates how development cooperation can help

- Prevent conflicts escalating into violent crises or wars
- Strengthen the abilities of governments and society to manage and resolve conflicts non-violently
- Ensure that ceasefires and peace agreements are respected by assisting with reconstruction, reintegration and coming to terms with what has happened.

1 The context and its importance for development cooperation

Almost half of our cooperation countries are currently going through a post-conflict situation or are in the throes of political or societal conflicts, that are either violent in nature, or that are resulting in armed hostilities. In 2003, 24 of the 40 poorest countries in the world were in the grips of armed conflicts or in the aftermath of such conflicts. Practically 45 % of conflicts that had purportedly been resolved flared up again within five years. A large percentage of the countries affected are in sub-Saharan Africa.

But it is not only the number of violent conflicts that has risen over the last 10-15 years. The nature of the crises too has changed. **Major features of violent conflicts** in developing countries include the following:

- These are increasingly **conflicts within one state**, which in many cases also have a **trans-boundary dimension**. The parties to the conflict are often fragmented, with various splinter groups. There are frequently complex inter-relations between non-state violent actors, private security forces and organised crime which transcends national borders. Mega cities facing violence-related problems too can be breeding grounds of conflicts – they can become ungovernable, with serious implications for national security as a whole.
- In many cases, there are **economic factors** behind **conflicts** or **economic motivation** for prolonging the conflict. In some cases religious and/or ethnic differences are advanced as a pretext. This is the case in particular where they are financed by so-called economies of violence, in particular the systematic and ruthless exploitation of natural resources through the use of violence.
- The conflicts often persist over extremely **long periods of time** at various degrees of intensity, and frequently have a limited regional **reach** within the country. It is often difficult to break a conflict down into traditional conflict phases with respective options for action. The phases can vary from one part of the country to another.

- In many cooperation countries, there has been a **breakdown of major government functions** – such as the guarantee of law and order, and control of state terrorism. Institutions respond to their loss of power in many cases by becoming increasingly repressive. Power is often misused, when minorities, who were given preferential treatment by previous governments or by the colonial masters, are subsequently subjected to systematic discrimination by the state. In these cases the state itself becomes a party to the conflict.

The negative **consequences** of the conflicts for the development efforts of the countries affected are easy to see. Conflicts are often followed by a slump in growth and investment, high youth unemployment and a rise in the shadow economy, as well as a general weakening of the position of the government. Illegal trafficking in arms, drugs and humans swallow resources desperately needed to rebuild the country. In conjunction with conflicts, we often see a significant rise in the rates of HIV infection and AIDS. The situation is compounded by the psycho-social traumatisation of several generations, the persistent availability of small arms and a rise in domestic and inner-family violence.

Whether or not the Millennium Development Goals are achieved will depend in no small way on whether we manage to put an end to conflicts and to render possible a peaceful coexistence. There can be no development without peace, and no peace without development.

The negative impacts of violent conflicts and wars on the development opportunities of our cooperation countries explain why development policy is so interested in avoiding conflicts, or ensuring a de-escalation at an early stage, as well as in peacebuilding, and why it must provide the inputs required to this end. **The international community accords top priority to systematic conflict prevention – in particular since the Rwandan genocide** (see report of the Secretary-General of the United Nations „Prevention of Armed Conflict“, 2002 and the OECD DAC guideline „Helping Prevent Violent Conflict“, 2001). For development cooperation in transition

states and post-conflict phases, targeted strategies must be developed for conflict transformation and peace-building, so as to avoid conflicts flaring up once more.

Conversely, development cooperation can not only bring **influence to bear in a positive way on conflict situations**. It can also, unintentionally, contribute to the worsening of the situation or the escalation of conflicts. This has become widely accepted since the mid-nineteen nineties, and was confirmed in 1999 by the BMZ series evaluation „Entwicklungszusammenarbeit in Konfliktsituationen“ (Development Cooper-

ation in Conflict Situations). Because of this, country programmes and projects must be **conflict-sensitive** in their design (*do no harm principle*).

Development cooperation too is **affected** by violent conflicts. This is the case, when, for instance, programmes and staff becomes victims of slander, or development cooperation staff are made targets of violence in order to attract international attention or to force donors to take sides or abandon development cooperation. Risk management and staff security are becoming increasingly important to guarantee the sustainability of development cooperation.

2 Fields of application and positioning of the strategy

2.1 Terms and concepts used

A wide variety of terms and concepts are used in the field of crisis prevention and peace-building, and to date no general agreement has been reached on standard definitions. This makes it **important to agree on a common understanding of the terms and concepts used with each partner**, to ensure that there is a shared understanding and to identify the perceptions of each side regarding the conflict and possible avenues for action.

Below we will look only at the terms and concepts relevant for an understanding of development-policy tasks and roles. You will find more information on terms frequently used in German development policy in the glossary in the annex.

- It is of crucial importance for development-policy activities to realise that **social change and development always go hand in hand with differences of opinion and conflicts**. The aim is thus not to prevent social conflicts per se, but only to prevent them being handled in a violent way, and to avoid escalation to a crisis. German development cooperation thus prefers to use the term „crisis prevention“ rather than the term „conflict prevention“ which is more commonly used in English to mean the same thing. Here we shall use the term preferred by the German side.
- Development policy works to enable individuals and organisations to take charge of their own future. It can thus **support efforts to resolve conflicts and build peace, but it cannot itself resolve the conflict** or ensure continued peace.
- To further illustrate the close links between development and peace, as well as the specific development-policy nature of structure-oriented approaches, the term „**Friedensentwicklung**“ (**literally peace development**) is often used in German development cooperation as a blanket term covering crisis prevention, conflict transformation and peace-building. There is no real translation for this term.

- Frequently, in crisis prevention and peace-building the **non-military, or civilian nature** of this work is emphasised, since military measures would also be conceivable. We have not done so in this strategy paper, since development-policy activities are always of a civilian nature, even in fields such as small arms control and security sector reform.

2.2 Objectives of the strategy and its place within development cooperation

The strategy lays down binding development-policy directives and recommendations for the planning, implementation and steering of official German development assistance. For non-governmental development cooperation it serves as source for suggestions and orientation. The strategy embodies the values and principles and German development policy, with its objectives and directives for action.

The country, regional and sector units within the BMZ and the implementing organisations of official development assistance are primarily responsible for putting the strategy into practice. ODA organisations have set up specialised units to provide the support they need.

Of the three fields of action of development policy, as global structural policy, the strategy targets the level of cooperation with partner countries and regional organisations to improve structural framework conditions in-country.

To strengthen security and peace, however, work is needed in the other fields of action of global structural policy too – international regulations and institutions (e.g. UN, EU, OSCE, NATO) and political coherence must be ensured (e.g. arms exports). **These are inter-ministerial tasks which must be coordinated at international level**, as laid out in the German government’s action plan „Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building“. This strategy must be seen as part of this overall context, and is intended to help implement the inter-ministerial action plan and the Programme of Action 2015, the

German government's response to the global effort to reduce extreme poverty by half worldwide.

Inter-ministerial cooperation is shaped by a broad understanding of the concept of security, embracing the security of the state and its people, respect of human rights, the rule of law, and economic, ecological and social security. In an effort to generate this „human security“ development policy, foreign policy and security policy make vitally important inputs, as do finance, economic, environmental, cultural and legal policy in their respective fields, as laid down in the German government's overall concept „Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building“.

It is the task of development policy to help prevent and dismantle the structural or root causes of conflicts by enhancing economic, social, environmental and political conditions in cooperation countries, as well as to promote mechanisms of non-violent conflict resolution.

2.3 Field of application of the strategy

The strategy for peace-building, like the gender equality and participation strategy deals with a cross-cutting issue of German development cooperation. The concept is relevant for cooperation with all developing countries and transition states. **The strategy does, however, focus on conflict and post-conflict states** with the result that the majority of programmes and projects on conflict transformation and peace-building can be found

in these countries. To prevent crises, development cooperation should start at an early stage, when conflicts are still latent, and structural and preventive measures still have a chance of success. The strategy can thus also be used in countries in which preventive activities are needed, but which cannot yet be classed as a conflict country.

Bilateral development cooperation is at the heart of the strategy. The objectives and fundamental principles, however, also apply to the German contributions to European development cooperation and to development programmes operated by multilateral organisations. This makes the strategy relevant also for the design of European and multilateral development cooperation. You will find more specific information on the EU, UN and the World Bank/IMF in the German government's action plan „Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building“.

In terms of subject matter, the strategy is closely related to the BMZ's policy papers on *Governance*, the development-policy action plan for human rights 2004 - 2007 and the BMZ's discussion paper on the relations between development-policy and military responses to new security-policy challenges. **There is also a particularly close link to how we deal with failing states and the collapse of states, since a significant number of conflict and post-conflict states are also fragile states.** The following pointers on conflict-sensitive development cooperation and peace-building are particularly relevant for cooperation with these countries, with a view to achieving stabilisation and nation building.

3 Objectives, partners and instruments of development cooperation

3.1 Three objectives: crisis prevention, conflict transformation and peace-building

The Millennium Declaration of the United Nations underlines the fact that development and peace are inseparable parts of a whole. Neither goal can be achieved without the other.¹ The failure to respect human rights, poverty and violence are mutually reinforcing, and must thus be tackled together with coordinated measures. The decision to pursue and achieve peace and security must always be made by the people in cooperation countries. **Development cooperation can help achieve three objectives within this framework: crisis prevention, conflict transformation and peace-building.** It works with partners at national and regional level.

It is not only the support which is important, but also the way it is conducted. The international community is often partly responsible for the emergence, the course and the outcome of conflicts. The ideas laid out in Section 4, on how to make development cooperation both conflict-sensitive and strategic are thus of crucial importance.

Objective 1: Development cooperation plays a part in reducing the structural or root causes of conflicts, and helps preventing escalation to a full-blown crisis at an early stage

Development cooperation is intended to help ensure that conflicts are not resolved in a violent way, or that the conflict can be de-escalated at as early a stage as possible. To this end we need instruments that will allow us to forecast the course of a conflict and to conduct an in-depth analysis. Equally, specific entry points must be identified for efforts to dismantle the causes of a conflict, and

later processed with relevant local actors within the framework of development cooperation. Attention should be paid to the coherence of activities and the interests of other international actors.

A distinction must be made between the long-term structural causes (*root causes*) and the short-term factors responsible for escalation or for triggering violence (e.g. change of government, external shocks and economic crises, political assassinations). The latter can be influenced to a limited extent only by development cooperation with its longer term approach.

In-country activities can help build the capacities of partners to analyse the situation and respond appropriately, e.g. by promoting crisis early warning systems at local, national or regional level. This can be accompanied by targeted work to reduce the root causes of conflict, e.g. by improved natural resource management or legal reforms. Development cooperation can also help prevent crises by making an effort to promote ability to dialogue and social cohesion in the design of all of its activities.

It is important at this juncture to note that if these measures are to tackle the root causes of conflicts, they must be examined for their conflict-related impacts and must be designed in a conflict-sensitive way. Structural or root causes of conflict are often identical to typical development problems in our cooperation countries. This must not lead us to assume, conversely that poverty reduction and development cooperation, for instance within the framework of natural resource management, economic promotion and decentralisation, will automatically have an impact on preventing crises. Indeed quite the reverse can be true. Programmes promoting democratisation and decentralisation can actually aggravate conflicts in the short term at least.

Early warning and conflict monitoring should not be used merely to provide information for donors, but should, if at all possible, be combined with local early warning mechanisms, and be used to encourage a societal and political dialogue. To this end it must be ensured that the informa-

¹ These interrelations are also found in the two inter-ministerial documents, the 2004 action plan for 'Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building' and the Programme of Action 2015, the German contribution to halving extreme poverty worldwide.

tion is accessible and transparent to all population groups and parties to the conflict, and that it cannot be misused to legitimate the interests of one of the parties. Inter-party or regional organisations are often widely accepted as executing organisations for activities of this sort.

When crises and changes occur in the course of the conflict, the comments and response of development policy, e.g. by imposing conditions, must be balanced and made known to all parties to the conflict, to ensure that development cooperation is seen to retain its neutrality. This applies to both bilateral cooperation, and to European or multilateral cooperation.

Since development cooperation in-country often has very limited opportunities to exert an influence on escalation factors or external factors, cooperation and networking with international response mechanisms is important. Here the instruments of diplomacy and security policy (e.g. international observer missions, response of the UN Security Council) are called for, as are responses in the realms of trade, economic and financial policy (e.g. stabilising an economy in the wake of a price shock or financial crisis).

Objective 2: Development cooperation supports civil society and state actors in non-violent conflict transformation

In latent or openly escalated conflict situations, targeted development-policy measures can help to prevent parties trying to resolve conflict with violent means, thus defusing escalation. To this end, it is generally important to strengthen their understanding of alternative mechanisms and to provide space in which these can be tested.

Various instruments are available for this work, which target three levels of society and politics, the so-called tracks. A distinction is made between the top-level (first) track which embraces the political and military leadership, the second level of the political, administrative, academic and civil society elite, and the third level which includes multipliers within government and civil society working at grassroots level. It is vital to combine these levels in a *multi-track* approach using umbrella programmes or a combination of various development cooperation instruments and/or programmes of other donors, to ensure that political peace negotiations do not become uncoupled from civil society discourse.

Indirectly, the involvement of various population groups in the decision-making, planning and implementation of development cooperation measures which are in the interests of all parties to the conflict can help strengthen capabilities to resolve conflicts and voice interests.

At this juncture it is important to note that development cooperation usually targets the intermediate and lower levels in the field of conflict transformation. It does, however, make sense to link these activities with mediation and facilitation at political level through coordination and cooperation.

In thematic terms, the range of support is not fixed. It depends on the analysis of the causes of the conflict and the factors involved and on an on-the-spot needs analysis. Generally, the object of violent conflicts is not one-dimensional, as becomes clear when we look at the entry points for peace-building under objective 3. It is essential to take a *multi-issue approach*.

Objective 3: Development cooperation helps build peace once violent conflicts have been ended.

Once violent conflicts have ended, the aim is to prevent any new escalation with the help of effective conflict transformation and reconstruction measures, and to support a process of reconciliation within society. This will lay the foundations for long-term sustainable development.

Development cooperation can offer assistance in a wide range of areas and sectors:

- **Political and legal framework:** Promotion of political participation and democracy, civil society and free media; judicial reform, reform of the government and the administration (strengthening the rule of law, accountability, transparency and efficiency); protecting human rights and having human rights violations examined by a truth and reconciliation commission; trauma work; reconciliation and peace education
- **Socio-economic basis:** Reconstruction of physical, economic and social infrastructure; reintegration of refugees and internally displaced persons (IDPs); food security; employment promotion and economic revitalisation

- Security: Disarmament, demobilisation and reintegration (DDR) of ex-combatants and child soldiers, small arms control and security sector reform.

In conjunction with the object of the conflict, the factors that have triggered it and the course of the conflict, priorities must be set and development cooperation instruments selected. These should be regularly aligned: at the start of the post-conflict phase, for instance, security and short-term socio-economic improvements might well have top priority in order to strengthen the confidence of the people in peace and in the government. If this succeeds, long-term sector reforms, such as economic and investment promotion can be successful once more. It will, however, always be necessary to take action in all three closely related fields.

At this juncture it is important to gear measures to the imperatives of crisis prevention in order to prevent the conflict flaring up again and to avoid any escalation of other conflicts in this highly charged situation. Equally, it is important to take into account the original root causes of the conflict. Frequently, these causes can only be eliminated in the long term, once hostilities have ceased, with the help of appropriate reforms, in order to achieve conflict transformation.

Development cooperation should rapidly generate a „peace dividend“ for the people once a peace agreement is put in place. In donor coordination and designing German inputs attention should be paid to the following:

- **Conflict-sensitive implementation of *Post Conflict Needs Assessments* (PCNA):** In addition to its sector know-how, German development cooperation has expertise in conflict and security analyses, peace-building, governance and gender. This also applies to the implementation of needs analyses for cooperation with countries under stress and where there are signs that the state is failing. 3.
- **Utilisation of participatory processes** when conducting PCNA and producing poverty reduction strategy papers (PRSPs) to enable former parties to the conflict to develop a shared vision for the future. Frequently, the

population in conflict areas are excluded by the government from participation, intentionally or unintentionally. The conflict-sensitive design of participatory processes and the promotion of capacities to transform conflicts and come to terms with what has happened is supported by German development cooperation, which fosters the creation of peace constituencies.

- **Taking into consideration absorption capacities:** While the absorption capacity in the first 4 -5 years following the conclusion of a peace agreement is generally limited, donors tend to be more willing to provide funds during this period. Thus, at donor conferences German development policy is advocating more appropriate scheduling of funding disbursements and the early generation of absorption capacities.
- **Linking of so-called *quick impact measures* and longer-term planning** in the interests of sustainable development and poverty reduction: frequently, short- and long-term measures are not sufficiently well linked. German development cooperation makes use of development-oriented emergency and transition assistance to shape transition phases.

3.2 Partners of development cooperation

The selection of partners for development cooperation is of central importance to the effectiveness of measures. Thus great care must be taken when identifying actors and parties to the conflict, partners and target groups as well as in differentiating in the ways of engaging with the various groups. Development cooperation targets both national and regional level. In many cases the borders between groups are fluid and it is not easy to delimit them clearly. It is, nevertheless, a good idea to do so, especially when this step is to be followed by the identification and classification of the role of development cooperation, partners and target groups. For this reason, within the scope of preparatory work in the form of a conflict analysis, an analysis of actors is also conducted. The gender perspective must always be taken into account.

In addition to the various political and societal levels, or tracks, the following distinctions are made.²

- **Internal actors** include all groups and individuals directly affected by the conflict from the governmental, civil society and private sectors, who are in a position to exert an influence on the course and outcome of the conflict. The majority of internal actors, although not all, can be found in the geographical area affected by the conflict. This group also embraces refugees and Diaspora actors who can be involved in development cooperation measures.
- **External actors** from the government, civil society and private sectors can equally exert an influence on the conflict, but are not directly affected. They include, for instance, regional organisations, neighbouring states and regional hegemonic powers, multinational companies, international NGOs and the donor community. In conflict analyses the interests and positions of external actors are also taken into account. Since development cooperation can, however, work to a limited extent only with these external actors, additional diplomacy and other ways of shaping international relations are relevant here.³
- **Parties to the conflict** are internal actors and are generally represented by groups and institutions which can be clearly identified and at least some of which perpetrate acts of violence.
- **Target groups** of development cooperation generally belong directly or indirectly to the parties to the conflict. In conflicts which have been going on for a longer period in particular, almost everybody takes sides because they are personally affected.
- **Partners and mediators** in crisis prevention, conflict transformation and peace-building are

also often internal actors and have some sort of relations to the parties to the conflict. They can, however, also be regional and international organisations or NGOs.

When supporting conflict transformation, every effort is made to promote local *peace constituencies*, without however losing sight of the conflict constituencies. These are forces which can block progress and which are generally the potential losers in a peace agreement (e.g. the military, the political and economic elite). In order to minimise damage and to promote peace, development cooperation must weigh up the pros and cons of sanctions and incentives, and examine whether these groups can be involved in activities, and if so, how.

The integration of gender-specific perspectives and measures is crucially important for the success of crisis prevention and conflict transformation. Women and men experience violent conflicts in different ways, which makes it essential to take account of their different perspectives, needs and expectations for the future, in the interests of promoting sustainable, positive peace. Frequently, stereotypes are accepted at face value – men are perpetrators and women victims. Development cooperation in conflict and post-conflict situations aims above all to overcome this stereotype, as well as providing specific protection for women against gender-based violence in conflict situations. To put it concisely this means:

- Women and men should be involved on an equal basis in efforts to resolve the conflict and in peace negotiations.
- The changes in gender roles and the collective rights of women that often emerge in violent conflicts should be used to strengthen gender equality in the long term.
- Equally, the role of men in violent conflicts should be taken into account with a view to sexualised violence and the radicalisation of young males and their willingness to resort to violence.
- In the demobilisation and reintegration of child soldiers and ex-combatants it should be taken into account that in many armed hos-

² See the methodology of the World Bank and UNDP for Multilateral Needs Assessments in Post-Conflict Situations, developed with German involvement.

³ The general definitions of the concept of participation remain valid.

ilities in developing countries, women and girls account for a significant proportion of the armed groups, and that they must thus be included in the relevant programmes.

3.3 Development cooperation instruments for crisis prevention and peace-building

German development cooperation has a wide range of ODA and non-governmental instruments, which are used in line with the comparative advantages they offer for crisis prevention, conflict transformation and peace-building. They are outlined below.

Basically German development cooperation can engage in all three areas or tracks laid out in Section 3.1 where we looked at the objectives of crisis prevention, conflict transformation and peace-building. The focus of activities will depend on the recommendations to emerge from the conflict and needs analyses, the priorities of the partner, opportunities to link up with ongoing projects, and a division of labour with other donors.

- **ODA's technical cooperation is used to strengthen institutional capacities and competencies in the fields of crisis prevention, conflict transformation and overcoming the structural or root causes of conflicts.** Bilateral partners can be supported, as can regional organisations and multilateral initiatives, e.g. within the scope of peace conferences.

Technical cooperation is a good option in particular for providing institutional support for partner organisations and for providing advisory services at national and regional level. The political situation often makes it advisable to promote them along with other donors, if, for instance government agencies or secretariats of the parties to the conflict are to be supported within the framework of the peace process. Donor coordination can also be enhanced through joint funding.

Strengthening technical and social competencies in the field of conflict transformation at the level of specialists and managerial staff as well as politicians (*Track 2*) can be promoted with the help of

human resources and organisational development programmes. This is appropriate, in particular in conjunction with the necessary institutional reforms, in which changes are needed in the human resources sector alongside institutional modifications. In this way only can the conflict be truly transformed.

Local civil society initiatives often need financial and consultancy inputs. They might be national and regional funds to promote peace initiatives, set up within the framework of technical cooperation. The steering of funds and pledges of assistance are generally made through appropriate bodies, which bring together representatives of German development cooperation and the German embassy and as many relevant local partners and actors as possible.

- **Financial cooperation (FC) targets the reconstruction of the social and economic infrastructure and employment programmes so as to encourage peace-building.**

In post-conflict situations, the focus is on promoting employment and income generation as well as on rebuilding social and economic infrastructures. In this way a rapid, tangible, effective contribution should be made to improving living conditions in transition situations, and to reintegrating ex-combatants, internally displaced persons and refugees. Financial cooperation procedures sometimes require state partners, a formal contract and a longer start-up phase. In some case it does, however, prove possible to accelerate the latter.

The establishment of FC facilities to support regional organisations is another option. This makes it possible to finance trans-boundary activities. It is also a way of overcoming the problem often encountered in post-conflict countries, that there is no operational government to act as a partner.

Financial cooperation can also make a contribution to reducing the structural root causes of crises and to conflict transformation by promoting dialogue capabilities and social cohesion. Within the framework of decision-making, and the planning and implementation of investment measures, specific promotion can be afforded to individual aspects, including the involvement of the people in political consensus building, the creation of a culture of non-violent interest recon-

ciliation and the elimination of economic and social discrimination against individual groups.

- **In order to bridge the gap between humanitarian aid and longer-term approaches, the BMZ has set up a financing line for development-oriented emergency and transition assistance.** Support focuses on the need to ensure survival as the starting point for sustainable development. By specifically complementing this with activities in the fields of conflict transformation and peace-building, an effort is made to prevent the conflict flaring up again. Funds can also be used to disarm, demobilise and reintegrate ex-combatants, to foster reconciliation and to come to terms with injustices, as well as to improve the security situation at local level.

Funds are available on a relatively flexible basis, and need not be the subject of agreement in the form of a bilateral agreement, but, as far as possible, support should be coordinated with the partner government. This will strengthen the responsibility of the government and encourage an ongoing dialogue about the underlying reasons for the measures. Projects can be implemented by the GTZ and non-governmental bodies, or indeed by multilateral organisations.

In addition to their regular regional and sector financing lines and programmes, **European and multilateral organisations** too have specific instruments for crisis prevention and peace-building. German development policy finances these in part and makes specific use of them within the framework of joined-up bilateral and multilateral development cooperation.

Alongside ODA instruments, non-governmental development cooperation also plays a major part in crisis prevention, conflict transformation and peace-building. Some of the political foundations, Church services and NGOs already have a wealth of experience in the field of conflict transformation and peace-building, and have developed their own concepts and strategies. Their approaches are relevant in particular in areas in which the situation is so politically sensitive that ODA cannot be used,

where ODA projects take on a disproportionately large volume in terms of finance and human resources, or where non-governmental assistance can establish a bridgehead which can then be used at a later date for more comprehensive approaches. This is the case, for instance, in the field of security sector reform.

One special instrument of German development cooperation in the field of human resources cooperation is the **Ziviler Friedensdienst (ZFD), or Civil Peace Service**. This is a joint operation of state and non-governmental bodies which aims to promote the non-violent management and resolution of conflicts and potential crises. Fields of action of the peace experts seconded by this officially recognised development service include:

- The establishment of cooperation and dialogue structures which transcend lines of conflict and strengthening of information and communication structures (e.g. peace journalism, conflict monitoring)
Advising and training local partners and multipliers in the use of civilian conflict management instruments and concepts
- Strengthening legal security on the ground (e.g. observing the human rights situation, strengthening local institutions)
- Conflict-sensitive reintegration and rehabilitation of groups particularly badly hit by violence (e.g. ex-combatants, child soldiers, refugees, traumatised victims)
- Back-up and support for processes of reconciliation (e.g. coming to terms with the conflict, counselling victims)
Peace education

Within the framework of cooperation approaches with other development cooperation organisations, the projects of partner organisations can be linked to other projects. Peace experts contribute their understanding of local conflict mechanisms and civil society structures, which are not always available to this extent to official development assistance. Peace experts can also act as conflict consultants, giving bilateral development cooperation projects and programmes the support they need.

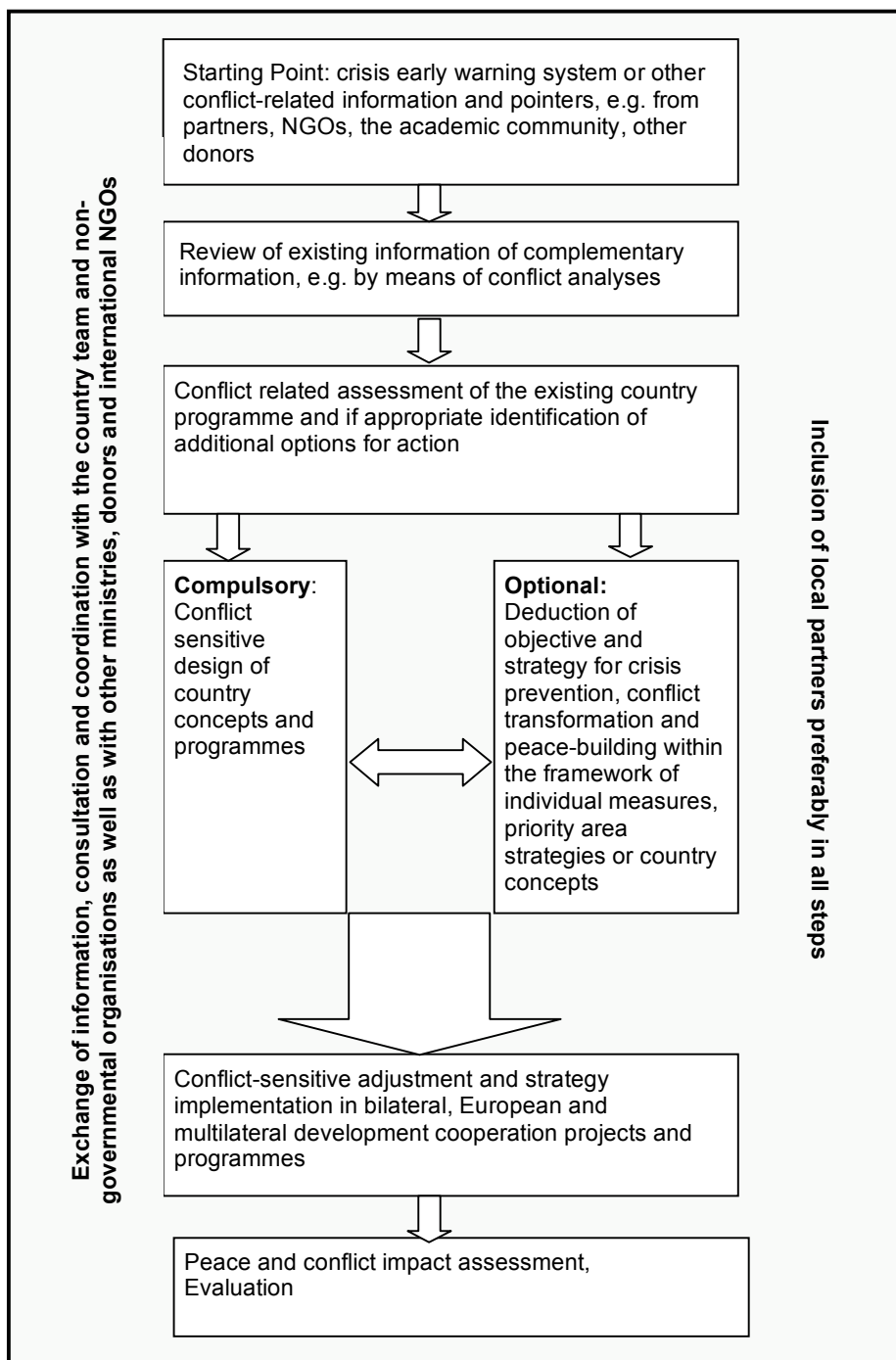
4 Steps in the strategic use of development cooperation for peace-building

If development cooperation is to make a significant contribution to strengthening local forces for crisis prevention, conflict transformation and peace-building, it must be strategically incorporated in the country concept, used in a targeted

fashion, and results must be monitored on an ongoing basis.

This section will lay out the steps required. They are intended to help you conduct a structured review of ongoing development cooperation, with a view to the

Overview of steps involved



conflict-sensitive re-orientation of activities and the introduction of complementary measures to gear it to the imperatives of crisis prevention, conflict transformation or peace-building. The following must be taken into account:

This is a schematic presentation of relevant considerations and activities which can be adapted to suit any specific situation. Basically, however, the sequence of **conflict analysis, portfolio assessment, formulation of objectives, strategy deduction and portfolio adjustment** should be respected. Measures in the fields of crisis prevention, conflict transformation and peace-building often come from the urgently felt need „to do something“ in order to promote peace. The strategic orientation, review of the feasibility of the objective and coordination with other actors go by the board, which subsequently jeopardises achievement of the objective.

To simplify things the course of action has been depicted here in linear form, although it is not of course a one-off process of reflection. Regular reviews are important, and can be combined with annual crisis early warning activities or with the preparations for government negotiations. In dynamic conflict situations, reviews are often needed at more regular intervals, however.

4.1 The starting point for strategy development and the conflict-sensitive design of development cooperation

Basically, development policy should respond to developments that appear to be leading to a crisis at as early a stage as possible. At the same time, its scope for action is generally of a long-term nature. The starting point should then not be reports of crises and warfare in the international media, but early assessments of a possible escalation of tensions into a crisis. To allow it to evaluate information of this sort in a targeted manner, German development cooperation uses so-called crisis early warning indicators, which have been drawn up for all cooperation countries of the BMZ. You will find a detailed description of the crisis early warning system of the BMZ in Annex 3.

For the BMZ and the official implementing organisations the crisis early warning system is a central starting point for planning the next steps, but it is by no means the only one. The results of the crisis early warning system are compared with data received from other sources, such as the reports of the German embassies, of the international donor community, of news agencies and the assessments of international NGOs.

It might be necessary to conduct a conflict analysis to allow you to go into the information provided by the crisis early warning system and other sources in more depth, and to allow you to use it to make well-founded forecasts of further developments and to assess the scope for action. Often, conflict analyses of other donors or NGOs already exist, which can be used for the initial assessment of what action is needed. More in-depth information will be needed to modify the country programme.

On the basis of the information received from the crisis early warning system, all cooperation countries of the BMZ are categorised: firstly with a view to the conflict situation and phase, and secondly with a view to the need for preventive action.

For all cooperation countries that are categorised as conflict- or post-conflict countries, or as countries with heightened or acute need for preventive action, two steps must be taken:

- For all countries, the need for action to make development cooperation **conflict-sensitive** should be examined. This is compulsory for the countries listed above. In other cases too, though, it can be expedient to adjust the portfolio to make it conflict-sensitive.
- In addition, and parallel to this, **strategy development** can be conducted for **targeted support** for crisis prevention, conflict transformation and peace-building within the framework of the country programme, a priority area, or targeted measures. Measures of this sort might also be designed to strengthen the capacities of regional organisations.

The realisation of these two steps at project level, is rendered visible by the „**C**“ marker, used to identify the

conflict-sensitive design and/or objectives and orientation of all state development cooperation projects.

The „C“ marker signals the conflict-sensitive and strategic design of official development assistance in conflict and post-conflict countries. All technical and financial cooperation projects are placed in one of the following three categories, along the lines of other OECD designations:

- C 2: Crisis prevention, conflict transformation or peace-building is the primary objective of the measure
- C 1: Crisis prevention, conflict transformation or peace-building is a secondary objective of the measure
- C 0: The measure pursues another objective but is conflict-sensitive in its design.

You will find a detailed description of the „C“ marker and assistance in Annex 4. The following steps are needed to use the designation.

4.2 How to make development cooperation conflict-sensitive

Practical experience has shown that it is not only the measure in question but also the way in which it is implemented which is relevant. Every form of development cooperation in conflict situations can be perceived as taking sides. **To avoid any resultant escalation of the conflict, it is compulsory for all official development assistance in conflict and post-conflict countries to be designed in a conflict-sensitive way.**

Conflict-sensitivity means taking into account the two-way influence that exists between the conflict and measures taken, with the goal of avoiding any negative, conflict-aggravating impacts, and strengthening positive, deescalating and peace-promoting impacts. This principle is often referred to as the *do no harm principle*.

⁴ Based on the methodical work of Thania Paffenholz & Luc Reyckler (2005)

⁵ See „BMZ guidelines for writing statements for the cooperation with multilateral and European Institutions“

For the conflict-sensitive design of individual projects, programmes or country portfolios, *Peace and Conflict Assessments (PCA)*³ are used by the implementing organisations. To this end the implementing organisations develop guidelines in line with their respective tools and instruments. The resulting ideas are discussed with the partner and translated into practice by the implementing organisations. They result, for instance in the conflict being taken into account in the analysis of the core problems and the identification of the objectives of the measure in question. They can also be helpful when selecting target groups and the geographical project area, as well as when deciding on the methodical approach to be taken by the project. The use of PCA prior to and during the planning and implementation of measures helps increase the conflict-sensitiveness and impacts of measures, and it can be used after measures have been completed for the evaluation.

So that PCA can be used to provide a systematic, regular assessment of the impacts and risks, it is useful to integrate it in the planning and steering cycle of projects, programmes and country portfolios. PCA thus generally entails an increased need for information and upgrading, which can be met by offering tailored upgrading courses for country teams and project staff.

For the BMZ, PCA generally entails an increased need for consultation and coordination with partner governments. It is, for instance, important to incorporate the parties to the conflict in the processes of conflict sensitisation. There is also more need for coordination with other donors. The results of the PCA are relevant for other donors and international organisations, when they produce their own assessments, and are exchanged within the framework of donor coordination for this reason.

Alongside the conflict-sensitive design of bilateral development cooperation, efforts are also made to influence European and multilateral inputs in this direction as far as possible⁶

The conflict-relevant comments of the partner government attached to the **poverty reduction strategy paper**, which provides the framework for development policy, is also important.

The following key questions can be helpful in this regard:

- Are national **poverty reduction strategies** geared to societal and political conflicts and to overcoming these? Has the impact of these strategies on conflicts been described, and is there any indication that peace and conflict impact analyses have been conducted?
- Do the **country and regional strategies** take appropriate consideration of the conflict situation, the causes of this situation and the potential dynamics? Are the country portfolios geared to making a contribution to overcoming conflict?
- Have **economic reform programmes** (especially those of the IMF) been sufficiently closely examined for their impacts on the conflict situation and/or instability? Is taken care that they will not aggravate the conflict?
- Have **needs assessment** been conducted for reconstruction (Post-Conflict Needs Assessments) in line with international standards?
- experience, competence and acceptance of development cooperation in conflict-relevant fields
- Willingness to engage in long-term substantial commitment (in particular when identifying priority areas)
- Comparative advantage in comparison to other donors and possibilities for cooperation.

Any significant commitment on the part of development cooperation is based on clear and verifiable objectives. Even financially limited inputs are devised for the medium to long term, and geared strategically to conflict analyses and PCIA. Alongside a significant, long-term contribution, personnel and political commitment is required in particular, because an intensive dialogue with the partner government is needed alongside coordination at national and international level. The two elements should thus be an integral part of the strategy.

4.3 Strategic promotion of crisis prevention, conflict transformation and peace-building

In addition to the conflict-sensitive design of development cooperation, ongoing activities can be substantially extended or additional independent activities devised, after weighing up the opportunities open to German development cooperation.

Development cooperation cannot help transform conflict and build peace in every conflict situation and at every point in time. The following points might help you decide **on the starting point and scope of commitment, and on the instruments you wish to use:**

- Assessment of the conflict escalation and the chances of medium- and long-term development cooperation of having the desired results
- Assessment of access to and influence on actors in the conflict and potential peace constituencies so as to be able to contribute to conflict transformation and de-escalation
- Openness of the partner government to conflict transformation (in particular when identifying priority areas)

Basically, all instruments of ODA and non-governmental bilateral development cooperation can be used. Generally any new commitment is first limited to a small part of the portfolio, and will only be extended to programmes, priority areas or the entire country concept gradually after the effectiveness of the commitment and the risks involved have been appraised.

Starting points are specifically identified on the basis of existing findings generated by the steps taken so far, and if appropriate with the help of an additional analysis of possible future scenarios. From the outset, and if possible along with partners, impact indicators, common „milestones“ and if appropriate cut-off strategies should be planned.

If commitment is to be more extensive and embrace more than individual measures, a programme or priority area can be created in the field of „peace building and crisis prevention“. Then all bilateral development cooperation instruments can be used. They can be put together to make a priority area in line with BMZ directives and geared to the imperatives of a priority area strategy. Since the latter is agreed with the partner government within the framework of government negotiations, and the number of possible priority areas per cooperation country is limited, one possible alternative is often to put together a programme outside the concentration

on priority areas, which is possible within the scope for discretionary action.

The design of a programme or priority area in the field of peace-building generally goes hand in hand with a conflict orientation of the entire country programme, since priority areas in other sectors must also be made conflict-sensitive. The targeted orientation of a country programme to crisis prevention and peace-building appears appropriate in particular in situations in which the partner country as a whole is in the grips of violent conflict or war, or when resuming development cooperation in a post-conflict situation.

4.4 Staff security – an integral part of conflict-sensitive development cooperation

During work in conflict situations risks arise for investments, staff and local partners. **The safety of individuals in development cooperation must take priority over the implementation of measures at all times. This means that limits are placed on activities.** It does not, however, mean that development cooperation has no scope for action; conflict-sensitive development cooperation means rather taking a pro-active approach to staff security:

- Security concepts incorporate international and local staff and cooperation with other donors should be sought as far as possible.
- Political dialogue and in-country talks raise the awareness of the government and the local population as regards their responsibilities.
- Within the framework of security concepts of the implementing organisations appropriate preventive approaches are identified for staff working in the field of conflict, which help retain as wide a scope for action as possible.

The country teams are excellent forums for consultation and coordination within German development cooperation. Within the German government inter-ministerial coordination also takes place, provided by the Crisis Unit of the Federal Foreign Office. The discontinuation of development cooperation and withdrawal of all staff are, however, very much a last resort. Only in exceptional circumstances can it be appropriate to take on armed guards to protect civilian personnel because this will result in the loss

of the trust of the local people and will lend armed violence a legitimacy which is not desired.

4.5 Consultation and coordination at national and international levels

Coherence and consistency within the national and international framework are the guiding principles of international cooperation. This is all the more important in the field of crisis prevention, conflict transformation and peace-building because of the generally extremely fragile and politically sensitive processes involved. Early consultation regarding the resumption of development cooperation in post-conflict situations is particularly relevant, as is in-depth consultation regarding incentives or sanctions, if, for instance, development cooperation in conflict situations is to be used to encourage peace processes (e.g. in the transitional phase or if the processes grind to a halt).

At both national and international level, the aim is to achieve consultation and coordination. As far as possible, local partners should be involved in all steps:

- **Joint strategy development and putting together a package of development cooperation instruments:** German development cooperation measures are bundled in the form of priority area strategies and programmes, and development cooperation instruments are combined. State-promoted NGOs, political foundations, and independent bodies contribute their specific conflict-relevant experience with methods, levels of assignment and target groups, e.g. within the scope of country meetings held to coordinate bilateral German activities or to coordinate these with activities of other donors. So-called round tables are called together to foster targeted consultation between state and non-governmental actors at national level, e.g. with respect to the results of conflict analyses.
- **Inter-ministerial cooperation:** In particular at strategic level, it is important to coordinate work with the instruments used in other policy fields, e.g. when putting into practice the results of early warning systems and identifying possible preventive approaches, in cooperation between military and civilian elements

of international peace-keeping missions, when supporting security sector reform or the disarmament, demobilisation and reintegration of ex-combatants. The realisation of the action plan of the German government on crisis prevention is being monitored by an inter-ministerial group which meets regularly. Within this group, working groups or country discussion rounds are set up to tackle specific themes and to ensure country-specific coordination.

- **International exchange of information and coordination:** Commitment in the field of crisis prevention and peace-building is coordinated within the framework of *consultative group meetings* or similar international coordination rounds. Conflict analyses, information provided by crisis early warning systems and scenario analyses are conducted as far as possible in conjunction with other donors, so as to plan joint activities, which build on this. If this proves impossible, information is shared and procedures coordinated. Non-governmental activities are included in this as far as possible.

4.6 Measuring impact and monitoring results

It is often difficult to measure impacts and monitor results of measures in the fields of crisis preven-

tion, conflict transformation and peace-building, since they take place in complex, constantly changing situations, and since political changes often suffer setbacks, responsibility for which cannot be accorded to any individual external actor. Moreover, impacts and sustainability are difficult to measure against the background of rapidly changing framework conditions. In the case of crisis prevention the situation is compounded by the fact that their success (i.e. the non-emergence of a crisis) is not tangible.

Nevertheless it is essential to review the progress of processes and the effectiveness of measures. The Peace and *Conflict Impact Assessment*, (PCIA) can be used to this end.

In the planning and implementation of evaluations it must be taken into account, in addition to the customary quality standards, that projects in the field of peace-building and crisis prevention, should firstly be strategically planned and secondly be better incorporated in the overall commitment of the country programme, than has often been the case in the past.

In conflict and post-conflict situations you must also **ensure that evaluations in a conflict environment are performed in a conflict-sensitive manner** and that the personal experiences and bias of interlocutors are taken into account.

5 Challenges for the future

Even if the basic principles and strategy of a development policy geared to crisis prevention and peace-building have been laid down in a binding fashion in this strategy, the paper will have to be reviewed and reworked at regular intervals. This is the result of the dynamics of the topic itself, but also of the fact that it has not yet proved possible to provide exhaustive answers to all questions.

There is an increasing emphasis on making sustainable inputs even in fragile states⁶. We will have to investigate with which partners we can work in these countries, and who can be the „drivers of change“. Donors are, however, also called on to align their support better with the given situation in fragile states by better harmonising donor practices. Another major challenge is the need to recognise escalating crises at as early a stage as possible and to ensure a coordinated international response, as well as establishing effective preventive approaches.

The methodical and technical issues broached here will have to be examined in more detail; it will be expedient to issue practical guidelines to complement the strategy. In thematic terms, this would involve, for instance the links between decentralisation and conflicts, the role of private businesses in conflicts or development cooperation approaches to deal with conflicts over natural resources. In methodi-

cal terms, the focus will be on further developing the Peace and Conflict Analysis (PCA) and evaluating crisis prevention and conflict transformation approaches. The challenge here is to develop, for instance, methods of conflict-related programme financing, budget assistance or PRSP that go beyond project-related analysis.

Effective crisis prevention and conflict transformation demand coherent and coordinated action on the part of all state and non-governmental actors involved. The German government's inter-ministerial action plan, „Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building“ lays out sound starting points.

For some ten years German development policy has been dealing in some depth with the topic of crisis prevention and peace-building. Conceptual milestones included the cross-sector evaluation of the BMZ on the impacts of development cooperation in conflict situations and the evaluation of experience gained with crisis prevention and peace-building in four Utstein countries⁷. This strategy is another step on the way to mainstreaming this field of work in development policy. Crisis prevention and peace-building will continue to demand openness on the part of every one of us for new paths and common learning.

⁶ At the DAC Senior Level Forum on Development Effectiveness in Fragile States held in London in January 2005 principles for development cooperation in fragile states were drawn up for the first time: these "Principles for Good International Engagement in Fragile States" are now to be realized in selected countries as pilot projects over the next two years.

⁷ See Smith, Dan (2004)

Annexes

1 Glossary

The following explanations provide the working definitions on which this strategy is based. You will also find the terms in various publications of the German government, the BMZ and the implementing organisations.

Do no harm

By far the most important rule for development cooperation in crisis situations is the golden rule, „Do no harm“, made popular by Mary B. Anderson. In line with this principle, unintended consequences of humanitarian aid and development cooperation and any unintentional aggravation of the conflict should be recognised, avoided and mitigated, and effects which foster peace and bridge the differences between parties to the conflict should be intentionally strengthened.

Peace (positive, negative)

Negative peace means the absence of organised military violence, whereas positive peace is only deemed to have been reached when there is an absence of structural violence. Development policy aims to achieve positive peace (as defined by Johan Galtung)

Peace-building

Peace-building measures are medium- and long-term in design and aim to establish interest-reconciliation and conflict resolution mechanisms in the long term. They are also geared to overcoming the structural causes of violent conflicts and the comprehensive creation of framework conditions suitable for peaceful and equitable development. The German government's action plan uses the term „post-conflict peace-building“ to mean the same thing. In development work the term „peace-building“ is used to underline the fact that positive peace must still be built with the help of active support for structural reforms, even after a peace agreement has been signed.

To underline the close correlation between peace and development, and the way develop-

ment-policy inputs help shape conditions, the German term „Friedensentwicklung“ (literally „peace development“) was coined within the scope of conceptual development. Although similar to „peace building“ there is no direct translation of this term.

Peace constituencies, capacities for peace

Civil society or political groups or institutions which stress common factors shared with members of other parties to the conflict and play down divisive factors. They foster dialogue and cooperation between parties to the conflict and thus make a contribution to non-violent conflict resolution.

Conflict and violent conflict

The term conflict should be seen here as defining the relations between two or more mutually dependent parties, in which at least one party sees the relationship as negative, or in which the parties pursue contradictory interests and needs. Additional criteria for definition and differentiation might include, for instance, the number and type of the actors involved, the duration and intensity of the conflict, or the root causes underlying the conflict (see below).

Conflict is a necessary part of social change. During phases of socio-economic change and political transformation in particular, conflicts can lead to crises which embrace society as a whole and can escalate into violent hostilities. The aim of development policy is to help prevent or overcome violence as a means of resolving conflicts. The focus is on societal and political conflicts.

Conflict and post-conflict countries

Conflict and post-conflict countries are at the heart of this strategy. There is no internationally accepted definition or list of countries, which is why the BMZ derives its definition on the categorisation of countries within the scope of the BMZ's crisis early warning system (based on the definitions of the Working Group on the Causes of War (AKUF)). Conflict countries include developing countries and transition

states in which violent conflict are currently ongoing either in individual regions or throughout the country.

In post-conflict countries, violent conflict has been ended by a ceasefire or a peace agreement at least one year previously. Less than ten years have elapsed, however, since the end of violent hostilities. This categorisation is adjusted every year to bring it into line with developments.

Conflict management and conflict transformation

Conflict management is generally the term used to describe the way external actors bring their influence to bear on the way a conflict is resolved; they attempt to regulate the way the conflict is handled and to prevent the use of violence. This term is often used in development cooperation synonymously with the term „conflict transformation“, although the latter actually also embraces the overcoming of structural causes of conflict, and of the attitudes and behaviour patterns of the parties to violent conflicts. Conflict transformation is thus wider than merely conflict management and leads to a change in the way those involved act and perceive the problem.

Conflict phases – post-conflict situation

In crisis prevention, conflict transformation and peace-building reference is usually made to conflict phases, which are defined in line with a phase plan and paired off with fields of action. It should be taken into account, however, that conflicts are not linear in their course. They can re-escalate or demonstrate different features in different places at the same time (contiguous).

Causes of conflict

Depending on the focus and perception of the conflicting interests (cf. „Conflict“), conflicts can be classified in different ways, e.g. distribution conflicts, ideological, religious or ethnic conflicts, conflicts about certain rights, etc., whereby the causes of a conflict are never one-dimensional. For development cooperation it is the so-called „root causes“ that are important, i.e. the structural causes of conflict, since they have a particular influence on the *violent attempts to*

resolve a conflict. Root causes can be broken down in the following way:

Illegitimate, undemocratic and inefficient governance, a lack of opportunities to reconcile the interests of various population groups, the absence of active civil society organisations and free media;

Unequal political, economic and cultural opportunities of various groups, violation of the collective rights of individual groups, particularly minorities, e.g. with respect to access to natural resources, disassociation from government or other elite groups;

High crime level, lack of security, social and political violence in particular on the part of state security forces, biased law enforcement by judiciary and security forces.

Crisis prevention

Crisis prevention comprises timely, planned, systematic and coherent action at various levels of state and society to prevent violent conflicts. Measures designed to prevent crises aim to reduce the potential for any (further or repeated) outbreak of violent conflict or escalation to a crisis before, during or after violent conflicts by eliminating the root causes of the conflict and promoting the establishment of institutions, structures and „cultures“ of peaceful conflict resolution.

Post-conflict phase

This is understood to be the period stretching from the point one year after the cessation of hostilities thanks to a ceasefire or peace agreement, up to ten years after the cessation of armed conflict.

Security sector reform

The reform of state institutions intended to guarantee the safety of the state and its citizens from coercion and violence (e.g. armed forces, police, secret services) and the establishment and strengthening of an operational, democratic and civilian mechanism for supervising these institutions through parliament, the executive and the judiciary.

Reconciliation

To date there is no uniform definition of reconciliation. There is, however, general agreement that there are various levels of reconciliation, which target different groups and need various instruments. Reconciliation is closely linked to justice, truth, forgiveness, coexistence and the model of the truth and reconciliation commission.

2 Aspects of procedure

Thematic aspects

A The relationship between development-policy and military components in crisis prevention and resolution

Effective crisis prevention is a common inter-ministerial task, which demands targeted cooperation across a wide range of policy fields. With the rising number of military missions to resolve crises in particular, there is all the more need for coordination between development and security policy. The different activities and procedures entailed by military action on the one hand and development cooperation on the other, and the fact that each is incorporated in its own system of international coordination requires of all stakeholders significantly more overarching political competence, if the impacts of the various measures are not to cancel each other out but to achieve the common goal of supporting peace processes. Inter-ministerial coordination must not be limited to on-the-spot coordination of civilian and military forces, but must be reflected from the outset of development work on political strategies. This is needed also because the increasing complexity of the mandates of peace-keeping missions, which now not only embrace peace-keeping but also the restoration of a functioning civilian state and peace-building, means that the line between purely military and purely civilian measures is becoming blurred. The definition of tasks entrusted to either the military or development cooperation must thus be regularly reviewed, taking into account the comparative advantages offered by the two, and in line with the principle of subsidiarity.

The promotion of an overarching understanding of crisis prevention is served by both the country- and topic-specific meetings held within the framework of

the inter-ministerial group for civilian crisis prevention and the Federal Academy for Security Policy, and by the two-way exchange of staff between the BMZ and the Federal Ministry of Defence.

B Strengthening regional crisis prevention, conflict transformation and peace-building capacities

Many violent conflicts have a regional dimension both in terms of their causes and in respect of their impacts. Conflicts over the utilisation of trans-boundary resources, refugee flows and other migratory movements, regional markets of violence, the uncontrolled influx of small arms or indeed the collapse of entire states represent a threat to economic, social and political stability, which can only be effectively countered within the scope of regional cooperation. Thus, development cooperation targets not only the cooperation with countries, but is increasingly also supporting trans-national approaches to crisis prevention, conflict transformation and peace-building. In Africa in particular, where the African Union is playing an ever more active part in securing peace and security, support for regional organisations is becoming an increasingly important part of development cooperation.

C The role of the private sector in conflict and post-conflict phases

The German government's action plan „Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building“ also looks at the role of the private sector in conflict and post-conflict situations. Twinning programmes too with the private sector, German chambers and the *Public Private Partnership* programme should be conflict-sensitive in their design. Similarly, conflict-relevant impacts are to be taken into account in decisions pertaining to investment guarantees and export credit guarantees. The German government supports existing multilateral initiatives in this field, such as the OECD Guidelines for Multinational Enterprises and for combating corrupt practices, the guidelines of the G8 Financial Action Task Force, the Extractive Industries Transparency Initiative (EITI) and the Kimberley Process to certify diamonds.

Methodical aspects

D The role of the partner governments in the conflict

Development cooperation must take into account the fact that in many cases the state, and thus the partner government is in fact one of the parties to the conflict, or that representatives of the government belong to one such party. This has consequences for conflict-sensitive development cooperation and development-policy dialogue:

- **Adequate ownership?**
If the partner government is a party to the conflict, it might not be interested in any changes in the conflict situation. This can hinder bilateral ODA and calls for intensive political dialogue, combined perhaps with the search for NGO partners.
- **A balanced selection of partners?**
Where the government itself is party to the conflict, bilateral relations can lend it legitimacy and support. In conflict transformation this is a breach of the principle of neutrality, which dictates openness to all parties and their respective points of view. In each individual case it must be ascertained whether it is possible to cooperate with state partners, and if so in what way, or whether it is possible to cooperate also with other parties to the conflict in order to demonstrate a balanced approach to reconstruction and reform of the state for instance, thus making a fresh start possible.
- **Is conflict-sensitive development cooperation possible?**
The government often dubs members of the other parties to the conflict „public enemies“ or „terrorists“. This makes it difficult to involve all parties to the conflict, or totally precludes this because of security-policy dictates. Here too it must be examined to what extent these restrictions must be accepted, and whether it is possible at least to set a different accent through NGO programmes or multilateral inputs.
- **Is information and communication appropriate?**
Experience indicates that donors often leave the job of passing on information to the target group and broad sections of the population, for instance about reconstruction, to

local partners. Donors must, however, also ensure that information reaches members of all parties to the conflict.

For conflict-sensitive development cooperation too the human rights approach is the golden rule.

E Conflict analysis

Conflict analysis generally embraces the production of a conflict profile, the analysis of root causes, of actors and relations, the deduction of trends and conflict dynamics as well as possible approaches to changing the situation. It can be performed at local, national or regional level.

The conflict analysis is generally commissioned by the BMZ regional division, in consultation with the state implementing organisations. The latter have at their disposal a pool of conflict consultants and country experts. There is never only one view of violent conflicts – neither on the sides of the parties to the conflict, nor on the part of external actors. For this reason it is highly desirable to involve a variety of different points of view, e.g. by conducting the conflict analysis together with local partners, other ministries and departments, donors and/or NGOs (the so-called multi-actor perspective).

F Conflict-sensitive design of development cooperation – the Peace and Conflict Assessment (PCA)

The *Peace and Conflict Assessment (PCA)* approach, which is based on the project planning and steering cycle, serves to ensure the conflict-sensitive preparation, steering and monitoring of individual projects, programmes and entire country portfolios, as well as to provide systematic monitoring of the positive and negative impacts of development cooperation on an existing conflict situation.

PCA generally involves the following steps: 1) conflict analysis and deduction of the peace-building needs of a country, 2) classification of the relevance of a project, programme or country portfolio for the anticipated further course of a conflict or for ongoing peace processes (links to the lines of conflict and actors? Direct or indirect contribution of the portfolio to eliminating the root causes of the conflict?), 3)

Assessment of the risks to emerge from a conflict situation for project implementation (including risks for the safety of members of staff), 4) Assessment of possible intended and unintended impacts on the context of the conflict (which factors have a positive impact on the conflict and ought to be stepped up, and which run the risk of aggravating the conflict and should be avoided?) as well as the deduction of any necessary adjustments to the measures in line with the *do no harm principle*.

3 The crisis early warning system of BMZ

One task of development policy is, with the help of an effective crisis prevention approach, to help prevent violent conflicts. Suitable crisis prevention and conflict transformation instruments are needed here, as is an early warning system, which allows us to identify potential crises, to observe these in the longer term, and to develop appropriate courses of action to prevent escalation, so-called *early action*.

To this end, and in addition to ongoing sources of information such as the reports of the embassies, academic bodies and NGOs, and the crisis early detection analyses performed jointly by the BMZ, the Federal Foreign Office, the Federal Ministry of Defence, and the German secret service, BND, a specially developed toolbox is available – the BMZ's crisis early warning system.

At the end of the nineteen nineties, the BMZ first began to build up its own annual early warning system. This served to record potential conflicts and crises in cooperation countries, that could be of relevance for development cooperation. This information was then incorporated in framework planning, the use of funds and the deduction of development-policy strategies.

The early warning system consists of three main elements: a) a qualitative questionnaire to be answered for all cooperation countries, b) an overview of changes in the crisis potential in cooperation countries, and c) an overview matrix of the latest country ratings.

The qualitative questionnaire is filled in on an annual basis by the German Overseas Institute (DÜI) on behalf of BMZ. It provides a targeted assessment of the political and societal situation, with hypotheses

regarding the causal links between the status quo and the likelihood of further crises forming the basis of assessment. The questionnaires are generally filled in by one person with specific country expertise. Although they are relativised by the information gleaned from other sources, this does mean that they reflect a primarily subjective view of the country. In this the instrument differs essentially from other early warning systems such as FAST, Swisspeace's early warning tool.

The second step is for the questionnaires to be evaluated by an independent unit within the German Overseas Institute (DÜI) for changes since the previous year. Changes of this sort are then entered in the overview matrix. Within the scope of this classification, the conflict situation is categorised in terms of geographical scope and conflict phase, and the action needed to prevent a crisis is deduced on the basis of the crisis situation and the potential for escalation. The countries are classed as having „low prevention needs“, „growing prevention needs“ or „acute prevention needs“. As regards the conflict situation, countries are classed as being „at peace/pre-violent conflict“, „violent conflicts in sub-regions“, „violent conflicts“ or „post violent conflict“.

On the basis of this categorisation of BMZ's cooperation countries it can be deduced for which countries the conflict-sensitive design of development cooperation must be ensured.

The assessments do not represent the point of view of the German government and are not classified information. Rather, the information can be shared by country teams, in the inter-ministerial group and with other donors. It is, however, an internal assessment instrument for the BMZ, and does contain some sensitive information, which is not destined for the general public, to protect the country experts involved for one thing.

4 The „C“ marker

Along the lines of the OECD-DAC's uniform system, data on development-policy contributions to crisis prevention, conflict transformation and peace-building are designated, using a national system. This designation is used for the statistical evaluation of pledges in the field of work and to review the conflict-sensitive

design of development cooperation in **conflict and post-conflict countries as well as in countries with heightened and acute prevention needs:**

The code marks both the development-policy contributions to crisis prevention, conflict transformation and peace-building (C2 or C1) and the cross-sector dimension of conflict-sensitivity (C0):

- C 2: Crisis prevention, conflict transformation or peace-building are a primary objective (project purpose taking into account the overall goal) of the project, i.e. crucial for implementation. This can be ascertained by posing the question, „Would the project have been implemented at all without this development-policy objective?“
- C 1: Crisis prevention, conflict transformation or peace-building are important secondary or subsidiary objectives or results, but are not in themselves crucial for the implementation of the project.
- C 0: Crisis prevention, conflict transformation or peace-building are not the explicit objective of the project. Since the project is however taking place in a conflict environment with heightened risks, it is conflict-sensitive in its planning and implementation. During preparatory work and progress monitoring it is ensured as far as possible that the measure does not unintentionally help aggravate conflicts, but that it reinforces de-escalating and peace-fostering impacts.

No „C“ marker should be accorded if the project has not been reviewed (at least) for conflict-sensitivity and shaped accordingly. This is only acceptable if the project does not take place in a conflict or post-conflict country, and provided at the time the project was designed or extended no latent risk of conflict was identified in the partner country.

Criteria for the classification as C1 or C2

- a) The classification as C1 or C2 is appropriate if the objective is expressly mentioned in the project documentation.
- b) A Peace and Conflict Impact Assessment (PCIA) has been drawn up either separately or as part

of the project preparations and/or appraisal, and the pertinent recommendations have been adopted, ensuring conflict-sensitive design.

Criteria for the classification as C 0

Here too criterion b) applies. (A Peace and Conflict Impact Assessment (PCIA) has been drawn up either separately or as part of the project preparations and/or appraisal, and the pertinent recommendations have been adopted, ensuring conflict-sensitive design)

Conflict-sensitive project design

The conflict-sensitive design must comply with the following criteria, among other things: Taking into account the conflict situation in terms of the context and the core problems

- Taking into account the analysis of the parties to the conflict and actors among target groups, mediators and political executing agencies
- Taking into account the recommendations of the PCA when designing promotion components and methodical procedure
- Identification of the geographical project area in terms of the directly or indirectly affected conflict area
- Involvement of Peace and Conflict Impact Assessments and taking consideration of any necessary adjustments to the course of the project in the implementation plan, the assessment of the expected impacts and risks and, in the case of the budget
- Incorporation of conflict-related indicators for monitoring and evaluation

Examples of typical projects

Examples of C 2

- Establishment of a crisis early warning system within a regional organisation
- Capacity building for non-violent conflict management in civil society
Support for truth commissions
Reintegration of ex-combatants as a contribution to peace-building

In measures of this sort, crisis prevention, conflict transformation or peace-building is the sole objective or one of the main objectives.

Examples of C 1

- Reform of the administrative system and introduction of bilingualism in conjunction with the realisation of a peace agreement
- Reconstruction of physical infrastructure in conflict areas with the involvement of the former parties to the conflict
- Poverty reduction and food security with refugees who are to be reintegrated

In measures of this sort, crisis prevention, conflict transformation or peace-building is a secondary goal, while priority is given to other objectives such as poverty reduction and good governance.

Examples of C 0

- Reform of the health system and introduction of health insurance
- Legal advisory services for the Ministry of Women's Affairs (e.g. on issues pertaining to inheritance law)
Promotion of vocational education
- Rural water supply

Measures of this sort do not aim to prevent crises, transform conflict or build peace, but they are designed in a conflict-sensitive way, where they are implemented in conflict and post-conflict countries. To this end, it is taken into account, for instance, that all population groups must have equal access to inputs, and every effort is made to ensure that the weaker party to the conflict is not disadvantaged.

5 Supporting implementation of the strategy

Special support for conflict-sensitive development cooperation and strategic programme design

Increasingly, additional **specialist consultants** are being used to provide technical consultancy, to focus

development cooperation measures in-country and to assist with donor coordination. They can be attached to the implementing organisations or to BMZ Head Office. This can make sense for a limited period in particular when identifying priority areas because of the very much greater need for consultation and coordination entailed. It is, however, important that these consultants can be used by all development cooperation organisations, and that they play a support role. The personnel responsible must undertake any actual adjustment and realisation of the programmes.

In many conflict and post-conflict countries, a lot of time and effort is consecrated to **political dialogue and coordination**, so that it might be appropriate to provide support for the economic cooperation officers at the embassies.

Since a great many questions and directives are still new ground in German development cooperation, the staff members of development cooperation organisations responsible are accorded support and advice by the pertinent units, which can provide assistance, for instance, in developing terms of reference and selecting appraisers to conduct conflict analyses and PCAs.

These contacts together comprise the topic team „Crisis Prevention and Peace-Building“, which provides a forum for an exchange of ideas and experience, and provides consultation and coordination services. It is itself coordinated by division 210 in the BMZ.

The following contacts are available:

Federal Ministry for Economic Cooperation and Development (BMZ)

Division 210 – responsible for peace building and crisis prevention
Referat210@bmz.bund.de or Tel: ++ 49 (0)30 2503 2807

German Development Service (DED)

Division for Civilian Conflict Management and Peace-Building
P10@ded.de or Tel: ++ 49 (0)228 2434 210

German Development Institute (DIE)

Division II – Poverty-oriented Development, Regional Integration, Governance
die@die-gdi.de or Tel: ++ 49 (0)228 949 270

Deutsche Gesellschaft für Technische Zusammenarbeit GmbH (GTZ)

Section 4214 Crisis Prevention and Peace-Building Tel: ++ 49 (0)619 679 1632

**Gruppe FriedensEntwicklung (FriEnt)
Working Group on Development and Peace**

frient@bmz.bund.de or Tel: ++ 49 (0)228 535 3141

Internationale Weiterbildung und Entwicklung gGmbH (InWEnt)

Capacity Building International, Germany

Division 2.03 – Administrative policy / Security policy Tel: ++ 49 (0)228 2434 604

Kreditanstalt für Wiederaufbau (KfW)

Competence Centre Democratisation, Decentralisation, Peace-Building Tel. ++ 49 (0)69 743 10

Important contacts at the Federal Foreign Office:

At the Federal Foreign Office, Division GF02 deals with the departments United Nations, Crisis Prevention, Civilian Participation in Peace-Keeping and Peace-Making Measures, Equipment Aid and Security Sector Reform: GF-02@auswaertiges-amt.de

The project office “zivik” was set up to review the allocation of funds available to the Federal Foreign Office for civilian conflict management to German and international NGOs (budget item: Peace-keeping measures/NGOs): <http://www.ifa.de/zivik>

Furthermore, for the realisation of the German government's action plan „Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building“ an inter-ministerial group was set up comprising officers responsible for civilian crisis prevention from all ministries. The officer from the Federal Foreign Office chairs this group: GF-K@auswaertiges-amt.de. To implement the action plan an additional post was created within the division Global Issues 02.

Important contacts at the Federal Ministry of Defence:

Division Fü S III 2 , 11055 Berlin, Tel.: ++ 49 (0)30-2004-0

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