



COUNTRY INDICATORS FOR FOREIGN POLICY
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INTERIM REPORT

PRINCIPAL INVESTIGATOR: DR. DAVID CARMENT

PROJECT CO-MANAGERS
SUSAN AMPLEFORD & GEORGE CONWAY

ADDITIONAL RESEARCH
ANGELICA OSPINA

PROJECT INTERNS
NOZOMI KISHI
CHARITY WAKABA

PREPARED FOR:
CANADIAN INTERNATIONAL DEVELOPMENT AGENCY
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EXECUTIVE SUMMARY

As CIFP is approaching the half way point of Phase II development in accordance with the November 1999 proposal to CIDA, this document provides an interim report of progress made towards the project's objectives, disbursements of project funds, and outlines the experiences to date.

The Country Indicators for Foreign Policy (CIFP) project began work on a pilot project in partnership with the Forum for Early Warning and Early Response (FEWER) and the University of Maryland Global Events Data System (GEDS), in October 2000. This project will begin the integration of CIFP into the FEWER network, and will emphasize the analytical training and capacity building of local analysts participating in the FEWER network. The pilot project consists of two regional concentrations: South East Asia and West Africa.

CIFP has undertaken a number of activities to move the project forward. This has included updating and expanding the dataset, beginning testing of analytical methods and generation of risk assessment reports, redesign of the project website including a new MapServer facility, outreach and networking activities with our partner organizations, and preparing to participate in a training workshop for local analysts.

The CIFP is also currently developing materials that will serve the dual intent of collecting information on indicators not currently available in quantitative format, and of building local conflict analysis capacity, through providing means of assisting local analysts to identify and analyse relevant factors that operate as causes and/or accelerators of crises.

The CIFP team encourages feedback and constructive criticism.

CIFP PHASE II MANDATE

A consensus exists that a more effective early warning policy, including monitoring of preliminary signals and the historical record, should be employed as part of our Human Security approach to international affairs. This emphasizes the need for and important role of transparent, easy to interpret, open source early warning information. Structural indicators provide global overviews, country performance measures, and issue-based perspectives on political, military, demographic, social, economic and environmental factors. This type of information is included in best practice early warning analysis together with events data and local field analysis.

Currently, with the generous support of the Canadian International Development Agency, the Country indicators for Foreign Policy project (hereafter CIFP) is engaging in a pilot project in partnership with the Forum on Early Warning and Early Response (FEWER) and the University of Maryland Global Events Data System (GEDS), that will begin the integration of the CIFP into the FEWER network. Within the framework of the pilot project, CIFP will bring to FEWER, through its database of indicators, structural data that will serve as a supplement to events data provided by GEDS, and local analyses provided by local partner organizations participating in the FEWER network.¹ The pilot project consists of two regional concentrations: South East Asia (Cambodia, Indonesia, Philippines) and West Africa (Guinea, Liberia, Sierra Leone, and Senegambia).

The pilot project is intended to establish a solid framework for communications, information gathering and information sharing between the participating organizations, and the modalities of CIFP's integration into the FEWER network are beginning to take shape. CIFP is taking a lead role in the development of analytical risk assessment reports that integrate the different levels of information. These reports are intended to meet the knowledge needs of both local analysts and Canadian decision-makers requiring grounds for policy decisions, in order to contribute to linkages between early warning and early response. The second area of emphasis for the pilot project encompasses analytical training and capacity building of local analysts participating in the FEWER network.

¹ For a discussion on the role of structural indicators in early warning, in relation to other forms of early warning information, please see the CIFP's "Methodology Review," available on-line at <<http://www.carleton.ca/cifp/others/methodsreview.pdf>>.

UPDATE ON KEY CIFP ACTIVITIES

Confirmation of funding was received in late September 2000. In accordance with the objectives outlined in the November 1999 proposal to CIDA, work has been undertaken to move the project forward:

Update and Enhance CIFP Data

CIFP has undertaken steps to improve the quality of its data in accordance with the priorities determined in the course of the May 2000 Needs Assessment. This included the substantial tasks of updating, further backdating, and cleansing the existing data to remove observed inconsistencies, as well as expanding the number of countries included in the dataset.

The research team made considerable progress, and these tasks were completed by the end of January 2001. The substance of this work was detailed in a previous report to CIDA, submitted in December 2000.

Additional Indicators for the Pilot Project²

Additional indicators have been selected and included to inform the analysis of the target regions for the pilot project. This includes: Social Development Indicators, Socio-Economic and Environmental Indicators, Macro-Economic Indicators, Quality of Governance Indicators, Political Violence Indicators, and Small Arms Indicators.

The selection of these additional indicators was informed by a number of factors, including consultations with FEWER, and reference to FEWER surveys of indicators identified by local analysts in their early warning reporting.³ In addition, some indicators have been included on the basis of evidence in the early warning literature of their being strong crisis predictors.

Response to Selection of Indicators

The response to the expanded selection and choice of indicators for the pilot project has been favourable. The December 2000 discussion paper on indicator selection was circulated to our partner organizations through FEWER as well as to the Peacebuilding division at IDRC for comment. The common response was that the broader range of indicators would do a good job for capturing the trends necessary in undertaking the proposed risk assessment and early warning analysis.

² These indicators have only been collected for the countries in the target regions of the pilot project, rather than for all countries, because of resource limitations.

³ See, for example, FEWER's "Conflict and Peace Analysis and Response (CAPAR) Manual" (July 1999), which includes a recommended set of indicators identified by the Africa Peace Forum, among others, and FEWER's "Conflict and Peace Indicators: Caucasus" (October 2000), a survey of indicators based on reporting by FEWER lead agencies in the Caucasus. The West Africa Network for Peacebuilding (WANEP), the FEWER lead agency in West Africa, has also recently produced a training module, "Preventive Peacebuilding in West Africa" (October 2000), a region-specific adaptation of the FEWER CAPAR manual, with recommendations concerning indicators as well.

Data Analysis

Background Research:

As outlined above, the pilot project consists of two regional concentrations, which were originally conceived as being South East Asia (Cambodia, Indonesia, Philippines) and East Africa (Kenya, Uganda, Tanzania). Subsequently, FEWER has requested that the project switch focus from East Africa to the West African countries of the Mano River Basin and Senegambia. FEWER's reasoning was that CIFP efforts would be better directed towards the West Africa network at this time, due to a changing focus in East Africa away from early warning and towards early response, and in order to better complement current FEWER efforts to strengthen early warning networks in West Africa. After reviewing data sources, CIFP agreed to this shift.

This change in regional focus resulted in some delays because of additional time spent on the collection of background information, and the introduction of a different organization to the pilot project than was originally planned. FEWER's lead agency in West Africa is the West African Network for Peace (WANEP).

Regional Risk Assessment Profiles:

Since February, work has been undertaken towards preparing the regional risk assessment reports. This involved substantial research in order to establish a template for the analysis that can be used in a consistent manner for different cases. This has involved analysis of the data trends and data mapping, and the evaluation of leading indicators of conflict potential in the pilot regions. Comparative time series analysis has been undertaken for the pilot regions for a range of indicators determined to be most relevant. It is expected that drafts of these analytical reports will be circulated to FEWER network partners and also to the policy community later this spring (May/June), for comments and feedback. A common survey is being developed to facilitate and systematize this process.

Maps Element

Due to the project receiving less funding than originally budgeted for in the November 1999 proposal, CIFP has decided to move ahead with implementing only the first stage of mapping capabilities outlined in that proposal.

Work is well underway in the development of an online MapServer to integrate map content into the website.⁴ The mapping facility will allow for dynamic real time map querying, and data will be presented in colour-coded formats that correspond with CIFP's unique 9-point system of indexing raw data.

The entire website is being overhauled to allow for more efficient querying of the data and to incorporate newer technology that will make the CIFP database more accessible and compatible for our partners and users.⁵ This was identified in the May 2000 Needs assessment as a priority for our user base, and as such considerable effort is being expended on increasing the user friendliness of the CIFP website. One of the innovations incorporated in the new website is a tracking program that records our users, how many times they visit the site, and what facilities they use. This is not being done with the intention of invading users

⁴ The mapping outputs will also be incorporated into the risk assessment and early warning reports where relevant.

⁵ In particular, this will facilitate dynamic data sharing with SIPRI/FIRST.

privacy, but rather to help CIFP with knowing what products and services on our site receive the most traffic.

The new website, with the integrated MapServer, is scheduled for completion by the end of June 2001.

CD-Rom Version

It is anticipated that the CD-Rom will provide an alternative means of accessing the CIFP dataset and mapping facility where internet access is problematic, as in our pilot regions. Therefore, this component of the project will be most useful in the training component and as a resource for local analysts.

The task of developing a stand-alone CD-Rom product as a complement to the CIFP website has not yet begun. Once the new website is completed and launched, it will then be easier to transform it into a CD-Rom. In order to avoid unnecessary complications the project team decided that it would make more sense to develop the products one after another, rather than have two tracks of technological development ongoing at the same time.

In an effort to trim costs, CIFP is in the process of soliciting proposals from computer scientists in the Carleton community who may be interested in this portion of the technological development.

Collaboration and Outreach

In working towards the CIFP phase II end goal of collaborative early warning reporting, it has been necessary to devote considerable attention to network development and project *outreach* activities. More time and attention has been spent on these activities than originally envisaged in the proposal. However, building productive partnerships, and fostering good relations with staff at partner organizations is critical to the success of the pilot project. As this is a *pilot* project, all the participating organizations are 'learning by doing' regarding what is involved in making the partnerships and the network effective.

CIFP has been working to create a more systematic engagement and information sharing system with our partner organizations. The knowledge gained from the inter-agency linkages has been integrated into the data collection process, the design of the new website, and in the development of the risk assessment template. An overview of CIFP outreach activities follows:

Consultations with FEWER

In November 2000, a meeting was held in Ottawa with FEWER Director David Nyheim to discuss the directions of the pilot project. The selection of indicators was discussed, as were the ways in which the CIFP could best contribute to the needs of local analysts. It was at this meeting that the issue of switching pilot regions in Africa was raised.

A follow up meeting was held in London at the FEWER Secretariat to discuss the ways to operationalize the information sharing processes in the early warning framework, and to better define the CIFP's role. As a result of this meeting, it was determined that the CIFP will need to play an active role in training of local analysts in the West Africa network, thus increasing the capacity building component of the CIFP project.

Dr. David Carment attended the FEWER annual meeting and experts meeting in London UK, Jan 8 – 12, 2001. This served as an opportunity to meet with representatives from all organizations in one place and

the same time, and provided an opportunity for all partners to participate in collaborative network planning.

To maintain an ongoing dialogue, conference calls are scheduled, and regular email updates are sent to the FEWER Secretariat. CIFP has collaborated with FAST/FEWER/CIDCM on a number of joint proposals (to SSHRCC, the European Commission, the World Bank, etc.) that have been made for additional funding to expand the training programme, and to expand the network beyond the pilot phase. This proactive approach will hopefully ensure there are limited gaps in funding beyond the implementation of the pilot project, and may facilitate CIFP's full integration into the FEWER network.

International Security Forum Conference

CIFP was invited to give a presentation on the project, current work, and future directions at the International Security Forum conference held in Geneva, November 15 – 17, 2000. CIFP participated in workshop IV.5: *Information Management in International Security: Access, Selection and Use Part 1: Working with a System of Federated Fact Databases: the Case of Facts on International Relations and Security Trends (FIRST)*.

The ISF conference served to increase awareness of the project, and provided an occasion to meet others with an interest in this work, and the CIFP extends its gratitude to the Swiss ISN for inviting and hosting our participation. The presentation given and an abstract of the main talking points are available under the navigation heading "programme overview" on the conference website: <<http://www.isn.ethz.ch/4isf/>>.

Roundtable Series on Conflict Prevention⁶

Between Nov. 8 and 30, CIFP's principle investigator, Dr. David Carment, together with Albrecht Schnabel of the United Nations University, conducted a series of intensive workshops on building conflict prevention capacity - methods, experience and needs - in consultation with the secretariats of regional organizations, think tanks and local experts. This series was sponsored by IDRC and UNU. This served as an excellent opportunity to raise the profile of the CIFP project, and promotional material on CD-Rom was distributed.⁷

Networking: SIPRI (FIRST), SPF (FAST)

Effective partnerships are central to the success of the CIFP in fulfilling its early warning mandate, and are the cornerstone of the FEWER consortium. Expanding our partnerships was identified in the Needs Assessment as an important consideration for furthering the CIFP's credibility with our policy-making audience. In recognition of this, the CIFP is directing some efforts towards exploring new partnerships, and expanding existing partnerships.

Discussions have been held with:

⁶ Organizations visited include: IDRC, UNHQ (New York), UNUHQ (Tokyo), Habibie Center (Jakarta), OSCE, OAS, OAU, NATO/UNMIK, USIP, UNU, ISN, World Peace Foundation (at Harvard). Questions addressed on the topic of Training and Capacity Building: 'How can scholars and policymakers strengthen CP capacity?'; "What can the scholarly community do for the policy community?"; 'How can external and local actors strengthen CP capacity?'; "What can the policy community do for the local community?"; and 'How do we reconcile local ownership with external assistance?'

⁷ Full reports are available at: <<http://www.unu.edu/p&q/conflict-prevention.html>> and <<http://www.carleton.ca/~dcarment/index.html>>

The *Swiss Peace Foundation (FAST)* project. FAST is currently a FEWER partner, and is engaging in early warning analysis in the Caucasus Region, Southern Africa, and South Asia for a domestic policy audience. Their methodology includes automated coding of events data and field analysis from local partners, with structural data included on an ad-hoc basis. There are clearly synergies between FAST and CIFP, and opportunities for collaboration will be realized beyond the pilot phase of the project.

The *Stockholm International Peace Research Institute (SIPRI) Facts on International Relations and Security Trends (FIRST)* project. CIFP currently has a working partnership with FIRST, and provides the data for a number of indicators available through the FIRST web site.⁸ Discussions focused on a number of technical issues that will facilitate information sharing. These factors have been taken into consideration in the design of the new website, as described above.

IDRC Collaboration

The Peace and Conflict Impact Assessment (PCIA) project of the peacebuilding and reconstruction (PBR) division at IDRC maintains an interest in the development of the CIFP project and the FEWER network. CIFP project staff meet with PCIA project staff approximately every six weeks to keep each other apprised of developments in the respective projects, in the field in general, and to identify opportunities for cooperation.

DFAIT Peacebuilding Consultations

CIFP has been invited to give a presentation at the DFAIT sponsored peacebuilding consultations on May 3, 2001. This will provide a further opportunity to disseminate information about the project, and the FEWER network approach to developing risk assessment and early warning systems.

Training Component

The task of developing a training component with the goal of building capacity for local analysts, and also for introducing policy analysts to CIFP capabilities, will begin in earnest with the completion of the other tasks, which serve a preparatory function. The training component will build local conflict analysis capacity and provide a means of assisting local analysts in identifying and assessing relevant factors that operate as causes and/or accelerators of crises.

As identified by FEWER, the need for analytical training is high, but the capacity to receive this type of training is currently low. The process will begin with an introduction of more basic concepts of conflict analysis, and the rationale for employing quantitative analysis as a complement to qualitative observation.

The risk assessment and quantitative indicator analysis components of the training curriculum will be developed in consultation with FEWER and WANEP (West African Network for Peace) at a Training of Trainer Sessions (TOTs) to be held in Ghana Spring 2001. Several additional TOTs will be held over the course of 2001-2002 throughout the region. TOT sessions are also planned for South East Asia in collaboration with the FEWER network.

While the funds from the pilot project will lay the groundwork for the training component, supplementary funds will be necessary to further develop this component and provide a more robust programme. For this reason, CIFP has collaborated with FEWER and other network partners on additional funding proposals to support this work.

⁸ Please see <<http://first.sipri.org/>>.

Appendix A SUMMARY OF DISBURSEMENTS

Summary of project funds disbursed as of April 30, 2001

Budget Line	Budget	Paid Out as of 30/04/01
Project Management/Development	25,609.38	13,332.00
Research Assistants	10,075.00	4,750.00
Computer Technician(s): Database	8,750.00	3,000.00
Computer Technician(s): CD-ROM	15,000.00	Nil
CD-ROM Software	1,000.00	Nil
Maps Element	14,552.00	1,800.00
Engaging Participation/Training	7,300.00	640.00
Other Software/Hardware	1,085.00	541.47
Collaboration	500.00	111.50
Other Costs	2,500.00	493.01
TOTAL	98,000.00⁹	24,667.98

⁹ The numbers themselves do not add up to 98,000.00 because there are overhead fees charged by Carleton University on salaries paid.

APPENDIX B

CIFP PROJECT TEAM

Principal Investigator: David Carment, Ph.D.

David Carment is currently a Fellow in the Program on Conflict Prevention, Belfer Center, Harvard University for the academic year 2000-2001.

David Carment initiated the CIFP project and has had oversight of the project's activities at NPSIA throughout the life of the project. He has been responsible for selecting the research team, the selection and analysis of country indicators, and the operationalization of the project.

Contact: dcarment@ccs.carleton.ca or david_carment@harvard.edu

Project Managers: Susan Ampleford, M.A. and George Conway, M.A.

Susan Ampleford and George Conway are serving as Project Managers for Phase II of the CIFP. Both Susan and George recently completed the M.A. programme at the Norman Paterson School of International Affairs, Carleton University. Susan co-authored the CIFP *Needs-Assessment* in May 2000, and the *Methodology Review* in July 2000.

Contact: susan_ampleford@hotmail.com
georgeconway@comnet.ca

Research Assistance: Angelica Ospina, M.A. Candidate, and Urvashi Ramnarine, M.A.

Angelica Ospina is currently an M.A. candidate at the Norman Paterson School of International Affairs, Carleton University. Angelica and Urvashi were responsible for collecting data and expanding the data set. Angelica has also contributed to the development of the template for risk assessment reporting.

Project Interns: Nozomi Kishsi, M.A. Candidate, and Charity Wakaba, M.A.

As part of the NPSIA internship programme, Nozomi and Charity undertook work on the regional risk assessments for the target regions, and contributed to country profiles.

Computer Scientist: Khanh Tran, B. Eng (Honours).

GIS Mapping Specialist: Peter Pulsifer, M.A.