CPED-*Research For Development News* Vol. 1. No 1 June 2010

Participation of Stakeholders in Development: Issues and CPED's Experiences in Nigeria

About CPED

The Centre for Population and Environmental Development (CPED) is an independent, non-partisan, non-profit and non-governmental organization dedicated to promoting sustainable development and reducing poverty and inequality through policy oriented research and active engagement on development issues. CPED started as an action research group based in the University of Benin, Benin City, Nigeria in 1985. The action research group was concerned with applied research on sustainable development and poverty reduction challenges facing Nigeria. The research group also believed that communication, outreach and intervention programs, which can demonstrate the relevance and effectiveness of research findings and recommendations for policy and poverty reduction, especially at the grassroots level, must be key components of its action research. In order to translate its activities more widely, the Benin Social Science Research Group was transformed into an independent research and action Centre in 1998. It was formally registered in Nigeria as such by the Corporate Affairs Commission in 1999.

The establishment of CPED is influenced by three major developments. In the first place, the economic crisis of the 1980s that affected African countries including Nigeria led to poor funding of higher education, the emigration of academics to advanced countries which affected negatively, the quality of research on national development issues emanating from the universities which are the main institutions with the structures and capacity to carry out research and promote discourse on socio-economic development. Secondly, the critical linkage between an independent research or think tank organisation and an outreach program that translates the findings into policy and at the same time test the applicability and effectiveness of the recommendations emanating from research findings has been lacking. Finally, an independent institution that is focusing on a holistic approach to sustainable development and poverty reduction in terms of research, communications and outreach activities is needed in Nigeria. CPED recognises that the core functions of new knowledge creation (research) and the application of knowledge for development (communication and outreach) are key challenges facing sustainable development and poverty reduction in Nigeria where little attention has been paid to the use of knowledge generated in academic institutions. Thus, CPED was created as a way of widening national and regional policy and development debate, provide learning and research opportunities and give visibility to action programmes relating to sustainable development and poverty reduction in different parts of Nigeria and beyond.

The vision is to be a key non-state actor in the promotion of grassroots development in the areas of population and environment in Africa. The overall mission is to promote action-based research programs, carry out communication to policy makers and undertake outreach/intervention programmes on population and environmental development in Africa. ■

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Editorial Policy of CPED Research for Development News
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CPED Research for Development News (CRDN) is the official publication of the Centre for Population and Environmental Development (CPED). Through this medium, CPED seeks to reach out to relevant policy makers and other stakeholders on key issues concerning development in Nigeria in particular and other parts of Africa in general.

Vision: CRDN seeks to inform, educate and report development issues and challenges as well as the progress in the research and outreach activities of the Centre for the consumption of policy makers, other stakeholders and the reading public in its quest to promote sustainable, holistic and grassroots development.

Mission Statement: To provide a medium for drawing the attention of policy makers, other key stakeholders and the general public to the issues and challenges of development and the policy response needed to promote equitable development.

Core Values: The two core values of CRDN are derived from those of CPED. The first relates to the fact that the universal ideals of intellectual and academic freedom is promoted and respected by CRDN. In this respect CRDN will remain an independent, professional and development news letter. Secondly, CRDN is a non-partisan newsletter which is not associated with any political party or organization. However, when the need arises, CRDN in its publication of CPED's research, advocacy and outreach activities will address key political issues that have considerable impact on development, especially at the local level.

Editorial Board: The Editorial Board of CRDN shall be made up of CPED's Executive Director, two professional staff of CPED and two other members from outside CPED comprising mainly of CPED Fellows.

Editorial Policy: While CRDN will report on any development issue and the various activities of CPED, CRDN will, as much as possible, focus on a particular development theme in one edition. The theme to be addressed in a subsequent edition shall be announced for the benefit of contributors in advance.

Adverts: There shall be created in every issue, a space for advertisement. The cost of the advert placements shall be determined by the Editorial Board.

Manuscript Submission: Persons interested in contributing to any edition of CRDN are welcomed to do so. Manuscripts should be original with a maximum length of five pages typewritten with double-line spacing and accompanied with biographical sketch of the author which must not be more than fifty words. Each article should be typed on A4 paper with a margin of one inch round. Manuscripts already published elsewhere shall not be accepted.

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Editor's Note

The *Centre for Population and Environmental Development (CPED)* is pleased to launch its Research for Development News, with support from the *Think Tank Initiative initiated and managed by the International Research and Development Centre (IDRC). CPED Research for Development News (CRDN)* series is published twice a year in June and December. The Series will report on the research, communication and intervention activities of CPED with the major aim of informing policy makers and other key stakeholders on development issues as well as informing key stakeholders on CPED's activities on research and intervention. In this respect the editorial policy of CPED Research for Development News is to focus on one major development issue in each number of CRDN.

Professor Andrew G. Onokerhoraye, *Ph.D., OON, JP*
Editor

It is against this background that this June 2010 edition of CRDN is focusing on the challenges of *promoting the participation of grassroots stakeholders in local development with specific reference to CPED's experiences in Nigeria.* Efforts in the past two decades of development planning and implementation to bring participation to the centre stage have yielded a rich harvest of learning, much of it now echoed in the guiding principles of ownership and partnership. Participation is about building partnership and ownership from the bottom up. It has been recognized over the past decades that strong primary stakeholder participation on the ground boosts project performance. Furthermore, it has been observed that participation holds promise outside the project framework; for informing national policymakers; for planning and implementing large scale government programmes; for designing and implementing donor projects; and for encouraging good and often local governance. Stakeholder participation has important benefits for increasing legitimacy of decisions in the eyes of stakeholders, as well as increasing compliance with decisions and rules established.

While considerable progress is being made in different parts of the developing world to promote the participation of stakeholders, especially at the grassroots level in policy making and the implementation of development programmes, the situation in Nigeria is not impressive. This can be explained by the long years of military dictatorship in the country. Nigeria gained independence from Britain in 1960 and for over 35 years of the 50 years of independence the country was ruled by military dictatorship which was associated with the non-participation of the citizens of the country on issues affecting them. The military rulers determined unilaterally all public policies and programmes. As a result, socio-economic development programmes were largely based on the so-called needs defined by the military rulers and a few elite civilian planners.

CPED has during the past ten years promoted the participation of local stakeholders in the implementation of its research and intervention activities. The approaches, experiences and lessons learnt are shared in this edition. It aims to provide an understanding of the concepts, methods and the implementation of the participation of stakeholders, whether for a particular project or participatory management activities and shared decision-making regarding specific projects which CPED has executed. Since every situation is different, the procedure, methods and examples reported here are fairly simple and broad in their approach and can be adapted to each different situation in various parts of Nigeria.

The various examples outlined in this edition of CRDN are therefore designed to provide an understanding of the reasons and principles of stakeholder mobilisation and participation in the grassroots context; show how to prepare, plan and implement a participation procedure; explain how to disseminate, gather and share information using appropriate methods; and provide participatory techniques to effectively conduct workshops and meetings. We believe that readers of this edition of CRDN will appreciate the significance and benefits of promoting grassroots participation in development and poverty reduction in Nigeria. It will also be helpful to many other state and non-state actors that have adopted or are establishing public participation programmes to build lasting relationships with the surrounding communities. ∎

Professor Andrew G. Onokerhoraye
Editor,
June 2010

SIXTY FIVE YEARS OF PLANNING IN NIGERIA WITHOUT STAKEHOLDER PARTICIPATION

Development planning in Nigeria has a long history dating back to the period of colonial rule. Nigeria's development planning could be described as having passed through five major phases comprising: the Colonial Era (1945-1960), the era of fixed development plans (1962-85), the Era of rolling plans (1990-1998), and the era of democratic dispensation which began in 1999. Before 1945 the colonial government undertook no serious comprehensive planning. It was in 1946 that the first attempt at development planning was introduced. It was a *Ten-year plan of Development and Welfare for Nigeria* (with plan revisions, 1951-55) and the 1955-60 plan (later extended to 1962), framed by colonial administrators. The plan was purely expenditure-related as its aim was primarily to guide the allocation of the development and welfare funds made available by the then imperial power, Britain. Nigerians played no significant role in the formulation and implementation of the plan. In did, the colonial planning experience just like the colonial order in general, was not designed to bring the aspirations or preferences of the masses to bear on the plan from the metropolis, except in so far as such aspirations could be reconciled initially with the paramount objectives of the British Empire, and later with the coloniser's master plan of gradual movement toward political and economic independence for Nigeria. The plan achieved very little for the country due largely to poor financial resources for plan implementation, weak formulation and implementation machinery, lack of technical skills by the then generalist administrators who prepared the plan, and the absence of clearly defined national objectives.

The era of fixed development plans (1962-85) was characterized by four development plans, namely, *First National Development Plan (1962-1968), The Second National Development Plan (1970-1974), The Third National Development Plan (1975-1980) and The Fourth National Development Plan (1981-1985)*. After 1960, development planning had a broad scope, encompassing government policies to achieve national economic objectives, such as accelerated growth and higher levels of average material welfare. The plan included economic forecasts, policies toward the private sector, and a list of proposed public expenditures. Although Nigerian political leaders made decisions about general objectives and priorities for the first plan, foreign economists were the main authors of the actual document. The full implementation of the plan was however interrupted by the military intervention in 1966 and the 1967-70 civil war.

Post-war reconstruction, restoring productive capacity, overcoming critical bottlenecks and achieving self-reliance were major goals of the *Second National Development Plan (1970-74)*. The plan witnessed attempts to rectify some of the shortcomings of the first development plan. The need for comprehensive national objectives to guide development plans were recognized. The planning machinery was strengthened and the need for public input was recognized by preceding the plan preparation by a national conference on economic development and reconstruction. *The Federal Ministry of Economic Development* remained at the centre of plan coordination and preparation. Despite constraints and failures in most components of the plan it was the most successful of Nigeria's plans to date because most of the proposed programmes were completed. Again apart from the national conference which preceded the formulation of the plan, stakeholder participation was basically non-existed.

Announced in March 1975, the Third National Development Plan (1975-80) envisioned a twelvefold increase in the annual rate of public capital expenditures over the previous plan period. The plan document outlined ambitious programmes to expand agriculture, industry, transport, housing, water supplies, health facilities, education, rural electrification, community development, and state programs. Amid the euphoria of the 1974 oil price boom, the Federal Ministry of Economic Development approved and added numerous projects for other ministries and agencies not supported by a proper appraisal of technical feasibility, costs and benefits, or the technical and administrative arrangements required to establish and operate the projects. Inflationary minimum wage and administrative salary increases after October 1974, in combination with the slowing of the economy, made budget shortfalls inevitable. Many projects had to be postponed, scaled down, or cancelled when oil revenue-based projections made in 1974-75 later proved too optimistic. Again the plan was basically prepared by civil servants without any input from other stakeholders, especially the public.

The civilian government that took office on October 1, 1979, postponed the beginning of the fourth plan (1981-85) for nine months. Whereas the plan's guidelines indicated that local governments were to be involved in planning and execution, such involvement was not feasible because local governments lacked the staff and expertise to carry out this responsibility. The plan was also threatened by falling oil revenues and an increased need for imported food that had resulted from delays in agricultural modernization. Thanks in large part to the overthrow of Nigeria's second civilian administration, the Second Republic headed by President Shehu Shagari, at the end of 1983 and of the military government of General Muhammadu Buhari in 1985, the Fifth National Development Plan was postponed until 1988-92. Continuing the emphases of the Structural Adjustment Programme (SAP), the fifth plan's objectives were to devalue the naira, remove import

licenses, reduce tariffs, open the economy to foreign trade, promote non-oil exports through incentives, and achieve national self-sufficiency in food production. The formulators of the fifth plan sought to improve labour productivity through incentives, privatization of many public enterprises, and various government measures to create employment opportunities. The fourth and fifth plans did not achieve their objectives while as usual the participation of the public was non-existent.

In 1989, the administration of General Ibrahim Babangida abandoned the concept of a fixed five year plan. Instead, a three-year "rolling plan" was introduced for 1990-92 in the context of more comprehensive fifteen- to twenty-year plans. A rolling plan, considered more suitable for an economy facing uncertainties and rapid change, is revised at the end of each year, at which point estimates, targets, and projects are added for an additional year. Thus, planners are expected to revise the 1990-92 three year rolling plan at the end of 1990, issuing a new plan for 1991-93. In effect, a plan is renewed at the end of each year, but the number of years remains the same as the plan rolls forward. In Nigeria, the objectives of the rolling plan were to reduce inflation and exchange rate instability, maintain infrastructure, achieve agricultural self-sufficiency, and reduce the burden of structural adjustment on the most vulnerable social groups. However, the preparation of medium term plans turned out to be a yearly event and became almost undistinguishable from the annual budgets. At the end of about ten Rolling Plans, from 1990 to 1999, Nigerians were not better off than they were during the years of fixed medium-term planning.

The 1999 civilian administration headed by Obasanjo started development planning on a clean slate with the initiation of a four-year medium term plan document otherwise known as the National Economic Direction (1999-2003). As a democratic government one would have expected the plan to promote the participation of the public. But this was not to be as civil servants and politicians arrogated to themselves planning activities. The 1999-2003plan had the primary objective of pursuing a strong, virile and broad- based economy with adequate capacity to absorb externally generated shocks. The objectives and policy direction was not significantly different from that to which the country has followed since the introduction of SAP. The plan did not achieve much of the articulated programmes of deregulating the economy, reducing bureaucratic red-tapism in governance, creating of jobs, alleviating of poverty and providing welfare programmes and infrastructure. Despite the huge resources garnered from improved oil pricing, sale of privatised government enterprises, and recovered loots from the Abacha family and its cronies, Nigeria went further down the rungs of impoverished nations.

Following the election in 2003 in which Obasanjo was returned to power, the government saw the need to have a rethink on the issue of development planning. It realised the need for a comprehensive socio-political and economic reform of the country since no plan can succeed in Nigeria if it continued to be 'business as usual'. This intent to bring radical changes in the way things are done gave birth to the National Economic Empowerment and Development Strategy (NEEDS). NEEDS is described as Nigeria's plan for prosperity. The primary goal of making Nigeria a 'promised land' would be realised according to NEEDS through four key strategies of wealth creation, employment generation, poverty reduction and value reorientation. It is a four-year medium term plan for the period 2003 to 2007. NEEDS is a federal government plan, which also expected the states and local governments to have their counterpart plans- the State Economic Empowerment and Development Strategy (SEEDS) and the Local Economic Empowerment and Development Strategy (LEEDS) respectively. It is a comprehensive plan that seeks to include not only all levels of government towards moving in the same direction, but also seeks all and sundry namely, the private sector, the Non-Governmental Organizations (NGOs) and the general public in cooperative activity in pursuit of developmental goals. As a medium term plan, most of the goals of NEEDS ought to be significantly realised before the exit of the Obasanjo administration in May 2007. But the truth remains that NEEDS is more of a long-term plan than a medium and short-term plans as most of the key objectives have not been achieved. One would have expected that NEEDS, SEEDS and LEEDS will emphasize the participation of key stakeholders, especially at the grassroots level but this was not so as major decisions were again made by civil servants and policy makers.

The strategy of development planning which Nigerian leaders adopted over the years after independence can rightly be described as planning from above. Basically, the ideas and projects which went into the plans were mainly from the political and bureaucratic elites. They failed to take into consideration the potentials of local governments in the planning process. The masses were therefore largely excluded from any serious influence on the planning process. The failure of development plans in Nigeria over the past sixty five years to solicit the participation of the general public and key stakeholders who are expected to benefit from the results of the plans as well as taking part in activities that will enhance the achievement of the objectives of the plans has been a major contributor to the failure of the plans. ∎

THE RATIONALE FOR CPED'S COMMITMENT TO PROMOTING GRASSROOTS STAKEHOLDER PARTICIPATION IN DEVELOPMENT PLANNING AND POVERTY REDUCTION PROGRAMMES

Nigeria has recently emerged from a system that denied people access to a say in their future. Involving stakeholders in development planning and implementation allows for the joint identification of needs, innovative ways to meet these needs and ensures sustainable development. It creates ownership of management decisions regarding the local development issues among stakeholders. This can ensure stable benefits, access to information and opportunities for the local communities, and ultimately contribute to environmental conservation. It should be noted that public participation or involvement in planning is not an end in itself, but part of a broader process of pursuing sustainable development. The principle inherent in public participation is that the participation of all interested and affected parties, including vulnerable and disadvantaged persons, in development planning and implementation must be promoted. Consideration must be given to ensuring that people must have the opportunity to develop the understanding, skills and capacity necessary to achieve equitable and effective participation.

Many grassroots communities and their inhabitants, especially in the rural and other marginalised areas, do not generally have any input into decisions and the implementation of programmes taking place in their localities. Stakeholder participation is an instrument that provides stakeholders the opportunity to participate in decision-making and potentially influence projects or policies. Stakeholder participation is more than involvement only. It implies a certain level of joint responsibility and/or empowerment of the stakeholders in decision-making. Consequently, stakeholder participation can best be defined as 'the act of empowering stakeholders in decision-making on issues they have a stake in'. Stakeholder participation is different from 'public' or 'citizen' participation, which implies more indirect involvement in decision-making. It means that the public (or citizens) has the right of judicial access, and the right of access to information on decisions. Hence, by use of public participation the decision-making becomes more transparent and accountable.

Stakeholder participation is considered by CPED as required in the context of Nigeria so as to achieve sustainable management from economic, environmental as well as from a social point of view. Consequently, the ultimate aim of applying stakeholder participation is to produce well informed management, with good chances of implementation in the rural communities of Nigeria. CPED believes that both decision-makers and stakeholders benefit from communication between them. The stakeholders will understand the relevance and need of the problem, project or policy, and can contribute to ideas and solutions. Decision-makers, on the other hand, profit from new ideas, etc. In a nutshell, stakeholder participation is expected to improve the quality, efficiency, effectiveness and sustainability of programmes and projects and to increase the capacities, self-reliance and empowerment of local stakeholders.

The benefits and strengths of stakeholder involvement from CPED's experience include the following:

(i) It can lead to improved decision-making as stakeholders often possess a wealth of information and it can increase the legitimacy, transparency, and accountability of decisions;

(ii) Encouragement of public input and feedback mechanisms and proof that the stakeholders' viewpoints and preferences are being considered;

(iii) Communication and consensus at early stages of the project can reduce the likelihood of conflicts, which can harm the implementation and success of the project;

(iv) Stakeholder involvement contributes to the transparency of public and private actions, as these actions are monitored by the different stakeholders that are involved;

(v) Avoidance of conflicts and extra expenses due to errors or badly informed decisions;

(vi) The involvement of stakeholders can build trust between the government and civil society, which can possibly lead to long-term collaborative relationships;

(vii) Empowerment of the stakeholders through their active involvement in the participation process enhances the opportunity to develop the knowledge, skills and resources needed to assist in shaping their own future;

(viii) People should legitimately have a say in decisions that affect their lives in a democratic world. Moreover, the stakeholders often are the source of the problem at stake, are the best judges of their own interests and the level of risk they are willing to accept, and they are more sensitive to social and political values than experts are;

(ix) Capacity-building with regard to stakeholder participation in management activities, business enterprises, the forming of participatory structures and other related activities.

(x) Research and outreach activities undertaken with the participation of relevant stakeholders are more likely to be accepted and supported by them when they see that they have had an active role in shaping decisions.

(xi) Share information on the challenges of development in their communities;

(xii) Learn from each other on the challenges of development in their communities;

(xiii) Identify their own problems, capacity and over-coming strategies which will eventually pave the way for people's participation and empowerment;

(xiv) Work together to solve common problems;

(xv) Take increasing responsibility for planning its own learning lessons;

(xvi) Learn how to work together in a group;

(xvii) Defuse local tensions over a controversial project or development,

(xviii) Build skills and confidence in local people so that they are more able to carry out their own projects in the future;

(xix) Gain experience in using the activities and visual tools to do their fieldwork;

(xx) Create a sense of ownership of a project in local people so that it is likely to continue in the long run. Experience shows that when everyone contributes to the learning and planning process, then people feel more ownership of the problem and develop more appropriate solutions for their context;

(xxi) Participatory planning enables stakeholders to take strategic decisions based on the flow chart of present/future development activities in proposed project areas; and less stakeholders to take strategic decisions

A District Head handing over a draft of his District LEEDS to CPED Facilitator in one Of the districts at Dukku LGA, Gombe State.

based on the flow chart of present/future development activities in proposed project areas; and

(xxii) A long-term sustainable development trend will emerge.

(xxiii) Thus promoting stakeholder participation is beneficial to all parties because it can result in better-informed and more creative decision-making, a greater public acceptance of decisions, more transparency and better communication, leading to a more effective and more democratic decisions on policy, with better chances of implementation.

It is in recognition of these benefits and strengths that CPED has used the participatory approach in local level planning and in the execution of different projects during the past ten years. An example of the promotion of stakeholder participation in planning carried out by CPED is the participatory formulation of Local Economic Empowerment and Development Strategy (LEEDS) in about 25 Local Government Areas in different parts of Nigeria using the methodology developed for the purpose. The development of the methodology and its application in the preparation of LEEDS in different LGAs was funded by the United Nations Development Programme (UNDP).

Participatory LEEDS formulation is an example of how local population can be involved in development planning through experimental learning in Nigeria. Working with local people gives good results when it is done well. Some organisations including governments and outside agencies can run into difficulties, and often find that they are unable to pursue their programmes, if they do not carry local people along with them; if they do not develop the trust that is required to work with local communities; and if they impose ideas based on their own interpretation of requirements rather than establishing those of the community themselves. The participatory approach to LEEDS formulation provided opportunity for participants to actively contribute to the plan preparation and implementation rather than passively receiving information from outside experts, who may not have local understanding of the issues.

Participation by the grassroots population in the formulation of LEEDS is promoted by six key elements in the methodology as reflected in Figure 1. The first element is the mobilisation visits to all the wards/villages or communities within the target

LGA to sensitize the inhabitants (community leaders, women, men, youths and the disadvantaged) about LEEDS and the importance of their participation in its formulation so that they can incorporate their community needs. The second is the convening of village/ward meetings/workshops at which community leaders, women, men, youths and the disadvantaged will present their problems, needs and strategies to provide solution to their problems and meet their needs. Thirdly, the meetings/workshops will conclude by electing their representatives in the Coordinating Team to midwife the preparation of LEEDS as well as electing those who will represent the communities at the stakeholders' workshop organised at the LGA level so that the needs, which their community identified, can be presented to the workshop for incorporation into LEEDS. Fourthly, participation is promoted by the stakeholders' workshop on LEEDS formulation at which all communities within the LGA are represented. It is this workshop that will propose the framework for LEEDS in the target LGA. Fifthly, the Coordinating Team will formally draft the LEEDS document on the basis of the proposals made by the stakeholders' workshop. Finally, the stakeholders' workshop will reconvene to have a final look at the LEEDS document for their LGA and approve it after appropriate amendments for implementation. ∎

E.1: Mobilisation visit to Villages/Wards

E.2: Village/Ward meetings/workshops on LEEDS

E.3: Election of members of LEEDS preparation
Co-coordinating Team and Representatives
at the LGA stakeholders' workshop

E.4: Stakeholders Workshop on LEEDS

E.5: Drafting of LEEDS by Co-coordinating Team

E.6: Stakeholders Workshop to Approve
Final LEEDS document

*Figure 1: Components of the Participatory
Methodology in LEEDS Formulation*

DEFINING, IDENTIFYING AND ANALYSING GRASSROOTS STAKEHOLDERS

In broad terms, a stakeholder is an individual group, institution, organisation (government or non-government) or business, amongst others, that could affect, or be affected by the outcome of a particular activity, process or project either positively or negatively. Literally, a stakeholder is an individual who has a stake in a certain issue or decision. In practice, (socially) organized groups or individuals that perceive themselves as being affected by a decision, that share common values and preferences, or that has an interest regarding the decision at stake, are also considered as stakeholders. Usually, only these organized interests groups are involved in stakeholder participation. Consequently, both individuals and (organized) groups can act as stakeholders. Their stakes may not always be clear; they may contradict and may change over time. Also the number of stakeholders may change during the project process. Stakeholders can stem from the scientific, policy and society domain; examples are government institutions (at different levels), donors, directly affected individuals or groups and indirectly affected groups, including NGOs, representative organizations or private sector businesses.

Often a distinction is made between two kinds of stakeholders, the primary and secondary stakeholders. The primary stakeholders are the stakeholders who are directly affected, either positively or negatively by the project. As such, the primary stakeholders include the intended users of the improved facilities; in other words the intended beneficiaries of the project. In many cases, primary stakeholders can be viewed as those stakeholders that need to be included if objectives of the project are to be met. Secondary stakeholders are not directly involved in, or affected by programme and the participatory approach. They may, however, be indirectly affected, or are interested and willing to participate in the process in different ways and stages. In the context of grassroots-based programmes and projects, secondary stakeholders are government and donors but also include local NGO's, private sector entrepreneurs, local government, consumer groups, clergy, etc. The secondary stakeholders are stakeholders, which play some intermediary role and may have an important effect on the project outcome. In the past, stakeholder participation was mainly limited to involving the secondary stakeholders. Many of these projects, however, proved unsustainable and since then a general consensus has emerged about the general need of involving primary as well as secondary stakeholders at an early stage.

A stakeholder analysis tries to identify stakeholders and analyze their interests, instead of actually empowering them in the decision-making. It is a planning tool used to research and analyze the opinion, power and influence of stakeholders. The stakeholder analysis provides a starting point, by establishing which groups to work with and setting out an approach so that this can be achieved. In this way a stakeholder analysis also helps project initiators to assess the social environment in which they will operate. In particular a stakeholder analysis can be used to:

(i) identify and define the characteristics of key stakeholders;

(ii) draw out the interests of stakeholders in relation to the problems that the project is seeking to address (at the identification stage) or the purpose of the project;

(iii) identify conflicts of interests between stakeholders, to help manage such relationships during the course of the project; help to identify relations between stakeholders that may enable "coalitions" of project sponsorship, ownership and cooperation;

(iv) assess the capacity of different stakeholders and stakeholder groups to participate; and

(v) help to assess the appropriate type of participation by different stakeholders, at successive stages of the project cycle.

Basically stakeholder identification and analysis involves four major steps

The first is the identification of key stakeholders in which a number of questions should be posed and answered including:
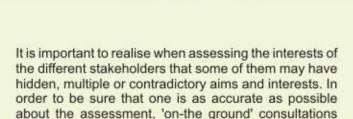
(i) Who are the potential beneficiaries?;

(ii) Who might be adversely impacted?;

(iii) Have vulnerable groups who may be impacted by the project been identified?;

(iv) Have supporters and opponents of the project been identified?; and

(v) What are the relationships among the stakeholders?.

Answering these questions will lead to a simple list, which forms the basis of the stakeholder analysis.

Secondly, an assessment of stakeholder interests and the potential impact of the project on these interests must be carried out. Once the key stakeholders have been identified, the possible interest that these groups or individuals may have in the project can be considered. Typical questions that should be asked and answered in order to assess the interests of different stakeholders include:

(i) What are the stakeholder's expectations of the project?

(ii) What benefits are likely to result from the project for the stakeholders?

(iii) What resources might the stakeholders be able and willing to mobilize?; And

(iv) What stakeholder interests conflict with project goals?

It is important to realise when assessing the interests of the different stakeholders that some of them may have hidden, multiple or contradictory aims and interests. In order to be sure that one is as accurate as possible about the assessment, 'on-the ground' consultations with different stakeholders should be carried out.

Thirdly, an assessment of the stakeholder influence and importance should be carried out. Influence refers to the power that the stakeholders have over a project. This power may be in the form of stakeholders that have formal control over the decision-making process or it can be informal in the sense of hindering or facilitating the project's implementation. Importance relates to the question how important the active involvement of the stakeholder is for achievement of the project objectives. Stakeholders who are important are often stakeholders who are to benefit from the project or whose objectives converge with the objectives of the project. It should be noted that some stakeholders who are very important may have very little influence and vice versa. In order to assess the importance and influence of the stakeholder one should be able to assess the following:

(i)   The power and status (political, social and economic) of the stakeholder;
(ii)   The degree of organization of the stakeholders;
(iii)   The control the stakeholder has over strategic resources;
(iv)   The informal influence of the stakeholder (personal connections, etc.);
(v)   The importance of these stakeholders to the success of the project.

Both the influence and importance of the different stakeholders can be ranked along simple scales and mapped against each other. This exercise is an initial step in determining the appropriate strategy for the involvement of these stakeholders. In order to make sure the assessment is as accurate as possible it would be preferable to have 'on-the-ground' consultations. Especially when assessing dimensions like informal influence over the project, personal communication with stakeholders is likely to be essential.

On the basis of the three preceding steps in the stakeholder analysis process, some preliminary planning can be done in relation to the question of how to best involve the different stakeholders. The involvement of stakeholders should be planned according to: Interests, importance, and influence of each stakeholder; Particular efforts needed to involve important stakeholders who lack influence in the project cycle.

Different methods can be employed to gather the information required for the stakeholders' analysis. Among the possible forms that could be used are:
(i)   *Surveys and interviews with primary stakeholders and collaborating organizations (NGO's etc.).* For example, a survey that determines community practices and preferences of sanitation will focus on: Assessing current sanitation and hygiene practices; Assessing current knowledge of sanitation; Identifying environmental concerns and location of contamination; Assessing ability and willingness to pay for services; Assessing community expectations for investment financing; and Assessing local experience in managing infrastructure.
(ii)   *Stakeholder workshops:* In these workshops, stakeholders are invited to discuss about the project, share ideas and exchange their thoughts about the project. Examples of stakeholder workshops are neighbourhood-level workshops to "supplement household visits to determine community practices and preferences. These workshops should be designed so that they are highly participatory by using a mix of small groups and plenary discussions.
(iii)   *Informal consultation of stakeholders:* Household visits are an informal method to obtain information on socio-economic and physical characteristics.
(iv)   *Community mapping:* This technique is used to identify which problems occur in an area of a community. Participants are asked to: Identify problem areas on an existing map; Draw maps from memory that indicates problems or geographic features of an area. These maps can include existing infrastructure, homes without sanitation, sources of existing pollution and key geographical features.   It is important to recognise that a stakeholder analysis is not just a one-time activity. As the society in which the project will be implemented is not static but continuously evolving, so will the views, interests and importance of the different stakeholders. As such, it is important to keep analysing the different stakeholders during the different stages of the project.

Stakeholder analysis should always be done at the beginning of a project, even if it is a quick list of stakeholders and their interests. Such a list can be used to draw out the main assumptions which are needed if a project is going to be viable, and some of the key risks. Thus, stakeholder analysis will contribute to the drafting of a log frame. Whenever log frames are re-considered during the life of a project, a stakeholder analysis will be useful. This means that annual monitoring missions and mid-term reviews should include stakeholder analysis as part of their tool-kit. Certainly, a team approach is likely to be more effective than an individual doing the analysis alone. However, stakeholder analysis often involves sensitive and undiplomatic information. Many interests are covert, and agendas are partially hidden. In many situations there will be few benefits in trying to uncover such agendas in public. The type and scale of the project, and the complexity of the issues, should dictate how much time at any stage of the project cycle should be devoted to the task.

Finally the check lists for stakeholders' identification include providing answers to the following questions:

A typical CPED Stakeholders Meeting in progress.
At the centre is a CPED staff facilitating

(i) Have all primary and secondary stakeholders been identified?

(ii) (ii) Have all potential supporters and opponents of the project been identified?

(iii) (iii) Has gender analysis been used to identify different types of female stakeholders (at both primary and secondary levels)?

(iv) Have primary stakeholders been divided into user/occupational groups, or income groups?

(v) Have the interests of vulnerable and marginal groups (especially the poor) been identified?

(vi) Are there any new primary or secondary stakeholders that are likely to emerge as a result of the project?

In the CPED programme on the participatory formulation of LEEDS in Nigeria, primary and secondary stakeholders were identified as follows: The primary stakeholders are those groups of people within an LGA whose interests lie at the heart of the formulation and implementation of the LEEDS document. This is due to the fact that they are key participants in the implementation process as well as the direct beneficiaries of the programmes associated with LEEDS. In this group are the community or clan leaders, chiefs, CBO leaders, women, elders in the communities, youths, private sector organizations and LGA officials who expectedly live within the LGA. Secondary stakeholders are those who should assist in the realisation of the goal and objectives of the LEEDS document but may not be direct beneficiaries. In other words they are interested in the success of the preparation of the LEEDS document and its implementation but are not directly benefitting from the impact of the programmes associated with it. The secondary stakeholders include: state and federal government officials and agencies based in the LGA, national and local NGOs, international agencies and NGOs and other funding organizations. It is from this identified primary, and in a few cases secondary, stakeholder groups that the key participants in the formulation of LEEDS document for the LGA concerned were selected. Basically, the primary stakeholders constituted the active participants while the secondary stakeholders were largely observers. ∎

Participation Levels And Methods

Participation can be seen as a continuous scale, or continuum, ranging from a low level of stakeholder participation to a high level of participation. The level or intensity of participation depends on the objective of the participatory procedure and to what extent the stakeholders need or are prepared to be involved. The number of stakeholders participating and the means of communication will vary according to the participation level. Several levels of stakeholder participation can be distinguished according to the level of involvement of stakeholders in the decision-making process (Figure 2).
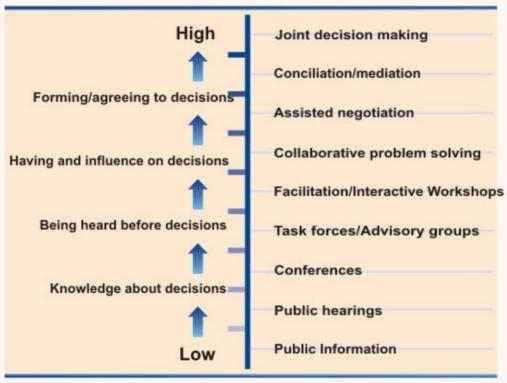
High

Joint decision making

Conciliation/mediation

Forming/agreeing to decisions

Assisted negotiation

Collaborative problem solving

Having and influence on decisions

Facilitation/Interactive Workshops

Being heard before decisions

Task forces/Advisory groups

Conferences

Knowledge about decisions

Public hearings

Public Information

Low

Figure 2: Continuum of Participation Levels

The levels vary from no participation at all to full and independent decision-making. Four basic levels can be differentiated as follows:

(i) *Information sharing* - This relates to informing the stakeholders of a project, the project goals and project objectives. The stakeholders have knowledge about decisions but are not involved in determining the goals and objectives of a project. Informing stakeholders can be done by a variety of ways. News and information about the project can be transmitted through radio, TV or newspapers if access to mass media in the particular area is good. Otherwise, posters or leaflets may be prepared and distributed in areas where the stakeholders are likely to be.

(ii) *Consultation* - This involves the stakeholders in discussions on the goals and objectives of the project and on the design and implementation of the project. These stakeholders may experience impacts from decisions relating to the project and as such need to be consulted and heard before decisions are being made. The stakeholder representatives consulted in the

project should be given the opportunity to voice their concerns and should be regularly informed of the progress of the project. This can be done by sending progress reports or by inviting stakeholder representatives to project meetings.

(iii) *Collaboration* - Collaboration implies having influence on decisions by the identified stakeholder. This means that the stakeholders are involved in decision-making relating to the project's goals, objectives and design. Possibly representatives from the stakeholders are included in the project team in order to strengthen the partnership.

(iv) *Empowerment or Ownership* - The most far-reaching form of stakeholder participation involves transferring control of decision-making powers and resources to the stakeholders. In this process stakeholders form and agree to decisions. This framework presents four different levels of stakeholder participation, and some examples of related techniques. At the lowest level of this framework, stakeholders are provided with 'knowledge about decisions', by public

information, public hearings, or conferences. At a higher level, stakeholders are 'heard before decisions' are taken, through advisory groups and workshops. One-step further, stakeholders have an influence on decisions', by use of collaborative problem solving and assisted negotiation. Finally, at the highest level structured techniques like conciliation/mediation and joint decision-making are used, in order to achieve consensus, agreement and resolution.

As far as methods of promoting participation at the grassroots level is concerned, the appropriate approaches for involving stakeholders of differing levels of influence and importance are as follows:

(i) *Stakeholders of high influence and high importance* should be closely involved throughout the preparation and implementation of the project to ensure their support for the project.

(ii) *Stakeholders of high influence but low importance* are not the target of the project but could possibly oppose the project that you propose. Therefore, you would want to keep them informed and acknowledge their views on the project in order to avoid disruption or hindrance of the project's preparation and implementation.

(iii) *Stakeholders of low influence and high importance* require special efforts to ensure that their needs are met and that their participation is meaningful.

(iv) *Stakeholders of low influence and low importance* are unlikely to be closely involved in the project and require no special participation strategies (beyond information sharing to the general public). Conflict will be part of any stakeholder participation process unless everyone agrees on everything all of the time (which is highly unlikely). Conflict is in fact a necessary and creative dynamic and can be seen as normal and can be used to encourage change. However, when conflict in a stakeholder group becomes destructive and causes hurt feelings, it can destroy efforts towards a common goal or inhibit participation by some members of the group, community, etc. Consensus building can help to settle conflict in a constructive manner.

In the CPED programme on improving the income of cassava staple food producers of Jesse community in Delta State, a high level of participation was promoted among the primary stakeholders i.e. the cassava farmers. The specific purpose of this project was to create more economically, environmentally and socially sustainable livelihoods for smallholder cassava farmers in Jesse Community through improved farming techniques, efficient processing of raw cassava outputs (gari) from farms and promoting opportunities for the marketing of cassava products in local and international markets. The project was designed in the form of action plan, which has the input of all the stakeholders. The action plan was designed against the background of the problems and needs recognised by all the stakeholders.

The action plan has four major components as follows:

1. Baseline and Participatory Rural Appraisal Survey;
2. Promotion of improved cultivation of cassava;
3. Promotion of improved and efficient processing of cassava;
4. Promotion of efficient marketing of cassava products.

After the mobilisation of the cassava farmers for participation in the implementation of the project, they played key roles in the implementation of the various activities including

(i) Participatory rural appraisal and baseline survey in which the stakeholders contributed to the identification of existing cassava production problems and needs;

(ii) Stakeholder workshop during which the stakeholders reviewed the various components of the project and the strategies that will ensure its success;

(iii) Constitution of a project implementation committees in each target community in which the stakeholders were members; Constitution of implementation sub-committees for the promotion of improved cultivation of cassava, the promotion of improved and efficient processing of cassava, and the promotion of efficient marketing of cassava products in which the stakeholders were members;

(iv) Formation and training of cassava farmers' cooperative organizations which was constituted mainly by the stakeholders; and establishment of monitoring and supervisory committees in which the stakeholders were also members. ∎

A SHELL Foundation evaluator with a Cassava tuber and some beneficiaries from our intervention programme On cassava farming funded by Shell Foundation, UK

Building the Capacity of Stakeholders for Participation

When initiating a stakeholder participation process, it is important to be aware of the capacity of both the organisation leading the process and the stakeholders being asked to participate in it. Factors that affect capacity include training, time, money, and experience. These factors can become barriers to participation unless they are sufficiently addressed early on. Typically, the more stakeholder participation that is incorporated into a decision-making process, the more time and money it will require, from both the lead organisation and the stakeholders. Unfortunately, these resources are often the limiting factors to enhancing participation in a programme. At times legal mandates place a time constraint on a process, thereby limiting the amount of participation that can be incorporated.

Participatory processes typically require long time frames to sensitize, build awareness, strengthen relevant institutions, and work through existing stakeholder dynamics and cultural barriers. Just making information available in forms accessible to all stakeholders can take considerable time. It also takes time for individuals to become familiar with the information available, and often access to information is not equally shared among stakeholders groups. Rural communities, in particular, often do not have adequate access to the information that is available and are unable to voice their opinions to those making decisions. Information access and education needs will continue to be challenges to participation processes in rural communities, but there are ways to nurture stakeholder capacity as part of the participation process. For instance, making information available in multiple forms (e.g., printed and translations in local languages) and allowing forums for sharing local or traditional knowledge can be valuable.

Technology tools have also been developed, such as geographic information system (GIS)-based decision-making tools, to facilitate stakeholder involvement. It is important to note that not all stakeholders can or will actively participate in a stakeholder involvement process. Many will choose not to because of lack of time, lack of inclination, or a sense of inability to contribute. In addition, most participatory mechanisms would become too cumbersome if all stakeholders participated. It is common for processes to include individuals who serve as "stakeholder representatives," formally or informally, to speak for a certain type of resource user or interest group.

However, it is rarely possible to involve representatives of all stakeholders, and it can be particularly hard to involve non-organized stakeholders since they are typically harder to identify within the rural community and may require different participatory mechanisms than stakeholders who are organized or have established representatives. Even when user groups are all represented on a committee, the views presented may be limited to a smaller subgroup or to the individual interests of the representative. If this occurs, groups that may already have been marginalized because of social and economic differences may become further isolated. Managers need to be aware of these challenges to design participatory processes that are as inclusive as possible.

Turning to the issue of organisation capacity to promote participation, besides the basic challenge of time and money mentioned above, staff members may not have skills to conduct these types of processes. Staff members should have skills such as negotiation and diplomacy, and they may need facilitation skills if the process is being conducted without the assistance of an outside facilitator. Training can play a key role in nurturing an organisation's capacity, and there are courses available to help people develop or enhance such skills. Finally, managers are wise to consider that capacity issues also influence implementation of decisions made via participatory processes. Planning processes that lack an institutional basis for executing the chosen management actions may fail to move to this implementation stage. Implementation of participatory planning decisions typically requires political support, as well as adequate technical and financial resources.

In the CPED programme on "Enhancing the capacity of local civil society groups to claim civil and political rights in Nigeria's Niger Delta region", the capacity of selected primary stakeholders was enhanced so that they can play a significant role in the promotion of civil and political rights within their communities. The capacity building of the stakeholders over a period of one year followed the following sequence.

Mobilisation of stakeholders: The mobilisation of key stakeholders including State and Local Government officials in the three target states and 15 LGAs designed to solicit their support for the project was successfully carried out in the months of January and February, 2009. During the same period the 75 target communities were selected and the target groups, beneficiaries and other stakeholders were successfully mobilised for the action. Finally the identification of 501 civil society organisations and groups that were targeted for capacity building on human rights was carried out.

Constitution and training of local implementation committees: The constitution and training of Local Government Project Implementation Committees (LGAPIC) and Community Project Implementation Committees (CAPIC) was carried out in February 2009

Participants at our human rights project funded by European Commission

during which 750 members were trained on their responsibilities in the implementation of the project activities in their communities.

Participatory baseline survey: The baseline surveys designed to provide background information on the socio-economic background of the target communities, the local civil society structure and the prevailing situation of civil and political rights were carried out during the months of February, March and April, 2009. The surveys collected data on the challenges and problems of local civil society structure and their capability as well as the nature of the civil and political rights situation in each of the target LGAs/communities. The information collected focused on three major components i.e. socio-economic information, the structure of local CSOs and their needs assessment; and the situation analysis of the civil and political rights.

Stakeholder Workshops: Stakeholders workshops in each of the fifteen target LGAs were held during the month of May, 2009. The workshops brought together key stakeholders from the various target communities to discuss problems and challenges following the findings of the baseline and needs assessment surveys. The

workshop informed and motivated over 1,200 stakeholders in the fifteen LGAs for contributions to the strategies for the implementation of the project.

Training of civil society leaders on organisational management: The training of the participating civil society organizations and groups which was designed to strengthen their organisational management capacities was successfully carried out during the months of June to August, 2009 in the 15 target LGAs. This has enabled 750 leaders and representatives of 501 local civil society organisations to acquire the skills to effectively manage their organisations.

Training of civil society leaders on civil and political rights: This training of representatives of the participating local organisations on civil and political rights which was designed to enlighten on the key challenges facing civil and political rights in their communities in particular and the Niger Delta region in general was carried out in August to October, 2009. Some 750 leaders and representatives of 501 local civil society organisations trained.

Raising of civil and political rights among the target population by the empowered civil society leaders: The Organisation of community group meetings to raise awareness on civil and political rights started on November 2009 and it is still continuing. In the first instance 7,500 members of the executive of local organizations were trained. So far 130,639 people have been reached. ∎

Participants at our human rights project funded by European Commission

Methods of Promoting Participation

With an increasing emphasis placed on involving stakeholders in decision making, and the evolution of a wide range of participatory processes, it is important to be knowledgeable about the various mechanisms of participation used in different situations. During the 1970s and 1980s, the public's role in decision making on development issues was typically limited to commenting on proposed rules, reviewing environmental impact statements, and making input through workshops and conferences. More recently, however, involvement has expanded to employ more deliberative forms of participation such as public hearings and meetings, citizen advisory committees and negotiated rule making. The relative value and limitations of these various mechanisms can be summarized as follows:

Public hearings and meetings are more traditional forms of public participation and are often used in conjunction with public notice and comment. Frequently required by law, meetings and hearings are open forums for information exchange, where agencies announce and defend proposals, and the public learn about issues and express opinions. These fora are designed to foster direct communication between agencies and stakeholders, allow the dissemination of information, and provide a forum in which views of stakeholders can be heard. While agencies are under an implicit obligation to review information received at these fora, there is not a commitment to shared decision making.

Most times however, these forums tend to occur late in the decision-making process and may be dominated by organized interests or outspoken individuals, which may limit meaningful discussion. In order to overcome these challenges, public hearings can be held early in the process. Citizen advisory committees and groups provide advice to agencies on particular issues. These groups learn about issues, propose and analyze potential solutions, and formulate a set of recommendations over the course of regular meetings, often over a number of years. These committees have defined and consistent membership, where participants are selected based on specific characteristics or to represent a constituency group. In contrast to public meetings, advisory committees facilitate discussions among various stakeholders. Therefore, much of the work behind such groups is managing interactions among participants, who bring diverse interests to the table.

The role of the advisory committee members should be to communicate to the constituencies they represent and to the lead agency. These committees frequently seek consensus, which requires opposing interests to work together to come to a common and acceptable solution. While these committees provide a better opportunity for in-depth discussion and consensus building than traditional public hearings, they may have limited inclusiveness and limited authority to make final decisions.

Besides the participatory mechanisms already listed, there are a number of other mechanisms that can be useful when obtaining information from, or providing information to, stakeholder groups. For instance, public opinion surveys, community forums, facilitated workshops and meetings, visioning, and focus groups have all been used for obtaining information from stakeholders. Some of these mechanisms have been used more extensively than others. Focus groups, for instance, are used frequently to discuss specific subjects, but visioning is not as common. Visioning is a public participation technique, typically used at the beginning of a planning process, to develop goals and objectives (or "themes") around a particular issue. These themes are then compiled into a "vision statement." Still other participatory mechanisms have been recommended as effective methods for providing information to stakeholders. These include educational workshops, presentations to community groups, newsletters, brochures, newspaper inserts, and public service announcements.

The range of participatory mechanisms described above demonstrates that choosing a mechanism can often be a choice between information sharing and deliberation. With that in mind, the purpose behind utilizing various participation mechanisms will ultimately be determined by process goals, situational variables, and possible legal constraints. If goals include resolving conflict and building trust, then utilizing information sharing mechanisms alone may not be sufficient. Unfortunately, participatory mechanisms are often used simply in recognition of the need to involve the public in some way, assuming that involvement is an end in itself, rather than a means to an end.

However, effective and meaningful participatory processes require skilled application of appropriate methods. To that end, organisations should consider utilizing participatory mechanisms with problem-solving capabilities in combination with mechanisms that involve a broad range of stakeholders to ensure that communities are broadly canvassed. This is not to suggest that traditional mechanisms, such as public hearings, be abandoned, but rather that they are supplemented with workshops, committees, focus groups, surveys, and other participatory techniques. In fact, from CPED's experience, using a combination of participatory mechanisms has been shown to generate the highest level of participation. Opportunities to share ideas and views in an informal setting also seem to encourage stakeholder participation. Strategies for stakeholder participation can include:

(i) Stakeholder mobilisation is often used to describe the process by which stakeholders are first introduced to participatory approaches. The mobilisation of

stakeholders often involves dealing with less visible stakeholder groups. Gaining trust of the stakeholders and identifying and involving key persons (e.g. the traditional leader) are common mobilisation practices to ensure an effective participation process and avoid conflicts. Mobilisation is the initial process of getting stakeholders interested and aware of the concept of participation and all that it entails. Mobilisation includes informing people, collecting information, assessing the situation, and getting those with various interests or concerns involved, making them understand that they are 'in the same boat', and facilitating a positive attitude with a common goal.

(ii) Facilitating the involvement of stakeholders by providing or financing transportation to venues of activities, holding meetings in accessible locations and accommodating requests from participants for interpreters.

(iii) Making meeting notices, agendas and minutes available to the public. Providing seating and writing facilities for stakeholders who wish to observe meetings. Posting ground rules for public input during meetings and allotting time at every meeting for public input.

(iv) Creating opportunities for public input in the form of town hall meetings, focus groups and public hearings.

(v) Establishing a stakeholder workgroup and charging that workgroup with disseminating information to others.

(vi) Sustaining stakeholder involvement by recognizing it during planning meetings and according them the same importance as any other input, questions or requests. Being prepared to hear what stakeholders say and respecting the passion they bring to their participation.

(vii) Establishing implementation committees.

In the CPED programme on "Promoting HIV/AIDS enlightenment in Secondary Schools in Akwa Ibom, Edo and Imo States" the participation of the stakeholders in the implementation of the programme entailed the following steps:

Identification of primary stakeholders: The main direct beneficiaries of the proposed project in the nine LGAs of the three states were estimated as follows: At least 90 leaders and members of 36 secondary school management and local education authorities in the nine LGAs of the three states; 250 teachers in 36 secondary schools in the nine LGAs of the three states; 500 student leaders of groups/organisations in the nine LGAs of the three states; and 15,000 students in the nine LGAs of the three states.

Mobilisation of primary and secondary stakeholders in the three states and the nine local government areas for the project: This entailed the mobilisation of the education authorities at the state and local government

levels, the school management authorities, and student groups within the targeted schools.

Participatory baseline survey of the impact of HIV/AIDS on the target secondary schools: This entailed the participatory administration of survey instruments including: Information on School Data Sheet; Head Teacher Semi-structure interview; Teacher focus groups discussion; Student focus group discussions; Teacher Questionnaires; and Student Questionnaires.

Preparation of action plan and pre-intervention consultative workshops: On the basis of the analysis and synthesis of the baseline information collected, the project team synthesised the conclusions arrived at in terms of needed intervention entailing institutional strengthening and capacity building of key stakeholders in each secondary school and general enlightenment and peer education activities into a draft action plan. The draft action plan provided the framework for conducting final consultative forums/workshops with the stakeholders from the target secondary schools in each local government area to delineate the pertinent activities with respect to combating the spread of HIV/AIDS in their schools and communities.

Establishment of School Implementation Committees: The project strove to demonstrate the value of 'participation' and 'ownership' in all aspects of its execution. Consequently, the implementation of all the different aspects of the action plan in the 36 secondary schools became the responsibility of a Project Management Committee of 6 to 10 members comprising teachers and students in each school. This committee participated in implementing most of the activities relating to the project.

Training of Trainers Programme on HIV/AIDS Epidemic in each target secondary school: The main purpose of this key component of the project was to train trainers who in turn participated in the enlightenment of other teachers and students on HIV/AIDS epidemic in each target secondary school. Participants were empowered through this training to design and organize programmes and activities of their own for their peers in their respective classes and groups within the school. This training of trainers' approach allowed the project to reach a broader audience and ensure the development of a local capacity for civic education on HIV/AIDS since most of the trainees were based in the target schools.

Enlightenment on HIV/AIDS in the target secondary schools through peer education: The final component of the programme consisted of a series of follow-up activities in which the trained and empowered teachers and pupil leaders were supported by CPED to organize and implement various HIV/AIDS education activities in their respective schools. The general enlightenment programme on HIV/AIDS and the peer education activities was designed to apply the skills and knowledge acquired in train-the-trainers programme to their peers in the schools. Enlightenment activities were

Students participants in our school base HIV/AIDS programme, funded by NACA

participatory and informal using appropriate peer education materials on HIV/AIDS prevention already designed during the train-the-trainers programme. Basically, the principal method of enlightenment and peer education used was the civic forum approach. Civic forum entails the engagement of small groups in a series of regular educational discussions where knowledge of HIV/AIDS was introduced. The trained peer educators facilitated the discussions. The different forms of the civic forums used by the peer educators include: round table discussions, class forums, club forums, and school education programmes. ∎

Students participants in our school base HIV/AIDS programme, funded by NACA

Participation In Monitoring And Evaluation (M&E)

Participatory monitoring and evaluation are extremely important for learning about the achievement/deviation from original concerns and problems faced by local development projects/programmes being implemented, so that corrective measures can be taken in time. Participatory monitoring involves local beneficiaries in measuring, recording, collecting, processing and communicating information to assist local development project extension workers and local group members in decision-making. Participatory evaluation assists in adjusting and redefining objectives, reorganizing institutional arrangements or re-allocating resources as necessary. Monitoring and evaluation (M&E) allows continuous surveillance in order to assess the local development project's impact on intended beneficiaries.

Participatory monitoring and evaluation differs significantly from conventional M&E in that the beneficiaries, and people involved in designing and implementing the project also are involved in monitoring and evaluation throughout the project's duration. The beneficiaries and implementers decide what will be monitored and how the monitoring will be conducted. Together, they analyze the data gathered through monitoring and assess whether the project is on track in achieving its objectives. Based on this information, they decide together whether the project should continue in the same direction or if it needs to be modified. Participatory monitoring enables project participants to generate, analyze, and use information for their day-to-day decision making as well as for long-term planning.

In participatory evaluation, just as in participatory monitoring, the beneficiaries decide how to conduct the evaluation its timing and scope. The beneficiaries also determine what they would like to find out through the evaluation. They decide the issues and indicators that will be covered by the evaluation and they help formulate the questions to be asked. They participate in collecting and analyzing data and presenting the findings. If a project follows a participatory approach from the beginning, it is easy to conduct a participatory evaluation at the end. While conventional monitoring and evaluation focuses on the measurement of results service delivery, information dissemination, behaviour change, etc. participatory monitoring and evaluation focuses on the results and process. The main characteristics of this process are inclusion, collaboration, collective action, and mutual respect. Participatory M&E encourages dialogue at the grassroots level and moves the community from the position of passive beneficiaries to active participants with the opportunity to influence the project activities based on their needs and their analysis. In addition, information is shared both horizontally and vertically within the implementing organization. In contrast to conventional monitoring where information moves vertically from the CBO or FBO to the donor in participatory monitoring, information is much more widely shared, particularly at its source, which is the community.

Selected indicators guide monitoring and evaluation activities. Beneficiaries have their own way of looking at expected results. Hence, the indicators they choose might differ somewhat from the donor-chosen indicators, which is fine. For example, in an HIV prevention project, the donor or implementer may focus on number of condoms distributed while the beneficiaries may be more concerned about what group of people is receiving those condoms. These are basically two aspects of the same expected result. It is important to choose indicators that will serve the project well in proving its value to both the donor and to the beneficiaries by finding a mix of quantitative and qualitative indicators that achieves this purpose.

Expanding the breadth and depth of stakeholders' participation brings changes to many aspects of an M&E activity its focus and purpose as well as the process required for carrying it out. By broadening involvement in identifying and analyzing results, a clearer picture can be gained of what is happening on the ground. Participatory monitoring and evaluation builds ownership. It puts local stakeholders in charge, helps them develop skills, and demonstrates that their views count for assessing results and needs. It enables and supports partnership by involving all stakeholders.

In the CPED programme on improving the income of cassava staple food producers of Jesse community in Delta State, a participatory monitoring and evaluation framework was established entailing the involvement of the cassava farmers who are the beneficiaries of the project.

The main components of the monitoring and evaluation system put in place are as follows:

(i) Indicators were collectively established by a monitoring and evaluation team comprising the representatives of the farmers in the fifteen target communities and members of CPED's project team. The indicators include:

- Proportion of participating farmers using improved cassava stems;
- Proportion of cassava farmers affected by pest and diseases;
- Proportion of cassava farmers using soil improvement fertilisers;
- Proportion of cassava farmers affected by shortages of planting materials;
- Proportion of cassava farmers that has adopted improved farming methods;
- Proportion of cassava farmers chat have cassava processing plants located in their community;
- Proportion of farmers selling cassava production in national market;
- Proportion of cassava farmers that have knowledge

about improved marketing opportunities in internal and international market;

■ How the income of benefitting farmers have increased over time since the project begun.

(ii) A system for the collection of information on the indicators was set up in which two representatives of the farmers in each target village were democratically elected by the participating farmers to collect information from their members. They worked under the supervision of CPED's team who are also members of the monitoring and evaluation team.

(iii) The collection of information by the elected representatives of the farmers was carried out quarterly and every six months of the year.

(iv) The information collected was collated and analysed and made available to the overall project team.

(v) The information collected and analysed was presented to the meetings of the farmers so that those of them not doing well in terms of meeting the targets set by the project can improve their performance.

(vi) At the conclusion of the project, monitoring and evaluation team also carried out the evaluation of the impact of the project on the farmers i.e. beneficiaries and came up with the following findings:

Indicators of Project Achievements Over Time	Beginning of Project(%)	Time of Evaluation(%)
Main source of land for cassava farming at the beginning of the programme and now;	Family land 90% Rented land for farming 7%	Family land 45% Rented land 68%
Main source of labour use for cassava farming at the beginning of the project and now	Family labour 46% Hired labour 30%	Family Labour28% Hired Labour 70%
Main source of capital for cassava farmers in Jesse at the beginning of the project and now;	Farmers own money 95% Traditional lending 68% Formal institution 0.67%	Farmers own money 50 % Traditional lending 40 % Formal institution 10 %
Proportion of participating farmers using improved cassava stems	Using traditional stem 94 % Using improved varieties 4%	Using traditional stem 25 % Using improved varieties 74%
Proportion of cassava farmers affected by pest and diseases	Affected by pest and disease 59% Not affected by pest and diseases 5%	Affected by pest and disease 16% Not affected by pest and diseases 80%
Proportion of cassava farmers using soil improvement fertilisers	Not using fertilisers 97% Use of fertiliser and other land improvement method 1.5	Not using fertilisers 0.5% Use of fertiliser and other land improvement method 99%
Proportion of cassava farmers affected by shortages of planting materials;	Affected by shortage of planting material 82% Not affected at all 16%	Affected by shortage of planting material 1% Not affected at all 98%

proportion of cassava farmers that has adopted improved farming methods	Using any improved method 0.5% Not using any improved method 99%	Using any improved method 100% Not using any improved method 0%
Proportion of cassava farmers that have cassava processing plants located in their community	Have cassava processing plants located in their area 21% Have no cassava processing plants located in their area 68	Have cassava processing plants located in their area 100% Have no cassava processing plants located in their area 0%
Proportion of farmers selling cassava production in national market	Selling cassava production in national market 4%	Selling cassava production in national market 51%
Proportion of cassava farmers that have knowledge about improved marketing opportunities in internal and international market	Cassava farmers that have knowledge about improved marketing opportunities in internal and international market 14%	Cassava farmers that have knowledge about improved marketing opportunities in internal and international market 80%
Income level of farmers at the beginning of the project and now	Income level : Very low	Over 80% of participating farmers have increase their income by 78%

The participatory monitoring and evaluation team concluded that the "incomes of the poor cassava farmers have increased tremendously by over 70%, which have greatly improved the lives of the benefiting farmers economically, environmentally and socially. Above all, there are now in place a group of farmers across the 15 communities who are now enlightened in modern agricultural techniques, marketing systems and strong bond stemming from the grouping of these cassava farmers into united cooperative societies a tool that will actually sustain the gains of the project in the years ahead and a lesson to other farmers near and far who are not direct beneficiaries of the project." ∎

Community Project Implementation Committee members with Shell Foundation Programme Manager, during her project Monitoring/Evaluation visit to our project Communities

Perspectives on CPED's Experience on the Promotion of Stakeholder Participation

There are a number of important lessons to be learned from the implementation of stakeholder participation in the implementation of development programmes based on CPED's experience over the years. These can be outlined as follows:

- Political will is needed initially and over time, to develop and proactively implement the institutional framework for participation in development planning and implementation. Political commitment and support at all levels of government is essential to overcome resistance to devolution of power to local governments and communities. The participatory formulation of the Local Economic Empowerment Development Strategy (LEEDS) at the local government level in Nigeria has demonstrated that reform of institutional and regulatory frameworks for development planning is possible if political will is mobilized.

- Local authorities often misunderstand participatory planning and partnership approaches to mean failure on their part to deliver services or interference in established institutional structures and decision-making processes by 'outsiders'. There is therefore need to raise awareness among, and build the capacity of civic leaders and local authority staff in participatory local planning and partnership working. NGOs can play an important role in overcoming opposition to institutional and regulatory reform to this end.

- Stakeholder participation enhances the successful implementation of programmes because stakeholders are more knowledgeable about, committed to, and supportive of development activities if they had a say in the process.

- Perceptions also affect compliance in that participants who see their contributions as making a difference and perceive the process as legitimate and fair are more likely to comply with the result.

- Formation of participatory implementation committees increase legitimacy and foster community and economic development while achieving development and poverty reduction goals.

- Goals for a participation process should be established early and communicated clearly.

- Appropriate process design depends on goals and context. There is no "best" place to be along the participation continuum, and no one process can fit all situations.

- Programme managers need to evaluate what level of participation is appropriate to their situation, given their stated goals, and plan accordingly.

- Different participatory mechanisms lead to different levels of involvement, with some merely facilitating information sharing and others providing opportunities for real deliberation and implementation of activities.

- Utilizing a combination of participatory mechanisms leads to greater participation.

- Utilizing diverse types of information, and in particular providing information created by participants themselves, also leads to greater participation.

- It is essential to clarify from the start of any participatory process what issues are being considered, who will make the final decisions, and why and how stakeholders are being involved, so that all involved are clear about their roles in decision making.

- Stakeholder participation processes should be tailored to fit the unique needs and opportunities of each context. For that reason, it is important to recognize the history of the community and consider the social, political, economic, and gender dimensions affecting various stakeholder groups.

- When designing a participatory process, the capacity of both the lead agency and stakeholders should be assessed so that various factors such as time, money, and training and expertise do not become barriers.

- Information empowers the public to become involved in and make an impact on the planning process. In this way, education facilitates meaningful participation and, therefore, plays a key role in influencing successful participation.

- Evaluation of participatory processes is critical to improvement of future efforts.

- Existing institutional and regulatory frameworks do not adequately recognize the potential contribution of civil society and the value their participation can add to planning and development processes. There is need, therefore, for institutional and regulatory reform to facilitate and support participation and partnership arrangements at all levels. Local governments can help create appropriate institutional and regulatory frameworks that will enable effective participatory grassroots development planning and partnership working.

- The development of effective planning tools and institutional frameworks through experimentation is a gradual process wherein communities and other stakeholders should be given the necessary time to learn to participate and collaborate in development interventions. Given flexible institutional and regulatory frameworks which allow and sustain community participation, local authorities and communities can move towards shared decision-making and project implementation. The development of such institutional and regulatory frameworks which strengthen partnerships among stakeholders is a key element of the promotion of grassroots development, especially in rural communities.

- The relationship between central and local government and community level governance structures is key; and issues of legitimacy, representation and long-term viability need to be resolved. It is important to learn from the range of institutional arrangements within communities, NGOs and governments, how participatory approaches can be integrated into planning and development processes.

- There is much that can be learned from smaller-scale NGO initiatives that has wider relevance and application. However, scaling up NGO initiatives is complex, and it is critical to recognise and address the challenges involved in the process. When planning scaling-up strategies, it is important to ensure their quality and sustainability by establishing mechanisms for monitoring and evaluation of the quality, sustainability and impact of the initiatives being brought to scale. Replicating and up-scaling of good practice is more likely to succeed within an enabling institutional framework.

- NGOs and government should forge partnerships. When a government is committed to participatory antipoverty policies, it should be in the driver's seat. Patterns and possibilities will vary, but one promising approach is to have an NGO staff member work in a government office.

- Participatory poverty assessment should be a part of government. A unit responsible for participatory development should be is strategically located in the relevant ministry responsible for development.

- Awareness and commitment should be built at different levels in government. ∎

Democratic Empowerment:
A CPED Officer with the people Of Jesse Community in a Voter's Education Session

Brief Reports on CPED Activities

CPED Partners the University of Winsor and other organizations to implement an action research programme on HIV/AIDs Prevention for Rural Youths

Project Overview

HIV Prevention for Rural Youth with acronym HP4RY is an international research partnership between reputable researchers in Canada and Nigeria funded by Global Health Research Initiative, Teasdale-Corti Team Grant with the goal of reducing HIV vulnerability of youth in Edo State. The collaborating organizations are: University of Windsor, Canada, Action Health Incorporated Lagos, Edo State Ministry of Education, University of Benin, Benin City and Centre for Population and Environmental Development, Benin City, Edo State.

The HP4RY objective is to develop and use research evidence to build and evaluate HIV prevention for youth delivered through schools and communities in Edo State, Nigeria. The project involves: Research, Knowledge Translation and Knowledge Mobilization, Research Capacity Building and Programmatic Action in 30 Junior Secondary Schools serving rural communities.

Three schools were selected from 10 local government areas (LGA) that represent the diversity of ethnic groups and geographical locations in Edo State. One school in each LGA was randomly assigned to each of two early and one delayed intervention arm. The first intervention arm includes 10 schools whose teachers received in-service training in delivery of the Family Life and HIV Education (FLHE) programme in July-August, 2009. The second arm includes 10 schools that received the same training and also trained Youth Corpers located within the community to mobilize these communities towards reducing vulnerability to HIV among youth. The 10 schools in the third arm will receive training in July-August, 2011. All 30 schools are participating in three waves of data collection. In each wave, all students in the Junior Secondary School and 3-5 teachers are invited to complete surveys. In addition, in a random sample of 9-10 schools (1 from each LGA), students participate in sex and grade segregated focus group discussions (4 focus groups/school) and teachers participate in in-depth interviews. The first wave of data collection was completed in early February 2009. Results from this wave serve two purposes. First, they are used to create enhancements to the FLHE programme, teacher training, and community programming, insuring that their content addresses locally relevant issues and vulnerabilities. Second, these results become the baseline against which results from later waves are compared. The second and third waves provide evaluation data to assess the impact of the school only and the school plus community programming.

Baseline research component

The research component of the project started in October 2008 with baseline research in all the 30 participating schools where 4,424 students took part in the survey including 88 teachers. In addition to the survey, 36 Focus Group Discussions with students in 9 Schools were held. Also 23 in-depth interviews were held with teachers in 9 schools in the first wave of data collection. In the second wave of data collection which started in February, 2010, 4,983 students as well as 79 teachers took part in the survey with 40 focus group discussions and 20 in-depth interviews in 10 schools. There will be another wave (final) of data collection in February, 2011.

Capacity building component

One of the expectations of HP4RY programme is the building of the capacities of programme staff in the course of the project execution. Between February 2008 to May 2010 3 project staff have attended courses on Research Design, 15 staff participated on courses in surveys and interviews, thirty staff were trained on ethnographies, 6 staff were trained to handle data analysis and five staff who participated in statistics course. Furthermore, two project staff which includes the Programme Administrator and the Communication Coordinator participated in a 3 week intensive sexuality courses where they were made fellow of the African Regional Sexuality Resources Centre (ARSRC) in Lagos. Additionally, 6 project staff have participated in a short course on sexuality. The two fellows of ARSRC have been able to use their training to build the capacity of corps members (30 altogether) as well as other research assistants working on the project about sexuality and HIV and most of these staff are now very competent in delivery programme on HIV and youth sexuality in some project communities. The building capacity of project staff though challenging, have been able to make the staff better at their work since the wave

two data collection report for the project was done by them with supervision from project team members. To facilitate better knowledge of HIV in order for students to effectively take control of their lives, 8 Master Trainers were trained to deliver FLHE training to 63 teachers in 20 schools including 10 Family Life HIV Education school only programme and 10 Family Life HIV Education Plus Community schools. Thirty corpers have also been trained on sexuality/HIV and community mobilization. Peer education training have also been done for 1000 students of FLHE and FLHE plus Community schools

Knowledge translation and mobilization component
The empowered staff, teachers as well as corps members working in HP4RY project have been involved in HIV knowledge translation in the project schools (FLHE and FLHE + Community schools only). Today, there are enhanced FLHE training materials, better materials for corps members on AIDS Competent Communities. The 63 trained teachers and the 30 corps members are delivering FLHE in 20 of the 30 schools and communities. Also, 214 representative from 30 communities participated in the community feedback and sensitization meeting led by the Principal Investigator in Nigeria with 1000 students who benefited from the peer education of the project. Apart from the above area where knowledge translation has been made, data from the project have been used for a master thesis on youth scripting of sexual encounters and articles from this thesis are being prepared. Finally, articles and conference presentations are being made on sexual scripting, teachers' competencies, and multivariate modeling of sexual initiation, gender analysis or vulnerability, community-based vulnerabilities among others.

Project outputs
HP4RY started with a framework for progress evaluation. So far, two evaluations have been done. The first was a baseline evaluation to take stock of where the project is taking off from in term of knowledge about HIV and general information about the project. The second evaluation was done to ascertain the level of progress from the baseline situation. The second evaluation report showed that the project is making progress and working according to project objectives with little hitches notices in the process of implementation which the project team as well as staff are making effort to address.

The report from the second wave of data collection indicated that the project is making progress since students' knowledge and awareness about HIV is increasing and school youth and those out of school are better informed about HIV and project staff have greatly improved on their capacity to work for the project.

CPED-IDRC Project on "Supporting HIV/AIDS prevention amongst rural youths in Edo State" makes remarkable progress

In March 2008, the HIV/AIDs Prevention for Rural Youths (HP4RY) programme in Edo State being funded by The International Development and Research Council (IDRC) and other Canadian donors kicked off. The goal of (HP4RY) is to develop and use research evidence to build and evaluate HIV prevention for youths delivered through schools and communities. The Centre for Population and Environmental Development, Benin City in partnership with The University of Windsor, Canada, Ministry of Education, Edo State and Action Health Incorporated, Lagos State conducted baseline surveys in the 30 selected secondary schools in 2008 and has recently just concluded another wave of data collection. The project though research oriented also has an intervention aspect. Though no intervention was introduced during the baseline survey, the second wave of data collection had interventions introduced to some schools and communities. The instruments of intervention are Family Life and HIV/AIDs Education (FLHE) introduced to some schools and trained Youth Corpers recruited and mobilized to assist in developing aid competent communities. The project which employs the longitudinal research design has schools and communities assigned to three different research arms, the non intervention arm, the FLHE arm and the FLHE plus community arm. Intervention for teachers was training on FLHE. Here are some perspectives on the research findings so far.

A Comparison of results of the baseline survey and wave 2 data collected reveal significant differences in responses to issues on sexuality and HIV/AIDs. While it may be safe to say that responses from the baseline suggests a high acceptance of incorrect knowledge and myths about sexuality and HIV/AIDs, those from wave 2 showed a high rejection. This goes to say that the interventions may have had a positive impact. As opposed to the situation in the baseline, some of our major findings for in school youths show that youths are now communicating with teachers, parents and peer educators on sexuality and HIV issues, rejecting transmission myths and embracing correct and factual knowledge while developing strategies aimed at delaying sexual intercourse. Interestingly, support of condom use and even actual use are higher now among youths.
The trend for teachers who were also surveyed was not very different from that of the in-school youths. Teachers especially those in the intervention arms seem now to be bringing awareness of the risk of HIV/AIDs to

students through strategies that involve active student participation like drama, music, debates, quiz competitions though classroom teaching and school assemblies are still the commonest. Similarly, trained FLHE teachers endorsed early sex education and seem to be against the old saying that sex education does more harm than good.

One of the major objectives of the HP4RY project is to reduce risk and vulnerability to HIV/AIDs among in school youths and the local population in Edo State through school and community based intervention programmes that impart correct and factual knowledge. Obviously, our research findings have revealed a positive move in this direction. With the now delayed schools and communities targeted for interventions by 2012, it is expected that Edo State will become an AIDS competent society in the not so distant future.

HP4RY Team moderating a focus group discussion.

CPED undertakes innovative strategy in communicating and influencing HIV/AIDS behavioural and social changes in rural communities through its project "Supporting HIV/AIDS prevention amongst rural youths in Edo State"

Rural Communities have suffered relative neglect in the wide spread preventive campaigns of HIV/AIDS. The primary focus of the HIV/AIDS prevention activities organized by government agencies, NGOs, CBOs, has mainly focused on school-based activities. The approach has been more of a top-down approach, with little emphasis on developing community-specific programmes and projects to address its unique vulnerabilities, risk behaviours and deficiencies that make them more susceptible to HIV infection.

Twenty graduates from the National Youth Service Corp (NYSC) Scheme in Edo State were recruited by CPED to work in 10 rural communities on the project, HIV Prevention for Rural Youth (HP4RY). These Youth Corp Members received trainings on Community Mobilization, Sexuality and HIV/AIDS and were saddled with the responsibility of communicating and influencing the belief systems, cultural and rural norms, values, and practices within these communities.

The Corpers had the mandate to work with the community population; youth, adults and migrants to determine, design and implement activities to reduce and/or promote the protective factors against HIV/AIDS. A number of activities have been implemented. These activities include, House to house meetings, Social Networking and establishment of support groups, Street messaging, One on one messaging, Market messaging, Enlightenment campaigns for students, Parents, and the entire community, Seminars for bike riders, women groups, health workers, youth groups, for churches, schools, and so on; Rallies, Engaged in-school and out-of-school youth in drama competitions, quiz competition, various quarter competitions, poetry, and songs.

The outcome of this is that, the level of awareness and knowledge abilities of the people in rural communities are increased, through the various strategies that have been adopted. Drawing their attention to protective measures of HIV/AIDS and the Primary Health Centres located within their localities, which have suffered neglect by low patronage before now, and a growing willingness to work with Corpers towards behaviour and social changes.

CPED Makes Steady Progress On Its Human Rights Project Titled "Enhancing The Capacity Of Local Civil Society Groups To Claim Civil And Political Rights In Nigeria's Niger Delta Region"

The European Commission recently commissioned Centre for Population and Environmental Development (CPED) for the period of two years to help build the capacity of CSOs to claim their rights in target LGAs of three Niger Delta States. The overall aim of the Project is to improve the civil and political rights situation in Nigeria's volatile Niger Delta region through interventions designed to strengthen the capacity of local civil society organisations and groups to play important roles as civil and political rights claim-holders in their localities. The programme is targeted at fifteen local Government Areas across Bayelsa, Delta and Rivers States.

To ensure a successful implementation of the project, CPED and ICWA organized a twofold 3 days in-house training for staff to empower all the 32 members of the project team for participation in the implementation of the project. There was another workshop to empower 10 other staff of CPED and its partner ICWA on the issues and strategies of the project.

Project team commenced the project in the field with the mobilization of key stakeholders beginning with the State capitals where project activities are taking place (Bayelsa, Delta and Rivers), Following the formal approval by the respective Officials of the three State Governments, the mobilisation activities moved on to the target local government authorities (LGAs). The five LGAs in Bayelsa State covered by the mobilisation activities are: Ekeremor, Sagbama, Southern Ijaw, Opokuma, Kolokuma. In Delta State the five LGAs covered are: Ughelli South, Ethiope West, Bomadi, Patani, and Ughelli North. Finally in Rivers State the five LGAs covered are: Etche, Ahoada West, Degema, Gokana, and Khana.

The project commenced in each LGA with discussions and interactions with the officials of the LGA concerned beginning with the Chairman. The team also mobilized the clan/community heads and then moved ahead to constitute and train the Local Government Project Implementation Committees and Community Project Implementation Committees.

So far;

(i) 501 local civil society groups were identified and are participating in the project.

(ii) 15 Local Government Project Implementation Committees with a total membership of 152 people were constituted and are currently working in the their LGAs

(iii) Constituted 75 Community Project Implementation Committees (i.e. 5 communities in each LGA) with a total membership of 755 people.

(iv) Trained a total of 755 members of Local Government Project Implementation Committees (LGAPIC) and Community Project Implementation Committees (CAPIC) on their responsibilities in the implementation of the project.

(V) The committees have been participating effectively in the implementation of the project in their respective Local Government Areas and communities since their constitution and training and have so far reached more than 130,639 people with the message of civil and political rights in the three participating States.

CPED and its partner ICWA are currently monitoring the activities of the various committees set up for the purpose of the project. Monitoring visits show that there is increased awareness by the target population of their civil and political rights while the rate of right violation is on the decline. Some reported cases of civil and political rights violation are promptly redressed at the community level. In fact some stakeholders in the target communities have employed legal means to claim their rights while others have gone to the press. Some have visited state and LGA officials to demand for their right. In all, violent protest is no longer an option to the people, as was the case in recent past.

CPED Selected As One Of The 24 African Think Tanks Under Canada's International Development Research Centre (IDRC) Institutions Global Think Tank Initiative

The Centre for Population and Environmental Development (CPED) was selected in 2009 as one of the African Think Tanks under the Canada's International Development Research Centre (IDRC) Institutions Global Think Tank Grant Initiative. IDRC is one of the world's leading institutions in the generation and application of new knowledge to meet the challenges of international development. It is well known that IDRC has worked during the past forty years in close association with researchers in developing countries to build healthier, more equitable and prosperous societies in different countries with considerable success. The institutional grant facility to CPED is a major break through in that it will provide core funding for the research, communications, intervention and capacity building of CPED and its partners. CPED is one of the 24 Institutions selected after a rigorous competition in which over 300 Institutions in Africa participated. The 24 selected Think Tanks were from 11 East and West African countries including Benin, Burkina Faso, Ethiopia, Ghana, Kenya, Mali, Nigeria, Rwanda, Senegal, Tanzania, and Uganda.

According to IDRC, the Think Tank Initiative is envisioned as a long-term investment over at least 10 years. The vision for this Initiative is that policymakers in participating countries consistently use objective, high quality research as part of developing and implementing policies that lead to more equitable and prosperous societies. Thus the initiative intends to strengthen a select group of independent policy research organisations based in developing countries, so as to enable them to provide objective, high-quality research that both inform and influences policy. The objectives of the Initiative include: selection of a group of promising independent policy research organisations and assist them to assess critical areas of strength and weakness, and identify opportunities for improved organisational performance, provision of a combination of general support funding and access to training and technical support to permit these organisations to achieve improvements in research quality, policy linkages,

and other aspects off organisational performance; and capturing and share learning about strategies for supporting and managing policy research organisations, in order to influence the future activities of the funding partners, think tanks and other development actors. The African side of the Global Think Tank Initiative was launched in May 2009 along side the annual general meetings of the African Development Bank in Dakar, Senegal. The Executive Director, Prof. Andrew G. Onokerhoraye was present at the launching.

The Think Tank Initiative support for CPED which is for four years subject to the performance of CPED has the following objectives:

- To improve governance structures and organisational management systems of CPED;
- To increase the size and improve the quality of research personnel and subsequently enhance the quality of CPED's action research activities;
- To improve CPED's capacity to recruit and retain senior research staff;
- To improve and expand CPED research output dissemination and advocacy activities; and
- To contribute to CPED' long-term sustainability strategy.

The Institutional capacity building challenges facing CPED which are being addressed by the project are broadly categorised into three main categories as follows:

(i) Improving human resources and facilities for research;

(ii) Improving communications and dissemination of research outputs and outreach programme results and lessons; and

(iii) Improving the organisational management of CPED.

CPED Participates In The First Think Tank Initiative Learning Event: Strengthening Organizational Learning And Performance Of Policy Research Institutions Through Monitoring And Evaluation

The First *Think Tank Initiative (TTI)* Learning Event was organized by the International Development Research Council (IDRC) for all its TTI Partners with the intent of developing an evaluation culture in their respective research institutions. CPED was represented at the event by the Executive Director, Prof. Andrew G. Onokerhoraye and the Head, Monitoring and Evaluation, Ms. Ese Akpede. The training took place at Serena Hotels, Nairobi, Kenya from March, 8-10, 2010.

The Think Tank Initiative on monitoring and evaluation was particularly concerned in how evaluative thinking can sustain three thematic areas; Research Quality; Organizational Performance; and Research-Policy Linkages for their partners' organizations. The learning event was an important moment for peer learning, as it helped to increase knowledge and awareness of Monitoring and Evaluation approaches amongst TTI partners and also created the forum for sharing experiences as well as identifying steps for strengthening existing practices.

The learning event provided a series of concepts, practices, methods, and tools for the development of an evaluation culture within the research organizations present. It also explored ways in which evaluative thinking can enhance some key organizational performance areas, such as Leadership, and motivation of staff, and managing external boundary of the organization.

The pre-event preparation started with an electronic discussion (using the Google groups facility), which provided a space for participants to share experiences, challenges, and created opportunities for M&E in relation to research quality and policy influence. It was also an opportunity for the key literature relevant to the event to be discussed and listings of available M&E resources and support was prepared in advance of the workshop. It was a very useful and helpful for participants.

The content of the event was inclusive of the following; introducing concept of localized evidence and pathways of influence; notions of evaluative thinking and an evaluative culture; examples of good organizational practices informed by evaluative thinking; expanding awareness of strategies and approaches for leadership that promote evaluative thinking for research quality; understanding of practical methods and tools of M&E of research quality- what is currently being done, and what could be done in the future, etc.

The learning event was a success as research organizations left with the mindset of building and developing a more formidable Monitoring and Evaluation Unit and Strategies in their respective Institutions.

CPED has a new five year strategic plan

Following the observations of the assessment team form the Think Tank Initiative under the leadership of the International Development Research Centre (IDRC) with respect to the need for a shorter and more concise strategic plan, the Board of Trustees of CPED decided to revise the original strategic plan so as to reflect the realities of policy research and communication in the next five years (2010-214). The Board noted that the revised five-year strategic plan will almost coincide with the end of the Millennium Development Goals (MDG). The Board also directed that the preparation must adopt a participatory process so that all the key stakeholders in CPED, its local partners and policy makers, especially at the grassroots level which are the major target of CPED policy research activities take part in the preparation of the new five-year strategic plan. The plan has been completed and approved by the Management and the Board of Trustees.

CPED's Five Year Strategic Plan seeks to consolidate and build on its modest achievements of the past ten years to make the organisation one of the most unique independent policy research institutions in Nigeria which combines policy research with communication, outreach and intervention programmes. The focus of this section of the strategic plan is to set out CPED's new Mission, Vision, and Core Programmes of work. It also outlines the strategy for implementation, the human and financial requirements as well as monitoring framework for assessing productivity, outcomes and impacts. Under the five-year programme of work, CPED activities will focus on four broad areas reflecting the objectives set for the five-year period as follows:

(i)   Research;
(ii)   Communications and outreach;
(iii)   Intervention programmes; and
(iv)   Capacity Building of CPED and partners.

Four research themes will be addressed during the period as follows:
1. Growth and equity in Nigeria;
2. Conflict and Development in Nigeria's Niger Delta region;
3. Education and Development in Nigeria; and
4. Health including HIV/AIDS and development in Nigeria.

On communications and outreach, activities will focus on
● Building partnership network is facilitated by CPED to link empowered local stakeholders with the identified public, private and civil society

organisations.
- Disseminating our research and analysis through multiple channels and formats including reports, policy briefs for policy makers, a revamped website, an improved biannually newsletter largely for policy makers.
- Getting our research published in respected sources and used in policy which will also reveal the quality of our research based on it's acceptance for publication in reviewed and respected sources.
- Convene and host workshops and dialogues on socio-economic development issues, especially in the context of grassroots development and Niger Delta development challenges.

On intervention programmes, activities will focus on:
- Intervention projects on local participation in development planning;
- Intervention projects on poverty reduction at the local level particularly in rural communities;
- Intervention projects on promoting good governance at the grassroots level to hold elected representatives accountable to the people that elect them;
- Intervention projects on promoting poverty reduction in the Niger Delta region with specific reference to environment, services delivery and good governance;
- Intervention projects on conflict resolution and peace building in the Niger Delta region;
- Intervention projects on promoting participation in education at the primary, secondary and tertiary levels by grassroots population, especially on women enrolment;
- Intervention projects on promoting improved health care delivery to disadvantaged groups, especially in the rural communities across Nigeria; and

- Intervention projects on control of the spread of HIV/AIDS as well as the care and support of those affected.

On capacity building, activities will focus on:
- Improving the equipment and facilities in CPED offices;
- Improving the governance and management structure of CPED;
- Putting in place clear systems for managing and appointing staff performance and dealing with promotion, progression and remuneration;
- Revamping CPED's website with the aim of making it a key instrument in communications and outreach activities;
- Recruiting Senior research staff to enhance the research capacity of CPED;
- Recruiting senior programme staff for intervention and communications activities;
- Continuing to implement the training plan for CPED staff so as to enhance their effectiveness;
- Establishing CPED branch offices in specific parts of the country;
- Identifying and build the capacity of local partners in intervention project areas in different parts of the country;
- Continuing to build network links with the empowered local partners and other stakeholders;
- Building a contact base that allows CPED to manage its relationships with local partners efficiently and effectively;
- Sourcing for funds from key donors for the core activities of CPED.

Training on Board Operations and Governance for CPED Incoming Board of Directors

CPED Incoming Board of Directors participated in a five-day training workshop on Monday, May 24, 2010- Friday, May 28, 2010 which was facilitated by the Management Science for Health (MSH) funded by the United States Agency for International Development (USAID). The training took place at the conference room of CPED Head office in Benin City.

The Board members were drilled and their capacities enhanced on Board Operations and Governance. The objective of the workshop includes amongst other things; to enable Management Board have a clear and shared understanding of roles and responsibilities; To understand the importance and need for board policies and procedures manual; To develop one year

action plan; To develop Board timetable; and to begin to develop Board Manuals. Coincidently, Board Members perceived expectations fell within the reach of these objectives.

The workshop was well-heeled in knowledge. The deliveries were brilliant, as the facilitators took turns in picking all their targeted areas in simple and clear English language, and above all, the execution of various topics was timely, that is, all facilitators kept to time. There were effective group works to master the necessary tools which enabled members get a beached understanding of the subjects of discuss. It was participatory and useful.

The topics of discussion included; NGO as a Business:

Differences between for profit vs. Non Profit; Understanding the foundation of effective Governance (Mission, Vision, Values); Introduction to Board types, and Introduction to Board Roles and Responsibilities; Introduction to Board Policies: Constitution vs. Bylaws, Accountability, Transparency, Conflict of interest; Confidentiality of Information; and Boards Role in Fund-raising; CEO Expectations; Organizing Effective Board Meetings; and Board Activities; Development of work plan and timetable.

The Board members wasted no time in getting started with their new responsibilities, as the vision statement of

CPED was reviewed to fit a better representation of what CPED is and will be in the future. They also developed a work plan with a series of activities, time bounds, and persons responsible which they intend to achieve within the year. There is no doubt whatsoever that the new board of CPED, which is made up of seasoned and astute administrators and professionals will leave no stone unturned in achieving success with and for the organization.

CPED Partners With NACA To Promote Behavioral Change Education In 36 Selected Secondary Schools Across 9 Lgas In Akwa Ibom Delta And Edo States

CPED, under World Bank Assisted HAF-3 FUND, collaborated with the National Agency for the Control of AIDS (NACA), to carry out an In-School HIV/AIDs Prevention Programme (HPP) titled 'Promoting HIV/AIDS Behavioural Change Educational in Secondary Schools in Akwa Ibom, Delta and Edo States'. The overall goal of the programme is to strengthen the capacity of school management, teachers and pupils in targeted schools to be actively involved in HIV/AIDS prevention education in the schools, as well as ensure sustainable participation of institutions and groups/organisations within these schools, in controlling the spread of the HIV/AIDS epidemic. The specific objectives include;

■ Baseline survey of the knowledge, impact and

existing response to the HIV/AIDS epidemic in targeted secondary schools in the nine LGAs in Akwa Ibom, Delta and Edo States.
■ Provide training on HIV / AIDS education for the management of the schools, teachers and leaders of the identified student organizations/groups in the targeted secondary schools.
■ Support and direct the network of empowered school management authorities, teachers and student/youth leaders of secondary schools in the nine LGAs in Akwa Ibom, Delta and Edo States in the development and implementation of peer education in HIV / AIDS in their schools and to their friends and relations outside the schools.

The major programme activities took place in 36 schools in 9 LGAs as follows:

Akwa Ibom State -Ikot Ekpene, Nsit Ibom, and Oron LGAs;
Delta State - Burutu, Isoko South and Ndokwa East LGAs; and Edo States -Akoko Edo Owan East and Owan West LGAs.

The activities include the following; (1) Identification and mobilization of key stakeholders (Local Education Council/Authority LEC/LEA, school management, student institutions /organizations/groups, teachers, students) that can provide the focus of attention in the implementation of the programme, (2) Baseline survey of the knowledge, impact and existing response to the HIV / AIDS epidemic in targeted secondary schools, (3) Stakeholders Consultative Training Workshop for school management, teachers and leaders of school organizations/groups, (4) Training of Student Peer Group Educator, (5) Establishment of Local Project Implementation Committee (LPIC), (6) General In-School Campaign for the entire school community using hand bills, postal and the National IEC material on Family Life and HIV Education (FLHE) produced by

Action Health Incorporation (AHI), (7) Programme Impact Evaluation.

From the baseline Survey conducted, 216 teachers' and 6,336 student questionnaires were administered while 42 Head teachers (Principals/Vice Principals) were also interviewed. Focus group discussions were carried with boys and girls separately with each focus group discussion having 6 students. A total of about 426 students participated in the focus group discussions.

Through consultative stakeholder training workshops, 313 females and males leaders were trained. Similarly, a total of 409 (205 females and 202 males), were trained as Student Peer Group Educators. On the whole, a total of 13,167 (6,299 males; 6,868 females) students were reached by the project across the 3 states. Reaching out to people in difficult terrain of rural/semi-rural settlements of Niger Delta region was interestingly challenging.

CPED Commences Its Project On Building Civil Society Capacity For Advocacy On Sexual And Reproductive Health And Rights In Nigeria

The overall purpose of the project is to improve the reproductive and sexual health situation in Nigeria, which has the worst indicators of sexual and reproductive health and rights (SRHR) in Africa and the second to the worst in the world, through interventions designed to strengthen the capacity of local civil society organisations to play key roles in policy dialogues on sexual and reproductive health and rights while at the same time participating in the delivery of RH care services to underserved groups and localities. The project will help the target civil society organisations (CSOs) to clarify their vision, improve their organisational efficiency, increase their knowledge of SRHR, improve their knowledge of or access to policy and planning processes, improve their advocacy skills, increase their ability to deliver SRHR services and develop networks to work with key stakeholders on SRHR. The project seeks to contribute to securing the rights of women, men and adolescents in different parts

of Nigeria to good reproductive and sexual health. The overall objectives can be disaggregated into the following components: (i) Build the capacity of local CSOs in the target Nigerian states as sustainable non-state actors that will integrate the promotion of SRHR as part of their agenda; (ii) Promote increased knowledge and awareness of SRHR situation in Nigeria amongst the relevant local CSOs in the target states; (iii) Strengthen the advocacy skills of local CSOs to lobby effectively for development and implementation of SRHR policies in Nigeria with special reference to the target states; (iv) Mobilise adolescents and their organisations to play key roles on the creation, design and implementation of SRHR peer education programmes and other activities; (v) Improve the overall SRHR situation in the target states so that the targets of MDG 5 can be achieved by 2015. The project has a research and intervention components. The three-year project initiative is funded by European Commission. ■