

'Conflict prevention will be mainstreamed to put in place structures and processes that encourage a culture of peace, in which conflicts are addressed before they degenerate into violence, and in which public officers as well as civil society members have the opportunity to be trained in the prevention, management, and resolution of conflicts'.

NEEDS Nigeria, 2004.p.49.

1. BACKGROUND

A country's development plan is informed by the stage and state of the economy as well as the development aspirations of the people. In Nigeria, the need to mainstream peacebuilding in development has arisen owing to the realisation that conflict disorders in the country continue to jeopardize the effort to combat poverty. It is globally acknowledged that underdevelopment, poverty and violent conflict reinforce each other. In Africa, this is clearly demonstrated in the examples of the Great Lakes Region, Sudan, Somalia, Liberia, and Sierra Leone, among others. Nigeria is not an exception in this dialectical relationship of poverty, underdevelopment and violent conflict. Between 1967 and 1970 Nigeria was engulfed in a civil war that had phenomenal impact on development in the entire country and put the nation's corporate existence at great risk.

Since 1960 when Nigeria gained political independence, the country has had governments with low capacity for people-driven and inclusive development programming options. In many of these governments, decisions on the type, location and timing of a development intervention was a function of the whims and caprices of policy makers who hardly understood the interface between development and conflict, especially in the heterogeneous society of Nigeria. Numerous development projects were poorly conceived, and as a consequence, impacted negatively on the people. Needless to say that development challenges bordering on issues of human rights, political and economic inclusion were part of the causal factors of the Nigerian civil war.

Despite these historical antecedents, the development processes of the government, international partners and civil society in Nigeria are still challenged by the negative energies that are generated by development interventions although they are aware of the conflict environment in Nigeria and have responded in different ways. They have supported various training workshops and brainstorming sessions on conflict resolution, and convened conferences to resolve conflicts. The establishment of the Institute for Peace and Conflict Resolution (IPCR) in January 2000 was a strategic response by the federal government of Nigeria towards tackling conflict disorders in the country. However, these initiatives have short term impact; and development processes remain insensitive to conflict dynamics. To provide support for development in Nigeria, there is an urgent need for a paradigm shift in favour of conflict sensitive development programming. Mainstreaming peacebuilding in development will have a long term impact. The creation of tool for doing this is, therefore, an essential first step.

One practical approach is to develop a framework that will assist the government and other development actors in mainstreaming peace-building in all the stages of the development programme cycle. This will enable development practitioners to proactively engage with the mutual impact of peace, development and conflict with a view to optimising the deployment of scarce human and material resources for the good of the Nigerian society.

Consequently the Institute for Peace and Conflict Resolution (IPCR), and the United Nations Children Fund (UNICEF), collaborated to provide this generic framework. The framework will enable development planners and programmers bridge the gaps that account for much of the negative impact of development activities on peace and conflict in Nigeria. The hope of the IPCR and UNICEF is that this framework will ultimately help to facilitate a conflict-sensitive, people-driven and sustainable development regime in Nigeria. The outcome of this institutional partnership is also expected to contribute to the attainment of the United Nations Millennium Development Goals (MDGs) in Nigeria as contained in the National Economic Empowerment and Development Strategy (NEEDS) and other development tools. The framework is responsive to human rights-based approaches to development programming.

1.1 Objectives of the Framework

The main objective of the framework is to enable development stakeholders in Nigeria understand and respond to the impact of the interaction between people-centred development and people-led peace-building processes. Specifically, the framework provides tools for:

- (i) conflict analysis (profile, causes, actors and dynamics of conflict);
- (ii) the assessment and analysis of the development environment, including the existing and potential conflict and peace issues;
- (iii) the analysis and anticipation of how the operations, and programmes/projects interact with, or impact on existing and potential conflict and peace issues; and
- (iv) the application of the knowledge of the conflict and peace context of the development environment to implement actions, activities and policies that mitigate negative conflict impacts and maximize opportunities for peace-building;

1.2 Rationale for the Framework

Conflict is an inevitable feature of the human condition. So long as human beings operate on the basis of rational calculations in a dynamic and competitive social environment, conflict will occur. Therefore, it is not the mere presence of conflict that bothers peace practitioners and development actors, but the tendency for it to impact negatively on development. Conflict, whether positive or negative, could be understood to include, at the intra personal level, a flash of cognitive dissonance; at inter personal level, a disagreement, fight, argument, or any form of rivalry or contestation between persons, ideas, opinions or worldviews; and at community level, discrepancy in held views or options.

The social losses attributable to violent conflict, especially in developing nations, call for development theorists and practitioners to focus on understanding the mutual interface of peace and development. This awareness has come with an acknowledgement of the need for promoting conflict-sensitive development. The idea is for development planners and implementers to be proactively engaged with conflict that arise or would arise in the context of development. One of the findings of the Strategic Conflict Assessment (SCA) of Nigeria conducted by the IPCR in 2002 is that the growth of Nigeria's democracy should be complemented by a regime of conflict-sensitive development practices¹. Unfortunately, many social workers still do not quite comprehend the essential link between conflict and development. Yet, only when we begin to appreciate the mutual and often direct impact of conflict and development shall we understand the potentials of their interactions to prevent violence or disrupt the social and physical environments.

Development is a conscious process of change intended to improve the overall enjoyment of human rights. However, its unintended outcome could also generate conflicts which can put development at risk. Similarly, the development choices we make as individuals, communities and as a country can generate new conflicts and/or deepen existing ones. When it contributes to a reduction in conflict, development can build peace and promote social integration. Consequently, sustainable development must be founded on the principles of social justice and inclusiveness if it is to promote rather than hinder social cohesion. The Report of the SCA noted that violent conflict is not only a drag on Nigeria's development but also seriously interrogates the country's capacity to promote a culture of peace.

1.3 How the framework evolved

This framework is the outcome of series of in-depth desk-based studies and field interactions with stakeholders by researchers of the Institute for Peace and Conflict Resolution. It is also one of the logical responses to the SCA Report which submitted that to build peace through development interventions interveners must focus on the root causes and dynamics of conflict. The draft framework was shared with planning and development programming officers at a national workshop and at various meetings involving IPCR, UNICEF and technical experts during the last quarter of 2005.

1.4 Who Should Use the Framework?

The Framework is a toolkit to be used by:

- All those with responsibility for or interest in development programming in Nigeria (Federal, State, Local Government, International Development Partners, National and International Nongovernmental Organisations, etc.);
- Individuals and groups engaged in humanitarian assistance and peace-building (Civil Society, Nongovernmental Organisations, Community-based organisations, Individuals and groups working in Development Administration, Conflict Prevention, Management and Resolution);
- Community Development workers at the community, village, LGA, state, and national levels.

1.5 Why They Should Use the Framework

All programmes, projects and policy interventions impact on and are impacted upon by the context in which they are implemented. A programme/project intervention in an area or community (e.g. agriculture, infrastructure, policy, education, etc.) will have an impact, positive or negative, on the conflict and peace dynamics. The application of the Framework will enable the users to situate conflict-sensitivity within their policies and operations so as to come up with programmes/projects that will simultaneously address development concerns and contribute to sustainable peace.

1.6 Essential Components of Mainstreaming Peacebuilding

The process requires that the practitioner should:

- Carry out a conflict analysis and update it regularly;
- Interface the outcome of the conflict analysis with the situation analysis and the programming cycle;
- Utilise a multivariate and multi-sector checklist for tracking peace building and social inclusiveness (including gender disaggregating, budgeting and auditing);
- Plan, implement, monitor and evaluate the programme/project intervention in a conflict sensitive manner;

1.7 The Role of Conflict Analysis

Conflict analysis is the methodical study of the profile of a conflict, its root causes, actors and dynamics. The profile of a conflict includes the history, political, economic and socio-cultural elements involved in the conflict. Since every development intervention triggers some change in the environment, for better or for worse, the ability to conduct conflict analysis is invaluable for the intervener. The analysis of the conflict helps with the understanding of the context in which a programme is being implemented and the interaction between the intervention and the context or environment.

Figure 1 below displays a typical cycle of the analysis of conflict, showing the conflict profile, actors, causes, dynamics and the context of their interrelationships. Here, the conflict cycle is highlighted with the intervention and the development programming cycle embedded within. Thus, when we conduct conflict analysis with these elements in the backdrop it enables us act upon the understanding and awareness of the context that would lead to the positive impacts being maximised.

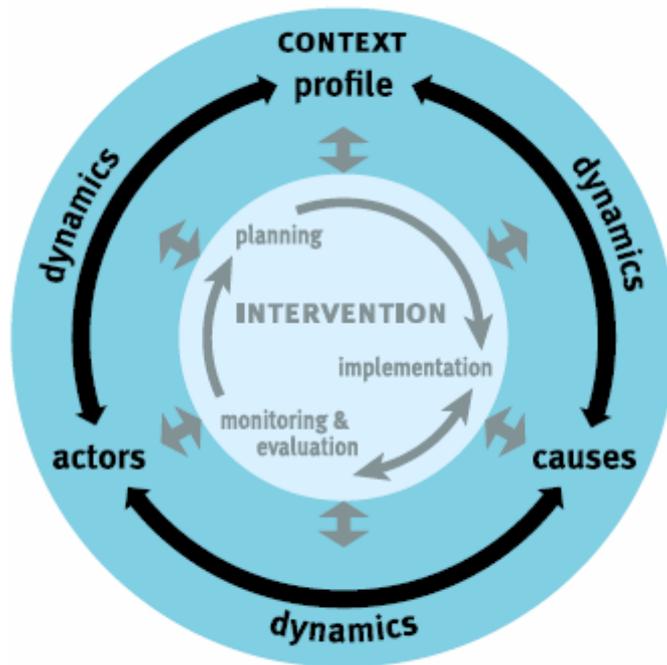


Figure 1: Conflict Analysis and the Development Programme Cycle¹

Whatever the level at which it is applied, conflict analysis involves the application of tools of social analysis to understand the conflict profile, root causes, actors and dynamics, and how these impact on one another, and on the context or environment. At the project level, conflict analysis can be conducted with a focus on the family, community, local, state or national levels.

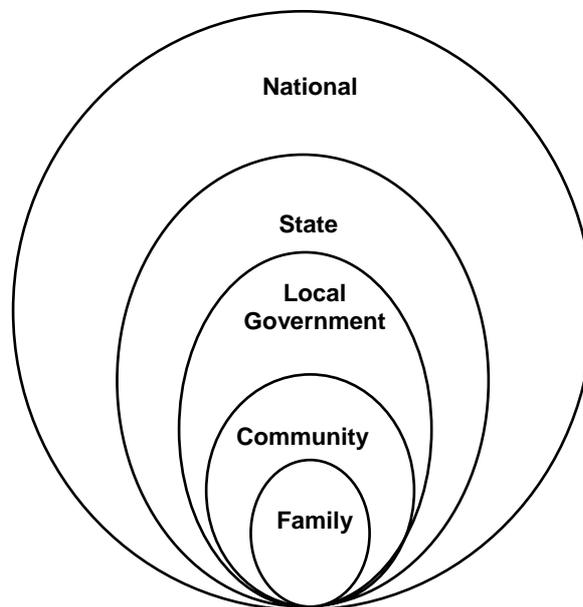


Figure 2: The 'Nested' Levels of Conflict Analysis

The 'nested' levels of conflict analysis (figure 2) help to explain the linkages across the hierarchy of social and political units, such that a conflict at one stratum could impact on another and vice versa. Thus, the 'nested' levels of analysis shows that the development programming cycle for a programme/project at any of these levels (family, community, local, state, and national) has the potentials of multiplying pains (violent conflict) or gains (peace building) for the society.

¹ Adapted from International Alert Resource Pack on Conflict Transformation, 2003.

'The conflict that followed the construction of Bakolori Dam in 1980 is said to have arisen from grievances about compensation and the fate of those displaced. Both the Federal and Sokoto State governments were taken aback to see docile peasants dare the firearms of mobile policemen to protest the fact that compensations routed through traditional rulers by government did not get to them. The loss of life of 24 peasant farmers to police bullets could have been averted if the government had properly factored in conflict of interest and the consequences of such in planning and executing projects.'

IPCR (Strategic Conflict Assessment, 2003, p.50)

1.7 Development, Peace and Conflict in the Nigerian Environment

The history of inadequate planning capacity in Nigeria has had destabilising effects on development at the micro (individual), meso (community), and macro (country) levels. In particular, the politics of the exploitation of oil, the control and appropriation of the huge revenues accruable to this sector, and the political economy of systemic corruption have remained the mainstay of the centrifugal forces that sustain conflict in the context of development. Development and conflict must count as part of an integrated picture of the social realities that shape Nigeria's political economy. The relationship between development and conflict in Nigeria goes beyond just crossing each other's path.

Nigeria's choices of development must be moderated in such a way that they are sustainable and ultimately contribute to building peace and reducing the risk of violent conflict. This is obviously a serious challenge given the country's low human development index and evolving institutions of governance. In grappling with this challenge, an immediate option that recommends itself is to build institutional capacities in development programming in Nigeria.

Whether the conflicts are resource-based, political, social, religious, identity or ethnic, their root causes can be linked to the specific context and the stage of development. Furthermore, development processes often challenge the existing socio-economic, political and cultural equations in ways that could threaten or inhibit the aspirations of some individuals, groups or communities. The capacity of the stakeholders to respond constructively to perceived threats or hindrances would determine if such conflicts will enhance or jeopardise the peace of the environment.

A few conflict scenarios in Nigeria would suffice to illustrate the reciprocal impact of conflict and development. The development interventions by oil companies in the Niger Delta region have been notoriously conflict-ridden, causing massive damage to human life, property and the ecosystem of the area. In the Niger Delta scenario, the context, the parties, the government, oil companies and the communities are implicated at different levels in the degenerating conflict profile of the area. Indeed, the high stakes associated with the investments in the oil and gas sectors in the Niger Delta, the neglect and/or feeling of same, by the communities have exacerbated violent conflicts. For example, the three communities of Oluasiri, Soku and Elem-Sangama in Rivers and Bayelsa states in the Niger Delta, contested over the ownership of the land where the Liquefied Natural Gas (LNG) plant is established. They killed and maimed, destroyed property and displaced families that had lived together and maintained cordial relationships for ages. If development is understood to be the pursuit of the enjoyment of human rights, then the government, oil firms as well as the communities should employ development interventions to **heal** rather than **hurt** the people, in consonance with the 'do no harm' principle for development interventions.

In Ife-Modakeke, Osun State, in South-Western Nigeria, the creation of a Local Government Area as a development unit turned into a keg of gunpowder due to the insensitivity of the authorities to the history, psycho-social and identity needs of the communities concerned. These few scenarios underscore the point that development interventions and the socio-political realities in many otherwise 'peaceful' communities in Nigeria predispose them to violent conflict.

Since development is about change, and change often creates social and political dislocations, the outcomes of development intervention do not always 'equal peace'; they could exacerbate existing violent conflict or even stir new ones. In other words, a development project inevitably has an impact on the peace and conflict environment – positive or negative, direct or indirect, intentional or

unintentional. Given this basic fact, the framework for mainstreaming peacebuilding in development enables planners to initiate proactive response to the potential impact of their interventions on peace and conflict dynamics. Indeed, in Nigeria, development interventions often provide some politicians, bureaucrats and others the opportunity to deploy ethnicity, religion, indigene-settler issues, etc., to secure political and economic advantages and other forms of patronage. When this happens, the community is put under intense pressure that often results in manifest conflict disorders. Therefore, building peace involves both immediate responses and long-term preventive measures before, during and after a conflict.

This framework can also be used to facilitate recovery in a community that has just experienced violent conflict. In this case the framework serves as a toolkit for social reconstruction, peace building and reconciliation. The intervention would be designed to address the root causes of the conflict, ensure fairness, justice and inclusion, as well as economic and political empowerment. When such an intervention is well monitored within the development programming cycle, the victims of conflict are once more empowered to take charge of their lives rather than become recipient beneficiaries of humanitarian assistance. Community participation in a project produces an opportunity for individuals to appreciate better their potentials for leadership within the context of generating solutions and contributing to a common good. Through their participation in development initiatives the stakeholders can bridge existing gaps in relationships and communication and thereby work for social cohesion and peace.

When development fails to contemplate its potential impact on conflict and peace building, it is more likely to generate tensions or exacerbate existing conflict fault-lines. The diagram of mutual impact of development, peace and conflict (figure 3) provides a basis for a dialectical understanding and appreciation of the impact of development on the context of peace or conflict. The mutual impact diagram shows that the horizontal continuum of peace and conflict is often intersected by development. It also illustrates that the dynamics of peace and conflict can also directly impact on each other and present development challenges. Thus, development programming for peace building must take into account the key role that development interventions can play in conflict generation. This consciousness is to be integrated into the stages of the development programme cycle – planning, implementation, and monitoring and evaluation (see figure 1).

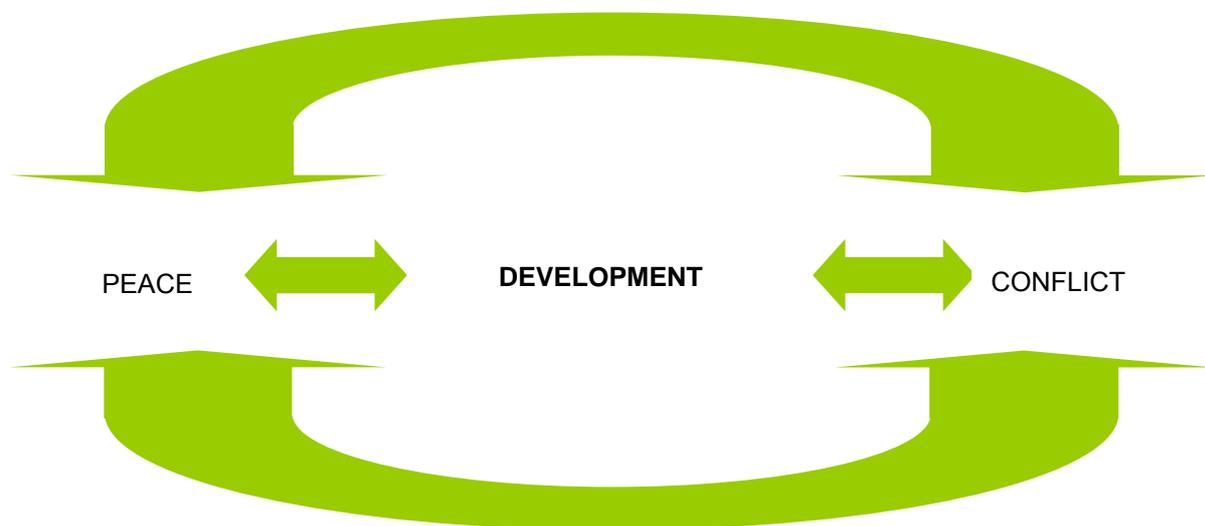


Figure 3: Mutual Impact Diagram

2. CONCEPTS AND TOOLS

There are key concepts and tools that must be carefully defined and described to make this framework a practical toolkit for end-users. We have explained some of these in this section for easy understanding by development programmers not previously exposed to peace building.

2.1 Mainstreaming Peacebuilding

Mainstreaming is the term used for describing the art of integrating a given set of values from one primary domain into a secondary one with the aim of bringing the insights from the former to bear on the latter and to achieve by this process a value-added outcome for the resulting practice. Therefore, mainstreaming peacebuilding in development programming is about incorporating peace building and conflict-sensitivity into the four main stages of the development programme/project cycle. Mainstreaming peace building in development programming does not mean changing what we do, but it has everything to do with how we do them. It is about adding value to a good process such that it results both in the achievement of the planned developmental targets **and** contributing to building lasting peace. Its main tool is incorporating conflict analysis into the overall situation assessment and analysis and the programme design process and documentation. Critical peace-building indices such as community participation, information-sharing, and gender-sensitivity should form part of all four stages of the cycle (see Appendix 2 – Conflict Sensitive Development Checklist). Figure 4 below situates the development programme/project cycle within the conflict analysis framework.

2.2 The programme/project cycle

The ultimate purpose of development as expressed in the United Nations Millennium Declaration and the Millennium Development Goals (MDGs) is the realization of human rights. Many of the rights that the Convention on the Rights of the Child (CRC) codifies, such as the right to the highest attainable standard of health, to education or to protection from abuse and neglect, are what “good programming” used to refer to as basic needs. These needs have traditionally been the focus of most development work undertaken by national governments, the United Nations agencies, international organisations, non-governmental organisations (NGOs) and other bodies. Nigeria is committed to the attainment of the MDGs through the government reforms agenda driven by the National Economic Empowerment and Development Strategy (NEEDS).

Every development programme/project cycle has a lifespan with a timeline for specific activities. A development cycle refers to the period of time it takes to complete the three stages of the development rung: assessment, analysis and programme design (preparation); implementation; and monitoring and evaluation. The programme/project aims at the realisation of defined results through implementing activities between the commencement and completion of a programme/project. This cycle remains valid irrespective of which organization is developing the programme or the environment in which the programme/project is implemented.

Figure 4 focuses on the intervention and the development programming cycle as conspicuous features in programming for peace building. Here, planning, implementation, and monitoring and evaluation must be conducted with a view to mainstreaming peace building and conflict mitigation. The difference between figure 1 and figure 4 is the reversal of emphasis – the former stresses conflict analysis with the intervention elements in the background while the latter brings out the intervention/programming cycle with conflict profile, actors, causes and dynamics as a backdrop. In figure 4, the double-edged arrows encircling the intervention and the development programme cycle are highlighted and indicate the reflexive relations of the intervention/programming cycle with the conflict profile, actors, causes and dynamics with implications for the peace and conflict environment.

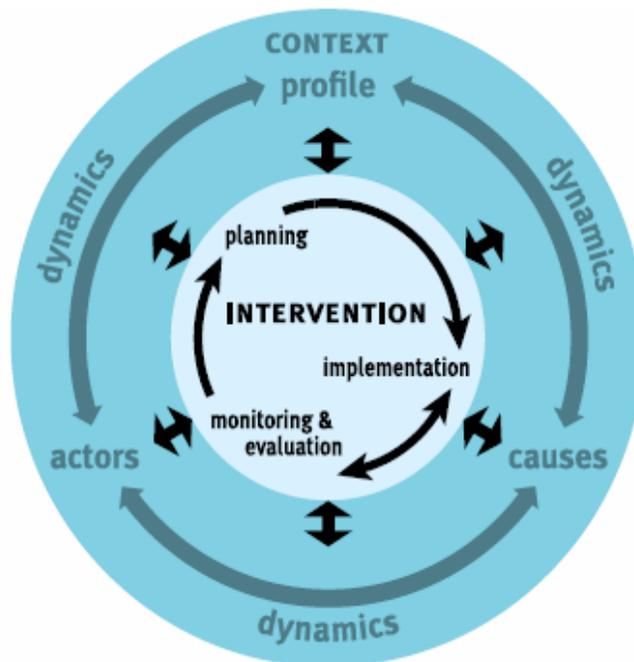


Figure 4: Development Programme Cycle and Conflict Analysis²

2.3 Conflict

Conflict refers to a struggle involving two or more opposing forces. Conflict could be over resources, ideas, values, wishes, or deep-seated needs. It provides an opportunity for changing the status quo. Conflict as a social phenomenon becomes negative only when it is violent. A conflict could have a chain of causes - root causes, proximate causes and triggers and can be at various stages of escalation or de-escalation.

2.3.1 Context

The context of a conflict is the environment within which conflict occurs. This could also be referred to as the conflict setting. It also includes the geo-physical and psycho-social environments in which the conflict occurs. The context of a conflict could be the family, workplace, community, local government, state or national levels.

2.3.2 Conflict Dynamics

The dynamics of a conflict is the result of the interaction of the conflict profile, actors, and causes. Conflict dynamics are the activities and events in the political, economic and socio-cultural domains which result from and are shaped by the interaction of the profile, actors, and causes of conflict. A good understanding of conflict dynamics helps the intervener in scenario building. This could be in the form of (i) best case scenario, (ii) middle case or status quo scenario, and (iii) worst case scenario. This enables us to have a total picture of the events and to design an entry point.

² Adapted from International Alert Resource Pack on Conflict Transformation, 2003.

2.3.3 Conflict Actors

Conflict actors are individuals, groups or institutions that are involved with a conflict directly or indirectly. They may be actors in the conflict at the primary, secondary, tertiary or shadow levels. Conflict actors have some interest in the conflict and in its outcome.

2.3.4 Conflict Analysis

Conflict analysis is the methodical study of the profile of a conflict, its root causes, actors and dynamics. The understanding gained from conflict analysis informs the response strategies in the form of programme/project interventions. Within the context of this framework, conflict analysis is incorporated into development programming cycle for the purpose of building peace or mitigating violent conflict.

2.4 Peace and Conflict Impact Assessment (PCIA)

The PCIA is an instrument for the evaluation (*ex post facto*) of development interventions, and anticipation (*ex ante*) of the impact of potential projects on the structures and processes which either strengthen the prospects for peaceful co-existence and decrease the probability of violence, or increase the likelihood of responding to conflict through violent means. When we conduct PCIA *ex post facto*, we analyse and provide explanations for occurrences that have happened, but *ex ante* PCIA anticipates or predict certain phenomena and events which are yet to occur. The PCIA also helps to track positive, yet unintended peace building impact that could result from development administration. With the help of conflict analysis, interveners could use the Peace and Conflict Impact Assessment (PCIA)², which is a generic conflict-sensitive tool, in auditing *ex ante* the impact of development on conflict and peace-building activities and vice versa.

PCIA indicators are brought to bear on the situation analysis as a tool of the framework for mainstreaming peace building. The outcome of the analysis would enable the interveners to proactively engage, in a conflict sensitive fashion, the challenges that would interfere with the development programming process. To effectively mainstream peace building the planning process should incorporate:

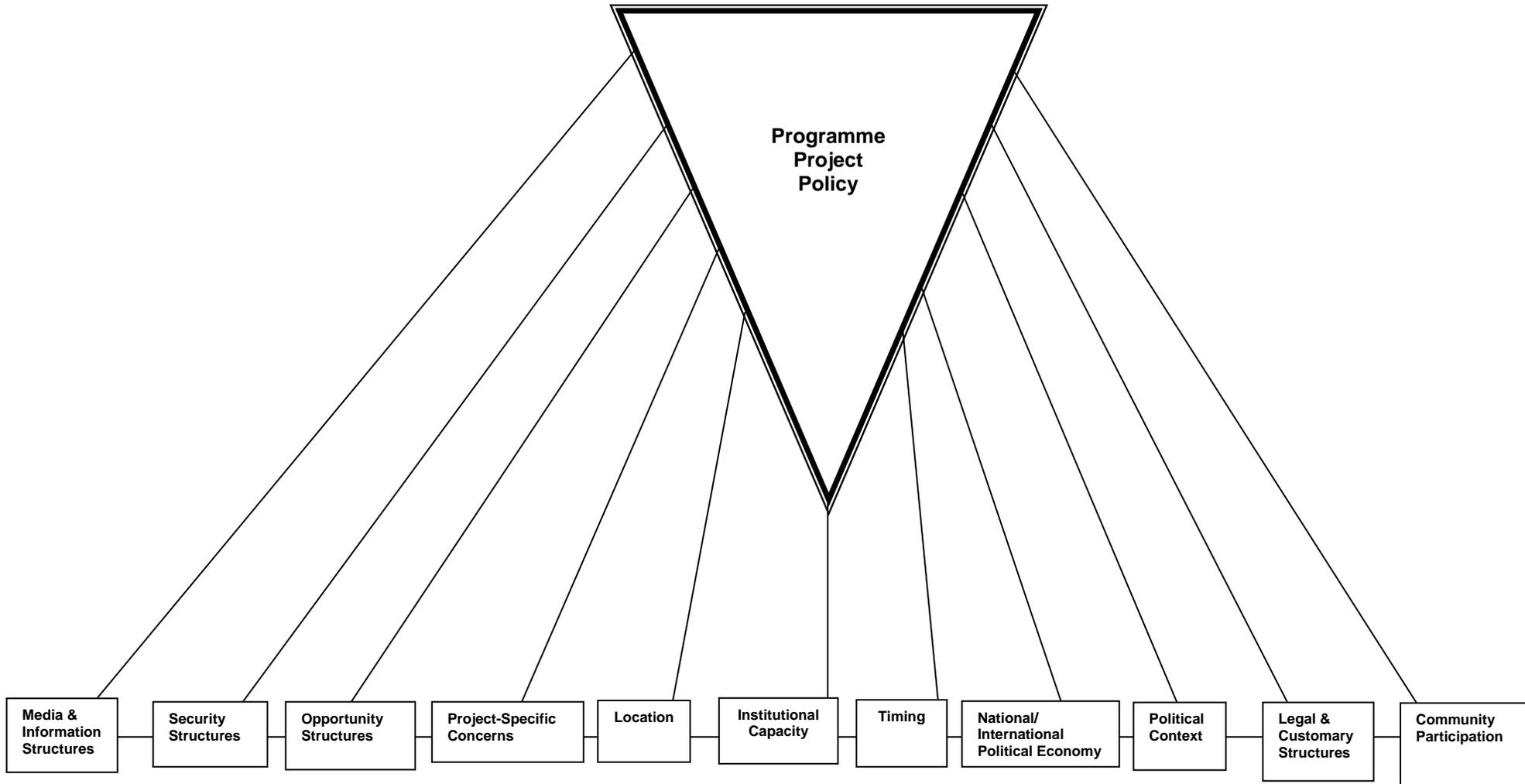
- an assessment of the peace-building environment (situation/causal analysis);
- an identification of conflict actors/parties and peace-builders (stakeholder analysis);
- an identification of the objectives and activities; and
- integrating measurable peace building variables into the logical framework for the intervention.

To achieve the desired results, the foregoing steps are to be complied with through the planning, implementation, monitoring, and evaluation stages of the programme/project intervention.

2.5 The Inverted Pyramid Model

The inverted pyramid is an object used in depicting the critical role of the multi-sector structures that every development programmer/planner requires for social stability. The inverted pyramid model (figure 5) helps the programmer become aware of the delicate nature of a programme/project in the context of peace building. The inverted pyramid model is deliberately designed to convey a visual moral of precariousness, hence the need for care in executing each stage of the development programming cycle. The idea of an inverted pyramid helps to show that a project, like the pyramid upturned on its tip, can only stand with the entrenched support of solid pillars (multi-sectoral structures). The visual moral is that the programme/project is synonymous with the inverted pyramid, which is held in place by reinforced and interlinked pillars that ensure its stability, preservation and sustainability.

Figure 5: The Inverted Pyramid Model



2.5 Logical Framework

Designing a logical framework (table 1) is useful to enable us assess the input, activities, outcomes and results of an intervention. The logical framework helps an intervenor focus on designing/mobilising the right activities/resources for the mitigation of conflicts and for building and supporting peace-enhancing structures. Table 1 is a hypothetical logframe for a project on the impact on peace/cooperation between youth in two post-conflict communities. These communities are linked by a river and had always jointly engaged in a lot of activities around and across the river before the outbreak of hostilities. An NGO decided to fund the construction of a bridge across the river to strengthen intercommunal relations after the ceasefire. Here, peace building is mainstreamed into this project, for instance, by introducing peace and conflict sensitive variables into the vertical and horizontal logic of the table.

Table 1: Hypothetical Logical Framework for a bridge impact on peace/cooperation between youth in two post-conflict communities

Result	Indicator	Baseline	Target	MoV	Geo. Area	Risk/Assumption
Strategic Result 100% of youth eschew violence in both communities by 2015	% youth receptive to peace messages % youth in support of peaceful resolution of conflict	65%	100%	MICS 2016	State	<ul style="list-style-type: none"> ▪ Local Councils will fund mediation processes ▪ NGOs will support peace initiatives in communities
Key Result 70% of youth are positively disposed to peace messages/campaigns by 2012	% youth listening/accepting peace messages	45%	70%	DHS 2012	2 communities in Boki and Ogoja Local Government Areas in Cross River State, Nigeria	<ul style="list-style-type: none"> ▪ Access to peace awareness campaigns improves
Outcome 1: 75% of parents express positive attitude to peaceful coexistence between the communities by 2010	% parents showing positive attitude to peace education	25%	75%	KAP 2010	Ditto	<ul style="list-style-type: none"> ▪ No major pro-violence education campaign takes place
Output 90% of parents have adequate understanding of the impact of violent conflict and the benefits of peace by 2008	% parents able to give at least four reasons why they should encourage their youth to cooperate and collaborate with youth of other community	35%	90%	KAP 2008	Ditto	<ul style="list-style-type: none"> ▪ Campaigns for 2007 elections do not seriously disrupt pro-peace social mobilisation
Outcome 2: All youth enjoy a peaceful environment in both communities	<ul style="list-style-type: none"> ▪ Frequency of inter communal youth interactions ▪ # youth prone to hate messages/language 	1:100	1:50	EMIS	Ditto	<ul style="list-style-type: none"> ▪ Government provides further support for youth engagement activities
Output All youth in the two focus communities attend markets/social activities in both communities	% youth attending joint convivial events in both communities	10%	100%	EMIS	Ditto	<ul style="list-style-type: none"> ▪ Government provides further support within the youth development policy

3. CONFLICT SENSITIVE DEVELOPMENT PROGRAMMING

To mainstream peace building in programming, the development programme processes should not only be rights based, results based, gender and environment sensitive, but also conflict sensitive. The notion of conflict sensitive programming should inform every stage of the programme cycle – situation assessment and analysis, planning and design; mobilisation, implementation and management; and performance monitoring, evaluation and feedback. Conflict sensitive programming should, on the other hand include, but may not be limited to:

- an in-depth understanding of the context/environment in which the intervention (programme, project or policy) is situated;
- an understanding of the interactions between the intervention and the context/environment (along with the peace and conflict dynamics);
- knowledge of the indicators for peace and conflict so as to input conflict sensitivity into the programme design;
- proactively engage peace building implementation strategies to minimise negative impacts on the context/environment and maximise the opportunities for peace.

3.1 The Preparatory Stage

This stage captures all the activities undertaken prior to the commencement of the implementation of the programme. It is based on the prioritisation of the issues relating to the realization of the rights of the population, and on the analysis of the immediate, underlying and basic causes of those issues. A good assessment and sound analysis are prerequisites to the identification of key development challenges. This enables us to set specific achievable objectives/results to be obtained, and to make the best use of limited resources for doing that while building peace.

Programme/project planning is an iterative process whereby results, strategies and the proposed course of action are adjusted in turn, until there is a reasonable anticipation that the expected results can be achieved with the selected interventions and the available resources. The first step is the assessment and analysis of the situation in terms of the usual human development indicators (health, social services, poverty etc.). This will include consulting existing published information augmented with data collection using participatory methods. It is within this step that a detailed assessment of the conflict situation should be undertaken especially during the community consultation process. This should be carried out simultaneously with the construction of the problem tree for the development indicators. It is essential to construct a similar tree for the conflict. Superimpose the problem analysis trees and look for common causal streams that offer the best opportunities for simultaneously achieving the results and building peace.

Referring to the causal analysis of the problem, and considering what others are expected to contribute will help to improve the inherent logic of the planned programme/project. Most often, this 'logical approach' is expressed in several iterations of a Logical Framework (Appendix ..). A Logframe is one way of describing a results chain or results framework. It is usually necessary to re-work the Logframe in several iterations, preferably with a mix of key programme/project partners and primary stakeholders, until the planning teams are satisfied that results chains are correctly put together, and all major planning assumptions and risks are identified and where possible reduced.

It is at this stage that the organisation undertaking this programme/project identifies its specific role and expected contributions and considers what others are doing or are planning to do that will impact on the achievement of the overall goal. Also defined are the expected results of the programme, strategies, the programme structure, the distribution of required resources and the commitments from the main partners. The Logical Framework helps us to:

- Examine whether the sum of the planned interventions is sufficient to attain the intended result;
- Explicitly describe the planning assumptions;
- Minimize the risk of failure;
- Determine the key monitoring indicators and strategic evaluation questions;
- Visualize the programme design and assess the quality of programme design at a glance.

The preparatory phase for a water project proposed for a community known to have a long standing dispute over the legitimacy of its paramount ruler and a history of youth restiveness should include an investigation into the root causes of the dispute. It is essential in this situation to conduct a conflict

analysis keeping in mind the project objectives/results of the planned intervention activities. Using the logframe in reviewing the assumptions related to the commitments of other stakeholders helps to formulate an agenda for advocacy. It is equally important to use the logframe for the identification of programme specific verifiable indicators and means/sources of verification.

3.1.1 Setting objectives and Results

Intervention strategy is central to achieving desired results. However, strategy becomes effective when the intervention objectives are clearly defined and measurable. We can best achieve this when the problem and conflict analysis trees are superimposed to see where overlaps exist and where new emphasis may be required. This will reveal the nature of intervention required and where peace building elements might be integrated with the chosen strategy for the intervention.

3.2 The Implementation Stage

This is the actual period of providing the service or intervention. This involves delivering the project or carrying out the details outlined in the programme design informed by the situation and conflict analysis trees. Usually, organisations execute their programmes/projects based on work/implementation plans. A typical work plan will indicate key programme partners and implementers. Work plans are the basis for the provision of technical, financial, informational and material assistance and advocacy. Also, it describes the major strategies to achieve stated results, timelines and critical inputs.

The implementation stage involves a number of interrelated activities. It provides an opportunity to foster sustainable peace by involving the target communities in the activities planned to achieve the objectives of the programme. Peace could be fostered in a feuding community with a peculiar large population of unemployed youths and non-school going boys and girls if these extra-hands are gainfully involved in the implementation of a programme within their community. Some conflicts arising from programme implementation are often linked to bitterness of community members about the employment of 'outsiders' in the execution of projects in their community. Making the implementation stage conflict sensitive will involve a regular update of the conflict analysis with a view to minimizing the negative impact and optimize the positive impact on the operational environment.

3.3 Monitoring and Evaluation:

Monitoring and evaluation is usually conducted around agreed timeframes as specified in the project documents. This could be quarterly and annual reports, end of project, new project phase, etc. However, for monitoring and evaluation exercise to be conflict sensitive, it would require changes in timing that would relate it to significant aspects of the conflict profile, causes and dynamics as identified by the conflict analysis.

3.3.1 The Monitoring Stage

Systematic monitoring provides the information for reporting on results from programme implementation and any changes in the programme necessitated by the changing programme environment.

There are two kinds of Monitoring, situation and performance monitoring.

- **Situation monitoring**, measures change in a condition or a set of conditions or lack of change. Monitoring the situation of children and women is necessary when trying to draw conclusions about the impact of programmes or policies. It also includes monitoring of the wider context, such as early warning monitoring, or monitoring of socio-economic trends and the country's wider policy, economic or institutional context.
- **Performance monitoring**, measures progress in achieving specific results in relation to an implementation plan, whether for programmes, strategies, or activities.

Both situation and performance monitoring requires a checklist to track peace/conflict indicators. This should be used alongside other monitoring instruments to measure change/results against baseline information. Conflict sensitive monitoring will inform adjustments and changes to programme/project activities thus bringing about optimum impact on peace dynamics.

3.3.2 The Evaluation Stage

As an exercise, evaluation attempts to determine the worth or significance of an intervention, strategy or policy as systematically and objectively as possible. Evaluation findings should be credible, and be able to influence decision-making by programme partners on the basis of lessons learned. For the evaluation process to be 'objective', it needs to achieve a balanced analysis, recognise bias and reconcile perspectives of different stakeholders (including primary stakeholders) through the use of different sources and methods.

An evaluation report should include the following:

- Findings– factual statements that include description and measurement;
- Conclusions – corresponding to the synthesis and analysis of findings;
- Recommendations –what should be done, in the future and in a specific situation; and
- Lessons learned – corresponding to conclusions that can be generalised beyond the specific case, including lessons that are of broad relevance within the country. Lessons can include generalised conclusions about causal relations (what happens) and generalised normative conclusions (how an intervention should be carried out). Lessons can also be generated through other, less formal evaluative activities.

Evaluation is conflict sensitive when it incorporates an understanding of the operating environment in terms of historical, actual, or potential conflicts into traditional evaluation activities and processes. PCIA may also be used as a tool at the evaluation stage to interpret what happened and how it has impacted on the social and physical environment as well as provide input into subsequent programmes. Therefore, every stage of the development programme cycle requires the application of the PCIA tools to determine the peace-building contents of programmes and projects.

'In order to facilitate the attainment of the desired objectives, Nigerians [can] be mobilized and motivated through the careful and consistent cultivation of a style of governance that places a premium on openness, transparency, accountability, popular participation, peaceful coexistence and leadership by example.'

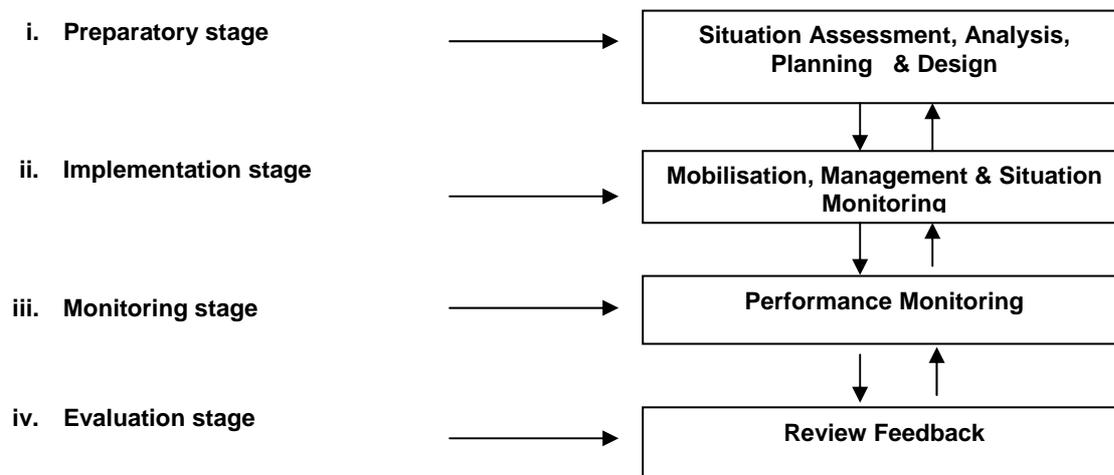
J.B. Falade, S. Harbor and W. Osofisan, 2004, p.39

4. INCORPORATING PEACEBUILDING IN DEVELOPMENT PROGRAMMING

The challenge of incorporating peace-building into development programme cycle as observed earlier seeks to ensure that development serves to promote peace rather than create or exacerbate conflict. To this end various organisations apply a number of tools and instruments to determine the peace building elements in various stages of the development programme cycle.

Generally, various organisations adopt different models of the development programme cycle. Appendix 1 shows the different approaches adopted by some international organisations and agencies³. These models essentially cover the same stages in the development programming cycle from conception to completion and evaluation of the programme/project.

Peace-building and conflict sensitive elements can be incorporated at all the stages of the development programme cycle. However, the degree of incorporation will depend to a large extent on the peace and conflict context based on the outcome of the conflict analysis. In this programming framework we have adopted a programme/project cycle that comprises four (4) main stages:



4.1 PCIA as a Tool for Mainstreaming Peace-building

The challenges posed by Nigeria's conflict profile require conscious mainstreaming of peace-building into the development programming processes. An essential toolkit for achieving this objective is the PCIA, which serves as a mechanism for assessing project proposals in relation to their potential positive impacts or lack thereof, on the social environment. The increased incidence of violent communal and other forms of conflict disorders in Nigeria has made development work not only complex but also dangerous, hence the need to introduce the conduct of pre and post-programme/project PCIA's in the country.

First, development planners should acquaint themselves with the analytical tool of the inverted pyramid model (Figure 2)⁴, which highlights the potential or actual impact of key indicators of a project or policy on peace and conflict. Second, the inverted pyramid should be applied alongside the PCIA checklist (Appendix 2) to achieve measurable and quantifiable results in relation to the proposed programme/project objectives.

Using this checklist helps users of the framework to understand and contextualise many of the 'itchy' issues in Nigeria's socio-economic profile that tend to promote the culture of violence. Among the vital indicators to investigate in relation to the programme/project are: location, timing, political environment, national and international political economy, legal and customary structures, security, community involvement, opportunity structures, media and information, and project-specific issues. The PCIA checklist makes the optimisation of peace possible using quantitative and measurable data in evaluating development programmes/projects.

5. STRATEGIES FOR OPERATIONALISING THE FRAMEWORK

The Framework and Checklist for conflict sensitive programming are generic instruments and can be used by a wide range of interveners. The decision to apply the framework and the approach to be adopted by the users is a function of the type of intervention, and the nature, mandate, norms and practices of the organisation or user in question. The application of available methodologies and choice of tools for integrating peace-building and conflict sensitivity in programmes and projects would depend on these and similar factors. Below are some of the strategies that may be adopted in operationalising the framework in development programming from the preparatory stage, through the implementation to the monitoring and evaluation of the programme/project:

- Undertake situation assessment; ensure that affected population are participants in the situation/causal analysis (safeguard the vulnerable - women, children, aged, etc.)
- Understand the conflict dynamics; context, profile, root causes and actors, etc.
- Work on the ‘what is in it for me’ element for the actors so as to identify windows for the project to impact positively on peace and conflict reduction.
- Ensure full attention is accorded the thematic areas in the Checklist for Conflict Sensitive Development Programming and their linkages.
- Consider neighbourhood influences on the environment and the project
- Design the programme/project and the SWOT Analysis in respect of – Work plan, site, funding, ownership, sustainability, etc.
- The Monitoring and Consultation components should embrace intended and unintended outcomes of project that could impact on the dynamics of peace and conflict
- Targets must be set and reviewed in line with intervention objective(s)
- Evaluation/Review

Generally, some of the strategies may be more applicable to specific stages in the development programme cycle while others may be necessary throughout all the stages, from the preparatory to the implementation, and monitoring and evaluation/review. For example, side by side with project implementation, there may be the need for continued sensitisation and advocacy campaigns in order to sustain stakeholders’ participation and community ownership of the programme/project.

5.1 SWOT Analysis

The **SWOT** analysis tool can be used to illustrate the deployment of some of the strategies listed above. This method of analysis considers the strength, weaknesses, opportunities and threats (SWOT) in respect of the work plan, site, funding, ownership, sustainability, etc. The programme/project environment tends to affect a number of social indices, which, may impact positively or negatively on peace.

The SWOT analysis enables the user to:

- identify the strength of the programme/project in relation to peace.
- acknowledge the weaknesses in relation to peace.
- identify the opportunities the programme/project presents in relation to building sustainable peace.
- recognise the threats to peace the programme/project presents.

5.2 The Bridge Project Scenario

Communities A and B are neighbours separated by a river. The boundary of the two communities is about one kilometre on community B’s side of the river. Over the years, Community A’s access to the land has been restricted by the seasonal swelling of the river. As a result, community B has taken advantage to cultivate cash crops on the land belonging to community A. The two communities are large producers of food and cash crops both for the local and national markets. Both communities need the bridge for different reasons – A to access their land at the other side of the river and B because it is hedged in by non-arable and rocky terrain.

Both communities A and B belong to X and Y local governments respectively and the two communities belong to different ethnic groups. The chairmen of X and Y local governments are of the ruling party, as well as the state governor. Local Government Y was created in 1993 from the old X Local Government Area. There has been lingering dispute over the election results in the chairmanship of Y Local Government Area. While the majority of the people of community B voted for the opposition, the candidate of the ruling party was declared winner and sworn in. The state government has proposed to build a bridge across the river as part of its rural development programme. This bridge will be completed before the beginning of the next planting season.

Applying the SWOT analysis method in appraising the peace and conflict impact of the Bridge Project, three of the key indicators from the Peacebuilding/Conflict-Sensitive Development Checklist (Appendix 2), have been used as shown in Table 2 below:

Table 2: SWOT Analysis of the Bridge Project

Location	<p>Strength Improved access between the communities Better Integration etc.</p> <p>Opportunity Attracting development to the communities Increase in economic activities Population growth and rapid urbanization</p>	<p>Weakness Exacerbate Boundary Dispute</p> <p>Threats Rise in criminality due to free access Pressure on social facilities Pressure on land Pressure on natural resources</p>
Community Participation	<p>Strength Meeting community need Integration of the communities Sense of ownership</p> <p>Opportunity Employment opportunities Skills transfer Boost to local economy Discovery of leadership potentials</p>	<p>Weakness Rivalry over role Rivalry over ownership Unsatisfied expectations</p> <p>Threats Conflict arising from competition Challenge to traditional institutions/structures Challenge to traditional occupation</p>
Political Context	<p>Strength Dividend of democracy Integration into political mainstream</p> <p>Opportunity Consolidation of political base Political institution building</p>	<p>Weakness Challenge to the political status quo</p> <p>Threats Political assassinations Increased political party rivalry Intolerance of opposition</p>

The result of the SWOT analysis will enable the development planners and interveners to evolve strategies for building on the strength, coping with the weaknesses, utilizing the opportunities and engaging with the anticipated threats that the constructed bridge may introduce to the communities.

6. CONCLUSION

This framework for mainstreaming peace-building in development in Nigeria has outlined the importance of employing the PCIA indicators in the context of development programming and implementation. The framework is designed with a view to taking peace and conflict issues aboard the programme/project from the inception so that by working on the programme/project we are simultaneously addressing the peace and conflict implications. Among other things, this framework highlights the development programme context in the Nigerian environment and the mutual impact of development, peace and conflict. The preparation of the framework is premised on the assumption that development interventions often have intended and unintended impact on the dynamics of peace and conflict in the environment where they are located. The framework presents an example of a logframe that shows how we can measure success in particular activities in the context of mainstreaming peace building. The document also presents development programme cycle and the different stages of application – the preparatory, implementation, monitoring and evaluation stages. Most importantly, the PCIA checklist (Appendix 2) has been presented in this toolkit as a guiding tool for mainstreaming peace-building. The users of the framework can apply the indicators in the PCIA checklist in the different programme environments in Nigeria with a view to positively transforming conflicts that may arise in the process of development. The SWOT analysis enables the user of this toolkit to identify the strength of the programme/project in relation to peace; identifying the opportunities the programme/project presents in relation to building sustainable peace; and recognising the threats to peace.

It is believed that this framework will help in the optimisation of peace-building opportunities in development programming in Nigeria and contribute towards creating an enabling environment for the realization of the MDGs. By helping to improve the development environment in Nigeria, the framework will enhance the attainment of human security as a condition that encompasses freedom, peace, human rights, environmental safety, and participation in the processes of governance. The operationalisation of this framework provides an entry point for making constructive input to the development processes in Nigeria both as state and non-state actors. The end result is the promotion of peace, stability and good governance through community participation in development.

'The apparent brinkmanship of Nigeria in the past years is attributable to the disruptive regimes of supply-led rather than demand-driven development interventions which minimised engagement with human security as the benchmark for development planning and implementation'.

Oshita O. Oshita

NOTES

¹ The publication of the Report of the Strategic Conflict Assessment (SCA) of Nigeria was the outcome of IPCR's collaboration with the United Kingdom Department for International Development (DFID), United States Agency for International Development (USAID), United Nations Development Programme (UNDP), and the World Bank. Among other things, the SCA drew attention to the need for a regime of conflict-sensitive development in Nigeria. See IPCR (2003), *The Strategic Conflict Assessment: Zonal and Consolidated Report*, Abuja.

² The Peace and Conflict Impact Assessment (PCIA) is a tool for auditing, measuring and quantifying the degree of peace and conflict-sensitivity of a development programming cycle in relation to the context or environment. Organizations and agencies adopt different nomenclatures in depicting the PCIA. The DFID calls it Conflict Impact Assessment (CIMA); USAID refers to it as Conflict Vulnerability Analysis (CVA); FEWER, International Alert, and Saferworld call it PCIA. Still, others refer to it as Conflict Sensitive Approaches (CSA) or the Aid for Peace Approach. In this toolkit we have chosen to adopt the term PCIA because this aptly captures the strategic parameters and activities involved in the mainstreaming of peace building and conflict-sensitive planning into the development programming cycle.

³ Appendix 1 compares various stages of programme/project cycle adopted by some international organizations and agencies. See, Falade, J.B., Harbor, S. and Osofisan, W. (2004), **Elements of Project Design: An Analysis of NGO Projects for Strengthening Electoral Processes in Nigeria** (Lagos, UNDP), P.8. Column 7 is an addition to the table used by Falade et. al.

⁴ The inverted pyramid model presents us with an illustration of the critical indicators used in understanding the multivariate and multi-sectoral elements that interplay in the development programming context or environment. The idea is for development programmers/planners to visualise the job they do in the context of an upturned pyramid which requires supportive pillars (multi-sectoral inputs) to achieve a balance.

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APPENDICES

Appendix 1: Stages in Development Programming*

Stages	EU	DFID	World Bank	UNDP	UNICEF	AusAid	ADB
1	Programming	Programme	Country Assistance Strategy	UNDAF	CCA --- UNDAF	Identification	Country Strategy/ Programme
2	Identification	Identification	Identification	Identification	Preparation –CPD	Preparation	Preparation
3	Appraisal	Design	Preparation	Formulation	CPAP	Appraisal	Appraisal/ Approval
4	Finance	Appraisal	Appraisal	Appraisal	AWPs Implementation & monitoring	Mobilisation Implementation and Monitoring	Implementation
5	Implementation	Approval	Negotiation and Board	Approval	Annual Reviews	Completion and Evaluation	Evaluation
6	Evaluation	Implementation and Monitoring	Implementation and Supervision	Implementation	Mid-Term Review		
7		Operation and Monitoring	Implementation and Completion	Mid-Term Review	End of cycle Evaluation		
8		Evaluation	Evaluation	Terminal Evaluation			

* The UN System is moving towards a harmonized joint programming process.

Appendix 2: Peacebuilding/Conflict-Sensitive Development Checklist

S/No	Thematic Areas	Tasks	Stakeholders	Problems/Challenges	Resources/Assets	Indicators
1	Location	<ul style="list-style-type: none"> ■ Conduct vulnerability analysis ■ Consult to Choose appropriate site. ■ Check to ensure no encumbrance. ■ Consider environmental issues ■ Is anything happening in the Peace & Conflict environment? ■ Check Neighbourhood effects on location. ■ Access to location by Stakeholders 	Critical actors, Planning/Implementation Officers/Government, International Development Agencies/Donors or Funders/Beneficiaries/ Traditional/Religious Leaders, Community leaders, women/youth leaders, etc.	Existing economic activities Level of Exploitation of minerals; Rising sea levels, deforestation, erosion, etc. Agreement/quarrels over site; withdrawal from participation; non-cooperation or sabotage; complaints, protests, petitions, etc.	Stakeholder periodic reviews Stakeholder meetings; opinion box; Community leaders, Chiefs, Security reports Media reports, etc.	Motivated, ready to dialogue on differences Favourable EIA Enthusiastic reception; Effective participation; Goodwill, community ownership, etc.
2	Timing/ Length of Intervention	<ul style="list-style-type: none"> ■ Would a project be better implemented at time A rather than time B? ■ Are conditions favourable? Consider brevity or extension relative to timing in the environment. 	Critical actors: Planning/Implementing officer/Govt./Agency/ Organization/Other stakeholders.	Poor reception, Lack of interest, Demonstration of fatigue, Distractions, Restiveness, etc.	Stakeholder forum, opinion box, Community leaders, Community/ Religious forum, Monitoring reports, Security and media reports.	Acceptability of Project Enthusiastic Partners
3	Political Context	<ul style="list-style-type: none"> ■ Are governance structures well adjusted in the event of a conflict? ■ Is there political support for the project? ■ Is the polity stable? ■ Is this a democracy or dictatorship? ■ Are the structures for participation inclusive? ■ Is it a predatory or transparent polity? etc. 	Government (Executive, Legislature, Judiciary), CSOs, NGOs/CBOs International Community, Media, Socio-political Engineering Agencies- NOA, INEC, ICPC, IPCR, Human Rights Commission, Police and other security agencies, etc.	Top-down/bottom-up relations; Accountability and Transparency indices; political thuggery; Human Rights situation; ineffective judiciary, (impunity; extra-judicial killings, etc), Security and media reports.	Respect for basic freedoms; Independent judiciary; Report of Independent studies i.e. Transparency International, Amnesty International & Civil Liberties Organisation Reports, etc.	Effective Partner- ship and collaboration between Govt. and CSOs/Community; etc.

4	National/International Political Economy.	<ul style="list-style-type: none"> ■ What is the current global attitude to conflict; how would this affect us if we were to have a conflict? ■ What are the prevailing political and economic factors? ■ What political economic factors might affect project? ■ How would public sector reforms strengthen or weaken project potentials? ■ Check project response to Liberalization/Privatization, NEEDS, and global oil prices. 	Govt. (Executive, Legislature, Judiciary), International Community, Media, Planning/Implementing Officer, Local Actors /CSOs, Labour and professional unions, etc.	Contradictory objectives; Lack of Synergy, Poor investment, Corruption, Money laundering, High tolerance of political and economic crimes.	Bilateral/multilateral engagements; Analyzing the Impact of Policy on project; media commentaries/expositions/editorials, Public morale, etc.	Information-sharing with international stakeholders Increased opportunities for employment; Security of investment, Good returns on investment.
5	Legal/Policy and Customary Structures	<ul style="list-style-type: none"> ■ Are there legal/policy instruments that support conflict prevention and peace-building? ■ What relevant laws relate to the project? ■ Are there conflicts or inconsistencies among the relevant laws/policies (e.g. traditional land use)? ■ Rule of law ■ Are customary structures relating to the project protected by the constitution? 	Government (Executive, Legislature, Judiciary), Traditional rulers, Law officers, etc.	Tension between the Government and Communities; Conflict of laws (Customary and Common Law, etc.	Working at cross purposes by actors, quarrels and fights, Litigations, Security and media reports, etc.	Cooperation, Collaboration, Mediation meetings, etc.
6	Security Structures	<ul style="list-style-type: none"> ■ Do people have a laissez faire attitude towards security and conflict? ■ Are the current fears of violent conflict palpable? ■ What is the people's perception of the Security situation? ■ Is there law & order? ■ Is Security Community-based or collaborative? ■ What do people fear most for? ■ What is the nature of the threats (intra or inter group/internal or external)? 	The Police, Army, SSS, Civil Defence, Private Security Organizations, Community Groups, The Judiciary, The Legislature and the Executive, Vigilante groups, etc.	Harassments, Arrests, Torture, Culture of Impunity, Extortion, etc.	Monitoring of Police cases, Security of life, Property and Investment. Incidence of intra and inter group violence, Security reports and media reports.	Quick and proper dispensation of cases, Enforcement and protection of basic liberties, Individual/group freedom, etc.
7	Community Participation Structures	<ul style="list-style-type: none"> ■ Is the community well mobilised? ■ Disaggregating data by gender and catchments for conflict mitigation/peace-building 	Implementing Agency, Federal, State and Local Governments, CSOs, Community Development Associations, Women and Youth groups, etc.	Empowered populace, Collaborative relationships, Mutual trust, etc.	Smooth pace of work; Show of commitment by stakeholders, Security reports and media reports, etc.	Protection of Project, Feeling of Ownership; Sense of achievement, etc.

		<ul style="list-style-type: none"> ■ Employment for the people ■ People-based Information Dissemination ■ Gender budgeting and auditing in relation to project ■ Empowering local businesses, Strengthening capacities, etc. 				
8	Opportunity Structures	<ul style="list-style-type: none"> ■ Is the project related to any previous one(s)? ■ What lessons were learned or good practice from that other? ■ Is the project likely to benefit from existing projects? ■ Would the project engender new economic opportunities/support other projects in the environment? 	Project/Policy Planning and Implementation officers; Government officials, Donor Agencies, Investment/Business Community, Research Institutes, Chamber of Commerce, etc.	Inter dependence of project with others; Boost in project-relevant investment/local business activities.	Others doing things with knock-on effects; Check with business owners; Chamber of Commerce; Carry out Analysis of profits relative to the inception of project, Security reports and media reports.	Businesses expand Investment boom, Vibrant Economy, Increase in the purchasing power of individuals, etc.
9	Media and Information Structures	<ul style="list-style-type: none"> ■ What is the amount of information on conflict vulnerability in the public domain? ■ Is information readily available to all? ■ Is the information regime participatory and free or restricted? ■ Is the media accessible? ■ Is the media elitist, middle class or populist? 	Media Proprietors/Guild of Editors, Government (Executive, Legislature – Information Act, Judiciary), Civil Society, Nigerian Union of Journalists (NUJ), National Association of Women Journalists (NAWOJ), Community broadcasting/local information bearers (town criers), etc.	Existence of an Information Act, Free access to information; Media Parleys with interest groups, Community viewing centres, Media/information networks, etc.	Individuals' awareness, Informed debates in the public domain, etc. Exchange of information by individuals & institutions, security reports and media reports.	Increased interest in information consumption; Understanding of the ramifications of project, willingness to share and exchange views on project, support for pro-project initiatives, etc.
10	Institutional Capacity	<ul style="list-style-type: none"> ■ Project staff ■ Organisational Capacity Assessment ■ Funding 	Planning/Implementing Organisation Partner Organisations Training & Capacity building Institutions Donor Agencies	Staff Training/Retraining Knowledge/Experience Workshops & Conferences	Highly Skilled staff Partner Skills Exchange Programmes	Efficient Performance High Motivation Institutional Integrity
11	Project-Specific Concerns	<ul style="list-style-type: none"> ■ Consider risk factors associated with the project; ■ Isolate specific Environmental concerns/threats ■ Is the capacity to complete project high or low? ■ Sustainability of project ■ Exit Strategy 	Development Agencies, Environmentalists, Project Designers/Operators/Engineers, Government Officials, Community Leaders, Traditional Rulers.	Project completion, Project Mgt. Utilization of Project, etc.	Efficiency of services, satisfaction of beneficiary communities, opinion box, random sampling of impact, security reports and media reports, etc.	Well informed enquiries; Zero level Complaints, feeling of fulfilment, etc.

A NARRATIVE ON SOME INDICATORS IN THE CHECKLIST FOR PEACE BUILDING/CONFLICT-SENSITIVE PROGRAMMING:

In addition to the indicators listed in the checklist table (appendix 2), brief descriptions of the thematic elements in the table have been explained below. The explanations are not exhaustive and are only intended to indicate some of the issues to which some of the indicators would be referring.

1. Location

Project assessment and planning should start with consideration of the geographical extent of the project or programme. It should be ascertained that the project is not located in an ambiguous or contested territory. Checks should also be made to see whether there are any site-specific impacts that the project might have due to evolving political or security conditions and the likelihood of neighbourhood effects. The relationship between the community at the project site and neighbouring communities on the one hand, and other key stakeholders (local, national, and international) should also be analysed. Attention should also be paid to the complexion of existing or dominant conflicts within the immediate vicinity of the project site. Check for example, to determine the impact of such conflict on 'the local economy; food security; the physical and psychological health of the community; personal insecurity; availability of leadership; physical infrastructure; inter-group relations; the vulnerable populations - women, youth, children, the aged, internally displaced persons (IDPs), refugees and other minorities.

2. Timing/Length of Intervention

Planners should consider the best or right time for the project. They should determine at what point in the peace and conflict continuum the project shall be best suited - before the conflict, during the conflict (early, mid or late), or after the conflict? If the assessment is *ex post facto*, one should establish what has been the intensity of conflict in the project site? Consider if there are immediate security issues such as de-mining would be required. How did/will the project coincide with other projects that might help or hinder its success? Identify/anticipate other political, economic or security developments that might impact on the programme/project. Are partners and other stakeholders enthusiastic to buy into aspects of the project?

3. Political Context

It is desirable to account for the level of political support for the project at the different levels of authority. How stable or sophisticated are the formal political structures that condition relations between the state and civil society? Within this context, it should be examined whether the project environment is authoritarian, transitional, semi-democratic, democratic, corrupt, predatory etc. and how these might impact on the peace and conflict environment. Investigate to see if the project, directly or indirectly, involved/will involve some politically sensitive or volatile issues and develop a strategy to deal with these in a conflict sensitive fashion.

4. National and International Political Economy

It might be useful to analyse the political factors and considerations that gave rise to the economic infrastructure within the particular environment. For example, consider how various political decisions and factors like: the Structural Adjustment Programme (SAP), Debt-Equity Swap, World Trade Organisation (WTO) politics and International Commodity Pricing, Poverty Reduction Strategic Paper (PRSP), National Economic Empowerment and Development Strategy (NEEDS), Oil-mineral politics, National Political Reform Conference (NPRC), etc., may impact on the conflict dynamics and the potentials of the intervention to promote peace and minimise violence.

5. Legal and Customary Structures

The plan to engage in a project in any environment should consider the legal and customary structures in place and how these would relate to the project. Legal and customary conditions should be harmonised so as to optimise the peace impact of the project and reduce the possibility of conflict

of laws, policies and regulations. The fact that many land problems in Nigeria are attributable to the Land Use Decree of 1978 is an example of such incongruities between law and custom in respect of land tenure.

6. Security Structures

Planners should assess legal and security structures that are in place, because their absence readily spells doom for the project. Where there are existing conflicts, the absence of proper legal and security structures could complicate the spiral into violence, and limit the ability to break the conflict cycle through mediation. The abuse of human rights, weak and corrupt judiciary, the culture of impunity, a discredited police force, a politicised military, well armed private militias, etc., are indicators of the level of risk that a project would face from these sectors. Thus, initial assessment and evaluation of these indicators provide minimum predictability of the project potentials for peace and conflict.

7. Community Participation Structures

The backbone for peacebuilding is inclusion, which is ensured through effective participation. For a project to contribute to the promotion of peace it should contemplate the participation of the community where it is being implemented. To achieve this, conflict sensitive development planners and implementers should consider how the intervention would improve the lives of the people, empower community organisations and businesses, strengthen local capacities and provide employment in relevant skill areas. The planning and implementation of the project must also create a sense of collaborative relationship with the people or communities. This should include participation in situation analysis, full disclosure of information to the community concerning the programme/project. The idea is to engender a feeling of ownership and commitment by the communities for a smooth and harmonious implementation of the programme/project.

8. Opportunity Structures

Planners should consider the opportunity potentials of the project on other existing or planned projects within the environment. It should be examined how the project will support or indeed strengthen other projects in the environment such that the benefits of the project are obvious and acceptable. Where the opportunity potentials of the project are clearly analysed and explored, the benefits to the communities concerned will be better appreciated. This would require adequate consultation with communities, local organisations and other stakeholders.

9. Media and Information Structures

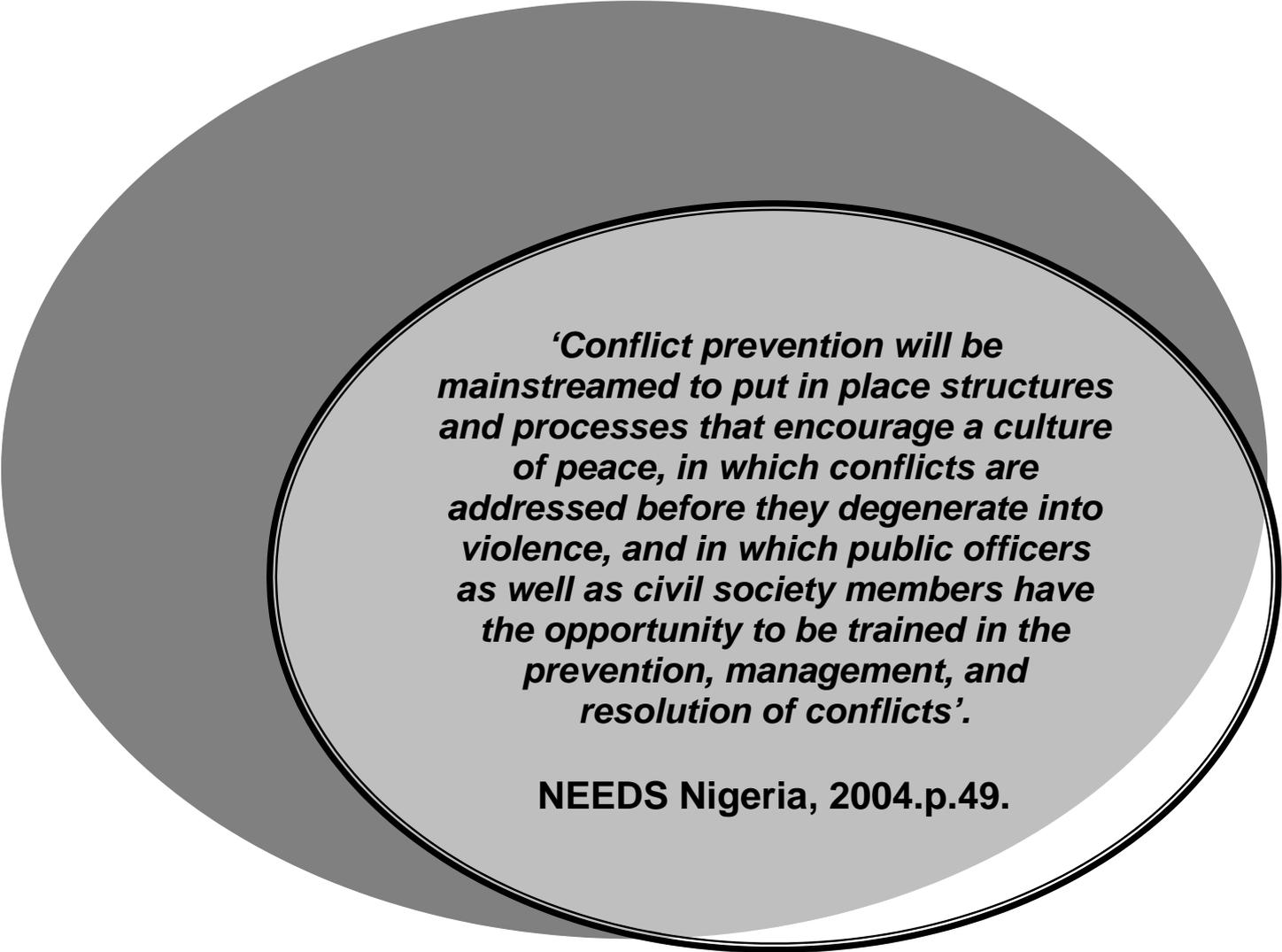
In order to ensure adequate information about the project and to prevent misinformation that could provoke disagreement or rejection of the project, attention must be paid to the media and local information structures in the particular environment. It should be understood how accessible is information to the people or the environment concerned, how free and participatory is the information regime, how open and accessible is the media and what is the media perception – elitist, middle class or populist etc. These considerations, if integrated into the project planning and implementation, would ensure that the people understand all ramifications of the project and are willing and able to share views in respect of the project. The need may equally arise for continued media advocacy while implementation is ongoing.

10. Institutional Capacity

Institutional Capacity refers to the ability of an organisation to develop and apply the sum of its human and institutional capital to minimise negative and maximise positive impacts on the intervention and the environment. Staffing, partner skills, knowledge and experience are part of the human capital, while institutional capital includes departments, structures, financial resources, and organisational culture. The absence of Institutional Capacity for conflict sensitive development programming is likely to infringe on human rights, exacerbate poverty and insecurity, and precipitate conflict disorders.

11. Project Specific Concerns

Development interventions, programme, project or policy, have specific concerns, which must be factored into every stage of the development programming process. The risk of conflict arising from an intervention can be minimised using conflict sensitive development programming to account for the project specific concerns that may surface during implementation and monitoring. Attention should also be paid to project specific factors that can affect the completion and sustainability or otherwise of the project. The target should be to minimise the risk of failure, promote peace and maximise the satisfaction of the beneficiaries.



‘Conflict prevention will be mainstreamed to put in place structures and processes that encourage a culture of peace, in which conflicts are addressed before they degenerate into violence, and in which public officers as well as civil society members have the opportunity to be trained in the prevention, management, and resolution of conflicts’.

NEEDS Nigeria, 2004.p.49.