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SUSTAINABLE PRACTICES IN AGRICULTURE FOR CRITICAL ENVIRONMENTS (SPACE)

CONSERVATION AND LIVELIHOODS IN CROSS
RIVER STATE, NIGERIA

FINAL REPORT



May 2007

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Acknowledgments:

The ideas in this report reflect the participation and hard work of members of the SPACE technical assistance team, partner organizations, and the pilot communities that collaborated with SPACE.

COVER PHOTO:

Victoria Ofre participates in a Farmers Field School discovery learning exercise in a SPACE project pilot community in Cross River State. Passing water from hand to hand—with care or with haste—stimulates a discussion on learning and practice, stewardship of natural resources, and community and change.

“The best moment in my whole life was when I was asked to suggest what I would like to see in my community in the next five years” said Mrs. Ofre, a women’s leader in Bamba. Like other women in Bamba, until SPACE came, many women had never taken part in a general community meeting where men discussed matters affecting the community.

(photo: Allen Turner)

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DISCLAIMER

The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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ACRONYMS AND ABBREVIATIONS

ADP	Agricultural Development Program
CAMM	Conservation Association of the Mbe Mountains
CBNRM	Community-based natural resources management
CCN	Cooperating country national
CEDP	Cassava Enterprise Development Project
CGIAR	Consultative Group on International Agricultural Research
CIDA	Canadian International Development Agency
CLUP	Community land use plan
COP	Chief of Party
CRNP	Cross River National Park
CRSFC	Cross River State Forestry Commission
DfID	Department for International Development (United Kingdom)
DIN	Development in Nigeria
EU	European Union
FFS	Farmer Field School
FMC	Forest management committee
GRADO	Grassroots Development Organization
ICRAF	World Agroforestry Center
IITA	International Institute of Tropical Agriculture
LGA	Local government association
M&E	Monitoring and evaluation
MT	Metric ton
NCDC	National Cocoa Development Committee
NGO	Non-governmental organization
NGOCE	NGO Coalition for the Environment
NRM	Natural resource management
NTFP	Non-timber forest product

PA	Protected area
PAPWG	Protected Area Policy Working Group
PMP	Performance Monitoring Plan
SO	Strategic objective
SPACE	Sustainable Practices in Agricultural for Critical Environments
STCP	Sustainable Tree Crops Program
TA	Technical assistance
TCN	Third country national
TOR	Terms of reference
USAID	United States Agency for International Development
WCS	Wildlife Conservation Society
WWF	World Wildlife Fund

ACTIVITY SUMMARY (MARCH 2004 - MARCH 2007)

Implementing Partner: ARD, Inc.
Activity Name: Sustainable Practices in Agriculture for Critical Environments (SPACE)
Activity Objectives: <ul style="list-style-type: none"> • Livelihoods improved and diversified in selected communities within and adjacent to priority critical environments in Cross River State through development and adoption of market-oriented sustainable resource management models • Ecological processes maintained and ecological values conserved in priority critical environments in Cross River State through adoption of innovative governance models for sustainable natural resource management
USAID/Nigeria SO: SO12: Improved Livelihoods in Selected Areas
Life of Activity (start and end dates): March 3, 2004 to March 2, 2007
Total Estimated Contract/Agreement Amount: \$3,831,015
Obligations to date: \$3,831,015
Current Pipeline Amount: \$3,677,489 (through February 28, 2007)
Accrued Expenditures Last Quarter (October-December 2006): \$490,703
Activity Cumulative Accrued Expenditures to Date: \$3,755,000
Estimated Expenditures Final Quarter (January-March 2007): \$384,000
Report Submitted by: Allen Turner, Chief of Party and Peter Hetz, Senior Technical Advisor Submission Date: April 30, 2007

Total Estimated Contract/Agreement Amount: \$3,831,015

PREFACE

The **objectives** of the Sustainable Practices in Agriculture for Critical Environments (SPACE) project were two-fold:

1. To limit agricultural expansion into one of the largest intact lowland tropical rain forest areas in West Africa, conserving its ecological values and processes, and
2. To improve and diversify livelihoods in selected communities in Cross River State, Nigeria, that neighbor these forest areas.

These last primary forest remnants are home to numerous primate species, including the most endangered gorilla subspecies on Earth. While the first of these objectives was of greater significance to the international community, the second was of greater concern to most of those dwelling near these critical environments—and without their active involvement and support, neither objective would have been achieved.

The SPACE project applied a decentralized, participatory approach of community-level learning on the edge of the forest as a practical base for developing the common understanding, agreement, and action necessary to conserve these primary forest remnants. SPACE encouraged the people and institutions of Cross River State to change conservation and development from “handouts” to “knowledge work.” SPACE created self-reliant “ownership” on the part of common citizens and communities that draws on and safeguards Cross River State’s diverse and globally significant natural and cultural heritage.

Achieving lasting results under SPACE depended on the engagement and commitment of stakeholders at many levels, based on the experience and resources they offered. SPACE built on and developed—rather than replaced—local initiative and talent. ARD’s technical assistance team accompanied SPACE’s diverse stakeholders and beneficiaries, helping them define contributions they could make to prosperity and posterity in Cross River State’s critical environments. The SPACE team helped them play their roles more effectively, but did not replace them in these roles. The principal challenge was to ensure that SPACE grew into locally-owned initiatives that sustained themselves and spread.

The SPACE team was made up of ARD and partner non-governmental organizations (NGOs) that included Development in Nigeria (DIN), Grassroots Development Organization (GRADO), the Wildlife Conservation Society (WCS), and the Sustainable Tree Crops Program (STCP) of the International Institute of Tropical Agriculture (IITA). The SPACE team was joined by many other stakeholders and collaborating partners, including communities; the Cross River Agricultural Development Program (ADP); the Cross River State Forestry Commission (CRSFC); and the Cross River National Park (CRNP); the NGO Coalition for the Environment (NGOCE); private firms; and, certainly not least, the United States Agency for International Development (USAID) and others of its implementing partners.

The SPACE team is grateful for the support of all of its partners and their efforts throughout the project to improve its strategy and apply it effectively towards the common goal of improving stewardship of the precious treasures of Cross River State’s critical environments.

EXECUTIVE SUMMARY

The ARD technical assistance team and partners carried out the Sustainable Practices in Agriculture for Critical Environments (SPACE) project as a design-and-implement task order contract with USAID/Nigeria under the BIOFOR Indefinite Quantity Contract. ARD, Inc. and four main implementing partners collaborated with communities; federal, state, and local governments; private firms; and implementing partners on other USAID projects. The task order began with a ceiling of U.S. \$3.2 million of biodiversity funding for the three-year period from March 3, 2004 through March 2, 2007 under the Mission’s Agricultural Strategic Objective (SO12): “Improved Livelihoods in Selected Areas.” In August 2006, USAID amended the Scope of Work and increased the ceiling to U.S. \$3.8 million. The **objectives** of SPACE were:

1. To limit agricultural expansion into a 7,000 square km forest—one of the largest intact lowland tropical rain forest areas in West Africa—conserving its ecological values and processes, and
2. To improve and diversify livelihoods in selected communities in Cross River State, Nigeria, that neighbor these forest areas.

The project took a first step toward ensuring protection of a globally important natural heritage through strengthening local governance and developing sound economic incentives for conservation. As a complex process that depended on the engagement and commitment of disparate stakeholders to achieve its results, the SPACE project was part of a long-term process. Cross River State’s patronage systems; habits of “dependency”; and diverse mix of communities, businesses, donors, and international and local NGOs presented a particular challenge. Amidst these myriad stakeholders, the project began with limited agreement on the way forward.

The project’s design went beyond the original premise that improved agriculture production technologies could help reduce agricultural expansion into tropical forests. The design also linked sustainable practices to income to provide tangible incentives for the adoption of improved practices, and developed an approach to control access to land and clarify use rights and responsibilities before introducing improved production technology.

The results framework structured the project’s work with stakeholders under each of three themes that integrated livelihood and conservation objectives through activities that improved natural resource governance and mitigated adverse environmental effects of economic activity:

1. **Community-Based Natural Resource Management (CBNRM)**, strengthening community capacity to manage their resources sustainably and to relate more effectively to more powerful political and economic actors.
2. **Sustainable Agriculture and Non-timber Forest Products (NTFP) Systems**, helping producer groups to improve productivity and quality, add value, and negotiate more effectively with the marketplace.
3. **Protected Area Management**, working with a range of stakeholders to strengthen the enabling environment for conservation. The project’s support for this component was designed to be opportunistic. With little agreement among policymakers and limited political will, the design team set forth no ambitious expectations in this area.

SPACE’s greatest accomplishment was to help community-level beneficiaries “own” their livelihoods and as take informed responsibility for the legacy they will leave their children. In doing so, SPACE helped stakeholders strengthen governance and market relationships, and institutional and individual capacities and practices.

Under the CBNRM component, the project’s participatory land use planning process strengthened governance and community capacity to manage resources more sustainably. By the end of the second year, the seven pilot communities had introduced sustainable management practices on 29,435 hectares, including 11,417 hectares of biologically significant habitat. Strengthened governance capacity was measured by two Governance Indices that assessed community and natural resource institutions, in particular with respect to participation in decision-making and engagement with stakeholders. The project also helped state and local governments to draft appropriate legislation to sustain improved governance of forest and natural resources.

The “Sustainable Agriculture and NTFP Systems” component helped farmers improve their capacity to produce, process, and market three main products—cocoa, cassava, and bush mango. SPACE trained 83 Farmer Field School (FFS) facilitators, who in turn trained farmers through bi-weekly sessions each season. More than 1,300 farmers adopted sustainable agricultural practices. The FFS helped farmers decrease their use of costly polluting pesticides by more than half and, for those who organized themselves into groups, reduced the differential between the price they received and the world price from U.S. \$742 to \$334 per metric ton.

Under the “Protected Area Management” component, the project strengthened platforms for continuous and inclusive engagement of diverse stakeholders at multiple levels that:

- Aided formation of Nigeria’s first multi-community conservancy, for which nine communities negotiated boundaries, set aside a commonly-shared core protected area, and established the Conservation Association of the Mbe Mountains (CAMM) to manage the area;
- Strengthened tenure and procedural rights through draft local government legislation to formally recognize community land use plans in three local government areas;
- Demonstrated the value of a consultative technical advisory committee for protected area management that brought in all levels of state stakeholders (where communities had before been unrepresented in the management of protected areas);
- Supported the formation of a state-level Protected Area Policy Working Group (PAPWG)—made up of the Cross River State Forestry Commission (CRSFC), the Cross River National Park (CRNP), and local and international non-governmental organizations (NGOs)—that carried out priority activities supporting conflict management, revision of the forest law, and public outreach;
- Helped manage and resolve conflicts between communities and the CRNP; and
- Assisted in the first public review of enabling state legislation—in this case, the Forestry Law.

While the accomplishments and numbers demonstrate the results of changes in attitudes, skills, and relationships, the duration of the project was too short to ensure that the nascent habits and partnerships will continue to grow and spread. Developing the conditions that enable truly sustainable management will require considerably more time and will benefit from more consistent donor and government investment.

SPACE developed and applied a decentralized, **participatory approach** of community-level learning and action that linked governance, economic development, and conservation to foster positive changes in behaviors, skills, attitudes, relationships, and institutional capacities. SPACE began with seven pilot forest-edge communities that were representative of a range of community characteristics. They differed with respect to access to natural resources, forest conditions, market accessibility, and governance. As opportunities arose, SPACE engaged diverse economic and political interests to develop common understanding, agreement, and action, which contributed to more inclusive governance and more sustainable natural resource management.

The **participatory principles** of the SPACE approach were drawn from decades of ARD experience implementing USAID-supported and other initiatives, including the use of key principles from *Nature, Wealth, and Power*¹ and participatory adaptive learning approaches, which fell under three concepts:

- **Governance**—inclusive representation, transparency, and commitment. The phrase that captured the imagination of forward-looking community leaders was “hear all the voices,” a habit encouraged by the FFS practice of group “reflection.”
- **Learning**—adult learning concepts of autonomy and self-reliance, including building skills and confidence, and changing incentives and habits. In the FFS, participants developed a practical grasp of the scientific method through observation and analysis and learned the value of diverse perspectives through regular use of group reflection during the course of analysis. The resulting skills and habits are central to overcoming the dependency syndrome.
- **Sustainability**—using the concept of “intermediate” and “end” results, which recognizes the importance of building foundations and balancing “process” and “results” to ensure that results endure after a project ends.

Specific **methodologies and tools** included, among others, the use of community profiling as an entry point, inclusive communication, “two-track” (bottom-up and top-down) engagement of stakeholders, FFS, community land use planning, a five-step adaptive learning cycle to enhance efficiency and commitment, and stakeholder advisory and working groups.

Conclusions and Lessons Learned

In Nigeria, holding to principles of participation, transparency, and equitable access to resources generally threatens some powerful interests. By enhancing trust and commitment, SPACE helped diverse stakeholders strengthen relationships and limit instability during periods of turbulence. The significance of these results goes beyond what one might expect of a natural resources management project funded through biodiversity earmarks and managed under an economic growth strategic objective. The SPACE project provided lessons relevant to key issues facing all of Nigeria: peaceful governance, learning amidst diversity and change, and sustainable economic growth—while fully addressing its conservation objectives. The SPACE project:

- Strengthened public engagement in democracy through more inclusive, accountable, and transparent local governance, and increased public participation in the development of forest policies and laws;
- Helped ordinary citizens and their leaders create a vision of optimism that reduced conflict and improved sustainability through increased investment in the future; and
- Strengthened dialogue among communities; NGOs; and federal, state, and local governments, including a stronger voice for local communities.

The following themes guide the project’s lessons learned relevant to design, implementation, and policy.

Strengthening stakeholder relationships and breaking the habits of dependency

Lesson 1: Even under challenging conditions of mistrust and change, participatory principles can improve local governance and promote community learning, thus creating a strong foundation for economic growth, sustainable natural resource management, and conservation. The effectiveness of a participatory multi-stakeholder approach are related to the degree to which it develops and/or strengthens:

- Continuity and consistency of engagement.

¹ USAID Bureau for Africa Sustainable Development Office, Environment and Natural Resources Team, “Nature, Wealth, and Power,” 2004.

- A “two-track” approach and communication linking multiple levels, including creation of “safe” places in which stakeholders can come together to exchange interests and perspectives.
- Understanding of and commitment to participatory principles.
- Appropriate and credible management frameworks.

Lesson 2: To build the trust necessary to bring mistrusting stakeholders together, a project must be perceived as an “honest broker.” Building trust in the project is not the end point—the objective is to help stakeholders learn to trust each other.

Lesson 3: Participatory approaches can overcome habits of dependency and build confidence and trust, if the basic principles of participatory development are followed consistently and diligently. In the end, developing self-reliance requires that more powerful stakeholders relinquish some control—devolving authority and entrusting communities with responsibility.

Lesson 4: Where supported by a well-structured program, participatory adaptive learning leads to positive changes in skills, behavior, and relationships by people, communities, leaders, and institutions in a relatively short time. People in communities can create shared understanding (even amidst diversity and conflict) that further creates widespread changes in attitude and behavior.

Capacity building

Lesson 5: Decentralized, but well-focused, pilots and adaptive learning “experiments” are important when developing a participatory approach. By participating in the development of methods and practice, local people discover for themselves what can work while practicing problem solving, communication, and collaboration. Although inefficient, the experience of discovery for oneself develops a sense of “ownership” and confidence and enables one to share experience through concrete examples.

Lesson 6: Successful use of a participatory approach requires commitment and skill. Project actors must embrace participatory principles and develop the skills to guide and facilitate the participatory process. Once commitment and skills are developed, people will apply these skills to different kinds of problems and opportunities and share these skills with others. Hence, the twin challenges of improving governance and strengthening capacity to engage with markets are complementary and adaptable.

Lesson 7: Taking responsibility and making mistakes are prerequisite for learning and overcoming dependency. Team members and facilitators should accompany stakeholders, helping them play their roles more effectively, not replacing them in these roles.

Frameworks for management

Lesson 8: Managing change, inefficiency, and learning under a participatory approach requires effective frameworks and processes for management and monitoring, beginning with:

- Appropriate **sequencing** of activities, using, for example, the five-step adaptive learning cycle.
- **Balancing** emphasis between “**results**” and “**process**,” by applying the Performance Monitoring Plan’s framework of “intermediate” and “end” results—which illustrates the long-term nature of sustainable management initiatives and helps guard against shortcuts that support unsustainable (temporary) “achievement” of results.
- **Balancing “top down” and “bottom up”** activities, using indices for measuring capacity building to monitor encounters between higher level authorities or large traders and the community-level systems (community leaders and farmer groups).

- Ensuring support over a **sufficiently long period**. While a short period may be sufficient to intervene positively in “open access” areas and markets, it is not sufficient to put into place the enabling legislation and governance structures beyond the community level that help ensure sustainability.

Lesson 9: While building institutional capacity to strengthen natural resource governance is the main challenge, **“tangible benefit” is a necessary entry point**. The project validated the hypotheses that natural resource governance interventions can reduce pressure on forestlands and that livelihood interventions are key to developing working relationships with communities.

Enabling conditions

Lesson 10: **Early, ongoing, and multi-level investments in stakeholder relationships and long-term partnerships pay off**—developing a critical mass of support for, and replication of, successful interventions. Use pilot projects to create widespread interest and replication, and to inform high-level decision-makers.

Lesson 11: **Identify the development of policies and legislation that support devolution and promote a solid “rights-based” enabling environment.**

USAID and other donor contributions

Lesson 12: **Consistent Mission engagement and follow-on support can contribute to the potential of participatory projects in general—and pilot projects in particular**—to inform Mission future programming and host country relationships and to build support among stakeholders who may see transparency and equitable access as threatening. Despite their generally smaller size, pilot projects call for the same attention required of any—even much larger—management units. Project managers must find ways for key USAID and other decision-makers to experience community accomplishments and satisfaction directly.

Recommendations

1. USAID, the Cross River State government, and the Nigerian National Park Service should continue to support conservation dialogue among communities, NGOs, and government agencies, by bringing to other levels the high-level discussions that USAID has carried out with the outgoing state governor. This includes allocating the modest budget required for the PAPWG; inviting to the table downwardly accountable representatives with a direct stake at the community-level; and building on the community-level legacy (experience and trust) for USAID’s efforts in its health and governance programs.
2. Replicate the FFS and other livelihood initiatives, linking these with land use planning. Three ways to do this include (a) supporting the growing community interest in FFS through the USAID/MARKETS projects and/or the Sustainable Tree Crops Program; (b) building on the Government of Nigeria’s interest in expanding the FFS approach from Ondo and Cross River State to the Niger Delta states of Akwa Ibom, Delta, Osho, and Edo; and (c) collaborating with the World Bank’s interest in an FFS initiative that includes land use planning as a complementary supporting activity.
3. Coordinate more effectively with other U.S. government agencies in Cross River State, including the U.S. Forest Services and the U.S. Fish and Wildlife Services. USAID should insist that these agencies use at least some of the participatory principles applied successfully in SPACE.
4. Support activities that help strengthen and consolidate decentralized governance and property rights, for example, by (a) using community land use planning as an entry-point for improving local governance and as a management tool that links replication of livelihood initiatives with community land use plans; and (b) supporting improved policy implementation, especially for compliance with land use plans.

In developing the above opportunities, USAID and other donors should give careful attention to process as well as results. Wherever possible, donors and government institutions should support institutional commitments and activities that build on the experience and changes in attitudes and relationships that have begun to emerge in Cross River State.

I.0 INTRODUCTION

I.1 PURPOSE

This final report summarizes the approaches, activities, and accomplishments of the ARD technical assistance team and partners for the Sustainable Practices in Agriculture for Critical Environments (SPACE) project under ARD's task order contract with USAID/Nigeria, from March 3, 2004 through March 2, 2007. It identifies lessons learned and recommendations for future initiatives addressing livelihoods and conservation. The project's contributions to results are quantified in Annexes 1 and 2, which summarize progress based on indicators in SPACE's Monitoring and Evaluation System.

I.2 PROJECT OVERVIEW

The SPACE project offered an opportunity to address the critical and complex governance and livelihood issues that have been transforming Nigeria's peoples and landscapes. The SPACE concept arose from number of potential challenges identified in USAID's Environmental Opportunities and Threats Assessment (Environmental Assessment), prepared in 2002. Following promising dialogue with the Cross River State Government, which included peace and security issues, USAID issued a Design and Implement Task Order under the BIOFOR Indefinite Quantity Contract. USAID made available U.S. \$3.2 million of biodiversity funding for a three-year period under the Mission's Agricultural Strategic Objective (SO12): "Improved Livelihoods in Selected Areas."

SPACE's strategic approach integrated livelihood and conservation objectives through activities that improved natural resource governance and mitigated adverse environmental effects of economic enterprise. The activities were organized under three themes and their results, as follows:

1. Community-Based Natural Resource Management

Result achieved: Governance models established. SPACE helped people at the community level establish effective decision-making and controls to manage their natural resources sustainably—especially their forestland.

2. Sustainable Agriculture and Non-timber Forest Product (NTFP) Marketing Systems

Result achieved: Market-oriented models adopted. SPACE helped cooperating producers and gatherers develop their capacity to produce, process, and market more consistently and competitively.²

3. Protected Area Management

Result achieved: Enabling environment for conservation strengthened. As opportunities arose, SPACE helped governments, stakeholders, and other decision-makers work together to change and/or implement policies, building on the experience and trust developed through community-level efforts.

The SPACE team was made up of ARD, Inc., and four main partner non-governmental organizations (NGOs). This core group was joined by many collaborating partners over the course of the project, including 30 communities and other stakeholders from state and federal agencies, private firms, NGOs, USAID, and

² These first two themes are interdependent. Without effective natural resource governance, strengthening market relationships would have only led to increased pressure on precious primary forestlands. Without proper valuation of forest resources, neither public nor private entities invest in their sustainable management.

other donors. ARD's long-term technical assistance team included an expatriate Team Leader, three Nigerian component leaders, and two supporting advisors. Nigerian and expatriate short-term technical assistance totaled about 40 person-months.

I.3 SCOPE OF WORK

In March 2004, ARD was awarded a two-phase "design and implement" task order for U.S. \$3.2 million under the BIOFOR Indefinite Quantity Contract. Under the task order, ARD was to "design and implement a sustainable agriculture activity that will: 1) increase productivity on existing farmland while slowing the expansion of cultivated areas; 2) increase incomes from non timber forest products (NTFPs) and other environmentally friendly activities; and 3) improve community-based management of buffer zones in and around protected areas and thereby limit adverse impact on the forest."

In August 2006, the Scope of Work was amended and the ceiling increased to U.S. \$3.8 million to intensify support to pilot communities, expand the project activities into six new communities surrounding the Mbe Mountains, and strengthen host-country institutions and civil society organizations interested in continuing the most promising activities.

2.0 BACKGROUND

2.1 THE DEVELOPMENT CHALLENGE

The Cross River National Park (CRNP) in Nigeria and neighboring protected areas are home to indigenous ethnic groups; endangered populations of primates; and diverse plant, bird, reptile, and amphibian species. The forests of Cross River State, Nigeria, and contiguous areas in neighboring Cameroon are among the most intact remnants of the vast Guinean Forest that once extended across all of West Africa (see Figure 2.1).



Figure 2.1: Map of West Africa. “The lowland forests of West Africa are home to more than a quarter of Africa’s mammals, including more than 20 species of primates. Logging, mining, hunting and human population growth are placing extreme stress on the forests...”

[Source: Conservation International. http://www.biodiversityhotspots.org/xpl/Hotspots/west_africa/]

These forest patches have been identified as some of the most critical primate conservation areas in Africa. The Cross River forests harbor one-third of Africa’s primate species, including the drill, chimpanzee, and a critically endangered subspecies of gorilla. The surviving population of gorillas may contain only 200 individuals, fragmented into five subpopulations along the Nigeria-Cameroon border. An estimated 120 endemic plant species and many rare tropical hardwoods (e.g., mahogany, ironwood, and ebony) also grow in these forests. However, the region’s biodiversity has been under increasing pressure by human activity from agricultural expansion into primary forest, illegal logging, and the bushmeat trade (a protein and income source for rural inhabitants). The estimated 7,000 square kilometers of forest in Cross River State stand in marked contrast to the Congo Basin, where immense areas of intact forest still remain and human population density averages below five persons per square kilometer. With one-

fifth of Africa’s burgeoning human population residing in Nigeria, the SPACE project offered an important and urgent opportunity to address the critical governance and livelihood issues that are transforming Africa’s landscapes forever.

Cross River State lost an estimated 19 percent of its forest to agriculture between 1972 and 1991. An estimated 60 percent of its people live in poverty. Beginning in the 19th century, large-scale oil palm and rubber plantations and timber extraction supported a largely agricultural economy. More recently, smallholders entered the marketplace with cocoa and bananas—on farms newly carved out of primary forest—and with cassava on farms converted from secondary forest. This market orientation toward agriculture, combined with open access to forest resources and weak law enforcement, have resulted in growing pressure on the state’s forested areas through clearing of remaining forest areas and exploitation of forest products beyond sustainable limits. Throughout southern Nigeria, almost all of the biodiversity-rich tropical rainforest had been converted to cocoa plantations by the 1990s. Nonetheless, significant forest areas still remained in Cross River State, and 4,000 square kilometers are set aside as a national park.

The citizens of Cross River State are accustomed to traditional and colonial patronage systems, habits of “dependency” toward projects and other outsider-initiated activities, and “big-man” leadership. While the local governor’s administration was an improvement over past leadership in the state and that of many neighboring states, it was still open to abuses. In addition, the government has ambitious plans for agriculture, tourism, and commerce, often without corresponding local capacity to carry them out. In some cases, returning Cross Riverians or other successful outsiders have been recruited toward the state’s goals, but they have tended to replace rather than strengthen local capacity.

With 23 ethnic groups, including at least five major groups, Cross River State is far more diverse than many neighboring states. The state population is characterized by ongoing migrations and changing and overlapping modern/traditional governance and tenure systems. Conflicts over land and natural resources are common within the SPACE target area. Conflicts over access to land arise frequently, and land feuds and access issues have resulted in deaths. In May 2004, 60 people were reported killed in a land conflict that broke out between two communities near a community later selected as one of the seven pilots for SPACE.

Earlier projects that had focused on conservation and/or development include a European Union/World Wildlife Fund (EU/WWF) project that worked with communities neighboring the national park and a forest management project supported by the UK's Department for International Development (DfID) that established forest management committees in dozens of communities. Unfortunately, few of the management plans developed under this project were implanted. One practice promoted by the project—the “single tree permit system”—became widely abused, while a proposed revision of the forest law lay languishing.

Previous donor-supported initiatives often left communities able to articulate aspirations to donors but with little or no idea of how to market their main products. The Canadian International Development Agency (CIDA) was supporting an environmental NGO network and, at the beginning of the SPACE project, it was assumed that CIDA would invest in follow-on support for selected SPACE activities. International and local NGOs were working with the Cross River State Forestry Commission (CRSFC) to manage some protected areas, and the U.S. Fish and Wildlife Service was supporting research by one of SPACE's partners, the Wildlife Conservation Society (WCS), on lowland gorilla conservation. Amidst these myriad stakeholders, however, there was limited agreement on the way forward.

2.2 THE DESIGN

The SPACE Task Order Scope of Work called for the “design of a sustainable agriculture activity which has an objective of reducing pressure on critical environments.” Following the Scope of Work's guidelines, the project design:

- clarified the main environmental threats (expansion of farms into forest and exploitation of forest resources beyond sustainable limits),
- clarified key mechanisms to be used (community land use planning and Farmer Field Schools),
- limited access to land and increased land security (also through land use planning), and
- followed a participatory process.

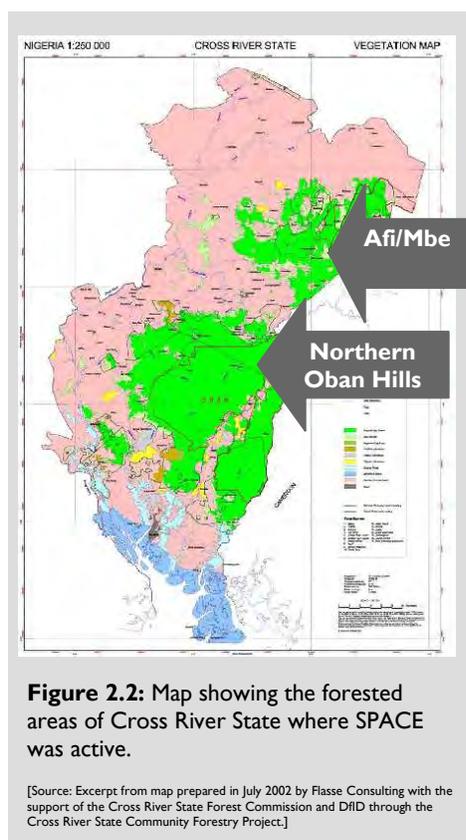
The underlying hypothesis of the initial Scope of Work was that the use of sustainable agriculture production technologies would help reduce the use and expansion of destructive farming practices. The design team concluded, however, that agricultural expansion into tropical forests could not be effectively addressed through improved agriculture production technologies alone. Hence, the SPACE project also:

- linked sustainable practices to increased household and community incomes, thus providing tangible incentives for the adoption of improved practices;
- raised the perceived value of tropical forestlands;
- helped control access to land and clarify use rights and responsibilities before introducing improved production technology; and
- assisted protected area authorities to better safeguard the protected area system.

SPACE implemented its participatory approach during the design phase, consulting with hundreds of government, NGO, and community stakeholders. These stakeholders prioritized four main criteria for selecting critical landscapes. The landscapes must:

- have a high biodiversity value,
- provide ecological services,
- represent the main threats or practices that endanger critical ecosystems, and
- have a favorable enabling environment for natural resource management and protection.

Applying these criteria, the design focused its limited resources on two critical landscapes (see Figure 2.2):



Afi/Mbe/Okwangwo is an 885-square kilometer block of contiguous forest in northern Cross River State that includes the Afi River Forest Reserve and the Afi Mountain Wildlife Sanctuary, the Mbe Mountains, and the Okwangwo Division of Cross River National Park (CRNP). The forest block is contiguous with Takamanda Forest Reserve in Cameroon, and is the only known location of the critically endangered Cross River gorilla. It lies at the edge of an increasing savannah, and many areas are subject to seasonal burning, which prevents regeneration.

The **Northern Oban Hills**, including the Cross River South Forest Reserve, protects the northern border of the 2,800-square kilometer Oban Hills Division of the CRNP. The forest reserve comprises about 350 square kilometers of increasingly fragmented and degraded forest that still provides a tenuous link between the forests of northern Cross River State and those of the Oban Hills. Over the past 40 years, these forests have been under intense and increasing pressure from cocoa plantations, which had already wiped out primary forest in most of the communities near the market center of Ikom. The Oban Hills Division is the single largest forest block in Cross River State and neighbors Korup National Park and Ejagham Forest Reserve in Cameroon.

Taken together, these areas represent the largest block of contiguous forest remaining in West Africa.

The project design established two fundamental steps toward sustainability:

1. It linked long-term conservation interests with the short-term livelihood needs of local families, and
2. Its participatory approach entrusted communities with substantial management responsibilities.

Although these two steps built on experience from decades of seemingly similar attempts, they went well beyond past strategies applied in Nigeria. While past projects had developed community-based approaches to forestry practices through government agencies, these had not fundamentally changed the way in which forestry-related activities were carried out. For example, the Cross River State Forestry Commission (CRSFC) was voicing a participatory strategy that sought to increase revenue from forest products while providing incentives for greater conservation. In fact, this approach was limited. Most technical staff of the CRSFC had not changed the way they worked despite their publicly expressed commitment to people-based strategies. (Nonetheless, just prior to the project, local NGOs had persuaded the state government to shut down the state's largest sawmill.) While the project design team recognized that an enabling environment was essential

to maintaining community-level changes in the long term, it decided to engage the government only as specific opportunities to improve policies or policy implementation emerged.

As noted above, cocoa is one of the main drivers of conversion of primary forest to agriculture. The project design team chose to confront this growing problem directly. Cocoa agroforestry presented an opportunity to work with the dynamics of habitat/land conversion while attempting to increase incomes through improvements in productivity and quality. Cocoa also has a relatively positive long-term market outlook, which is fundamental to sustaining livelihood benefits.

The design team recognized that achieving sustainability through the two seasons of SPACE's pilot activities would be impossible, and that follow-on investments, including those of other donors, would be essential. At the time of the design, CIDA was planning to invest \$10 million (Canadian) in a forestry project in Cross River State. During meetings with the SPACE design team, the Head of Cooperation said that collaboration with the SPACE project would likely be made "mandatory" for the selected implementing group, which he expected would "be adjusting to" SPACE following its mobilization in early 2005³.

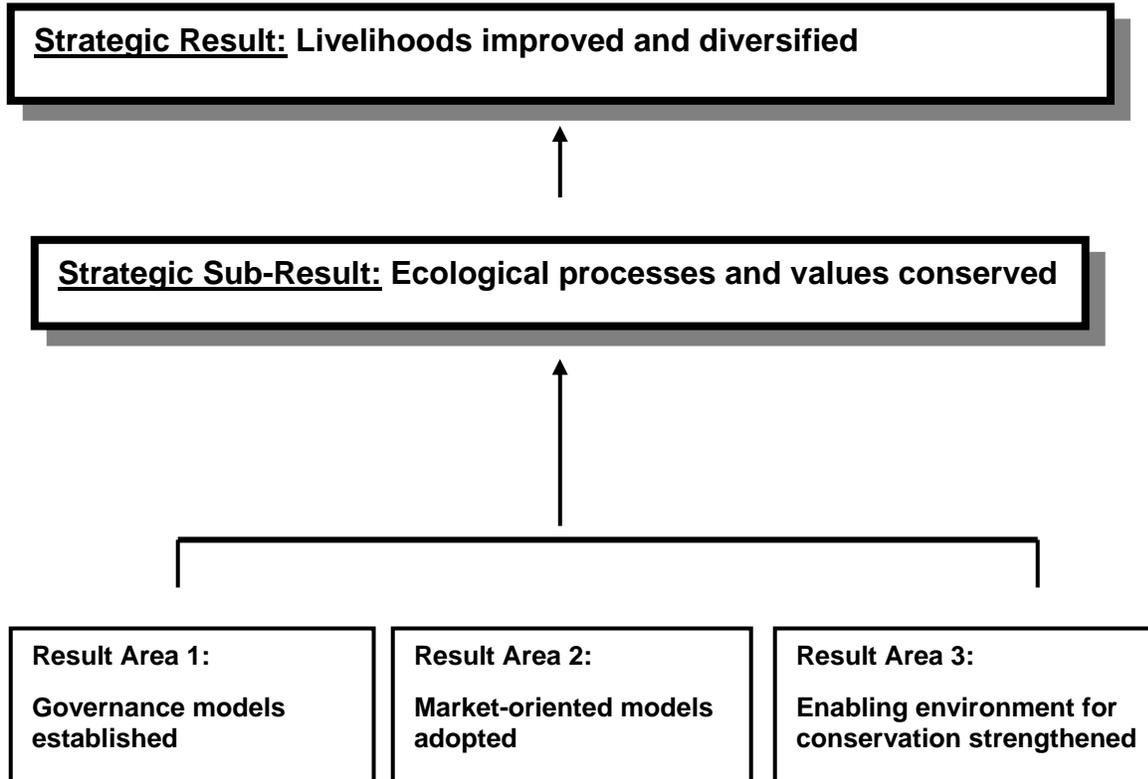
2.3 RESULTS FRAMEWORK AND PERFORMANCE MONITORING PLAN

The SPACE results framework and Performance Monitoring Plan (PMP) addressed the management efforts of diverse stakeholders, irrespective of whether they were directly funded through SPACE or whether they focused on livelihood objectives or conservation objectives. The PMP served as a tool to help sustain results beyond the 2004-2007 project period. The PMP built upon participatory processes begun in the design phase (April-May 2004) and strengthened throughout the first year of implementation, which began in October 2004. During the second year, USAID asked the project to give considerably more emphasis to reporting results on immediate contributions toward the Mission's Strategic Objective 12 (SO12): "Improved Livelihoods in Selected Areas." Even so, the SPACE team continued to try to use the PMP as a framework for orienting the participatory processes of discussion, mutual commitment, and planning at the level of communities and public implementing agencies. The dialogue with other partners through the USAID/Nigeria Monitoring & Evaluation Management Services (MEMS) project was useful in developing a practical understanding of how to use USAID's common indicator framework.

The SPACE results framework is presented in Figure 2.3. Annex 2 provides further details, including indicators, targets, and results under each of the result areas.

³ The CIDA project was cancelled following the elections in Canada. A project is now (2007) under design that may include support for governance-related activities that build on SPACE's community-level experience with natural resource governance and use -rights.

Figure 2.3: SPACE Results Framework

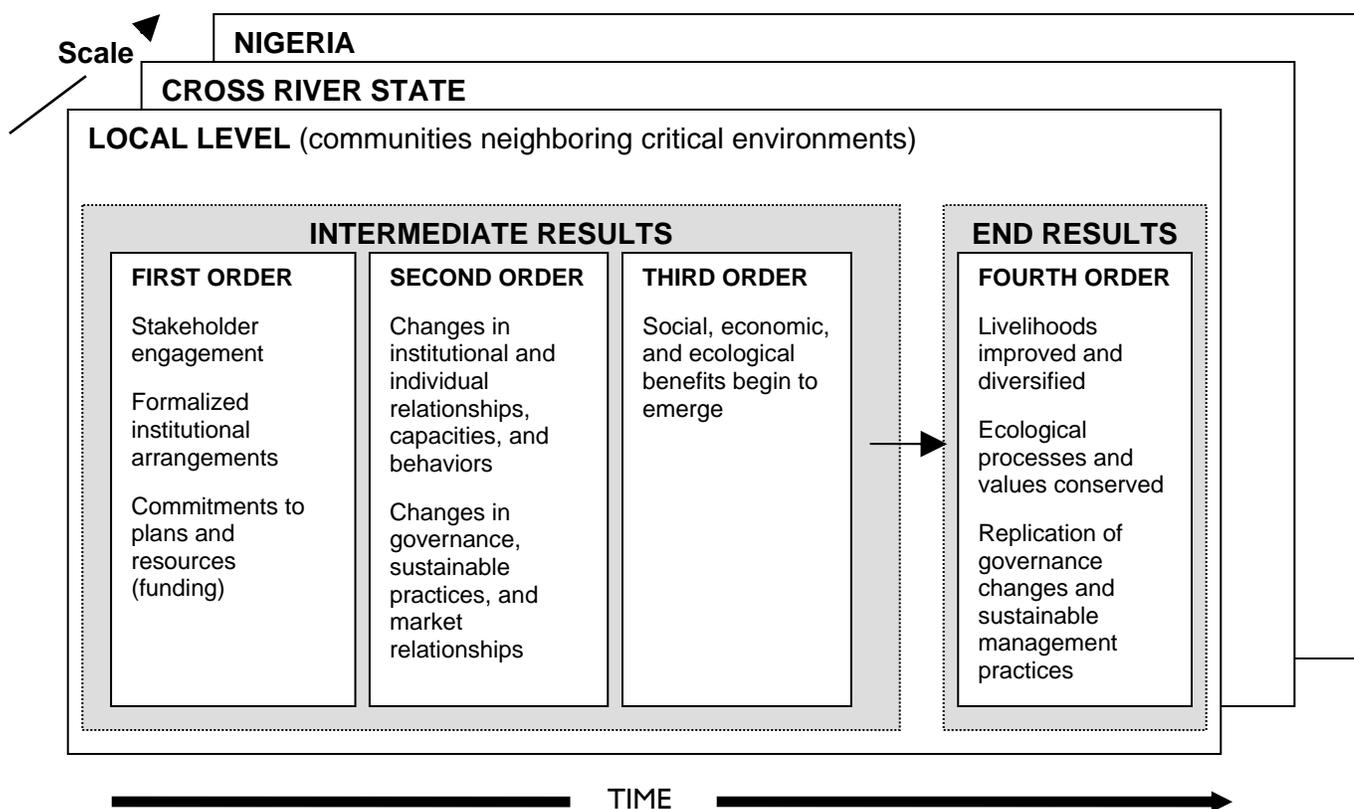


Each of the result areas in the results framework contributed toward the achievement of SPACE’s primary and secondary objectives. The SPACE project period was seen as a crucial first step toward ensuring protection of a globally important natural heritage through strengthening local governance and developing sound economic incentives for conservation. To achieve this long-term vision, the results framework structured the project’s work with stakeholders under three themes:

- Community-Based Natural Resource Management. Work with communities to strengthen their capacity to manage their agriculture and natural resources sustainably and to relate more effectively to outside powers (Result Area 1).
- Sustainable Agriculture and Non-timber Forest Product (NTFP) Marketing Systems. Work with producer groups to strengthen their capacity to manage productivity and quality, add value, and negotiate more effectively with the marketplace (Result Area 2).
- Protected Area Management. Work with a broad and multi-leveled range of stakeholders to create supportive enabling conditions to realize more fully the long-term values of sustainable use and conservation (Result Area 3).

As a complex process that has depended on the engagement and commitment of diverse stakeholders to achieve its results, the SPACE project was seen as part of a long-term process. Given the brief project timeframe, most results occurred as the first and second order outcomes shown in Figure 2.4. The time required for developing the third and fourth order outcomes that enable truly sustainable management is considerably greater.

Figure 2.4: Orders of Livelihood and Sustainable Management Results⁴



2.4 PARTNER SELECTION AND SUPPORT

The SPACE field team included ARD, Inc., and four main implementing partners under subcontract agreements: the Sustainable Tree Crops Program (STCP) of the International Institute of Tropical Agriculture (IITA), Development in Nigeria (DIN), Grassroots Development Organization (GRADO), and the Wildlife Conservation Society (WCS). DIN and the STCP were selected during the design phase, along with the Canadian NGO One Sky, which, with support from CIDA, was supporting a coalition of environmental NGOs that also included DIN. One Sky assisted ARD in a review of NGO capacity in Cross River State, which led to the selection of GRADO as a second community-level implementing partner. Later, ARD and One Sky moved into a non-contractual collaborative relationship. WCS took part in the design phase, and later contributed significantly to the implementation of SPACE in the nine communities of the Mbe Mountains.

In addition to field partners, ARD subcontracted a number of additional partners that contributed to specific activities, as shown in Figure 2.5. Collaborating partners included local communities, the Cross River Agricultural Development Program (ADP), the Cross River State Forestry Commission (CRSFC), the Cross River National Park (CRNP), private firms, and USAID implementing partners.

⁴ Source: Adapted from Stephen Olsen, Kem Lowry, Jim Tobey, 1998 (draft), "Coastal Management Planning and Implementation: A Manual for Self-Assessment", in turn, adapted from USEPA, 1994, "Measuring Progress of Estuary Programs", USEPA, Office of Water, Doc 842-B-94-008.

FIGURE 2.5: SELECTED SPACE IMPLEMENTING AND COLLABORATING PARTNERS

Organization	Nature of Interest/Capacity/ Legal Responsibility	Partner Contributions	SPACE Support
Implementing Field Partners			
Sustainable Tree Crops Program (IITA)	Mission is to improve the economic and social well-being of smallholders and the environmental sustainability of tree crops farms	<ul style="list-style-type: none"> ▪ Implemented the Farmer Field School model in 30 communities ▪ Train implementing and collaboration partner organizations (including DIN, GRADO, communities, ADP, NCDC, CRNP, and CRSFC) in the FFS discovery learning methodology 	\$202,338
Development in Nigeria (DIN)	Local NGO, whose focus is primarily sustainable agriculture and community-based development	<ul style="list-style-type: none"> ▪ Supported the preparation of community profiles ▪ Helped communities develop land use plans ▪ Assisted in the development of income generation activities, including the cocoa Farmer Field Schools, cassava processing, and bush mango propagation 	\$187,007
GRADO	Local community development NGO	<ul style="list-style-type: none"> ▪ Supported the preparation of community profiles ▪ Helped communities develop land use plans ▪ Assisted in the development of income generation activities, including the cocoa Farmer Field Schools, cassava processing, and bush mango propagation 	\$115,336
WCS	International Conservation organization with excellence in biological diversity science, research, species conservation, and primate conservation in Cross River State; Strong relationships with Cross River State partners for wildlife research	<ul style="list-style-type: none"> ▪ Prepared the protected area module of the design ▪ Prepared the assessment of management options for the Mbe Mountains ▪ Led the demarcation of the Mbe Mountains conservation area ▪ Member of Protected Area Policy Working Group 	\$51,679
Other Implementing Partners			
NGOCE	Network of local non-profit, non-partisan organizations committed to environmental management, education, and sustainable development; active advocate for community participation in natural resource management	<ul style="list-style-type: none"> ▪ Helped support the preparation and passage of the revised Cross River State Forest Law and Forestry Commission Bill before the Cross River State House of Assembly, through organizing multiple public consultations on the draft law 	\$19,360
The CADMUS Group	International consulting firm skilled in EIA training for USAID staff and implementing partners	<ul style="list-style-type: none"> ▪ Training for USAID/Nigeria and selected SPACE stakeholders in EIA and environmentally friendly design 	\$18,490
OneSky	International NGO focused on Environmental NGO capacity building, participatory planning,	<ul style="list-style-type: none"> ▪ Assessed capacities of local NGOs; collaborated with design and with forestry 	\$16,550

Organization	Nature of Interest/Capacity/ Legal Responsibility	Partner Contributions	SPACE Support
	policy dialogue training, and gender mainstreaming	policy dialogue	
AA Peaceworks		<ul style="list-style-type: none"> ■ CMM Training - Training of Trainers 	\$7,000
Collaborating Non-governmental Partners			
World Agroforestry Center		<ul style="list-style-type: none"> ■ Provided improved bush mango propagation technology, through training and follow-up visits of research station director 	Expenses
Integrated Cassava Program (IITA)	International agricultural research center program focused on improving cassava production for smallholders in humid tropics, dedicated to food security, income generation, and environmental protection	<ul style="list-style-type: none"> ■ Contributed cassava processing equipment and training ■ Contributed improved cassava varieties and supported training curriculum 	Selected expenses
OICI	USAID IP focused on development of entrepreneurial capacity and employment	<ul style="list-style-type: none"> ■ Provided training in microenterprise development and management for members of producer and resource user (bush mango) groups 	Expenses
PRISMS	USAID IP Project focused on development of financial services for microenterprises.	<ul style="list-style-type: none"> ■ Assessed farmer group capacity and potential credit providers 	In-state expenses
MARKETS	USAID IP Project focused on value chain development	<ul style="list-style-type: none"> ■ Participated in SPACE lessons learned analysis 	In-state expenses
Masterfoods	Support diverse and stable supply of cocoa through improved smallholder participation in the cocoa value chain, as a member of World Cocoa Foundation	<ul style="list-style-type: none"> ■ Technical advisory visits to review the status of cocoa production, processing, and marketing in Cross River State 	None
Federal Government Collaborating Partner			
Nigerian National Park Service	Mandated to conserve the rich biodiversity of Nigeria for the benefit of all. Has full legal and management control of 8 national parks including Cross River National Park	<ul style="list-style-type: none"> ■ Member of Protected Area Policy Working Group ■ Open up dialogue with local communities toward improving current low levels of park/community relationship; contributed to conflict management activities ■ Contributed to the review of management options to engage communities better in decision making and partnership 	Expenses (selected activities)
Cross River State Government Collaborating Partners			
Cross River Agricultural Development Program	Responsible for the demonstration and dissemination of improved proven technologies and extension messages in farmer's field. Collaborates with the National Cocoa Development Committee (NCDC)	<ul style="list-style-type: none"> ■ Provide field extension staff and supervisory support for the Farmer Field School Program ■ Supported change in emphasis of government programs to increase smallholder incomes from expanding area under cultivation to improving and intensifying management of areas already cleared 	Expenses for selected FFS program support

Organization	Nature of Interest/Capacity/ Legal Responsibility	Partner Contributions	SPACE Support
Cross River State Forestry Commission (CRSFC)	Mandated to manage the timber and non-timber resources in the Cross River State Forest Reserves and Communal Forests. Interests include logging, revenue generation, and wildlife protection	<ul style="list-style-type: none"> ▪ Supported the preparation of community profiles ▪ Member of Protected Area Policy Working Group ▪ Prepared conflict assessment and conflict management action plan ▪ Participated in community land use planning ▪ Helped support the preparation and passage of the revised Cross River State Forest Law and Forestry Commission Bill before the Cross River State House of Assembly ▪ Collaborated with NGOs in forest community support services in the Mbe Mountains, including demarcation of the conservation area 	Expenses (for selected activities)

2.5 COMMUNITY SELECTION

The ARD team and partners selected seven pilot communities (see Annex 9, Map 9.1) representative of the range of community characteristics, as shown in Figure 2.6. They differed with respect to access to natural resources, forest conditions, market accessibility, and governance characteristics—for example, whether they had established formal resource management committees and the degree to which traditional leadership structures were respected, under stress, or subject to strong outside political influence. In the second year, the original seven communities were expanded to 30 (see Annex 9, Map 9.2).

Figure 2.6: Characteristics of the Seven Original Pilot Communities

Indicator	Bamba	Bashu	Ebbaken	Etara-Eyeyeng	Kanyang	Nsofang	Okuni	Summary
Land								
Area of community land Ψ (hectares, estimated)	4,138	4,286	2,688	3,405	6,241	1,291	7,387	29,435
Tropical high forest (hectares)	1,068	3,265	1,174	3,114	5,085	0	0	13,706
Open forest secondary forest, old fallow, and agroforest) (hectares)	2,697	427	587	0	153	0	117	3,981
Farm land and recent fallow (hectares)	372	594	927	0	1,002	1,291	6,280	10,466
Total area of forest, agroforest, fallow, and farmland (hectares)	4,137	4,286	2,688	3,114	6,240	1,291	6,397	28,153
Area of National Park easily accessible to pilot community Φ (hectares, estimated)	8,944	8,908	0	5,013	0	0	0	22,865
Area of forest reserve/sanctuary easily accessible to pilot community Φ (hectares, estimated)	0	0	1,062	16,668	1,856	6,338	843	26,767
Committee for forest or resource management (No.)	0	1	0	1	1	0	1	4
People								
Population (persons, all ages)	1,261	881	712	842	1,686	#	13,000	18,382
Total households (number)	205	147	108	118	345	#	1,444	2,367
Female-headed house households (no.)	39	26	38	24	75	#	332	534
Population density (persons/ha)	0.30	0.21	0.26	0.25	0.27	#	1.76	0.62
Population age 19 and under (percent)	35%	25%	35%	20%	55%	25%	30%	32%

Figure 2.6: Characteristics of the Seven Original Pilot Communities (continued)

Indicator	Bamba	Bashu	Ebbaken	Etara-Eyeyeng	Kanyang	Nsofang	Okuni	Summary
Livelihood								
Principle agricultural and/or non-timber forest products	Cocoa, cassava, bush mango, banana	Cocoa, cassava bush mango, afang, banana	Cocoa, cassava, bush mango, afang, banana	Cocoa, cassava, bush mango, afang	Cocoa, cassava, bush mango, banana	Cocoa, cassava, bush mango, afang	Cocoa, cassava, bush mango, afang	
Distance to tar road (km)	28	29	42	28	0	across river	0	21 (average)
Distance to all-weather (dirt) road (km)	0	9	0	8	0	across river	0	2.5 (average)
Average net income from sales of cocoa (\$/HH)	\$315	\$573	\$1,353	\$131	\$1,278	\$430	\$916	\$691
Sustainable resource or producer groups (no.)	1	0	0	0	0	1	1	3

Ψ Community areas are estimated from polygons defined by lines equidistant between centers of nearest neighbor communities. The area for Nsofang does not include neighboring communities, which Nsofang claims it owns (see following note).

Nsofang community's estimate of more than 35,000 includes at least two neighboring communities.

Φ The areas "easily accessible" have been estimated from the community area polygons (see above note).

3.0 ACTIVITIES AND RESULTS

3.1 OVERVIEW

This section describes SPACE’s principal activities and results under its three main components over the life of the project. Progress under each of the three components’ respective result areas is summarized below. Further detail is provided in Annexes 1 and 2, which show changes in indicators that resulted from SPACE initiatives, including livelihood and conservation progress.

3.2 STRATEGIC RESULTS

The greatest accomplishment of the SPACE project was to help community-level beneficiaries see themselves as “owning” their livelihoods today and as being responsible for the legacy they will leave their children. People learned to embrace development not as handouts but as knowledge work that draws on and safeguards the Cross River State’s rich and diverse natural and cultural heritage. Through the SPACE project’s support for land use planning, seven communities introduced sustainable management practices on 29,435 hectares. SPACE support helped farmers decrease their use of costly pesticides by more than half and, for those who organized themselves into groups, reduced the difference between the price they received and the world price from U.S. \$742 to \$334 per ton (see Annexes 1 and 2 for more details).

While these numbers demonstrate the results of the nascent change in underlying beliefs, values, and skills that began through SPACE’s participatory approach, it is too early to tell whether they will be sustained. The project strengthened partnerships of local communities with federal and state natural resource agencies, but its duration was too short to ensure that these partnerships will continue to grow and spread. Nonetheless, the concrete results of its activities, described below, have strengthened and added new foundations to Cross River State’s—and Nigeria’s—rich legacies of traditional institutions and prior projects.

3.3 COMMUNITY-BASED NATURAL RESOURCE MANAGEMENT: GOVERNANCE MODELS

The community-based natural resource management (CBNRM) component of the SPACE project comprised the following activities:

- To improve local governance through land use planning and strengthened natural resource management (NRM) teams within local governance structures, and
- To incorporate livelihood activities more sustainably into resource management decisions by strengthening the capacity of producer and resource user group capacity to address resource management issues.

The project also helped local governments draft appropriate NRM legislation to sustain improved governance, an activity linked to Activity Result 3.

Through land use planning, communities have strengthened their governance capacity to manage their natural resources more sustainably. Almost 30,000 hectares of Cross River State are now under sustainable management, including 11,417 hectares of biologically significant habitat. This increase in governance capacity was measured by a Community Governance Index that assessed four variables:

1. Presence and use of a community land use plan.
2. Inclusive participation by community members in land use planning and management.

3. Effectiveness of community institutions' engagement with external stakeholders on land and natural resource use issues.
4. Active management by community resource users in accordance with the plan.

The average Community Governance Index for the seven pilot communities rose from 0.5 in 2004 to 3.1 in 2006. The following CBNRM activities encouraged a parallel shift in the actions of state authorities that had previously been expressed mainly in words. These results descriptions are supplemented by more detailed data provided in the Performance Monitoring Table in Annex 2.

To scale up efforts, the SPACE project popularized a participatory approach to land use planning that the team documented in a community land use plan (CLUP) preparation handbook. A growing number of communities in Cross River State have become interested in developing community plans to address land use issues. The last SPACE orientation workshop for community land use planning, held in January 2007, included representatives of 17 communities that the project had been unable to support.

Activity 1: Community land use planning

Preparatory activities. As described in Section 4.0 below, the SPACE team helped each of 13 communities to prepare a community-level profile, looking at the full range of livelihood and income activities. The profile process helped each community understand the challenges, opportunities, and risks it faces concerning local land use. The profiles also served as an entry point for community land use planning. Before any activity began, the SPACE team received community consent and agreement by community leaders to limit expansion into the primary forest. For each of the pilot communities, local leaders also signed a formal agreement. Each farmer participating in the Farmer Field School (FFS) also signed individual agreements not to expand his or her cocoa farm into the forest.⁵

Land use planning. SPACE supported the preparation of CLUPs in 13 communities. Working through local NGO partners DIN and GRADO, the SPACE project set up NRM teams that facilitated the preparation of a CLUP in each community. SPACE introduced and adapted in the field a land use planning process that consisted of three phases, with a total of nine steps, as follows:

- **Phase I: Preparation**
 - Build commitment for shared understanding of land use
- **Phase II: Plan Development**
 - Identify and analyze problems
 - Build commitment for land use planning
 - Establish common understanding of the land use situation

RESULTS OF LAND USE PLANNING

Communities have set clear limits and land use zones.

Communities have written down as formal land use bylaws their rules from oral customary law.

Land use planning has been “demystified”; it is now seen as a simple, straightforward process.

13 communities completed land use plans, including bylaws and enforcement methods.

Communities have adapted their governance structures to implement plans.

Powers have been transferred early—even while capacity was still being developed.

All voices are heard (including women and landless poor)—the process was inclusive and representative.

Local groups use plans to guide resource management decisions and investments.

Community institutions address natural resource management conflicts.

Communities use plans to enforce limits the expansion of agriculture.

⁵ These included the FFS participants from the additional 23 communities supported in Year 2, comprised of the six new Mbe communities plus an additional 17 communities for which there was no community-level support available for land use planning.

- Develop goal and objectives
- Develop zoning and management guidelines
- Develop bylaws and regulations
- **Phase III: Implementation and Review**
 - Prepare for plan implementation
 - Review and revise the plan

The CLUPs were used as tools that enabled the communities to set land use limits (see Box: Results of Land Use Planning). In six of the 13 communities, the SPACE-supported land use plans revised and updated five Community Forest Management Plans that had been developed between 2001 and 2002 by the DfID-funded Cross River State Community Forestry Project (in Abo Obisu and Abo Mkpang, which had earlier prepared a forestry management plan together⁶, and Abo Ogbagante, Etara-Eyeyeng, Bashu, and Okuni).

Through the planning process, key groups (including women, youth, and landless community members) completed community-level resource inventories, identified key natural resource management issues, agreed on land use objectives and zones, and set aside areas for conservation. Communities prioritized the activities proposed in each CLUP based on criteria identified by community members as most appropriate. The most common criteria included:

- Community readiness to carry out the activity; relative benefits given the time and financial resources required;
- The level (“zero” or “low”) of external inputs required;
- The importance of the problem the activity addresses; and
- The local capacity to carry out the activity on their own.

In some cases, such as in the Bashu community, highest priority was simply given to enforcement of community bylaws.

Public hearings in each community reviewed the decisions and agreements in the respective CLUPs and provided an opportunity for wider communication and discussion on the decisions and agreements in each plan following their adoption.

Bylaw development. All 13 communities drafted regulations or community bylaws, which enabled them to adapt, strengthen, and better enforce their traditional natural resources governing systems. In many communities, agreement on bylaws was intensive process. Kanyang and Bamba took months to overcome internal disagreements on bylaws before reaching agreement on the land use plans.

Activity 2: Building community-level capacity for sustainable land use and resource management

In each of the 13 communities, the SPACE project worked through natural resource management (NRM) teams or, where they had already been formed, Forest Management Committees. The NRM teams worked closely with traditional community leadership to facilitate the land use planning process. Through training programs and cross-community learning visits, SPACE trained more than 1,500 community members and

⁶ While Abo Mkpang and Abo Obisu shared a community forest management plan with an additional community (i.e. Abo Bonabe), the SPACE project judged it more appropriate to treat these two communities as two separate entities.

NGO representatives, including 1,085 men and 463 women, in a wide range of areas related to NRM and conservation. Eighteen persons were trained to facilitate land use planning (see Annex 5 for a list of the training program areas).

Scaling up. SPACE organized two cross-community learning visits that provided opportunities for members of the NRM teams to learn from the experience of communities that were already implementing land use plans. For the first visit, 21 participants from the seven original pilot communities were brought together to learn from the experiences of Iko Esai community, which had prepared a land use plan some years earlier with support from the NGO Cercopan. This visit focused on the challenges of CLUP implementation. For the second visit, community participants from the six additional Mbe communities learned about the benefits of land use planning from the Abontakon community, which was implementing the forest management plan that it prepared with the assistance of the DfID-funded project.

The SPACE team also prepared and distributed 300 copies of a community land use planning methodology handbook to support future land use planning efforts throughout Cross River State. The handbook was based in part on the outputs of a four-day CLUP handbook development workshop, which brought 32 representatives together to share experiences on land use planning. The workshop participants comprised 20 men and 12 women, including 26 community members, four NGO representatives, and two officials from the Forestry Commission. In preparation for the SPACE project's entry into the new Mbe communities, 12 of the participants were members of Mbe communities. Among the issues highlighted were gender, boundary

disputes, shared forest resource areas, relationships between communities and government institutions, and abuse of authority by powerful citizens.

VOICES FROM THE COMMUNITY

Mr. Peter Mkpé, Town Council Chairman (Bamba):

"Because of what SPACE has taught us in land use plan, the community has formed its own planning committee and set aside a 'settlement area' for our people to build modern infrastructure. Before now we used to build anyhow and, as you can see here, the old buildings are congested."

Chief Bryan Osang, Community chief and FFS facilitator (Ebbaken):

"I been cut trees as a timber dealer – until SPACE come. Enlightenments wey SPACE bring to Ebbaken make we enlightened well: see the land use planning wey they bring—e change people. I don change self."

"It is better now that we have bylaw. We can punish defaulters rather than take dem to the police. Anybody wey no pay fine e go go exile."

Mrs. Victoria Ofreh, member of cassava group and woman leader (Bamba):

"SPACE show us say even for small land you can achieve much."

"Complete land use planning with bylaws so that we can implement ourselves."

"E no good way somebody come to guide Bamba. We go guide and implement ourselves even after the SPACE is gone."

Mrs. Rose Otu (Kanyang):

"Thank SPACE that dey don open our eyes. Women dey talk with men for matter wey affect our communities. Before dis time women no be anything."

"Land use planning is good for our forest. Dey good. Person been dey clear anyhow, but now we don dey enlightened."

"By-laws dey important and make we put am for action."

Activity 3: Build capacities of producers and resource users for sustainable resource use and management

Working with implementing partners, the SPACE project facilitated the formation of resource user and producer groups, which evolved into agricultural cooperatives and played active roles in land use planning and implementation. In the seven original pilot communities, the project helped producers and resource users organize themselves into separate groups for cocoa, cassava, and bush mango. In the six Mbe Mountains communities and the 17 additional communities where the FFS was active, SPACE encouraged the formation of cocoa groups. Supporting activities included an assessment of resource user and producer groups' capacity after the first year and training in group and enterprise management, through an initial training provided through OIC International's JOBS project. In June

2006, OICI's FarmServe Africa program fielded Rufus Nwogu, a U.S.-based expert on enterprise development, who worked with the SPACE team and DIN and GRADO staff to design and conduct a four-day training workshop for 35 men and 25 women from the six groups that showed the strongest potential for sustainability. Additional support to cocoa groups for marketing is described in Section 3.4.

Activity 4: Implementing land use plans and enforcing rules

Communities began implementing their CLUPs during the second year of the project, as land use planning was being extended to six new communities in the Mbe Mountains. By the end of the project, the seven original pilot communities had begun using their plans to negotiate more confidently with private economic and other outside interests that enter their communities. Land use plans and bylaws have reduced unsustainable practices in key critical environments. For example, community members affirm that over the last two years, the incidence of bush fires on the Mbe Mountains has reduced greatly. Some communities, such as Nsofang and Ebbaken, are using the bylaws to enforce sustainable natural resource management. In early 2007 in Nsofang, local chiefs filed a case in court against 14 local timber dealers that failed to comply with their community's land use plan bylaws.

More generally, through the participatory approaches adopted during the project, decision making processes at the community level have been improving. For example, Kanyang II recently selected its first woman member of the town council.

Drafting a bill to formally recognize CLUPs. The growing interest in community land and resource use plans will be strengthened if community land use plans and bylaws are recognized under the new state forest law under discussion (see Section 3.5). At the local government level, SPACE worked with three local governments to prepare draft legislation that recognizes CLUPs as legal mechanisms for enforcing land use and resource management practices.

3.4 SUSTAINABLE AGRICULTURE AND NTFP SYSTEMS: MARKET-ORIENTED MODELS

The sustainable agriculture and non-timber forest products (NTFP) systems component focused on helping farmers improve their capacity to produce, process, and market three main products—cocoa, cassava, and bush mango⁷. These products have strong demand and are produced in sufficient volume to create income opportunities for community members in the medium term. During the second year of the project, after land use planning controls were in place, SPACE began to support marketing through farmer groups. A three-day visit by an industry representative during the project design phase greatly contributed to the analysis of significant opportunities for improving cocoa productivity and value chain management.

In all activities dealing with the three main products, SPACE “borrowed” needed technology from other implementing partners, who played significant roles under the project. During the second year of implementation, the SPACE team and

FARMER FIELD SCHOOL RESULTS

Through Farmer Field Schools, participating community members:

- Increased income and conserved biodiversity through improved productivity and agroforestry.
- Promoted self reliance—no handouts or subsidies.
- Adapted a tested approach for social learning, innovation, and adaptive management.
- Reduced pesticide use and costs by more than half through improved cultural practices.
- Received better prices for an improved quality of cocoa (better fermentation, lower moisture content and impurities).
- Proactively collaborated in other areas of community life.
- Now see themselves as entrepreneurs.
- Reduced costs of trade through farmer groups association and direct relationships with traders.
- Promoted cost-effective TA services (17 communities paid their own way).

⁷ Bush mango (*Irvingia* sp.) is a seasonal non-timber forest product marketed as fresh or dried cotyledons.

partners gave priority support to the cocoa agroforests Farmer Field Schools (FFS), which had shown the most promising results during the first year (see Box: Farmer Field School Results). Over the life of project, SPACE trained 83 FFS facilitators, who in turn trained 1,135 farmers through the 12 to 14 bi-weekly sessions of the FFS each season. More than 1,300 farmers adopted sustainable agricultural practices. The most exciting steps forward were sales by seven cocoa groups at the end of the 2006 season. Groups of FFS participants organized direct sales to Ikom-based buyers, which resulted in significantly higher returns for higher quality cocoa.

Details on each of the activities are provided below and supplemented by the additional data provided in the Performance Monitoring Table in Annex 2.

Activity 1: Cocoa agroforests improvement through Farmer Field Schools

The FFS program began with a curriculum development workshop in early 2005, which tailored the curriculum for the FFS facilitators training. A review of experience at the end of the first season was used to adapt the curriculum for the facilitators training at the beginning of the second season. SPACE carried out a facilitators training for 16 community representatives in February 2007, just before the project ended, which ensured that each of the 30 communities had at least one facilitator that was a community member. In addition to community members, other participants trained as facilitators included staff of partner NGOs, the state Ministry of Agriculture's Agricultural Development Program, the Forest Commission, and the Cross River National Park.

SPACE carried out community-level consultation in each community prior to the establishment of Farmer Field Schools. These ensured that FFS participants were well selected (see Box on "Discovery Learning" in Section 4.4) and that the resources and capacities of the 30 participants in each community were taken specifically into account. Each annual FFS cycle consisted of 12 to 15 morning-long sessions for 30 participants. In many communities, observers were also permitted to sit in on the sessions. The final session was used to evaluate the impacts of the schools. An example of the "protocols" that comprised the curriculum for the FFS is shown in Figure 3.1.

Figure 3.1: Examples of Protocols Used in the SPACE Farmer Field Schools

A. Starting an FFS	<p>Agroecosystem Assessment</p> <p>Ballot box</p> <p>Cocoa cropping calendar</p>
B. Crop Husbandry	<p>Canopy shade management</p> <p>Pruning older cocoa trees</p> <p>Selecting shade trees that are compatible with cocoa</p> <p>Propagation of NTFP species</p> <p>Deciding whether to rehabilitate or replant a cocoa farm</p>
C. Managing cocoa diseases and pests	<p>Black Pod</p> <ul style="list-style-type: none"> Impact of humidity and the role of diseased pods in spreading black pod Black pod disease in the field Role of soil in the spread of black pod <p>Insect zoo</p> <ul style="list-style-type: none"> Life cycle development Predation exercise Symptom development <p>Cocoa disease infection study</p> <p>Pesticide resistance role-play</p>
D. Environmental themes	<p>Natural resource management</p> <p>Community Land Use Planning</p> <p>Protected Area Management</p> <p>Rational pesticide use</p> <ul style="list-style-type: none"> Targeted spraying for mirid control and determining mirid damage threshold Rational fungicide use against black pod Selection of appropriate sprayer, calibration, and spray dye exercise Botanical pesticide screening Pesticide specificity
E. Social issues	<p>Gender balance issues</p> <p>HIV & AIDS sensitization</p> <p>Child labor sensitization</p>
F. Cocoa quality	<p>Harvesting methods</p> <p>Fermentation methods</p> <p>Drying methods and Drying cocoa on raised covered platform</p> <p>Impact of harvesting time on fermentation and cocoa quality</p>
G. By-products utilization	<p>Using cocoa pod husks for animal diets</p> <p>Making soap from pod husks</p> <p>Composting pod husks for use as fertilizer in cocoa farms</p>



Figure 3.2: Levinus Osang and his family stand in front of the two-room apartment he built with the proceeds from his adoption of FFS lessons on his farm. Levinus says, “Only because I adopted the practices I learnt in the FFS, my whole life has changed... I do not need to enlarge my farm beyond what I can manage well... [We] should keep our remaining ‘Black Bush’ (primary forest) for our children.”
Photo credit: Innocent Okuku

MORE VOICES FROM THE COMMUNITY

Reduction in chemical usage: Paulinus Enu, FFS participant (Kanyang)

“I am a graduate of SPACE FFS during the 2005 session. I witnessed a baffling change of attitude among FFS graduates in Kanyang. One local buying agent brought some fungicides to sell to us this season to use in our farms, but we rebuffed him since some of us are already indebted... With the training we received in FFS [we know] that we must spray only when it is absolutely necessary... I completed my pruning since June and up till now I don’t see need to spray fungicides in my farm.”

Increase in weight of cocoa: Donatus Abang, FFS participant (Kanyang)

“I participated in SPACE FFS in Kanyang. I must say that I gain knowledge in the area of cocoa fermentation and drying which has improved the weight of my cocoa beans. Before now I used to ferment my cocoa for 3 days then dry. After practical exercise in the FFS session I notice that cocoa fermented for six days have more weight and better quality than by former practice so I decided to adopt this practice. My buyer is wondering why my cocoa is weighing more than before. The secret is the knowledge gain in FFS. SPACE una do well.”

Chief Bryan Osang, Community chief and FFS facilitator (Ebbaken)

“The way them train us for enterprise skill na the best way we dey happen, we like am well well. If I fit go to market to sell—I no go get time to go bush clear the forest to make more money.”

Mr. Linus Takim, Forest Management Committee member (Bashu)

“Farmer field school is a miracle. I was there as an observer but it helped me and many people last season.”

The Sustainable Tree Crops Program (STCP) Participatory Extension Specialist held review meetings that brought together all of the FFS facilitators and the two Assistant Master Trainers each month. At the close of the season, the October and November review meetings were used to develop wrap-up protocols for the annual cycle, lessons learned, an evaluation plan, and to propose new protocols for inclusion in the following year’s cycle and an approach to replication.

The SPACE project supervised cocoa agroforest Farmer Field Schools in a total of 30 communities in the second year. Through the community-based schools, 30 farmers gathered every two weeks to observe, experiment with, analyze, and reflect together on their cocoa agroforest farms and how to make them more productive. The project carried out two annual cycles of the FFS in the seven original pilot communities⁸ and one cycle in the six communities of the Mbe Mountains that joined in 2006⁹. In 2006, SPACE also facilitated a partnership among communities, the International Institute of Tropical Agriculture (IITA)-

STCP, and the Ministry of Agriculture, through which 16 new communities¹⁰ established FFS with their own resources. These 16 communities covered their own costs for ongoing operations of the bi-monthly FFS sessions, pioneering a mechanism for continuing the FFS program after the end of project.

⁸ Bashu, Bamba, Okuni, Bendeghe Ekiem, Etara, Ebbaken, Kanyang, and Nsofang.

⁹ Bokalum, Wula Mgbaesuo, Wula Ekumpkuo, Abo Ogbalante, Abo Obisu, and Abo Mkpang.

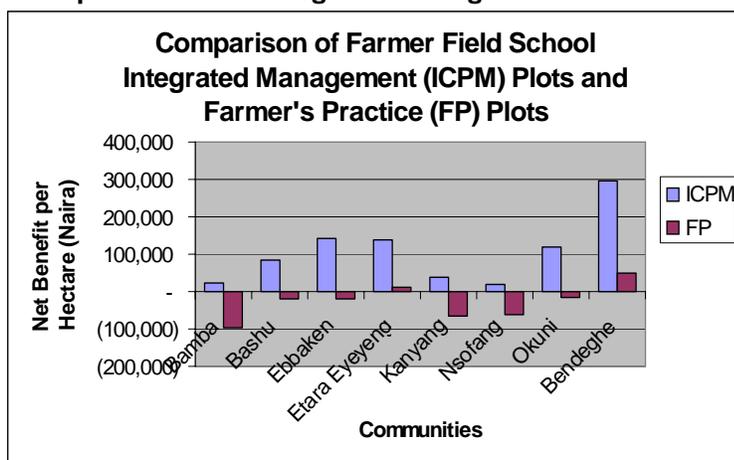
¹⁰ Abijang, Abu Ebam, Bakum, Butatong, Danare I, Danare II, Efraya, Ekuri, Iko Esai, Itaka, Kachie, Kalime, Mkpote, Mfaminyen, Okwabang, and Ubong.

In 2007, STCP staff held consultations with the key officers of the Cross River State Ministry of Agriculture after formal letters of interest were received from more than 40 interested communities. Consequently, STCP facilitated a formal FFS planning meeting in Ikom on March 2, 2007 (the final day of the SPACE project). Representatives of 52 communities attended. The Ministry of Agriculture was represented by three top government officials, the Director of Agricultural Services, the head of the State Cocoa Development Project, and the Director of Extension Services. The two SPACE implementing partner NGOs, DIN and GRADO, also attended. The communities and the Cross River State government agreed to partner to establish FFS in the interested communities for the 2007 season. IITA-STCP, on its part, agreed to provide technical support to the schools as well as document the emerging partnership initiative.

The benefits of the FFS are both early and significant, especially for those farmers who have already seriously invested in their cocoa farms (see Figure 3.2 and accompanying text). As soon as they learn the basic protocols on disease control and rational pesticide use and begin practicing what they have learned on their farms, their cost of production drops significantly.

Figure 3.3 shows the benefits in terms of reduced costs per hectare for participating farmers in each of the seven original pilot communities.

Figure 3.3: Comparison of FFS Integrated Management Plots and Farmer’s Practice Plots



Based on the SPACE project’s success with the STCP’s Cocoa Agroforests Farmer Field School model to Cross River State, the 14 state governors who make up the National Cocoa Development Committee (NCDC) resolved in early 2006 to implement the model in all of Nigeria’s major cocoa producing states, a decision announced in Cross River State at the Second National Cocoa Day (see Figure 3.4).

Activity 2: Improve cassava production, processing, and marketing.

All seven of the original pilot communities selected cassava as one of three priority products with which they wished to work. The SPACE team arranged field visits by cassava production and processing experts from IITA,

Figure 3.4: At the Second National Cocoa Day in March 2006, Nigerian President Obasanjo discusses the Farmer Field Schools with the SPACE Chief of Party and the STCP’s Participatory Extension Specialist, who stress the importance of the field schools to conservation in “communities that border the precious Cross River National Park.”



Photo by Henry Ogar Etta

who confirmed the main problems identified by communities and identified two interventions for collaborative support: small- and medium-scale community-based cassava processing and the introduction of disease-resistant and high yielding cassava cultivars. The IITA/Cassava Enterprise Development Project (CEDP) and Cassava Mosaic Disease Project provided technical leadership for these interventions over the course of the project.

The SPACE team helped organize groups of cassava producers/processors in each of the seven pilot communities, all of whom were women—although the two operators hired to run the processing equipment were male. Only two groups received cassava processing equipment the first year. Through the cassava processing plants, these groups added over \$300 per MT to the value of the raw unprocessed cassava. Many more communities asked for the processing mills introduced through the CEDP. During the second year, the CEDP distributed an additional three small processing machines, two of which were installed only in the final months of the project. All of the groups in the seven communities prepared at least a hectare of farmland as cassava demonstration plots on which they planted improved varieties of cassava from the Cassava Mosaic Disease project. The SPACE team provided soil fertility management training for cassava groups in six of the pilot communities and organized training in record keeping and operations and maintenance skills to the groups that received processing equipment.

Activity 3: Bush mango domestication

Bush mango is a common rainforest tree¹¹ that bears a fruit with edible seeds. The fruits are slashed open and the cotyledons are extracted with a knife and dried for sale. The cotyledons are used as a thickener and condiment in making a soup popular throughout Nigeria. An important source of income in all of the SPACE pilot communities, at least one member of almost every household gathers bush mango each season. The estimated total product gathered in each of the pilot communities ranges from three to six tons per year during a “good” year. In most communities, it was second only to cocoa as a source of income. All communities have customary rules that govern bush mango. Many of these rules were written down in the land use plans prepared by the communities (see Box: Tree Tenure and Property Rights).

TREE TENURE AND PROPERTY RIGHTS

Customary law regarding bush mango ranges from simple rules that prohibit cutting a tree or its branches (with fines up to 12,000 Naira plus drinks and a goat) to more general rules that seek to ensure equitable access. For example, in Bashu, there is a rule that prohibits any gatherer from heaping fruits from tree to tree (to establish rights to harvest that season, making others travel farther into the forest to gather). Rather, a gatherer must harvest only one tree at a time— heaping and then slashing the fruit (extracting the cotyledons) before moving on to a second tree. Communities recognize three levels of tenure: (a) trees in state forest reserves or the National Park, which are under government control (but from which fruit are gathered anyway), (b) trees in community forest areas, and (c) trees on farm land, either planted or cared for by individual households. Bush mango has been gazetted as a “protected” species under state law. That no one has been prosecuted for felling a bush mango tree is largely due to community protection. However, community members do not respect government rules prohibiting the gathering of bush mango, for example in the National Park.

The World Agroforestry Center (ICRAF) field station in Onne, Rivers State had developed a way to propagate bush mango vegetatively, which results in trees bearing fruit within four years, compared to about 15 years for trees grown from seed. All the project communities organized themselves into groups to learn vegetative propagation. SPACE arranged for an ICRAF expert to provide training on the design of non-mist propagators, which were constructed in each community. The expert suggested that while on-station results often yield better than 80 percent survival for cuttings, a 50 percent survival rate would be considered acceptable in community propagation centers. The cuttings prepared in two pilot communities survived well during the first two months, so the experiment was extended to the remaining five communities at their insistence. However, by the end of the season, the survival rate was no more than two percent in any

¹¹ There are two species of bush mango: *Irvingia gabonensis*, which fruits in the rainy season (August to October) and *Irvingia wombulu*, which fruits during the dry season (January to April).

of the communities and in many communities all cuttings died. During his follow-up visit, the expert noted shortcomings in management of light and shade, soil texture, humidity, and moisture. Nonetheless, vegetative propagation by marcots (air layering) was generally successful and during the second year this practice was adopted in several communities (see Figure 3.5).

Activity 4: Enhance sustainable marketing and value chains for selected crops

The SPACE team and partners helped producer and resource user groups increase benefits from the value chain through improved production, processing, and marketing practices, focusing mainly on cocoa (see Figure 3.6). During the first year, activities to support marketing were limited to group capacity building and analyses of the value chains for cocoa, cassava, and bush mango—

pending the completion of land use plans to limit agricultural expansion that was anticipated in response to strengthened market opportunities. In collaboration with OIC International's JOBS project, an initial Training of Trainers was followed by “step-down” trainings on

Figure 3.5: ICRAF's bush mango propagation from cuttings required careful attention and control of heat, root zone moisture, and humidity. While groups didn't develop the coordinated discipline necessary for success, some individuals began to master the technique.



Photo credit: ARD-SPACE

enterprise development and management, including some unsupervised trainings that community groups set up themselves.

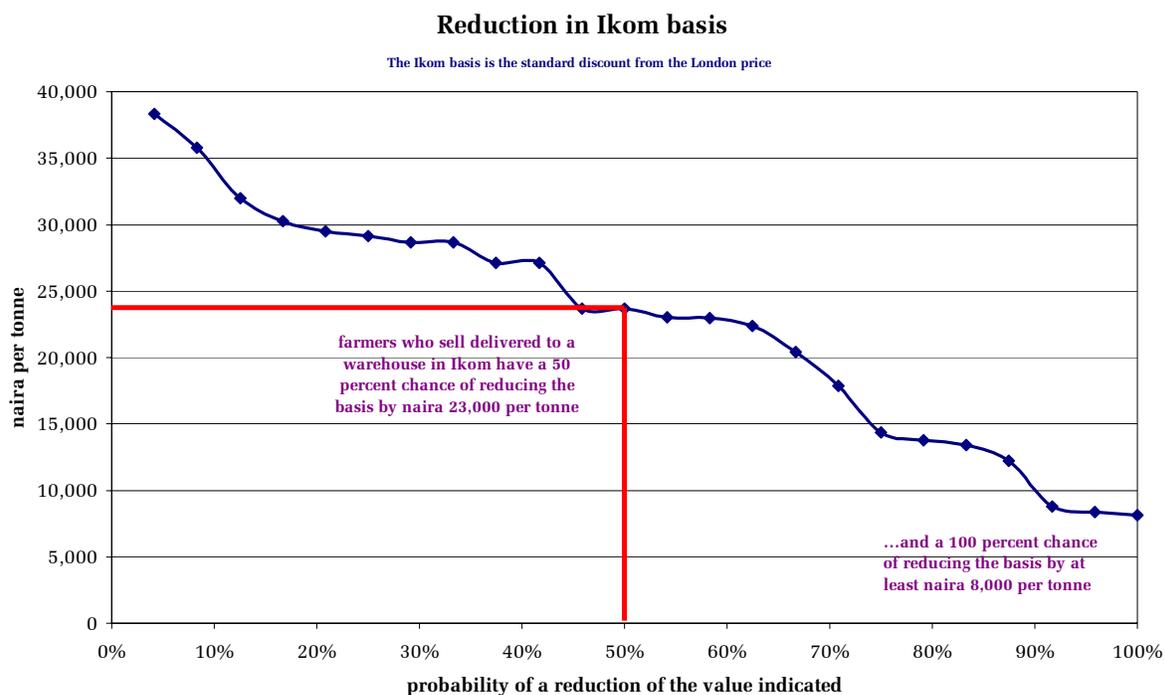
During the second year of the project, SPACE collaborated closely with two cocoa buyers (Olam and SARO) to improve value chain management. Groups of FFS participants in eight communities assembled their cocoa production in bulk, using rented warehouses in their respective communities to expand storage capacity and add value to their cocoa. They organized direct sales to the two buyers, which resulted in higher returns for higher-quality cocoa and significantly exceeded expectations in reducing the basis (the differential from the world market price) for cocoa at Ikom; see Figure 3.7 and Annex 2).



Photo credit: Allen Turner

Figure 3.6: Farmer visits to Olam's warehouse in Calabar helped them understand why quality is important and how the buyer measures it.

Figure 3.7: Benefits from Direct Sales of Cocoa



Sustaining this initial success will not be easy. The groups that succeeded in assembling large lots of higher-quality cocoa made only a few transactions each during just one season. Many groups still lack basic business skills and habits. For example, most groups have not kept regular records. Furthermore, as markets open up and farmers gain entrepreneurial skills, communities and groups will face the growing challenge of managing internal shifts in power and, thus, possible conflict.

In contrast to the experience with cocoa, efforts in 2006 to engage bush mango traders did not succeed. Activities to enhance income through cassava were carried out in collaboration with the CEDP through value-added processing, as described above. As expected, the possibility of crop loans ignited enthusiastic interest; however, none of the producer groups completed the necessary steps that would qualify them for loans during the one season of active support for marketing. While most had completed constitutions and formally registered with their local governments, less than half had opened bank accounts. The SPACE team encouraged groups to begin with their own capital before using credit.

Before completing his assignment just before the beginning of the second season¹², the team’s Marketing Advisor participated in discussions with value chain participants—including the produce department of the Ministry of Agriculture, state security operatives, port authorities, clearing agents and cocoa exporters—to explore opportunities to export through the Calabar port. This effort was led by the Cross River State government and some traders, but in 2006 greatly benefited the SPACE-supported farmer groups with whom some of these traders had collaborated.

¹² The Senior Marketing Specialist position, designed as a one-year position, was extended by six months (until May 2006) to permit initial support for marketing activities during the second season.

3.5 PROTECTED AREA MANAGEMENT: AN ENABLING ENVIRONMENT FOR CONSERVATION

The SPACE project’s support under the protected area management component to strengthen the enabling environment for conservation was designed to be opportunistic. With little agreement among policymakers on the way forward and—despite public declarations—limited political will, the SPACE project design team set forth no ambitious expectations. It did, however, identify potential openings for engaging stakeholders, including the revised forest law, the Mbe Mountains, and the possibility of CIDA funding to carry the SPACE project’s results forward. The project measured progress through an Institutional Capacity Index that assessed four variables:

- Extent to which multi-institutional relationships are established and operating.
- Involvement of stakeholder groups in management and decision-making.
- Access to information by local stakeholders (e.g., with respect to revenue sharing and the forest law and regulations).
- Operational effectiveness of benefit-sharing mechanisms and structures.

Over the course of the first year, sufficient experience and trust emerged from community-level work to engage government and NGO stakeholders at various levels. Although not planned at the time of the design, USAID’s technical guidance to invest in the Mbe Mountains eventually resulted in additional resources that helped bring the Conservation Association of the Mbe Mountains (CAMM) into being. Through these and related activities, SPACE strengthened platforms for engagement of diverse stakeholders at multiple levels that:

- Aided the formation of Nigeria’s first multi-community conservancy, for which nine communities negotiated boundaries, set aside a commonly-shared core protected area (see Figure 3.8), and established the CAMM to manage the area;
- Strengthened tenure and procedural rights through draft local government legislation to formally recognize community land use plans in three local government areas;
- Demonstrated the value of a consultative technical advisory group for protected area management that brought in all levels of state stakeholders (where communities had before been unrepresented in the management of protected areas);
- Supported the formation of a state-level Protected Area Policy Working Group (PAPWG)—made up of the CRSFC, CRNP, local and international NGOs—that carried out priority activities supporting conflict management, revision of the forest law, and public outreach;
- Helped manage and resolve conflicts between communities and the national park; and

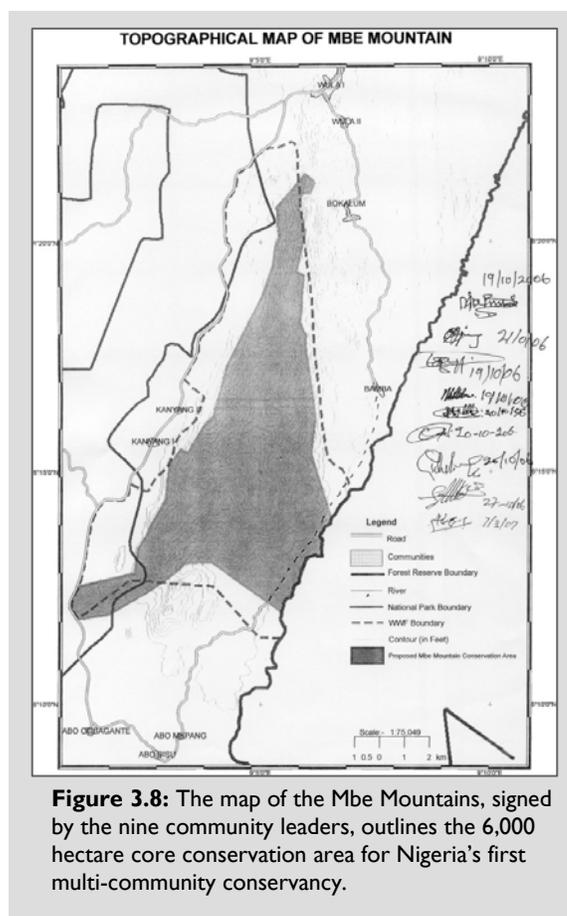


Figure 3.8: The map of the Mbe Mountains, signed by the nine community leaders, outlines the 6,000 hectare core conservation area for Nigeria’s first multi-community conservancy.

- Assisted in the first public review of enabling state legislation—in this case, the Forestry Law.

These achievements contributed to an increase in the average Institutional Capacity Index from a score of 0.4 in 2004 to 3.0 by the end of 2006 (see Annex 3).

Activity 1: Mbe Mountains initiative and the Conservation Association of the Mbe Mountains



Figure 3.9: The Mbe Forum was the first major platform of commitment by stakeholders toward conservation of the Mbe Mountains. In addition to the community delegates (above), the 60 participants included the Permanent Secretary of the Cross River State Forestry Commission and representatives from Cross River National Park, Boki Local Government, the Wildlife Conservation Society, the Nigerian Conservation Foundation, Fauna and Flora International and, as observers, the NGO Coalition for Environment (NGOCE), Development in Nigeria (DIN), the Ekuri Initiative, the Living Earth Foundation, and others.

At the close of the forum on May 26, state, national, and international stakeholders including the Cross River State Ministry of Environment, the CRSFC, the CRNP, and USAID all pledged their support towards implementing the resolution of the nine Mbe communities to establish a community-based protected area. Photo credit: ARD-SPACE

During the preparation of community profiles, SPACE team members encountered significant community interest in supporting conservation of natural resources in the Mbe Mountains. The Mbe Mountains initiative emerged in early 2005 following the team’s discussions of its findings with the CRSFC and the CRNP (see the timeline in Figure 3.11 below). The two government agencies agreed to explore policy and practical support for community involvement and participation. SPACE worked through WCS to prepare an in-depth review of options for the long-term conservation of the Mbe Mountains, which served as the foundation for the call for a community-led initiative. In May 2005, the Mbe Forum brought together 60 delegates, including 27 official representatives from the nine communities surrounding the Mbe Mountains and representatives from local, state, federal, and international governments and local and international NGOs (see Figure 3.9). SPACE provided additional support in its review of the Cross River State forestry legislation (see Activity 3, below). The draft legislation allowed community associations to play an active role in forest management and conservation.

With facilitation and related support from the SPACE project—including NGO partners WCS and DIN—the communities surrounding the Mbe

Mountains accomplished the following:

- Drafted a constitution for the CAMM, through a six-month process by three representatives (two men and one woman) from each of the nine communities. SPACE also provided legal expertise to assist the communities in this process and to develop the articles of association and register the association at the federal Corporate Affairs Commission and at the Boki local government.
- Demarcated and prepared a map of a core conservation area of over 6,000 hectares, approved by the communities (see Figure 3.8 and Figure 3.10). SPACE supported a 14-member demarcation team coordinated by the WCS, with the participation of the CRSFC and representatives from each of the nine Mbe communities.
- Established and held the inaugural meeting of the General Assembly as the “main organ” of the association, which adopted the constitution in October 2006. The General Assembly is made up of five representatives from each of the communities, viz., the Village Head or his representative, the Town Council Chairman, the Youth Leader, the Women’s Leader, and one “leader of thought.”

- Established and provided orientation and training to the management team of the association and a nine-member Board of Trustees. Training included basic management skills and an introduction to fundraising.
- Established an Advisory Board comprised of the chairs of the General Assembly, the management team, and the Board of Trustees, and representatives of the WCS, CRSFC, CRNP, DIN, and the Nigerian Conservation Foundation. The Advisory Board met for the first time on March 2, 2007.

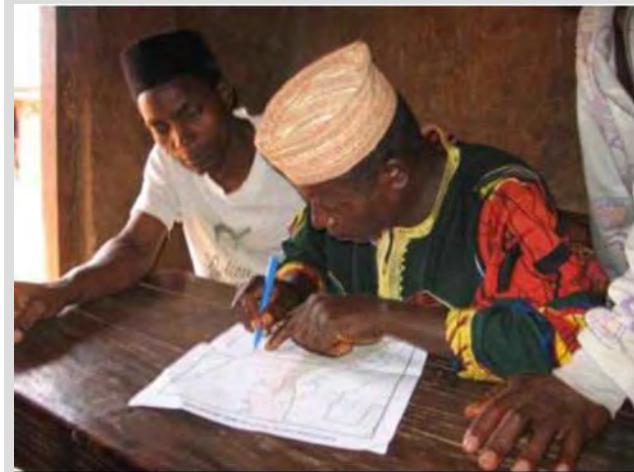


Photo credit: ARD-SPACE

Figure 3.10: Chief Barnabas Ajah of Wula Mgbaesuo signs the map delineating the core conservation area of the Mbe Mountains. The villages entered new territory when each chief signed this map—and approved a constitution that commits them to protecting this land. In the words of Chief Bernard Ebam, the Clan Head of Abo Mkpang,

“Our wish from time immemorial is that we should carry our destiny in our hands. We recognized and yearn for outside support, but let it be clear that no support or assistance will be appreciated if the decision on the nature of assistance is foreign... What we have today is the real clapping with both hands – you come with the expertise while we give total loyalty to the agreed rules.”

Figure 3.1 I: Timeline of Mbe Mountains Conservation Initiative (January 2005–January 2007)

Period		Activities
2004	Nov. 2004–January 2005	Preparation of community profiles in three Mbe Mountains communities (Kanyang 1 and 2 [treated as one community by the SPACE project] and Bamba).
2005	February 2 & 24	Meetings with communities, government institutions, and NGOs on the Mbe Mountains opportunity and possible support from the SPACE project.
	March–April	Consultation with NGOs, in particular WCS, on the future of the Mbe Mountains. Agreed to carry out a study of long-term management options, completed in April 2004.
	April–May	Communities consultations to develop an action plan and organize a public forum on Mbe.
	May 25–26	Public Forum on the Mbe Mountains held at Wula Ekumpou in Boki LGA. Communities, government, and NGOs resolved to conserve the Mbe Mountains together.
	June–July	Consultations with stakeholders on the means for implementing the Mbe Forum resolutions. Agreed to set up a constitution and articles of association for a conservation association.
	August–September	Formation of a 27-member Constitution Drafting Committee.
	October–November	Discussions on funding support for the Mbe Initiative (e.g., a conservation lease, written proposals for support under governance initiatives and for wildlife research).
	December	Selection, inauguration, and orientation of the Constitution Drafting Committee (CDC).
2006	Dec. 2005–January 2006	First meeting of the Constitution Drafting Committee. Consultation with Mbe communities on inputs into and progress on the constitution.
	February–March	Second and third meetings of the Constitution Drafting Committee. Community-level consultations on demarcation of a core conservation area. WCS and SPACE agreed on plans for the demarcation.
	May	First draft of the Constitution presented. CDC begins community-level review. Demarcation team formed.
	June–July	Constitution review meetings in progress. Demarcation team carries out the first-tier demarcation exercise and reports back to communities.
	August	Demarcation team produces draft map of the core conservation area. The CDC finalizes the draft constitution and organizes community level hearings. Negotiation process for acceptance of the demarcated area begins in each community.
	September	CDC plans for adoption of the constitution as prerequisite for the registration of the Mbe Association. Communities nominate members to the 45-member General Assembly. Core conservation area finalized and final map of the core conservation area produced.
	October	Nine Mbe communities adopt constitution at 1st meeting of General Assembly and approve registering Conservation Association of Mbe Mountains. Communities nominate members to Board of Trustees and Management Team. Registration process commences with Corporate Affairs Commission and for conservation area with Cross River State Ministry of Lands.
	November	First orientation for the Management Team, followed by first meeting of the Committee with selected members of the Board of Trustees. Further development of concepts for long-term financing of the Mbe Mountains conservation area. Management Team organizes a patrol to prevent hunting during the Christmas holidays, in collaboration with WCS.
2007	January	Orientation workshop for the Board of Trustees. CAMM registration published in Nigeria's

Period	Activities
	newspapers in accordance with Corporate Affairs Commission regulations.
February	Further meetings of the Committee, including training on fundraising.
March	First meeting of the Technical Advisory Committee.

Activity 2: Conflict management and mitigation

The PAPWG identified conflict as one of the priority issues that it wished to address with SPACE support. The two principal members of the PAPWG—the Cross River State Forestry Commission (CRSFC) and the Cross River National Park (CRNP)—each prepared a conflict assessment from its perspective, which were incorporated into a Conflict Mitigation and Management Action Plan. The main areas of conflict were grouped under six categories and ranked as follows (in descending order of importance):

- Park and forest reserve boundary alignment and demarcation
- Access and forest resource use
- Timber harvest regulations compliance and royalty payment
- Human–wildlife conflicts
- Enclave communities
- Community boundaries

SPACE supported the initial training in conflict management and mitigation proposed in the action plan. The participants of the experiential learning training program included staff of the two government protected area institutions, selected NGOs, and community members. At first, mid-level staff members of the two government agencies were reluctant to engage directly with community members in addressing conflicts. By the end of the project, however, there was growing understanding of the need for skills in conflict management, and some successes (see Box: Discussing Tough Topics, in “Communication” in Section 4.4). However, the regular use of skills and methods learned was limited to NGO staff and a handful of government officers.

Activity 3: Forestry policy inputs

With support from DfID from 2000 to 2002, the CRSFC had drafted revisions to the state Forestry Law. In early 2005, the PAPWG invited SPACE to provide further support toward passage of the law. The SPACE project engaged two legal experts who reviewed the DfID-supported draft and made recommendations to the PAPWG and the CRSFC. In response to a further request from the PAPWG, SPACE worked through a local coalition of environmental NGOs, NGOCE, to support a broader consultation process. NGOCE brought together a team of legal experts, including officials of the legal drafting department of the State Ministry of Justice, a board member of the CRSFC, and CRSFC technical staff. The team gathered inputs from civil society groups, private businesses, communities, and government agencies through a series of three stakeholder roundtables between May and July 2006 and two statewide forums in September and October 2006. Prior to the roundtables, the team worked with four other NGOs in collaboration with the CIDA-supported Cross River State Environmental Coalition led by One Sky Canada to gather information from 20 communities, about 10 percent of the communities in significantly forested areas in the state.

The inputs gathered from the roundtables and forums were used by officials of the Cross River State Ministry of Justice to redraft the law in October 2006. Following review by the PAPWG in November 2006, NGOCE

prepared a version that identified all changes and presented it to the CRSFC for its final in-house review and forwarding back to the State Ministry of Justice. NGOCE's submission also provided recommendations and suggested follow up actions to move the law to the House of Assembly for passage.

Activity 4: Public information and awareness

The SPACE project provided intermittent technical assistance for public outreach through a local communications specialist, who assisted in the preparation of the land use planning handbook and community cross-visits for land use planning, and helped design a program of 13 weekly radio episodes on sustainable natural resource management for the CRNP. The latter evolved into an ongoing dialogue as the CRNP director responded in subsequent episodes to community questions and comments as they arose.

3.6 SUPPORTING ACTIVITIES

SPACE carried out a number of activities that provided support across components. These included:

- Implementation of the Performance Monitoring Plan, which was significantly expanded in response to USAID's increased need for detailed information quarterly.
- Acquisition and analysis of satellite imagery to determine trends and changes in forest cover within and near SPACE communities. SPACE also supported this with training for SPACE partners and Cross River State stakeholders.
- A study on the bush meat and logging, which attempted to clarify the role of markets in shaping these often illegal activities. Reaction by stakeholders to the draft report was mixed. Although some PAPWG members expressed interest in further discussion, some NGO leaders were strongly opposed to further discussion without additional resources to address the widespread illegal practices that were, to an undeterminable degree, supported by powerful stakeholders.
- Training support, including a range of technical and institutional capacity-building activities for communities, partner NGOs, government agency staff, and local stakeholders. The training activities included the Farmer Field Schools, a variety of land use planning workshops and training events, and training in conflict management and mitigation, environmental impact assessment and environmentally friendly design, enterprise management skills, cassava and bush mango propagation, and other areas, as shown in the training plan (see Annex 5).

3.7 PROJECT ADMINISTRATION

The project's main office and field office supported the long-term technical assistance team, short-term technical assistance advisors from ARD's home office, and other short term technical assistance advisors as required. The two offices facilitated the work of ARD's subcontracted partners and other contracting agencies and supported numerous training and field activities. Further details on the ARD's technical support are provided in Section 4.5.

4.0 APPROACH AND PRACTICE

4.1 OVERVIEW

SPACE applied a participatory adaptive learning approach that linked governance, economic development, and conservation to foster positive changes in behaviors, skills, attitudes, relationships, and institutional capacities. The principles of this approach were drawn from decades of experience implementing USAID-supported and other initiatives throughout the world. How these principles were applied was shaped by the context of Cross River State, its history, the legacies of earlier development projects, and SPACE project partners' own experience.

Two main characteristics helped shape the SPACE experience. First, Cross River State's diverse communities had developed strategies, structures, and skills to relate to each other and to more powerful outsider groups—whether warriors, traders, or political leaders—for hundreds of years. Community experience with development projects varied from sawmills and plantations to smallholder schemes, but seldom left them feeling either empowered or that they had been treated fairly. Despite rhetoric of “participation” and all the expectations raised, donor projects over the past few decades had largely failed to strengthen self-reliance at the community level.

Second, during the course of the project, USAID/Nigeria moved from an analytic phase (that followed a reversal of an earlier strategy to phase out of Nigeria) to the implementation of a redesigned program. The Mission also underwent a change of directors. At the same time, USAID/Washington began to put much greater emphasis on a centralized strategy and more intensive reporting on results that left implementing partners struggling to create “results” that demonstrated significant immediate progress.

In this context, SPACE carried out the multi-stakeholder participatory and discovery learning approaches in community land use planning, sustainable cocoa farming and marketing, bush mango and cassava propagation and processing, and improving protected area management. The project applied useful frameworks to guide activities in these areas and laid foundations for sustaining, and to a lesser degree, replicating results.

PARTICIPATORY PRINCIPLES FOR GOVERNANCE AND LEARNING

“Hear all the voices.” Include the full range of stakeholders in project design, agreement-making, implementation and evaluation. As stakeholders within communities learn to listen to and understand each other, developing confidence and trust, they become better able to negotiate with outside stakeholders. (The habits of listening and collaboration also contribute to adaptive learning, through cross-fertilizing ideas and actions.)

Teach people “how to fish” rather than giving them fish. Develop skills and capacity that will be resident in the community. Change economic development from “handouts” to “knowledge work.”

Understand and respect community-level knowledge. The patterns of traditional knowledge are the foundation from which people change; moreover, these patterns reflect the intricate patterns of the local resources. Recognize and apply the existing indigenous knowledge and local capacity and readily available materials to promote ready adoption of practices and sustainability.

Learn by doing, starting slowly and small¹². Help stakeholders experiment and reflect together on their experience, recognizing lessons learned by all stakeholders.

“If you're not deciding, you're not participating.” Build commitment through real participation. If people are not participating, they are not committed.

“Leadership is not knowing; it is listening.”

As applied on the SPACE project, the participatory principles (see Box: Participatory Principals for Governance and Learning¹³) can be seen through the perspectives of three core concepts:

- The **governance** concepts of inclusive representation, transparency, and commitment. The phrase that captured the imagination of forward-looking community leaders was “hear all the voices,” a habit encouraged by the Farmer Field School practice of reflection.
- The adult **learning** concepts of autonomy and self-reliance, including building skills and confidence, and changing incentives and habits. In the FFS, the adult learning approach used observation and analysis to develop a practical grasp of the scientific method. The FFS program also built on the value of diverse perspectives to enrich understanding through its regular use of group “reflection” during the course of analysis. The resulting skills and habits are all central to overcoming the dependency syndrome.
- The **sustainability** concept of “orders” of intermediate and end results (see Figure 2.4). This concept recognizes the importance of building foundations and balancing “process” and “results” to ensure that results endure after a project ends.

Applied and accepted at the community level, the SPACE project’s approach yielded the first and second order “intermediate” results identified in Figure 2.4: stakeholder engagement and commitment, strengthened capacities and improved practices, and emerging changes in governance and market relationships. “Third order” social, economic, and ecological benefits have also begun to emerge. However, developing and replicating the conditions and practices for sustaining “end results” will require more time—and would certainly benefit from more consistent donor and government investment.

Following a brief review of the context and development legacy of Cross River State (Section 4.2), the current section describes how we applied a participatory learning approach to build on that legacy and the resources and talents of the state’s communities and institutions—in the design phase (Section 4.3), at start-up, and during nearly two years of project implementation (Section 4.4). While the specific methods we used during project implementation often cut across the themes of participation, learning, governance, and sustainability, they are organized in Section 4.4 under five operational elements of our approach:

- **Communication,**
- **Breaking the habit of dependency,**
- **Discovery learning,**
- **Facilitative leadership,** and
- **Governance.**

The chapter closes with observations on project management (Section 4.5) as related to the SPACE approach.

4.2 PAST PROJECTS

Development Context. Cross River State’s context and its experience with development initiatives (see Annex 4), while unique, shares some characteristics with many other places in the tropics. Cross River State’s communities have developed strategies and passed on skills and structures to relate to outsiders in asymmetric power relationships for hundreds of years. Until the early 19th century, the state capital was the center of a

¹³ Compare Roland Bunch’s advice—“Start slowly; start small. Limit the technology. Use small-scale experimentation”—in the classic, *Two Ears of Corn*, Oklahoma City: World Neighbors, 1985.

thriving trade in human beings. In the following years, large-scale oil palm and rubber plantations, timber extraction and, in the past few decades, smallholder cocoa have been the mainstays of a largely agricultural economy and have put increasing pressure on the state's forested areas. With 23 ethnic groups, including at least five major groups, Cross River is far more diverse than many neighboring states.

Recent development experience is also varied:

- The EU/WWF attempted to be transparent through distributing the “blue book” that contained the proposed design and budget for the 1990s conservation initiative. However, the attempt succeeded only in raising expectations to unrealistic levels and creating considerable bitterness and suspicion among communities neighboring the national park.
- NGO advocacy succeeded in encouraging the state government to halt the Chinese investment in natural resource extraction—the WEMPCO sawmill near Ikom. In the early 1990s, WEMPCO had taken advantage of the quadripartite community structure of one of the villages in which SPACE later worked to buy and exploit timber rights for Naira 100,000 (less than U.S. \$800) and a single head of cattle.
- A DfID-supported community forestry project encouraged forest management planning and policy reform. The project established forest management committees in 59 communities, although only a handful remained active after the project. It developed eight land use plans for 12 communities across the state (including three of the seven communities that SPACE later selected as pilots—Okuni, Bashu, and Etara-Eyeyeng). None of the management plans were implemented to any significant extent and most were not implemented at all. The project also introduced a “single tree permit,” which was widely abused after the project closed.
- The governor of Cross River State applied an enlightened “big man” approach to development. While a great improvement over past leadership and that of many neighboring states, this approach was still open to abuses. Investments in the Obudu Plateau were carried out without a complete environmental review and without significant participation of local stakeholders. The Nigerian Conservation Foundation had demarcated and is managing the Becheve Nature Reserve, the only protected area on the plateau, but was unable to prevent the extensive development immediately upstream. The state government preached sustainable development through agriculture and tourism while at the same time encouraging expansion of cocoa farming and collaboration with the Nigerian president to develop a large oil palm plantation that deforested hundreds of hectares next to the national park. The governor's proposed tourism initiatives have been developed with little genuine public participation and include public statements such as community pledges to be “law-abiding” (a remarkably minimal standard for a service-based industry).
- Several NGOs—DIN; Living Earth Nigeria Foundation; Ekuri Initiative; and the Center for Education, Research and Conservation of Primates and Nature—had assisted local communities to develop land use/forest management plans (e.g., Busi VI, Okiro, Abontakon, Ekuri, and Iko Esai). Supported by the Ford Foundation and others, community-based volunteers contributed to women in Ekuri speaking out more publicly on community issues than in almost all other communities, many years after they left.
- Many donor-supported initiatives left community leaders well able to articulate aspirations to donors but with little skill or knowledge of presenting the community's products to market.

As noted in Section 2.1, among the diverse range of stakeholders, many of whom had collaborated on past projects, there was little agreement on the way forward. Available support to the SPACE project from international donor supported programs was similarly varied. It included support from the Consultative Group on International Agricultural Research (CGIAR) and other USAID-supported initiatives such as:

- Farmer Field Schools for cocoa (CGIAR-IITA and private industry, through SPACE);

- A cassava enterprise development program that introduced subsidized improved processing machines, with training (CGIAR-IITA, through SPACE);
- A variety multiplication program for improved varieties of cassava (these two joined under single management during the course of the SPACE project) (CGIAR-IITA, through SPACE);
- An agroforestry program with “proven” technology for large-scale propagation of an early-bearing bush mango, the most economically important NTFP for most communities in Cross River State (ICRAF, through SPACE);
- A credit program that analyzed producer enterprise groups (USAID-PRISMS project);
- An entrepreneurial and job skills training program (OIC International);
- Conservation NGOs engaged in research and protected area management (WCS and Fauna and Flora International) through international private foundations and U.S. Government funding (U.S. Fish and Wildlife Services); and
- A network of local conservation NGOs (supported by a CIDA grant to an international NGO).

During the project, too, USAID/Nigeria’s program changed in several ways. A new Mission Director arrived in 2005, as the program shifted from a primarily analytic phase to implementation of a redesigned program that had reversed a still earlier strategy to phase out U.S. Government support altogether. At the same time, USAID/Washington underwent a consolidation that put much greater emphasis on a centralized strategy and more intensive reporting on results that left partners struggling to identify “results” that demonstrated significant immediate progress.

4.3 DESIGN PHASE

The SPACE design built on experience and lessons learned from USAID and other donor initiatives over the past 20 years. It built particularly on guiding principles such as those set forth in *Nature, Wealth, and Power*¹⁴ and drew heavily on adaptive management and participatory learning approaches widely used by community development and some conservation NGOs¹⁵ (see Box: Design Principles from “Nature, Wealth, and Power” and Other USAID Experience).

The SPACE design team facilitated a participatory process that engaged more than 800 stakeholders from Nigerian federal and Cross River State government agencies,

DESIGN PRINCIPLES APPLIED FROM NATURE, WEALTH, AND POWER AND OTHER USAID EXPERIENCE:

Develop strategies and activities that respond to widely felt needs or opportunities identified by local people.

Ensure that strategies and activities “fit” with local conditions and skills, and with resources that are readily available locally.

Avoid creating dependency on external agencies or conditions over which local people will have little control.

Include highly visible activities that have tangible benefits and community support as entry points—include interventions that will be widely and enthusiastically taken up.

Apply a combination of field testing, demonstration, and education.

Build in flexibility in programs and working procedures, to allow activities to respond to specific opportunities that emerge from experience and stakeholder feedback.

¹⁴ USAID Bureau for Africa Sustainable Development Office, Environment and Natural Resources Team, *Nature, Wealth, and Power*, 2004.

¹⁵ See the adaptive management approaches developed by Margoluis, R. and Salafsky N., “Adaptive Management: A Tool for Conservation Practitioners,” 2001 and by the University of Rhode Island’s Coastal Resource Center, as set forth in the USAID Environmental Indicators Working Group, “Performance Monitoring of USAID Environmental Programs: An Introduction to Performance Monitoring and a Review of Current Best Practice,” USAID, February 20, 1998 or Olsen, *et al.*, *op. cit.* The latter also emphasizes participatory governance. These two approaches also served as sources for the adaptive learning cycle shown in Figure 4.1.

international and local NGOs, community-based groups, and other donor projects. Through stakeholder workshops, community meetings, and focus group discussions, the design team validated the project's concept and brought stakeholders into agreement on the criteria by which target landscapes, pilot sites, resource management issues, and income opportunities were prioritized and selected. The awareness and engagement generated by this process contributed to timely start-up and, over time, widespread support.

SPACE resources were not sufficient to address all stakeholder priorities. The design team decided from the beginning against the most difficult challenges—e.g., the Oban road corridor, illegal logging, and enclave communities inside the national park. On the other hand, some opportunities that emerged later were taken up. With respect to natural resource management, for example, the management options study for the Mbe Mountains was based on intensive discussions with stakeholders and led to their agreement in principle that community management was an acceptable option. In contrast, the study on logging in Cross River State, which was carried out about the same time, was unable to serve a similar unifying purpose because stakeholders were not able to agree even on the definition of the issues.

Adaptive Management

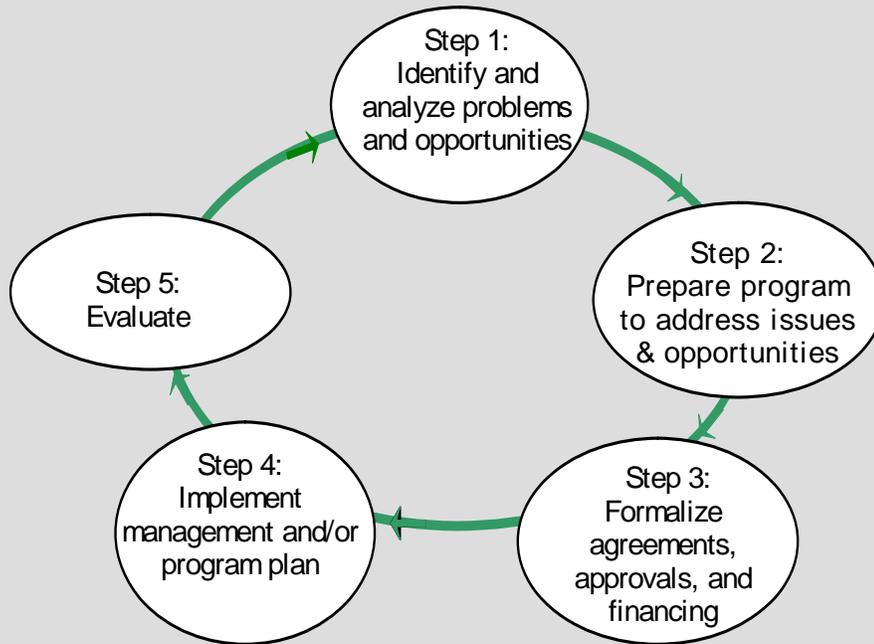
The SPACE team used a five-step adaptive learning cycle (see Figure 4.1) to analyze its potential contributions in light of community and other stakeholder experience and to design appropriate sequencing of activities for greater efficiency. These five steps comprise

- analysis of issues and opportunities;
- program design/planning;
- formal agreements and funding;
- implementation; and
- evaluation.

During implementation, the cycle also served as a simple tool for reviewing progress in building stakeholder capacity, for example, to better understand what was being learned and how to apply it beyond the pilot areas. The learning cycle tool was especially useful in two main ways:

1. First, the five basic steps occur at different rhythms that repeat themselves at different levels. In some communities, for example, earlier projects, such as those of DfID or the EU/WWF, had already completed certain steps in the cycle. Thus, SPACE was in fact carrying out an iteration that could build on their earlier work. Similarly, the overall analysis and program design for SPACE carried out at the state level in May 2004 was followed by more-focused community-level analysis and design in November of that year. This allowed analyses to engage stakeholders appropriately at each level. For example, the analytic profiles were the first step to engaging community-level stakeholders (see Section 4.3). A local iteration of the earlier design enabled SPACE to continue to engage key stakeholders from the very beginning and involve them in initial decisions at each level. The five steps thus provided a simple way of tracking the adaptive learning process through activities by different projects and diverse stakeholders at multiple sites.
2. Second, the cycle gave emphasis to a crucial intermediate step—formalizing agreements—between design and implementation. This helped ensure that the time and care needed to explore interests in depth before making a commitment was indeed taken. It also helped the team respond more realistically when disagreements that emerged among partners at one level affected activities or commitments at the community level.

Figure 4.1: Learning Cycle for Adaptive Management



As a complex process that has had to take into account the interests of diverse stakeholders, SPACE was a continuous learning process for all involved. The adaptive learning cycle provided a simple scheme for examining progress and gaining insight into questions of sequence and efficiency— necessary for effective scaling up.

4.4 IMPLEMENTATION PHASE

Achieving lasting results requires the commitment of stakeholders at many levels. Beginning with USAID’s development of the initial concept and continuing through ARD’s design and implementation, the SPACE project brought diverse stakeholders together, helping them build relationships with each other and define the contributions they could make to improving livelihoods and conserving Nigeria’s natural heritage. The

INITIATING CHANGE

“Changes in:

- Mind set
- Leadership style
- The way leaders lead
- The way followers follow
- The way work gets done
- The way team members relate to each other
- Not easy to tackle [sic] all these changes at ONCE.”

[Source: Flipchart prepared by a community FFS facilitator, during a meeting in which Kanyang community leaders challenged the SPACE team and the USAID CTO to do better in accompanying their efforts.]

SPACE team worked with USAID, implementing partners, other collaborating NGOs and government agencies, private traders, and communities and local leaders—helping them understand and play their roles more effectively. Through working groups, workshops, meetings, and related stakeholder gatherings, SPACE helped them design and take responsibility for project activities that continue to grow and spread.

Throughout its implementation, SPACE modeled consistent practice of conventional principles of a participatory development approach through mentoring skilled behavior through different levels and degrees of relationships. These included the Team Leader, the technical assistance team, local and international NGO partners, formal and informal community leaders and groups, Nigerian and international agencies, and a few private firms.

Two factors contributed most to the widespread appreciation for and application of participatory principles—direct experience and concrete communication. First, at least one member of each community, group, or institution had directly experienced the power of participatory “discovery” learning. Second, the approach could be communicated very concretely, in a

way that people could easily understand it. Direct experience changed the way people thought and acted and concrete communication—often through stories—enabled them to pass their experience along to others. A wide range of community leaders, FFS participants, and some outsiders were able to talk to each other about the approach. Unlike earlier efforts at “participatory” development, SPACE was in fact participatory. People—both direct participants and bystanders—talked about, argued about, and told stories about the SPACE approach. FFS participants and those involved in land use planning would regularly recite the refrain that teaching people to fish was worth far more than giving people fish. At some events, participants would draw on their Christian traditions almost to evangelize the approach. They would often express the approach to sustainability in the concrete terms of working for “our children’s children.” One gratifying demonstration of how well the approach had been internalized was a meeting in Kanyang community to review complaints about the SPACE team’s lack of material support for the FFS. The community facilitator had prepared a flipchart that read, “Initiating Change” (see Box: Initiating Change).

As described in the following sections, from design and start-up through the end of the project, the SPACE team’s consistent application of participatory principles was woven through each of the five operational strands of our approach, developing common understanding and growing commitment among often very diverse groups through communication, self-reliant interdependence, discovery learning, facilitative leadership, and good governance.

Start-up

Productivity and income priorities. The most important criterion for selecting potential interventions was sustainability—in relation both to long-term market prospects and to SPACE’s sustainable agriculture focus. In particular, the SPACE design team reviewed potential crops and NTFPs through visits and discussions in about 20 communities and multiple markets throughout the state. The team had prioritized four products that offered opportunities to improve livelihoods—cocoa, cassava, bush mango, and *afang*—that also offered significant opportunities to work with the threat of conversion of forests to agriculture. Indeed, the design team had given cocoa high priority in part because cocoa farming was one of the most significant “drivers” of deforestation. Despite cocoa’s status as one of Nigeria’s most “political” crops, its selection also made sense because the state government and international buyers agreed that there was significant potential for productivity improvement. All four products had demand and were produced in sufficient volume to promise opportunities over the medium term for organizing producer groups for more efficient and competitive marketing. During the profile process, the SPACE implementation team reviewed these four products and also bananas and plantains with each of the seven pilot communities, adding the criterion of the availability of technology for improving yields. The team narrowed the products to just three—cocoa, cassava, and bush mango—and identified sources of technology (IITA and ICRAF) for each.

Community selection. In the first year, the SPACE team selected seven diverse communities to allow experimentation across an appropriate range of the forces that are transforming the environment in Cross River State. The communities differed with respect to:

- Access to natural resources—forest conditions, accessibility, and types of formal and informal management arrangements;
- Access to markets—from just minutes away to inaccessible part of the year even by four-wheel-drive vehicles; and
- Governance characteristics present—established Forest Management Committees, respected or stressed traditional leadership structures, outside political influences, etc.

NATURE, WEALTH, AND POWER PRINCIPLES MOST SIGNIFICANT FOR SPACE’S COMMUNITY-LEVEL WORK:

- Promote local land use planning and appropriate resource tenure systems;
- Foster innovation, social learning, and adaptive management;
- Strengthen markets and NRM market incentives; and
- Redistribute natural resource authorities and functions.

In the second year, the SPACE team started up activities in six additional communities, which focused on consolidating promising activities in the Mbe Mountains of the Afi/Mbe/Okwangwo forest area. In addition, during the second season, SPACE facilitated a partial set of activities that was limited mainly to Farmer Field Schools in 17 additional communities. The activities supported the participation of these communities in the FFS “at own cost,” with SPACE providing only regular supervisory visits and organizing the monthly review meetings for all 30 schools.

The expansion to these communities included three new communities along the northwest flank of the CRNP Oban Hills Division, which is contiguous with another state forest reserve, the Ukon River Forest Reserve. This area is still predominantly forested and provides the CRNP northwestern boundary with some buffer against agricultural expansion. The inclusion of these communities provided a good opportunity to build upon previous community and park conservation initiatives. The expansion also included a community made up of six villages at the northern end of the Oban Road Corridor, which effectively divides the CRNP Oban Hills Division. The SPACE design team had earlier given this area lower priority because it felt that pressures and conflicts were too intractable to develop models for success without having a stronger foundation to build on. Issues include road access and agricultural encroachment into park boundaries and political tensions over land tenure and use.

Partners. The design team had identified three implementing partners that represented a cross-section of “on-the-ground” relevant, technical, and organizational capital. These implementing partners were selected based primarily on technical capacity in areas relevant to the three main project results areas (CBNRM, sustainable agriculture practices, and protected area management) and geographic experience within, or near, the selected priority landscapes. When implementation began, SPACE identified an additional partner, based on the NGO’s experience and capacity in community-driven development (the most important criterion, weighted at one-third of the overall score), organizational structure, project management capacity, and a range of cross-cutting experience.

SPACE’s relationships with implementing partners included the use of field partner NGOs as service-providers integrated into the overall team through subcontracts, not grants. SPACE also involved numerous stakeholders as *de facto* volunteer partners who contributed considerably of their time and resources. These included both government and private groups.

Profiles as Entry Points. At each of the 13 pilot sites, the first activity was the preparation of a community profile.¹⁶ The community profile required collaborative efforts that drew together the local people, the institutions involved, and providers of technical assistance (e.g., the SPACE team and its partner NGOs). The site profile was a first attempt to understand the “Nature, Wealth, and Power” issues of each place (see Box: Basic Purposes of the Profiling Process). In only one of the 13 communities was there a previous profile upon which to build, although in six of the communities, land use plans had been prepared by the DfID-supported community forestry project, which provided useful information on resources and management.

BASIC PURPOSES OF THE PROFILING PROCESS

Introduced SPACE to the community. It made clear SPACE objectives and interests, the areas of potential SPACE support, and the “rules of the game”—the participatory principles that shape all SPACE activities.

Helped the SPACE team meet the community and gain a clear understanding of the community’s natural resource management systems, livelihood systems and market relationships, and decision-making systems—and the community’s multiplicity of interests and aspirations.

Provided the SPACE team a platform for collaboration with the community, identifying priority areas for working together.

Finally, the profile report provided the baseline information needed for joint planning and action to achieve common objectives of the SPACE project.

¹⁶ The SPACE team’s profiling methodology owes much to the methodology promoted by the University of Rhode Island’s Coastal Resource Center in its USAID-funded collaboration with The Nature Conservancy and the WWF in Central America in the mid-1990s.

However, unlike many prior exercises, SPACE took care to understand causes, implications, and interrelationships through the eyes of the community.

The first step of the SPACE approach to profile preparation was primarily concerned with listening. The profiles were designed so that community members would see their own history (including significant trends) and understand that their views were being seriously considered. Those preparing the profile were pressed to resist the temptation of presenting only the opinions and information with which they agreed. Effective identification and analysis of the community required identifying different perspectives and acknowledging where significant differences in an interpretation of “the facts” existed.

The profiling process applied a participatory learning and action approach and adapted a range of simple and practical tools to elicit relevant information. (These tools are presented in the annex sections of the respective profiles.) In general, the profiling exercises involved community meetings, focus group discussions, semi-structured interviews, a timeline, a transect walk, an annual calendar, and resource mapping. The profiling exercise began with a review of existing information about the particular community. During the fieldwork, the team gathered a wide range of information relevant to the community’s own planning and to the SPACE project. On the last day of the profiling exercise, the team presented the data back to the community for verification and identification of priorities by the community. Following the preparation of each draft profile, the SPACE team returned to the community to ensure that it had heard correctly and represented stakeholder opinions fairly.

From Analysis & Planning to Implementation. Throughout the project, the ARD team—including partner staff—was regularly confronted with the realization that we did not yet understand enough to move ahead well. Nonetheless, we generally adopted the attitude that “the perfect is the enemy of the good” and acted. Moving forward rapidly had at least two advantages. Rather than investing effort for a study, the activity itself became the study, often at considerable savings. To the degree that communities were pushing us forward, they “owned” the activity as much as we did and if it failed—as it sometimes did—they shared the responsibility. From that responsibility came far keener consequences and far better learning. The team and community members learned that responsibility was, in fact, inextricable from learning by doing. The key was to keep the mistakes small and the learning quick, and to begin the next iteration with the experience well discussed and the lessons well in mind.

REPRESENTATIVE COMMUNITY AGREEMENT

We together, the people of Nsofang community and the team and partners of the SPACE project, agree on the above objectives of common interest to safeguard our natural resources for the benefit of local people born and unborn. Through this Community Action Plan, we agree to work together to develop wise ways to manage natural resources on our family farms, on our community lands, and on neighboring public lands.

Recognizing the potential of collaboration with SPACE, and to ensure continuous benefits from our resources, the people of Nsofang community agree to make and respect rules for forest and farm land uses that safeguard our interests and the interests of future generations. As community members, we agree not to clear any primary forest area until we have prepared a land use plan that establishes these rules.

Recognizing the potential of this commitment to future generations, the SPACE team and partners agree to help Nsofang community members to participate more fully, wisely, and strongly in resource management and uses and to improve access to technical support and markets.

Together, we call upon community authorities; local, state, and national government authorities; private firms; and individuals to respect our laws and give us effective and sincere examples of their interest in the sustainable and self-reliant development of our people.

Signatures and titles of community leaders

Signatures and titles of SPACE Team

Community Agreements. Following initial discussions with communities and the preparation of profiles, USAID suggested that “no expansion” agreements be a condition precedent for initiating community-level activities (rather than an outcome of a more extended interactive process of land use planning). The communities expressed mixed feelings based on previous, unsatisfactory experiences with similar commitments. Some communities felt that they had been cheated without due process. Following considerable

discussion, over a series of visits to each community, they eventually expressed willingness to sign the documents after due scrutiny and possible amendments. The process delayed agreement on the community action plans and, thus, the initiation of some project activities (see Box: Representative Community Agreement).

Communication

Inclusive communication bridging different stakeholder levels helped bring Cross River State stakeholders with very diverse interests together into more productive relationships. In meetings it sponsored, SPACE took special care to ensure two-way communication and that community people and government officials exchanged perspectives as equals, as described in the next section (see “Technical Advisory Committee” below). Inclusive communication helped overcome habits of centralized “top-down” decision-making and “one-way” communications among stakeholders and to help Mission staff overcome USAID’s dependence on such practices. Inclusive dialogue (“Hear all the voices.”) was one of the strongest “best practices” of project and partner staff—during the community profiles, in Farmer Field Schools, and in land use planning. In all of these activities, greater inclusiveness contributed to deeper discussion of issues and, in many cases, opened up alternative solutions. During community profiling, if there was not an action consensus within the community and even if the project would not support all of the community’s priorities, the profile process developed a shared understanding—among all stakeholders—of the community, its diverse interests, and its challenges. Similarly, the intensive meetings and dialogs through the Mbe Mountains activities provided many examples of this, including the initial decisions to go forward, the demarcation process, the development of the constitution, and the first meeting of the Mbe Mountains’ technical advisory committee.

Developing trust. As an impartial third party facilitator, SPACE often brought mistrusting and conflicting parties together in dialogue that increased understanding and agreement on ways forward. The history of Cross River State is full of broken agreements. SPACE worked with communities and institutions that were especially suspicious of conservation initiatives. Listening to and working together with local people, institutional stakeholders, and project implementers helped the diverse stakeholders to understand each other and to develop confidence and trust. In listening and responding, common understanding and agreement on goals and plans grew.

SPACE focused on building trust from the very beginning. Demonstrating to stakeholders that they were being heard was a key practice in the multi-stakeholder workshops and consultations during the project design, including, for example, eliciting and using stakeholder criteria in deciding on specific design options such as site selection. Similarly, during the community profiling, the most crucial factor was that the profile demonstrated that the project team was listening to the community and taking its concerns seriously. This contributed greatly to community commitment to specific actions.

Some examples of how SPACE won stakeholder trust by showing respect, maintaining neutrality, and practicing transparency are the following:

- SPACE earned the respect of community members in Wula Mgbaesho by communicating openly, clearly, and consistently. Wula community members appreciated the honesty and integrity SPACE exhibited. One community member aptly recognized SPACE as an honest broker when he said, “SPACE was very transparent about what they were able to give us: knowledge.”
- The SPACE team accepted criticism from stakeholders—whether community members or Permanent Secretaries. When the team made decisions counter to stakeholder suggestions, team members took time to discuss the reasons for their decisions.
- Community profiles, periodic reports, and discussion and decisions from all SPACE-support forums and other multi-stakeholder meetings documented and distributed to establish a common base for dialog. Members of the Mbe communities noted that this helped to bring stakeholders to agreement.

- Trust was developed through direct experience and evidence of trustworthiness. For example, SPACE FFS facilitators kept accurate and honest records. As a Wula Mgbaesho community member pointed out, “FFS records were kept to reflect reality,” recognizing that attendance records were not altered to inflate numbers or give benefits to those who were not participating.

Relationships with traders. Facilitating dialogue was also an important initial step in linking producer groups with buyers. The team focused on building group member’s confidence, understanding, and ability to negotiate through activities that included technical training to improve product quality, encouraging working together as a group, organizing visits to meet buyers and see their operations, and facilitating visits by buyers to meet farmer groups. (See also “Two-track’ Engagement,” below.)

Peer-to-peer communication was effective in promoting the benefits of land use planning and improved farm practices. Community group cross-visits proved an effective means to share experiences, stimulate change, and share lessons learned. Care was taken in stakeholder working groups and conflict management facilitation not to overwhelm participants and to help stakeholders agree on an agenda focused on specific issues that could be explored in depth. The team also learned the importance of simple messages, stories, and proverbs that could be (and were) passed from neighbor to neighbor. USAID/Nigeria’s increased emphasis on “success stories” was in full (and effective) harmony with this lesson.

“Two-track” engagement. SPACE used a participatory “two-track” (bottom-up and top-down) approach that engaged diverse stakeholders to develop shared understanding, build trust, and strengthen commitment. Linking with the leaders of institutions at the “top,” for example through the Protected Area Policy Working Group (PAPWG) and the technical advisory committee, was not only a courtesy; it also gained their “permission” for carrying out participatory activities at the “bottom.” Furthermore, activities at the ground level helped create and build “demand” for improved practices and processes in community-based conservation, governance, and markets. Inclusive, two-way communication allowed community members to speak out and even talk back to their leaders, invoking their own experience. Such communication helped break down misconceptions, built trust, and expanded networks of shared interests.

At the same time, working top down flushed out staff and other personnel—sometimes mid-level managers or field staff—who wanted to support improved practices and processes but had not felt (often keenly) that such practices were allowed. Seeing the results of SPACE’s bottom-up approach in particular communities inspired them to try the same methods. Government officers who participated in the PAPWG and in the FFS eagerly took up (albeit with varying degrees of skill) the facilitative, adaptive learning strategies modeled and taught by SPACE and FFS. Because SPACE was able to “open” up sufficient opportunity within their institutions to allow them to participate and practice their new skills, they helped create—and began to meet—growing demand among their constituencies.

DISCUSSING TOUGH TOPICS

The community of Abo Mkpang had sent letters to park administrators before, but the concerns expressed in those letters seemed to fall on deaf ears. However, in May 2006, Cross River National Park leadership was ready and willing to address community complaints face to face. A letter from Abo Mkpang in May 2006 outlined grievances about elephant destruction to crops. In response, CRNP Range Head, Sylvester Abo, and park staff sat down with Abo Mkpang chiefs, elders, and community members to find common ground. The community described the destruction, extent of crop losses, and number of affected farms and families. They expressed to the CRNP staff their fears of future elephant attack. CRNP staff explained their interest in protecting the elephant and the significance of the forests around Abo Mkpang for elephant conservation. Through this dialogue, the park and the community agreed to document damages incurred by elephants to Abo Mkpang farms over the past five years and to dispatch park rangers to the community to deter elephants from the community. The information documented by the community and CRNP on crop losses will be presented to the Nigerian Federal Emergency Management Agency to determine if communities are eligible for compensation, and advocate for the inclusion of wildlife damage compensation into the FEMA national budget.

The Cross River National Park (CRNP) is one example of a participating Nigerian institution relinquishing control and reaping the benefits of doing so. During the second year of the SPACE project, coinciding with the implementation of conflict management training, the CRNP began reaching out to communities, holding meetings and opening up dialogue to resolve conflicts (see Box: Discussing Tough Topics). Another example of the CRNP opening up to less control is as simple as the SPACE-sponsored call-in radio program. By opening up public awareness campaigns as two-way streets of communication, rather than as a one-way set of commands, the park director and his staff opened up closer dialogue with park communities and stakeholders and began to resolve long-standing conflicts.

A variation on the “two-track” approach was the project’s engagement of selected value chain participants who agreed to purchase directly from farmer groups. These more innovative and willing traders bore the brunt of their industry colleagues’ attempts to maintain the inefficient status quo, alleviating significant disincentives for farmers to organize themselves. SPACE did not have the same success in bush mango trading, where the monopsony cartel was more tightly controlled by traditional traders and attempts at dialogue and engagement were rebuffed.

Technical Advisory Committee. ARD organized a technical advisory committee, comprising a cross-section of SPACE stakeholders, to provide feedback to the SPACE team and encourage stakeholders to reflect on and inform SPACE implementation. Equally important, however, the committee contributed to the sustainability of SPACE interventions by providing opportunities for key decision-makers to invest themselves in the project. The technical advisory committee challenged SPACE to make one of its most important contributions to an effective enabling environment—to act as an “honest broker” and be perceived as such by all stakeholders (See Box: Technical Advisory Committee—An Opportunity for Open Communication).

Breaking the habits of dependency

Patterns of authority and dependency pervade development in Nigeria and are, at their worst, the essence of the problem, although they may once have functioned appropriately as traditional and/or colonial patronage systems. SPACE’s approach of putting participation principles into practice and eschewing favor-gaining practices such as handouts was a challenge among people accustomed to patronage and dependency. Most communities in Cross River State have been visited by “big men” for years and are used to big promises that are not kept. Communities have also have grown accustomed to the approach used by most projects of “handouts” or otherwise “buying” community-level collaboration to gain rapid results through inputs or subsidies. Gender relationships, too, were subject to the inequality of dependency.

Throughout the project, SPACE insisted on mechanisms and methods that ensured equal voice—at all levels—and in all activities. During CLUP NRM team formation, SPACE insisted on having some women representatives. As Mrs. Rose Otu of Kanyang community said, “*Thank SPACE that dey don open our eyes. Women dey talk with men for matter wey affect our communities. Before dis time women no be anything.*”

TECHNICAL ADVISORY COMMITTEE—AN OPPORTUNITY FOR OPEN COMMUNICATION

From the very first meeting in December 2004, the technical advisory committee proved its value as a place where sometimes dramatically different perspectives could be exchanged. Technical advisory committee members discussed their passionate views related to the Cross River National Park (CRNP). A community leader questioned the role of the park service in protecting the park, accusing it of alienating the community from what should be shared objectives and of being indifferent to community invitations to resolve conflicts related to the park and the use of natural resources. In responding, the CRNP director noted the importance of upholding the law, directly accusing the leader of illegal logging. Another community leader complained of the park’s non-responsive attitude to his community’s request for ranger support, to which the CRNP director noted the limited resources available under the park’s budget. By setting a tone that ensured that all voices were heard, SPACE enabled the technical advisory committee members to express deeply felt differences productively. The exchange revealed underlying assumptions about the relationship between the park and communities and served as an opening to further conversations. In this and similar forums, SPACE demonstrated its commitment to facilitating stakeholder engagement and collaboration and, in particular, to building relationships between communities and protected area institutions.

“No handouts.” SPACE did not give handouts or subsidies and did its best not to raise unrealistic expectations. Open discussion with community members generally led to better understanding hidden incentives (and resulting behaviors) and onward to discussion of incentives to motivate new behaviors. The “game plan” was clear and transparent. Attendance at meetings or workshops and commitments to project activities were initially seen by communities and their representatives as a way of “eating” from the global or national “cake.” SPACE refused to bribe, buy, or coerce communities into taking part in what, in the end, was really a project that concerned them and their future. The expectation that a project was a medium for cash and gifts took time to change (see Box: Businessmen, not Beggars), but the project team consistently held to the practice of “no gifts; no handouts.” In all 13 pilot communities in which SPACE worked, over time people accepted that projects do not have to be just “handouts” and infrastructure. The project insisted across the board on the principle that the community must contribute to preserving its own heritage and creating its own livelihood opportunities. Communities were treated as direct partners. The support given to communities was limited to that which enabled them play an active role in developing ideas and making decisions—not paying them to achieve project objectives. As further described below, even the timetables for activities were drawn up in the communities and not imposed by the project.

For the SPACE team and partners, modeling appropriate behavior in the face of persistent pressure to adopt the “usual” project strategies was a difficult balancing act between communities and development agencies, and between perceived, generally short-term interests and real, long-term interests. It was particularly difficult to manage expectations under some of the collaborative initiatives with other USAID implementing partners whose programs provided inputs or equipment. In Kanyang, the message was also exceptionally difficult for a number of reasons. First, as a roadside community, Kanyang had been visited by “big men” more often than most. Second, while SPACE did not give handouts, some of our collaborating projects did. The IITA’s cassava program provided improved cassava processing equipment to women’s groups. While the group in Kanyang ultimately overcame its “dependency” on IITA for technical support and maintenance, the process required considerable dialogue over more than a year and drew strongly on the parallel experiences of self-reliance in other SPACE activities. Third, Kanyang was in fact two communities, with two separate governance structures—Kanyang II, a “landlord” community that, some generations ago had consented to outsiders settling in what became Kanyang I. Nonetheless, Kanyang II community members still considered themselves the “rightful owners” of all of the Kanyang lands. By treating Kanyang I and Kanyang II as one community, the SPACE project brought upon itself (and the communities) the need to negotiate considerably over each of the project’s activities, including the location of meetings and trainings, sites of demonstration plots, the composition of the Farmer Field School, the construction of the cassava processing shed, and the entire land use planning process. For the latter, drawing up the CLUP bylaws and the public hearings on the draft plan required separate as well as joint meetings.

When SPACE collaborating partners ignored the SPACE policy of “no handouts,” this sometimes hindered the community in assuming responsibility. For example, in communities that received processing mills through the cassava program, there was a tendency to depend on continued IITA support. However, in reflecting on the imminent closeout of the SPACE project, the women of the Kanyang processing group took responsibility for fixing the machine themselves. Handouts from other partners or projects also slowed

BUSINESSMEN, NOT BEGGARS

In the community of Bamba, farmers complained about the lack of government assistance as one of the reasons for slow progress in activities to improve their well-being. “We are not businessmen and women here. We are farmers, you see,” they would explain, presenting their farm as a crippled vocation that would always need to be supported. However, when the SPACE team asked community members to make comparisons with other small businesses in the community, community members saw that even smaller businesses can survive on their own without assistance. After a day of discussions with business owners in Bamba, community members concluded that it was the farmer’s own thinking that makes him believe that he cannot survive without assistance. Some weeks after this discussion, a SPACE team member returned to discuss other issues with the farmers in Bamba. “We farmers...” he began. Two gentlemen and a woman raised their hands spontaneously to explain, “We are businessmen. Please, if you must address us as farmers, find a way to include ‘business’ in our name.” The advisor asked, “What does that mean?” One voice said, “Self reliance,” and another said “Profit.” Another said, “We are not beggars.”

work in neighboring communities. As closeout approached, the SPACE team continually highlighted it had done nothing more than “teach [people] to fish” and, as it had never given fish away, community leaders remained confident at the end of the project. As Chief Brian Osang of Ebbaken community said, *“I been cut trees as a timber dealer— until SPACE come. Enlightenments wey SPACE bring to Ebbaken make we enlightened well: see the land use planning wey they bring—e change people. I don change self... Bylaw—na we put am ourselves. E go work fine fine.”*

Discovery learning and facilitative leadership

Understanding complex and inter-related biological, social, economic, and political systems was an ongoing process. At the level of each community site, learning what was possible in terms of management required that the people of that community learn by doing. Furthermore, learning and understanding was seen as meaningless if not shared. SPACE sought to develop common understanding, helping local people, stakeholders (and project implementers) to listen to and understand each other, cross-fertilizing ideas and actions. To learn and improve understanding, SPACE made it “safe” for team members, partners, and community members all to admit ignorance. Understanding was enhanced through hands-on “discovery” learning and experience.

Similarly, SPACE helped people develop participatory skills through hands-on practice. Community members experienced “hands-on” or discovery learning techniques through small pilot “experiments” and Farmer Field Schools. SPACE team members and partners learned facilitative leadership skills by designing and implementing participatory activities such as community profiles, community land use planning workshops, and conflict management workshops. Although all team members and partner staff knew something about participatory methods and many had seen some of the methods applied in earlier projects, few had actually practiced the methods themselves. Beginning with the design, all SPACE workshops and meetings demonstrated—and all participants practiced—participatory methods. Formal training sought to expand participatory practices by preparing and training facilitators well and through regular in-service

review/training for field staff and community leaders.

The FFS-trained facilitators, working with and/or serving as community leaders, brought about changes in community-level relationships and behaviors. These, in turn, have led to changes in expectations, attitudes and, to a degree, values. Facilitators and community leaders learned and began to practice a greater range of leadership skills to guide their communities in developing more sustainable practices in the midst of ever more turbulent change.

Discovery learning and facilitative leadership skills fit well with and contributed to building institutional capacity to strengthen natural resource governance initiatives. For example, the FFS program (see below) introduced a dynamic and easy discovery learning activity, the Water Brigade, to FFS participants to demonstrate the dynamics and principles of teamwork by passing water from hand to hand. By carrying out the activity—with care or with haste—participants extended the discussion to include the principles of learning and practice, community change, and stewardship of natural



Photo credit: Allen Turner

Figure 4.2: Men and women participate in a FFS discovery learning exercise while USAID CTO Nduka Okaro looks on. Passing water from hand to hand—with care or with haste—stimulates a discussion on learning and practice, stewardship of natural resources, and community and change.

Until SPACE came, many women had never taken part in a general community meeting where men discussed matters affecting the community.

resources (see Figure 4.2). Other discovery learning applications were taken up outside the parameters of SPACE and FFS and resulted in, for example, farmers from Bendighe Ekiem successfully experimenting with a salt solution for moss control and then sharing the technique with farmers from Butatong.

Learning through small pilot “experiments.” SPACE carried out a range of decentralized, but well-focused, pilots and adaptive learning “experiments.” The purpose was not to test alternatives with scientific rigor, but rather to help people discover for themselves what can work. SPACE helped local people develop their understanding and capacity to identify, try, and assess alternatives through a range of small-scale, “hands-on” experiments that were not expensive and built on local interests and experience.

Such experiments were vital to the development process and eventual success of the Conservation Association of Mbe Mountains (CAMM), for example, for three key reasons:

- **Decentralized** pilots and “experiments” allowed trying things across diverse contexts.
- Building in **flexibility** helped ensure that this decentralized learning resulted in mistakes that were not costly. SPACE began with a range of small-scale experiments that did not cost much and built local interests and experience.
- SPACE did not define operational results and indicators at the beginning, but allowed them to evolve as the team **set targets collaboratively with communities** and other stakeholders as part of the process of building relationships and trust.

Farmer Field Schools (FFS). The most rapid and solid progress was made through the IITA’s Sustainable Tree Crop Program (STCP) program, where the FFS program provided the essential resources for managing “learning-by-doing,” or discovery learning. The FFS facilitated a discovery learning process that guided community members through an inclusive selection of participants in the schools, and awakened community members to the significance of differences in men’s and women’s perspectives and roles in cocoa farming (see Box: Discovery Learning in FFS).

Through its well-tested program—including training of community level facilitators, bi-weekly sessions that required taking responsibility and practicing facilitation skills, and monthly review meetings with peers—the FFS was also an effective means of developing facilitation skills. Techniques were repeatedly practiced to fully capture the nuances of facilitative leadership. The FFS activities built trust, listening habits, the habit of seeking and understanding other perspectives.

The benefits of the FFS included:

- A solid base of research on priority problems on livelihood activities of concern to farmers;
- A genuinely participatory methodology for bringing farmers into adapting that research to their own situations through early experiences of discovery;
- A tested methodology for training a critical mass of community-based extension workers in participatory methods; and

DISCOVERY LEARNING IN FFS

In each community where a Farmer Field School (FFS) was planned, the FFS facilitators led the community members in an exercise to decide criteria for selecting FFS participants. FFS facilitators asked participants to divide into four groups—elders, adult males (“men”), landless sharecroppers (“tenants”), and women—to identify the activities (“steps”) in a cocoa farming season and to identify which of these activities are conducted by men and which by women. Each group then presented the results of their discussion to the community.

In a typical case, in the Bashu community, the elders identified 18 steps, all of them carried out exclusively by men. The men presented next and identified 21 steps, in three or four of which women were involved. The tenants, however, said no, there are 24 steps in cocoa farming, two of which are carried out almost exclusively by women and nine of which are sometimes carried out by women. Finally, the women’s group presented the results of their discussion: “There are 32 steps in cocoa agroforestry” and all of them involved women. The FFS facilitators did not need to intervene further. The community itself had seen that the FFS should include participants from each of the four groups, including women and tenant farmers.

- A tested approach for bringing the project team, partners, community, and government agency together.

An added benefit was commitment and support for that method by the private sector, which made the next steps—engagement with the market—more feasible.

Unlike the FFS, in all of the collaborative relationships (e.g., with IITA’s cassava program and ICRAF), training was generally carried out as a major “one-off” activity with minimal follow-up. The IITA’s cassava program was also based on solid research, but used a more traditional top-down approach to extension. ICRAF’s research on bush mango propagation had resulted in technologies that worked well on the research station, but ways to adapt these for village use had not been developed. SPACE made progress toward these areas, but the project period was too short to consolidate them.

The FFS provided opportunities for community members to learn facilitative leadership, practice adaptive management, and engage in social learning and innovation. Every community that collaborated with SPACE embraced the FFS model with enthusiasm. Communities saw value in three main results:

1. FFS helped groups of cocoa farmers develop the self-reliance and confidence to manage their cocoa farms as enterprises. It helped farmers make their own discoveries about farm management practices and improve their understanding of crop and pest management systems. Improved agricultural practices reduced the farmers’ dependence on costly external inputs, leaving more money in their pockets and reducing their need to expand farms into primary forest. Through experimentation, dialogue, and hands-on learning, the FFS improved participating farmers’ observational abilities, decision-making capacity, and agricultural knowledge. It empowered them to solve their own production problems and, in many cases, to apply their new confidence and skills to broader community problems, including land use planning and resource management (see Figure 4.3).

2. The FFS approach helped communities conserve their forests. SPACE added conservation as a key element in the FFS and expanded the curriculum to include best practices for conservation and an introduction to land use planning as a conservation tool.

3. FFS developed the habits and skills of dialogue, which communities began using to manage long-standing conflicts within their communities and to explore solutions on issues involving outside interests. While these capacities are still nascent, they were first steps towards managing more intractable problems.

USAID/Nigeria’s early support to the STCP was instrumental in the development of the FFS model in Ondo State. Over a three-year period, the FFS approach there enhanced livelihoods and dramatically reduced the incidence of child labor on cocoa farms. SPACE supported the STCP in adapting the model to support biodiversity conservation in Cross River State. In addition to the inclusion of conservation protocols, for land

Figure 4.3: FFS participants carried the value of and habits of proactive collaboration into other areas of community life. Not content to sit and wait, FFS participants in Ebbaken mobilized community participation to install the poles for a government electrification project.

The FFS collaborative learning style promoted more peaceful and stable intra and inter-community relationships in Ebbaken and other communities in Boki Local Government Area, which suffered greatly from conflict in the past. As recently as 2004, inter-community conflict near Ebbaken caused 60 deaths.



Photo credit: Innocent Okuku

use planning and protected area management, in the curriculum the FFS as applied in Cross River State required participating communities to pledge to safeguard their forest resources for the benefit of future generations and to work together to develop wise ways to manage natural resources on their family farms, community lands, and neighboring public lands. Participating farmers were required to sign agreements not to expand their farms into primary forest and participating communities agreed not to clear any primary forest area until they had prepared land use plans that set appropriate limits.

The government's support of the FFS (see Section 3.4) encouraged the widespread replication of the model. SPACE organized a graduation ceremony for FFS participants that also awakened greater interest on the part of the state government. The participants' enthusiasm in describing the range of benefits they had gained through their participation in the FFS moved both the governor and the Commissioner of Agriculture to ask the SPACE team to explore further possibilities of collaboration and to expand the schools to other communities. The Commissioner of Agriculture pledged to complement SPACE efforts with financial support for additional schools and the governor ordered the return of the Agricultural Development Program's SPACE-trained facilitators to the project, reversing their reassignment the previous year (along with many others) to the Ministry of Education.

The group learning and leadership skills developed through the FFS contributed to group capacity and action in response to market opportunities. Although there was some cross-learning, most cocoa groups formed by FFS members demonstrated stronger organizational development than the cassava groups.

FFS facilitators and participants played key roles in the development of the community land use plans (see below). For example, in Kanyang I and II, one third of the 28 community members of the boundary demarcation teams that established Kanyang's boundaries for the Mbe Mountains protected area were FFS participants, and two other team members were FFS facilitators.

There were many examples of the catalytic effect of facilitative leadership as participation is put into practice. An example of the effect of facilitative leadership occurred among the CRNP staff. From SPACE's example and the conflict management training provided by AAPW, staff member Gabriel Agba has taken his newly acquired conflict management facilitation skills to communities bordering the park. He has observed the power of third party facilitation and is working to develop the CRNP capacity to play an honest broker in communities that are in need of this service, such as Bashu, which is undergoing conflict between some groups in the community and the NGO Boki Birds. As Gabe repeatedly says, "Leadership is not 'knowing'. It's listening."

Governance

As a pilot project, SPACE focused on the community level, where it was indeed be feasible to promote beneficial changes in livelihoods, resource management, and biodiversity conservation within the short span of two years. The design specified an opportunistic approach for its activities to "...engage governments, stakeholders, and other decision makers at various levels to improve collaboration and change and/or implement policies, building on the experience and trust developed through community-level efforts." Initially, engaging higher level stakeholders was aimed at achieving only "early" outcomes of their acceptance of, and some improvement in their capacity to carry out, a participatory approach. The opportunities that emerged from this engagement—e.g., the Mbe Mountains initiative, trader interest in a farmer association, and progress on a new Forestry Law—went considerable beyond the expectations of the design.



Figure 4.4: Community participants review a draft resource map during a Community Land Use Planning Workshop.

NATURE, WEALTH, AND POWER PRINCIPLES APPLIED IN LAND USE PLANNING:

- Negotiate clear limits;
- Promote risk management and contingency planning;
- Make procedures simple, straightforward, and understandable.
- Recognize the need to partition use;
- Promote participatory approaches that include gender and user groups;
- Promote optimal integration of agriculture with natural resource management; and
- Act locally, but promote an ecosystem vision wherein landscape connections are taken into account.

Community Land Use Planning. The SPACE project adopted an approach to land use planning that built on the community profiles and each community’s vision and analyzed the threats to the particular community’s livelihoods and sustainability of biodiversity (see Figure 4.4 and Box: “Nature, Wealth, and Power” Principles Applied in Land Use Planning). After the first year of the project, the land use planning methodology was compiled in a handbook that was field tested during the second year.

SPACE’s participatory approach also brought out the strengths of traditional governance systems, which provided a sound foundation for improved governance—in addition to sustainable resource management—through the land use planning process. The traditional community structures (including the councils of chiefs or elders, the secret societies, and age grades, among others) were especially relevant. They influenced power and status, decision-making and

accountability, knowledge sharing, and social relationships in general, including relationships with outsiders—both traders and politicians. They were often drawn on and, in some cases, pushed to or beyond their limits to manage conflicts and change. In all of the communities in which SPACE worked, traditional leadership and structures embodied a commitment to the community as a whole and to its children and grandchildren. This served as a strong base for discussion and commitment to principles of sustainability, inclusion, and a conservation ethic.

Communities drew heavily on local knowledge in their decision-making and activities. Their intimate knowledge of local land and natural resources was highly adapted to their specific places and was especially important in agriculture and natural resource management. For example, in all communities almost everyone asked the consent, at least, of the council of chiefs to clear new land for cultivation.

SPACE also missed opportunities. Although involving key interest groups within and outside CLUP communities during the land use planning process was crucial, in the case of Nsofang, SPACE did not draw in “outside” stakeholders early enough—“sons of the community” who had left home to become successful power-brokers on other stages. Members of this “elite” continued to influence community decision-making and CLUP implementation to protect their own interests. As the project ended, one of these influential actors expressed to the Team Leader his pride in having cleared many hectares of forest to plant oil palm as “an example to the youth.” Differing interests of non-resident “elite” and residents continue to be a source of conflict dividing the community.

NATURE, WEALTH, AND POWER PRINCIPLES FOR ENGAGING LEADERS AND STAKEHOLDERS BEYOND THE COMMUNITY LEVEL:

- Create a framework for better NRM choices;
- Improve rural input into public decisions and policy; and
- Promote platforms that allow for continuous and inclusive consultations.

One weakness of the CLUP process was that not all of the community facilitators who guided the land use planning process had learned the facilitative leadership model fostered by the FFS. While in some communities CLUP facilitators had experienced the in-depth introduction to participatory methods provided through the FFS, in others the designated community team members had not; they relied on more conventional—and far less effective—“command and control” methods.

Achieving lasting results also requires that the decentralized structures, processes, and rules for managing natural resources at the community level are formalized through legislation and governance structures beyond the community level that secure community-level rights over the long term. SPACE was happily surprised that an opening to formally recognize CLUP bylaws arose, and helped develop draft legislation at the state level and in three local governments that would serve as a legal basis for the bylaws, so that communities would have a legal mechanism through which they could enforce the rules they made over their natural resources (see Box: “Nature, Wealth, and Power” Principles for Engaging Leaders). Nonetheless, the laws were not yet passed when SPACE ended.

Conservation Association of Mbe Mountains. By allowing time for analysis and debate (see Figure 3.9: Timeline of Mbe Conservation Initiative), SPACE was able to develop trust, explore underlying differences in assumptions, and build commitment among stakeholder groups with widely differing perspectives and interests. The development of the nine-community Conservation Association of Mbe Mountains (CAMM) was one of the more significant examples. The greatest initial skepticism arose within the conservation community. Although not necessarily against using a participatory approach, they were convinced that relinquishing control was risky and were doubtful that it would result in better local buy-in. In the end, however, they agreed to support the community-oriented activities in the Mbe Mountains (see Box: Mbe Mountains Initiative—Real Clapping with Both Hands) and the Conservation Association was born, through which nine communities are now collaborating with conservation NGOs and government agencies to preserve the Cross River Gorilla. The WCS representative has agreed to serve as Chairman of the CAMM’s technical advisory board and the National Park Service has agreed to grant its Kanyang buildings to the CAMM under a long-term lease.

MBE MOUNTAINS INITIATIVE—REAL CLAPPING WITH BOTH HANDS

Until May 2005, the Mbe Mountains people had little idea of how they could manage and protect their unique natural rainforest, which they have lived with all their lives. Based on unmet expectations from past conservation projects, suspicions of yet another project were high. Expectations of community members were also very high for “capital assets” and other “handouts” from government agencies and international funding organizations, in return for community pledges to protect the Mbe Mountains. Through consistent dialogue and honest facilitation, the barriers to trust were broken down. It was a stormy, complex, and unpredictable process—and certainly not fast. Following a series of preparatory meetings, the Mbe Mountains Forum in May 2005 brought all of the diverse stakeholders together. Tony Atah, a DIN facilitator, learned quickly that his own expectations of quick community buy-in were mistaken. At the end of the first day, leaders from the nine communities walked out of the forum saying, “We’ll discuss this and get back to you.” On the second day, they returned to affirm their agreement to work together, but it took over a year to build trust among them, to agree on the conservation area, and to form a Conservation Association to protect and manage this area. On October 7, 2006, in the community of Abo Mkpang, the 45 chosen members of the association’s General Assembly came together with other stakeholder representatives from government agencies and NGOs, in a ceremony that marked the official beginning of what the community people describe as “real clapping with both hands.”

Three principles were contributed greatly to the success of both the community activities and the setting up of the CAMM:

- **Decentralized** pilots and “experiments” allowed trying things across diverse contexts.
- Building in **flexibility** helped ensure that this decentralized learning resulted in mistakes that were not costly. SPACE began with a range of small-scale experiments that did not cost much and built local interests and experience.
- SPACE did not define operational results and indicators at the beginning, but allowed them to evolve as the team **set targets collaboratively with communities** and other stakeholders as part of the process of building relationships and trust.

In addition, the CAMM was legally registered. In doing so, it garnered rights and responsibilities that informal, unregistered groups do not have. The CAMM constitution became a legally binding document that, for example, ensured the rights of the Mbe General Assembly (45 persons—five each representing the nine

communities) and their decision-making power in Mbe Mountain conservation. It also defined the roles and responsibilities of the management team, an elected board of nine members assigned to run the association. The management team members take their roles seriously knowing that the constitution gives rights to both the General Assembly and the Board of Trustees to scrutinize their work. Lessons from elsewhere in Africa indicate that developing and protecting the downward accountability—i.e., through the Assembly—to the communities will be the most critical challenge. Again, the success of this governance initiative will be greatly enhanced if additional, albeit modest, donor support is provided over the coming few years as the CAMM learns to manage itself and its responsibilities.

4.5 TASK ORDER MANAGEMENT

Task Order Modifications

The SPACE task order was signed on March 4, 2004, with an estimated completion date of March 2, 2007 and a ceiling of U.S. \$3,228,000. USAID approved the design and implementation plan on September 30, 2004. USAID's strategic objective team suggested an increase in funding during 2005. However, by the time project stakeholders came to agreement in late 2005, programmatic changes in the Mission and USAID/Washington delayed approval throughout the first half of 2006. The uncertainty regarding the degree of funding that would be available affected activities. Nonetheless, through considerable good will and trust on the part of communities, NGO partners, and collaborating government agencies, USAID's technical office worked with ARD to keep in place sufficient capacity to move quickly once funding was confirmed in August 2006.

The project underwent the following task order modifications:

- The task order was first modified during the design phase, on April 29, 2004, to change several technical personnel, and to re-align the budget.
- The second task order modification, on September 30, 2004, realigned the budget following USAID's approval of the design and implementation plan on July 20, 2004, and designated eight of the project's technical specialists as key personnel.
- The third task order modification (December 21, 2004) added environmental procedures, in accordance with 22 CFR 216.
- The fourth task order modification (December 9, 2005) fully funded the contract.
- The fifth task order modification (August 28, 2006) increased the ceiling to U.S. \$3,831,015 and modified the Scope of Work to incorporate the Second Annual Work Plan, as revised in January 2006 with minor updates in June 2006.

Project Management

ARD maintained a project management and technical support office in Calabar, the capital and largest city in Cross River State, and a field office in Ikom, a market and administrative town three hours north of Calabar, which lay between the two main landscapes in which the SPACE project worked. The ARD technical team consisted of the Chief of Party and up to eight Nigerian technical staff, although not all of the latter worked full-time or for the full period of the project. Annex 6 shows the key persons who contributed to the SPACE team's work.

As described in Sections 2.0 and 3.0, the project relied heavily on local advisors, local NGOs, implementers of other ongoing projects, and local government agency staff. This helped strengthen local capacity and reduced costs. The team's capacity benefited from its diverse mix of Nigerians, which included advisors from

western and northern Nigeria as well as local Cross Riverians, although the heavy reliance on local and resident staff limited access to cutting edge expertise in some areas. After the first six months, a considerable portion of the limited international technical assistance was refocused on USAID's management and information needs.

Projects in Cross River State supported by other U.S. Government agencies unwittingly affected the process of building trust among local stakeholders. SPACE found it difficult to develop a common understanding with these projects due, in part, to their markedly different approaches and to their limited field experience. (Their staff's generally short visits gave little opportunity to meet together and less to observe conditions on the ground).

USAID's support was effective in providing the mandate for a participatory approach and supporting its basic principles, and maintained an active, positive interest during the first eight months. For example, USAID supported the basic principles of participation in the original terms of reference and by involving state-level stakeholders in the review of proposals and selection of the implementing partner. USAID's interest in the project during the first eight months contributed to support for an approach whose emphasis on transparency and equity could well be perceived by some stakeholders as threatening. A limitation from the beginning of the project, however, was USAID's request that ARD not hold any discussions with the governor without USAID present. Partially as a result of this initial instruction, the SPACE team never met with the governor.

The CTO's participation in the first two meetings of the technical advisory committee, at the Mbe Mountains Forum, and through a field visit to observe the Farmer Field Schools in action also contributed to the project's ability to put participatory principles in action. The CTO's active interest also helped overcome the disadvantage of the remoteness of the project—a full day's journey by air or land to Abuja—which hindered the frequent and/or informal communications that other projects in USAID's portfolio enjoyed.

This support proved invaluable when the community-oriented approach was strongly criticized following a brief exchange with a sister conservation program supported by the U.S. Fish and Wildlife Service. Open communication clarified misunderstandings and allowed activities to engage community-level stakeholders to continue to go forward. Nonetheless, when criticism re-emerged a few months later, changes in Mission personnel contributed to a breakdown in communications that threatened USAID's informal commitments to stakeholders and delayed implementation of some activities for months. This hindered progress on several activities that involved stakeholders with strong but differing interests, including the Mbe Mountains conservation area and enabling policies to formalize land use plans.

USAID's approval of the first PMP as a "living document" allowed the SPACE team to work with communities to develop targets and activities that fit each site, because it permitted indicators and targets to evolve during the first year of implementation. For measuring progress toward improved governance, particularly useful for the SPACE team and partners were the indices for measuring organizational capacity. USAID collaboration on the PMP also included its suggestions to keep it simple, its field visit to review data quality control processes, and its workshops with partner staff. These activities all helped ARD establish a credible system for assessing progress that fit with the Mission's reporting concerns.

USAID's reporting guidelines provided to implementing partners during the design phase in May 2004 called for quarterly performance reports "typically not more than three pages in length." These expectations changed dramatically in mid-2005 and considerable effort was re-focused on upward reporting. Once the new reporting patterns were in place, however, some benefits emerged—particularly the telling of "success stories," which could be adapted to different audiences (see also "Peer-to-peer communication," above).

The Mission's increased concern with managing information and perceptions for audiences back in the U.S. adversely affected the ongoing relationship-building with communities. Considerably more emphasis was placed on documented commitments as "safeguards," which changed the rules of engagement and set negotiations back. Building relationships with the project became more difficult than the real task facing

communities—building relationships with other stakeholders. One chief complained to SPACE team members that he had had to push so hard that he risked “losing his cap” (i.e., his chieftaincy). In the end, relationships continued to grow stronger; however, the delays limited the degree to which nascent institutional changes (e.g., in CAMM, the cocoa producer’s association, and the forestry law) could be consolidated before the project ended.

Similarly, the project was not as effective as necessary in communicating the ways in which it was managing the risks that delegation and/or devolution of responsibility and learning by mistake entail. Ironically, although systems for ensuring that mistakes were caught early (before they became costly) were designed into the project, the project’s failure to manage perceptions of the risk (not the risk itself) among USAID and other outside stakeholders was very likely its most significant mistake. Proposed additional funding for the project was delayed by more than a year (and almost stopped altogether) and, in the end, reduced by almost half. The uncertainty during that period affected confidence in and relationships with community stakeholders, the transition of supporting activities to host-country institutions and NGOs, and progressively limited the SPACE teams’ flexibility in responding to changes in the project environment.

While the Mission Director expressed concern that USAID’s portfolio balance “short-term” and “capacity” goals, SPACE pilot activities with participatory approaches appeared to be among the projects he described as “not particularly strategic...not large enough scale,” however well it may have been “thought out well tactically” with respect to work at the state and local government levels. He observed that many projects will say, “Oh, it will take at least five years [to achieve any meaningful changes]’...but the five years always starts when the question is asked.” In response, SPACE tried to shift itself from a pilot that sought to define results through building stakeholder interest and commitment—because what is possible grows from things local people can do and want to do—to a project whose results needed to fit within a centrally-defined framework and to expand quickly to a “meaningful” scale. The shift required dialog with communities and other stakeholders over many months—and the project was coming to an end. By taking the additional time necessary for local people to develop a shared understanding and commitment within the new framework, the duration of the project proved not long enough to accompany the communities as they began to implement their land use plans. Nonetheless, the SPACE team continually practiced “teaching to fish”—capacity building—rather than giving the fish away (quick but false “results”). As noted earlier, community leaders remained confident at the end of the project: “*Na we put am ourselves. E go work fine fine.*”

5.0 CONCLUSIONS AND LESSONS LEARNED

5.1 OVERVIEW

The preceding sections described how SPACE applied participatory learning to conservation and natural resource management, economic development, and governance—the three interrelated themes of USAID’s *Nature, Wealth, and Power*. Because SPACE results to date are, for the most part, “intermediate” results (as described in Figure 2.4), most of the conclusions and lessons are concerned with stakeholder relationships, commitment, and changes in institutional and individual capacities.

Under Nigeria’s challenging conditions—which a recent assessment characterized as a “nearly universal sense of injustice”¹⁷—the significance of these results goes beyond what one might expect of a natural resources management project funded through biodiversity-earmarks and managed under an economic growth strategic objective. The SPACE project addressed—and revealed lessons relevant to—key issues facing all of Nigeria: peaceful governance, learning amidst diversity and change, and sustainable economic growth—while addressing the project’s natural resources and conservation objectives. The SPACE project:

- Strengthened public engagement in democracy through community groups; through more inclusive, accountable, and transparent local governance; and through increased public participation in the development of forest policies and laws.
- Helped ordinary citizens and their leaders create a vision of optimism that reduced conflict and improved sustainability through increased investment in the future;
- Strengthened dialogue among communities; NGOs; and federal, state, and local governments, including a stronger voice for local communities.

Participants in SPACE and stakeholders in Cross River State learned lessons at many levels. Most participants worked directly at the community level—as team members, partners, and collaborating community members. They learned to make the principles and practices of participation work in specific situations in Cross River State. Although such lessons have been learned repeatedly by others elsewhere, for most SPACE team members and partners they were new lessons, replete with the excitement of discovery. The team captured many of these lessons in a two-day workshop in February 2007 that was preceded by meetings with community members in two communities (see Annex 7).

The present section draws conclusions and presents lessons relevant to design, implementation, and policy. While our experience suggests lessons for sustaining and spreading successful results, two-and-a-half years are not a sufficient span for assessing sustainability. Confirming lessons on sustainable management and longer-term transformations of governance structures and processes will require observing results over a considerably longer time period. Following are some of the conclusions and lessons learned from the SPACE experience, grouped under the following themes:

¹⁷ A recent assessment characterized governance in Nigeria as “inefficient yet authoritarian centralization, a dearth of meaningful political representation, a culture of impunity, and a demoralizing climate of unaccountability dating back to military rule.” (Rhys Payne, et al., *Democracy and Governance Assessment of Nigeria*, ARD, Inc, prepared for USAID, December 2006.)

- Strengthening stakeholder relationships
- Breaking the habit of dependency
- Capacity building
- Frameworks for management, and
- Developing enabling conditions

5.2 STRENGTHENING STAKEHOLDER RELATIONSHIPS

Conclusions: Improving governance and developing market opportunities are potentially disruptive activities. They promote changes in existing roles and/or power balances among stakeholders. By their nature, principles of transparency and equitable access to resources threaten powerful interests. In this context, **SPACE’s participatory, “two-track,” multi-stakeholder approach developed shared understanding, built trust, and strengthened commitment among diverse stakeholders to increase incomes, support conservation, and improve sustainable natural resource management.** Throughout the project, SPACE sought the engagement of stakeholders to identify and prioritize alternatives. SPACE helped communities and organizations create a more hopeful vision that reduced conflict and encouraged collaboration and investment in the future.

SPACE was perceived as an “honest broker.” Community members appreciated the SPACE team’s integrity, transparency, readiness to accept criticism, and insistence on accurate reporting. SPACE took its role as “honest broker” beyond transparent and accountable record-keeping. **SPACE created safe places in which stakeholders could come together to exchange interests and perspectives** that resulted in positive dialogue and progress (see “Technical Advisory Committee” in “Communication” in Section 4.4). The PAPWG brought CRSFC and CRNP staff together to learn how to manage conflict with communities. The Mbe Mountains Forum, which eventually resulted in the nine-community agreement to conserve the Mbe Mountains, also exemplifies the iterative, adaptive learning elements of trust-building, experienced both by SPACE facilitators and Mbe stakeholders.

Lesson 1: Even under challenging conditions of mistrust and change, participatory principles can improve local governance and promote community learning, thus creating a strong foundation for economic growth, sustainable natural resource management, and conservation. The effectiveness of a participatory multi-stakeholder approach is related to the degree to which it develops and/or strengthens:

- **Continuity and consistency of engagement** with implementing partners and the Mission (made possible through a design-and-implement task order) adds significant value, especially given a limited timeframe. Given SPACE’s link to agricultural cycles, continuity was especially useful—perhaps even essential. Given the importance of good governance to long-term sustainability objectives, consistent and/or coordinated donor engagement is also important.
- **Two-way communication linking multiple levels.** By enhancing trust and commitment, a participatory **“two-track” approach and communication linking multiple levels** (see Section 4.4) can help diverse stakeholders strengthen relationships, limit disruption during periods of turbulence that often arise in multi-stakeholder efforts, and bring out beneficial aspects of change. SPACE strengthened the dialogue among diverse stakeholders that included communities, NGOs, and federal, state, and local governments—and gave a stronger voice to ordinary community members.
- **Understanding of and commitment to participatory principles.** Solutions that are negotiated through transparent discussion of the interests of the full range of stakeholders are more likely to be applied and, as appears likely in the examples described in Section 4.0, more likely to endure. In applying participatory principles, SPACE partners learned the importance of communication that was clear and

consistent, inclusive, two-way (listening and understanding first, and then speaking), and honest (see “Communication” in Section 4.4). It was ironic that the SPACE team’s incidents of most difficult communication (see “Project Management” in Section 4.5) were not with Cross Riverians, but with other “outsider” colleagues—researchers and other U.S. government officials—whose support the project team had taken too much for granted. Most surprising for the team members and participating stakeholders was the degree to which the participatory approach enabled itself to spread—in part through the very empowerment that was its principal message (see Section 4.4). Participatory principles were also important for breaking the habits of dependency, described below (see *Lesson 3*).

- **Appropriate and credible management frameworks.** Management frameworks and processes for sequencing activities and for reviewing progress are among those described further below (see *Lesson 8*).

Lesson 2: To build trust among mistrusting stakeholders, a project must be perceived as an “honest broker.” Respect, neutrality, transparency, readiness to accept criticism, and setting an example in action as well as speech are all important in ensuring that the project is accepted as a trusted facilitator and advisor by all parties. Building trust in the project is not the point—the objective is to help stakeholders learn to trust each other.

5.3 BREAKING THE HABITS OF DEPENDENCY

Conclusions: SPACE applied participatory principles consistently with teams, partners, and stakeholders at all levels to overcome habits of dependency. The principles that SPACE practiced throughout were:

- Clarifying expectations and reducing unrealistic expectations (which arose constantly);
- Setting a tone and style of communication in which all stakeholders—and particularly ordinary community members—were listened to and their concerns were taken seriously;
- Relinquishing some control by letting community stakeholders set priorities, influence or make decisions, and implement their own activities.

While perfection was not achieved, neither was it required. What was needed was to consistently reiterate and reinforce participatory principles. SPACE accompanied new processes of open dialogue long enough to overcome some of the dependency and patronage habits. As described in Section 4.4, the project’s insistence on giving equal voice to stakeholders at all levels—women and men, field workers and agency heads, landowners and tenants, citizens and chiefs—and in all activities was particularly important. For example, CRNP’s opening up to real dialogue with communities has begun to resolve long-standing conflicts.

While awareness of and “lip service” to participatory approaches helps open possibilities for their use, they are nothing more than helpful conditions. SPACE discovered quickly that although systems and structures such as forest management committees may be in place, this did not signify that participation was practiced or valued. SPACE was under constant pressure to adopt the “usual” project strategies of “buying” community-level collaboration to gain rapid results through “handouts”—inputs or subsidies that ultimately compete with contributions local people or other stakeholders should be learning to make themselves. Not incidentally, the SPACE approach brought out strengths in traditional governance systems with respect to principles of sustainability, inclusion, and a conservation ethic.

Lesson 3: Participatory approaches can overcome habits of dependency and build confidence and trust if the basic principles of participatory development are followed consistently and diligently. Effectiveness is enhanced by building stakeholder commitment and skills for “two-track” relationship-building—continuously clarifying expectations and taking seriously the concerns of all stakeholders. Breaking the cycle of dependency requires that more powerful stakeholders relinquish some control—devolving authority and thus entrusting communities with responsibility for natural resource management (including

management of high-value products). A critical issue in sustainable natural resource management is proprietorship and how to support newly legitimized proprietors.

Lesson 4: Where supported by a well-structured program, participatory adaptive learning leads to changes in skills, behavior, and relationships by people, communities, leaders, and institutions in a relatively short time. The approach can break down dependency, build commitment, and develop self-reliance—key elements for achieving sustainable results. Participatory learning approaches can strengthen community groups for local governance, including accountability and transparency. People in communities can create shared understanding (even amidst diversity and conflict) that further creates widespread changes in attitude and behavior.

5.4 CAPACITY BUILDING

Conclusions: The value of the numerous small pilots and adaptive learning “experiments” that SPACE supported was in their bias for action—opportunities to work with local people who know their specific places and problems—in trying out solutions. What was feasible grew from things that local people could and wanted to do. The purpose was not to test alternatives with scientific rigor, but to help people discover for themselves what can work.

Through the Farmer Field School (FFS), an already tested and well-supported program focused on well-defined and solvable problems with foreseeable benefits, participatory adaptive learning (“discovery learning”) helped individuals and groups achieve tangible benefits in a very short time. Producers quickly learned to make and apply their own criteria, their own learning “protocols,” and how to adapt rules to changing situations.

While the FFS facilitators’ training was the best organized means for developing commitment and skill, it was focused on a few people engaged in a single activity with a common objective. Other activities needed to extend participatory skills into key areas such as conflict management and governance. For example, community land use planning (CLUP) and the formation of the Conservation Association of the Mbe Mountains (CMM), were developed from scratch and involved much more heterogeneous sets of actors. Although CLUP activities could draw on both local pilot experience that lay dormant and on ample experience worldwide, SPACE had to help participants develop the participatory methodology itself. Participants had to learn to collaborate, try different new approaches, and have the freedom to make mistakes. Learning how to adapt and apply the basic principles to these activities took time. Although inefficient, the direct experience of learning for themselves led people to a far greater sense of “ownership” and confidence than resulted from the project’s “one-off” trainings and enabled them to share their experience through concrete examples.

The SPACE team believed that experience of responsibility—making judgments and feeling the consequences—was an important (though sometimes painful) part of the adaptive learning process. Interestingly, when the SPACE team itself contributed to a community’s mistakes, as in the example of the failed bush mango propagation centers, accepting criticism from the community built trust helped the community better see its shared responsibility, and strengthened the relationship with community. As described in Section 4.5, the SPACE team was not as effective in managing USAID’s perceptions of the value of related risks, resulting in delayed approval that affected relationships with stakeholders and the transfer of responsibilities to host-country institutions and NGOs.

Accepting responsibility for their own development was essential for communities, extension workers, and institutions to overcome habits of dependency and master new understanding and practices. The farmers who best developed their skills in management and relationships were those who began practicing new technologies, making new management decisions, and carrying out negotiations with authorities or in the marketplace.

Similarly, extension workers and institutional leaders needed to apply adaptive learning and facilitative leadership approaches to experience the power of participatory development. For example, CRNP staff member Gabriel Agba eagerly grasped the opportunity to facilitate community conflict (see “Discovery Learning and Facilitative Leadership” in Section 4.4). As he would often repeat, “Leadership is not knowing. It’s listening.” NGO and agency staff such as Gabriel Agba are not the only people to see the value in facilitation. Communities also experienced the benefits of a more facilitative leadership. Communities selected participants in FFS to serve as community conflict management facilitators or to work on the CLUP NRM teams. Similarly, in exchange visits, the facilitation skills of FFS participants enhanced the sharing of ideas and lessons learned on the benefits of land use planning, which were best communicated by people who had experienced them.

Lesson 5: Decentralized, but well-focused, pilots and adaptive learning “experiments” are important when developing a participatory approach:

- To demonstrate that it indeed can be done;
- To understand the range of local situations and how to apply improved practices in those local settings; and
- To inform policy-making and better understand how to improve policy implementation.

By participating in the development of methods and practice, participants learn problem solving, communication, and collaboration (see Box: Pilot Projects Help Build Capacity). Through the FFS methodology, for example, participants learned to tell powerful stories about managing their cocoa increasing productivity. Similarly, the CLUP process gave people a way of discussing land use credibly—as a stakeholder and not as a dependent. The participatory “discovery learning” and facilitative leadership skills developed through the FFS can contribute to building institutional capacity to strengthen natural resource governance initiatives.

Lesson 6: Successful use of a participatory approach requires commitment and skill. Project actors must embrace participatory principles and develop the skills to guide and facilitate the participatory process. Once commitment and skills are developed, people will apply these skills to different kinds of problems and opportunities and share these skills with others. Strengthening capacity to engage with markets and improving governance are complementary and adaptable.

Lesson 7: Taking responsibility and making mistakes are prerequisite for effective learning and overcoming dependency. Team members and facilitators should accompany stakeholders, not replace them.

PILOT PROJECTS HELP BUILD CAPACITY:

- They demonstrate economic benefits at the local level.
- They may spark a devolutionary process.
- Experience gained through pilot projects can guide devolutionary reforms.
- Donors’ investment in pilot programs and learning can support institutional change.
- They allow for funding of institutional and cultural change (i.e., channel the funding at appropriate levels, especially to give the local level the power to decide key elements/priorities of the initiative).
- Pilots follow principles (balancing process to ensure results).
- They are flexible.
- They allow stakeholders and donors to explore entry points for a diversity of solutions.
- They help stakeholders understand more clearly “what rights?” and “what users?”

5.5 FRAMEWORKS FOR MANAGEMENT

Conclusions: As noted above, participatory activities that involve diverse stakeholders can easily become disorderly even when managed carefully. Similarly, adaptive learning-by-doing results in mistakes as well as successes. SPACE applied design principles that helped the team manage the inherent “messiness” of the approach. The project’s conservation, livelihoods, and governance approach validated the principles of USAID’s *Nature, Wealth and Power* framework. Nonetheless, while these fit well, they served only as overall guiding principles, but were not specific enough for designing and operating the specific models that SPACE developed.

SPACE used a number of frameworks for assessing progress and the difficult-to-measure changes in attitude and capacity that emerged from participatory implementation and later led to significant changes in behaviors and benefits. These included the PMP’s framework of “four orders of results” (see Figure 2.4), which illustrated the long-term nature of sustainable management initiatives, the use of indices for measuring capacity building (see Section 3.5 and Annex 3), and the five-step adaptive learning cycle (see “Adaptive Management” in Section 4.3), which provided a simple way to understand and manage the sequence of project activities.

The modest level of resources (and thus the need to focus on a limited set of priorities) and the short timeframe of the project were in some ways a blessing. They forced the team and partners to plan an exit strategy and focus on sustainability from the very beginning. However, the short time frame was also a curse. Sequencing market-oriented activities and governance was difficult for such a short project. SPACE had only two agricultural seasons in which to work. At the same time, strengthening governance is a long-term task. None of the originally expected follow-on, including support that had been planned through other donors, including CIDA, came through in the end.

While just one year (in the case of the second-year communities) was sufficient to intervene positively in “open access” areas, it was not sufficient to put into place the enabling legislation and governance structures beyond the community level. Thus, the sustainability of community-level interventions—under pressure from a variety of “outside” interests—is still uncertain. (A commons/shared resource such as Mbe requires adequate involvement of all community stakeholders from the initial stages.)

In every community, without exception, a discussion of livelihood options was a necessary entry point for engaging community members. Tangible benefits were essential in creating broad-based interest. Nonetheless, many stakeholders viewed a “place at the table” as a sufficiently tangible benefit for their committed engagement and action towards project objectives. This factor allowed SPACE to progress on land use planning before tangible economic benefits had begun to accrue.

In retrospect, concerns expressed about the project’s potential to accelerate expansion may have been overblown. In many cases, investments by other projects such as bridges and roads had a far greater impact on market access—and resource extraction—than any of the SPACE project’s cocoa, cassava, or bush mango interventions. Yet, as described in Section 3.3, following the completion of a new road into Nsofang, it was the project’s assistance in land use planning that gave the community chiefs a means to pressure village timber dealers to respect the bylaws that the community set forth in its new land use plan.

Lesson 8: Managing change, inefficiency, and learning under a participatory approach requires effective frameworks and processes for management and monitoring, beginning with:

- Appropriate **sequencing** of activities to enhance efficiency and results. The five-step adaptive learning cycle developed for earlier USAID projects (see “Adaptive Management” in Section 4.3) simplifies understanding and managing the long-term sequence of activities—whether carried out by earlier projects or, as under SPACE, by diverse stakeholders at multiple sites. Through the inclusion of an intermediate step of formalizing agreements, the cycle helps ensure that interests are explored in depth before commitments are made.

- **Balanced** emphasis between “**results**” and “**process,**” guarding against shortcuts that undermine the approach or support unsustainable (temporary) “achievement” of results. USAID’s focus on rapid results leads some implementing partners to produce turnkey results—outputs that they control and can therefore achieve without stakeholder buy-in. A participatory approach invests in ownership and self-reliance, leading to results that endure after the project. It requires attention to the process and cannot be rushed. As a design-and-implement project, SPACE was able to build directly on the initial stakeholder consultations of the design phase and, through subsequent community profiles, check assumptions, and more effectively extend ownership in the project to additional community participants.
- **Balancing “top down” and “bottom up”** activities, monitoring and often facilitating and/or managing encounters between the formal systems of higher level authorities or large traders and the community-level systems (community leaders or and farmer groups). As illustrated in “Communication” in Section 4.4, allowing sufficient time for analysis and debate with local stakeholders helps develop trust, reveals underlying differences in assumptions, and builds commitment. Similarly, results defined by stakeholder interest and commitment require considerable care to fit within a centrally-defined framework—a task that can easily divert attention from the development process itself.
- Ensuring support over a **sufficiently long period**. While a short timeframe may be sufficient to intervene positively in “open access” areas and markets, it is not sufficient to put into place the enabling legislation and governance structures beyond the community level to ensure sustainability (see “Governance” in Section 4.4).

Lesson 9: While building institutional capacity to strengthen natural resource governance is the main challenge, “tangible benefit” is a necessary entry point. The project validated the hypotheses that natural resource governance interventions can reduce pressure on forestlands and that livelihood interventions are key to developing working relationships with communities.

5.6 DEVELOPING ENABLING CONDITIONS

Conclusions: At the community level, the SPACE project helped communities and families make beneficial changes in livelihoods, resource management, and biodiversity conservation within the short span of two years. However, developing legislation and governance structures beyond the community level that enable truly sustainable management will require considerably more time.

The project’s early, ongoing, and multi-level investments in stakeholder relationships and long-term partnerships developed a critical mass of support for, and replication of, successful interventions. Bottom-up “demand” for improved governance through the land use planning process (access to influence decision-making) and livelihoods (access to markets) created widespread interest and, in many cases, spontaneous replication. In effect, the underlying hypotheses of the pilot models were proven correct. Both the federal and the state government have responded to this demand to continue the models that the project catalyzed, for example, through the NCDC’s decision to extend the FFS model to all 14 cocoa-producing states and the Park Service’s commitment to grant its Kanyang buildings to the CAMM under a long-term lease.

Nonetheless, these government responses also hold some risks. For example, in responding to significant demand to expand the FFS during the project’s second year, the Cross River State Ministry of Agriculture was unprepared to provide support to safeguard equity and sustainable natural resource management. Without continued Mission engagement following project closeout, balancing the Ministry’s support with the still-unconsolidated improvements in governance will be difficult. Without continued support for governance, there is still risk that the expansion of cocoa farming into forest areas will continue in areas not covered by SPACE.

SPACE team members recognized that a foundation of success in implementing the CLUP bylaws was their being formally recognized as legitimate. Although given credence by community members and leaders, they needed to hold up in a court of law. SPACE helped develop the legal basis for bylaw formalization at the local government level so that communities would have a legal mechanism through which they could enforce the rules they made over their natural resources. Although the current administration supported the CLUP process, it was not certain that the draft bylaw enabling legislation would be passed before the elections. Similarly, while SPACE succeeded in engaging the full range of stakeholders in the preparation of the new state Forestry Law, it had not been presented to the House of Assembly for passage before the end of the project. The CAMM, however, was legally registered. In doing so, it garnered rights and responsibilities that informal, unregistered groups do not have.

Lesson 10: Early, on-going, and multi-level investments in stakeholder relationships and long-term partnerships pay off. They help develop a critical mass of support for, and replication of, successful interventions. Using pilot interventions to inform the decisions of high-level decision-makers requires investment at multiple levels (see Box: Pilot Project Activities as Long-term Investments).

Lesson 11: Identify and/or support the development of policies and legislation that support devolution and develop a solid “rights-based” enabling environment.

PILOT PROJECT ACTIVITIES AS LONG-TERM INVESTMENTS TO INFLUENCE POLICY AND SECURE RIGHTS

Use pilot activities to develop opportunities to inform and influence the policy process:

- Public consultations offer platforms to build broader support (constituencies).
- Present good, accurate, and up to date information.
- Provide exposure visits for different levels of leaders.
- Offer working groups focused on specific issues—building trust among diverse stakeholders.
- Engage at multiple levels.
- Build community awareness of rights (including right to “exclude”—e.g., define certain users, certain uses, certain times, and/or or certain territories).
- Strengthen local constituencies.

5.7 USAID AND OTHER DONOR CONTRIBUTIONS

Conclusions: Despite their generally smaller size, pilot projects call for the same attention required of any—even much larger—management units. Following changes in USAID management and personnel, SPACE found it difficult to reaffirm the project’s participatory governance concept with the donor, which slowed implementation. Nonetheless, USAID’s active, positive interest in the project during the first eight months contributed to support for an approach whose emphasis on transparency and equity could well be perceived by some stakeholders as threatening.

USAID, other donor, and other high-level participation in stakeholder forums lent considerable credibility to both the participatory processes and to project outputs. The USAID CTO’s and CIDA’s presence at the early technical advisory committee meetings encouraged government agencies to accept community participation in project decision-making. Similarly, it was only after President Obasanjo greeted the SPACE Chief of Party at a cocoa event in the state capital’s stadium that the state governor responded wholeheartedly to his Ministry’s plea for support for the FFS.

SPACE activities achieved results that began to spread because they made a difference in people’s lives—participating farmers reduced the costs of their cocoa operations and communities began to better manage the often-conflicting interests on their lands. Although early results of community capacity building were obvious to each of the visitors who met community members face-to-face, they were difficult to measure. Quantitative results of pilot initiatives are inherently modest—the first year reached hundreds, not thousands, of producers. The SPACE project had difficulty in getting its story to resonate with Abuja-based officials occupied with projects a degree of magnitude larger. Following the Mission Director’s visit just as project implementation was beginning, only the CTO made any field visits, despite multiple visits by numerous other

USAID officers to the state capital. The pilot communities were many hours from the airport. Nonetheless, following a series of field visits after the first year—first by the Deputy Director to see a problem area similar to those facing the pilot communities, then by a joint World Bank and cocoa industry team and later by a USAID/Washington staff member who visited pilot communities, the perception in Abuja slowly began to change.

Another difficulty was that visits of higher-level officials tended to be showcase visits, which can mislead as often as enlighten. Nonetheless, as noted above, high-profile events could be useful. As high-level authorities are generally less available to make field visits and engage in discussions on day-to-day issues of natural resource management, mid-level engagement through the CTO and the PAPWG were valuable mechanisms for bringing field experience to bear in discussing issues within the institution.

Lesson 12: Consistent Mission engagement and follow-on support can contribute greatly to the potential of participatory projects in general, and pilot projects in particular—especially to inform Mission future programming and host country relationships. Pilot projects call for the same attention required of even much larger management units. It is necessary to **organize ways for key USAID and other decision-makers to experience community accomplishments and satisfaction directly**. A participatory conservation/livelihoods or conservation/governance approach is a difficult “sell”—but only until the potential intermediary directly experiences the community.

USAID’s support can take various forms, several of which were effective for the SPACE project. USAID can:

- Provide the mandate for a participatory approach (beginning with the terms of reference) and support its basic principles by engaging stakeholders from the very beginning;
- Make field visits and engage directly with stakeholders; and
- Express active interest and arrange informal opportunities to exchange perspectives regularly with USAID staff. This is especially important for projects with leaders based far in the field.

6.0 RECOMMENDATIONS

Neither the timetable nor resources for SPACE were intended to embrace the larger challenge of replication. At the time of the design, it was assumed that, if successful, there was appropriate opportunity for follow-on support, either through USAID or through a follow-on activity being designed by CIDA at the time of the design. At the end of the project, however, there were no significant donor activities in place to provide follow-on support. Local stakeholders are continuing to support with their modest resources as many activities as they are able. In addition, the STCP has committed to continue to support the FFS. Nonetheless, there are several significant opportunities for replication and/or expanded application of USAID's interventions developed through the SPACE project that could realize significant long-term benefits from USAID's pilot efforts if there were additional donor funds available. While the full package of livelihood and conservation interventions would be preferred, some benefit could also be derived from partial support.

Among the most promising opportunities are the following:

1. Both USAID and the Government of Cross River State should continue to support the conservation dialogue among communities, conservation NGOs, and government agencies in Cross River State, in part by expanding to other levels the high-level discussions that have occurred with the outgoing governor.
 - The Government of Cross River State should set aside the modest budget (U.S. \$1,000 per year) required for meeting regularly through the already established Protected Area Policy Working Group (PAPWG), which engages the CRSFC, CRNP, and NGOs. If interest in tourism activities in protected areas continues under the incoming administration, the Tourism Board should be included in the working group.
 - High-level discussions should include at least some stakeholders with hands-on experience at the community-level and, preferably, experience with the SPACE project and its community-level legacy, and should include CRNP staff. One mechanism for supporting on-going high-level dialogue—or mid-level dialogue through the PAPWG—would be a grant to WCS, which could be focused on the Mbe Mountains, with the possibility of expansion to support Afi and the CRNP.
 - USAID should build on the experience and trust developed through SPACE as it moves forward with further efforts in health and governance programs.
2. USAID and the state and federal governments should replicate the FFS and other livelihood initiatives, linking these strongly with community land use planning. There are at least three potential ways to move forward:
 - First, USAID can support the continued and growing community interest in FFS in Cross River State, which is shared by the state ADP. One mechanism for doing so would be to bring the USAID/MARKETS project in to support cocoa. The MARKETS market coordinator in Kano would be an especially valuable resource, as he was active for 18 months on the SPACE project and knows key Cross River State actors very well. Without donor support, the livelihood benefits of the FFS program may easily come too fast for governance interventions to keep up (see also the following bullet). Another mechanism would be a buy-in through USAID/Washington support for the STCP, which could also be an efficient mechanism for the following two options.
 - Second, USAID can build on the government of Nigeria's interest—through the NCDC—in expanding the FFS approach from Ondo and Cross River State to the Niger Delta states of Akwa Ibom, Delta, Osho, and Edo. The FFS program presents a significant entry-point opportunity for

addressing conservation and conflict management issues in communities throughout these areas. The STCP is already collaborating with the government of Nigeria on some activities.

- Third, USAID can collaborate with the World Bank's interest in FFS. During the bank's visit to Cross River State last year, it expressed interest in activities in addition to cocoa, but the team also seemed keenly interested in land use planning as complementary supporting activity.
3. Coordinate more effectively with the U.S. Government interests in Cross River State. Insist that they engage with at least some of the SPACE communities and apply at least some of the principles found most successful. Specific opportunities include the proposed U.S. Forest Service initiative and any future U.S. Fish and Wildlife Service initiative.
 4. Coordinate more effectively with interested donors. Since the change in Mission Director in 2005, there has been far less coordination with CIDA, which has consistently maintained interest in Cross River State, despite changes in program focus. Nonetheless, CIDA's proposed support for improved natural resource governance may not be well enough integrated with livelihood programs to contribute well to this challenge.
 5. USAID should support activities that help strengthen and consolidate decentralized governance and property rights:
 - Support community land use planning as an entry-point for improving local governance as well as a management tool. Continued donor support is essential to link replication of FFS and other livelihood initiatives with community land use planning. Vital skills in community land and resource use planning and in conflict management and mitigation are not likely to spread as easily by community-to-community transfer as livelihood interventions. USAID could further replicate community land use planning and management in the Afi communities, as part of its coordination with the other U.S. Government activities in Afi.
 - Support improved policy implementation, especially support for compliance with land use plans. USAID should fund activities that support the recognition of community land use plans and bylaws under local and state government laws. USAID should also help the CRNP to set up Local Action Committees under Article 49 of National Park law.

In developing any of the above opportunities, USAID and other donors should give careful attention to process as well as results. Wherever possible, they should support institutional commitments and donor support that build on experience and changes in attitudes and relationships that have begun to emerge. This should include:

- Continuing to build foundations of stakeholder engagement and commitment to ensure that rapid results do not lead to short-lived results.
- Using adaptive learning to build more effectively on the projects (past and present) by multiple stakeholders at multiple sites.
- Promoting community self-reliance and participatory partnership among stakeholders:
 - Link with governance programs (donors and other NGOs) to gain continued support and access to skills.
 - Cross River State and donor institutions learn and practice participatory skills and habits (best practices).
 - Continue to strengthen sharing of information with community-level stakeholders.

A potentially significant danger is sloppy replication—where donor support combines (as it has in the past) with traditional implementing agency habits to achieve quick results by “buying” community-level collaboration through inputs or subsidies that ultimately compete with contributions local people or other stakeholders need to learn to make themselves. USAID should seek to “grow” successes in new communities, not to “install” them. Government agencies have yet to shift from a “command and control” orientation to a service and policy support orientation that will make this possible.

ANNEX I: USAID STRATEGIC OBJECTIVE TARGETS AND RESULTS



Implementing Partn SPACE

SO:12 Improved Livelihoods in Selected Areas

COMMON INDICATORS TO SUPPORT FINAL REPORT

Format courtesy of MEMS:



Completed by: G. O. Completed On: 28 February 2007

Reviewed by: A. Turner

Code	Description	FY 2005 Actual	FY 2006 Actual	FY 2007 Actual	DQA Date	Comments
Improve Sustainable Management of Natural Resources and Biodiversity Conservation						
23.1a	Number of hectares covered by programs addressing areas of biological significance	63,338	64,638	64,638	2005	See Note 1
23.3a	Number of hectares of managed natural resource production systems	29,435	69,645	69,645	2005, 2008	See Notes 2 & 4
Sustainable Timber Re/Aforestation						
	Agrofor	29,435	69,645	69,645		See Notes 3 & 4
	Total	29,435	69,645	69,645		See Note 4
23.5a	Total number of hectares covered by all the programs	92,773	134,283	134,283	2005	
23.7a	Number of NRM and conservation policies, laws, agreements, or regulations implemented	1 multi-stakeholder, 7 community, and 215 farmer agreements	6 new community, and 390 farmer agreements	1 multi-community (nine communities) and 480 farmer agreements	2005	The new Mbe communities signed a common agreement.
23.9a	Number of people trained in NRM/Conservation	630	1,366	1,548	2005, 2008	See Note 5
	Male:	340	947	1,085		
	Female:	290	419	463		
	Total:	630	1,366	1,548		

Notes

where SPACE is active. The forest areas within or easily accessible to communities are estimated from polygons defined by lines equidistant between the centers of nearest neighbor communities.

Note 2: The area of "managed natural resource production systems," is the sum of the following land areas, measured in hectares:

- The total farm and forest area within the 13 communities in which SPACE is facilitating land use planning,
- The area of secondary forest within a national park or state forest reserve/sanctuary that is easily accessible to one or more of the above 13 communities, and
- The area of cocoa agroforest farmed by producers participating in the Farmer Field Schools in communities beyond the 13 SPACE pilot communities.

The areas of cocoa agroforest are estimated by farmers and verified by a sample of on-farm measurements. For new communities, estimated averages of 5 has per farmer times 26 regularly participating farmers will be verified in the last quarter of the calendar year.

Note 3: All of the "managed natural resource production systems" areas are agroforestry areas, comprised of two types:

- Community-managed production systems and
- Farmer-managed cocoa agroforest.

There are no areas managed solely for timber and no SPACE-supported areas of reforestation.

Note 4: The increase in the target for area covered includes new communities collaborating with the expanded Farmer Field School program that already have land use plans. These are Old and New Ekuri, covering 33,600 hectares and Iko Esai, covering 4,400 hectares.

Note 5: Training data for FY2005 and FY2006 has been adjusted to correct earlier reporting against calendar year.



SO:12 Improved Livelihoods in Selected Areas
PERFORMANCE INDICATORS TO SUPPORT FINAL REPORT

Format courtesy of:



Implementing Partner: SPACE

Completed by: G. Ogar

Completed On: 28 February, 2007

Reviewed by: A. Turner

Code	Description	Baseline	FY 2005 Actual	FY 2006 Actual	FY 2007 Actual	DQA Date	Comments
Improved Livelihoods in Selected Areas 12.0							
s12.0.1	Income from Selected Commodities & Products	\$707	\$757	\$768	n/a		See Note 1
Increased Agricultural Productivity & Marketing 12.2							
s12.2.2	Area Under Improved Management	n/a	n/a	6,360	14,860	2005	See Note 2
s12.2.3	Sales of selected agricultural/NRM commodities & products	\$137,845	\$110,276	n/a	n/a		See Note 3
s12.2.4	Clients using improved technologies	0	215 farmers in 8 villages	1,373 farmers in 30 communities	1,373 farmers		
s12.2.5	Number of new technologies introduced	0	9	9	9		SPACE has remained focused on 9 core
Increased Commercial Viability of Micro, Small & Medium Enterprises 12.3							
s12.3.4	Sustainable Producer Associations	0	18	27	27	2005	From SPACE PMP Indicators Table

Note 1: The changes in the baseline and the 2005 actual are estimates based on the survey taken in mid-2006. Community averages for net income from cocoa ranged from \$277 (in Etara-Eyeyeng) to \$1,374 (in Ebbaken). The estimate for 2006 is based on data from sales in the five communities that traded directly with Ikom-based traders. Again, community averages vary greatly, from \$472 (in Nsofang) to \$1293 (in Ebbaken). (Etara-Eyeyeng did not sell any cocoa directly to Ikom traders.)

Note 2: Although the Mbe Mountains Conservation Area does not yet have a management plan, it is hoped that the CLUPs of the individual communities may provide interim protection beginning in 2007.

Note 3: Reliable sales data were collected only for the five groups that sold directly to Ikom-based merchants, for which sales totalled \$43,321 (about one-third of the total volume of sales in earlier years). Total sales may be estimated as at least three and perhaps four or more times this amount.

ANNEX 2: PERFORMANCE MONITORING: END OF PROJECT TARGETS AND RESULTS

Figure A-1: Results Framework and Indicators

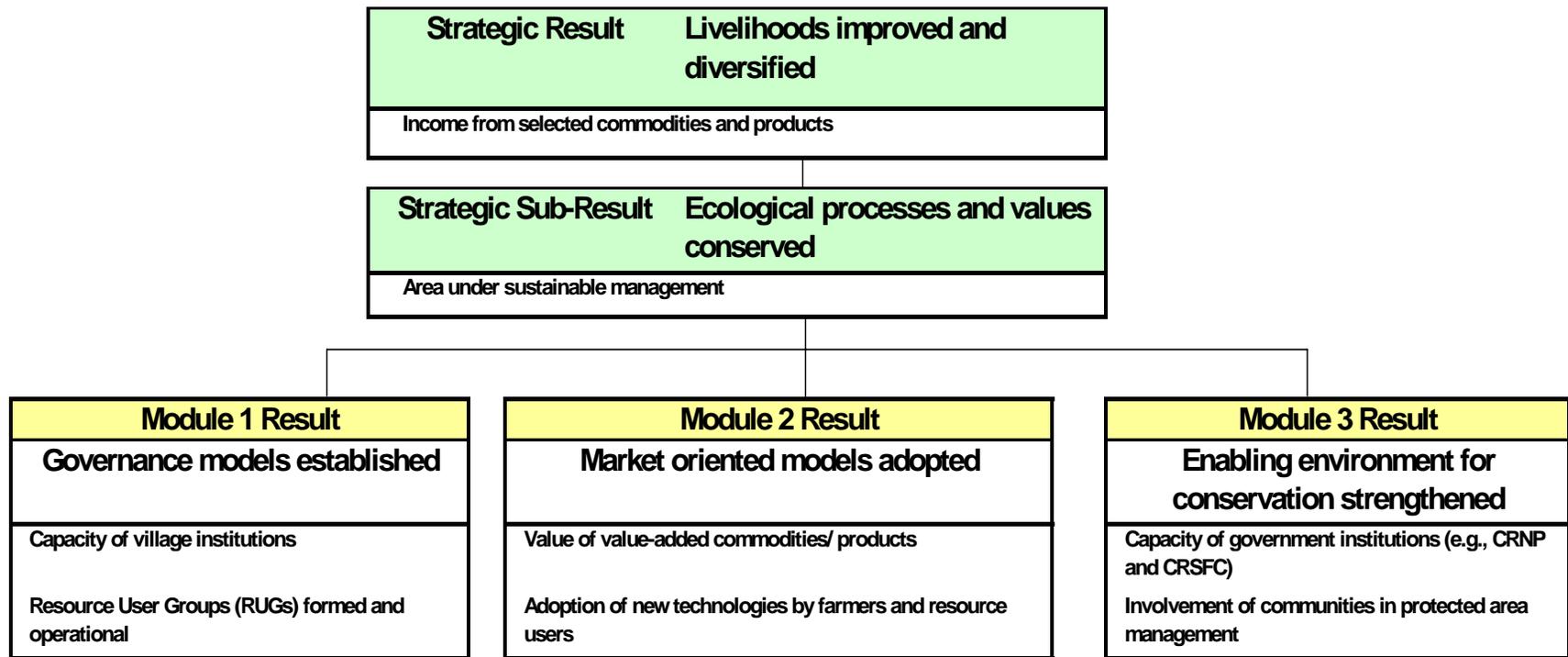


Table: SPACE Performance Monitoring: Indicators, Targets, and Results as of the Final Quarter (October-December 2006)

Result Indicators and Outputs	Baseline (2004)	Revised Target (FY 2006, cumulative)¹	End of Project Actual (March 2, 2007)	Final Quarter Target (Oct to Dec 2006)	Final Quarter Actual (Oct to Dec 2006)	Explanation for variance or why not reported during this quarter	Life of Project Target (2007)¹
Objective: Livelihoods improved and diversified							
Indicator 1a: Average net income per farmer (from cocoa) for Farmer Field School farmers	\$691	\$829 (a 20 percent increase)	n/a	\$829	n/a		\$995 (for second-year FFS farmers)
Average percentage increase in net income from cocoa sales [USAID Common Indicator 21.7a]		20%	n/a	n/a			30%
Average percentage increase in net income per group from cassava sales [USAID Common Indicator 21.7a]	0	10%	30.8%	n/a			20%
Objective: Ecological processes and values conserved							
Indicator 2: Area under sustainable management (number of hectares)	0	14,860	29,435	n/a	28,762	See note 3 for details on this year's area.	14,860
Number of hectares addressing areas of biological significance [USAID Common Indicator 23.9a]	64,638	64,638	64,638	n/a	64,638	Analysis of remotely sensed imagery was carried out in January. Not all of the area addressed is under sustainable management practices—only the area easily accessible to communities where land use plans are being used.	64,638
No. of hectares of biologically significant habitat under improved sustainable management practices	0	8,500	11,417	n/a	11,417	Sustainable management has begun in a total area of biological significance of 11,417 has (See Note 4)	8,500
No. of hectares of managed natural resources production systems [USAID Common Indicator 23.3a]	0	6,360	29,435	n/a		As noted in QR 10, the area managed was redefined; see Note 5, below.	6,360

Result Indicators and Outputs	Baseline (2004)	Revised Target (FY 2006, cumulative)¹	End of Project Actual (March 2, 2007)	Final Quarter Target (Oct to Dec 2006)	Final Quarter Actual (Oct to Dec 2006)	Explanation for variance or why not reported during this quarter	Life of Project Target (2007)¹
No. of people trained related to NRM and conservation [USAID Common Indicator 23.9a]	0	1,390	1,548	50	875	The final quarter figure includes the 620 FFS participants and 32 FFS Facilitators, who all received some NRM training during the quarter	1,390
Result 1: Governance models established							
Indicator 1.1: Capacity improvements in key institutions (average index level for pilot communities)	0.5	3.0	3.1	3.0	3.1		3.0
Outputs							
Community agreements to limit further expansion of agriculture into primary forest	0	30	30	n/a	15	The 15 new communities that received only FFS support and not CLUP support did not sign community-level agreements. Rather, each of the FFS participants signed an agreement not to expand his or her farm into primary forest.	30
Community land use plans (CLUPs) developed and/or existing plans revised	3	13	13	5	5		13
CLUPs implemented	0	See capacity index details	7	n/a	1	Nsofang began to enforce the bylaws under its Community Land Use Plan.	7
CLUP Handbook developed & used	0	1	1	n/a			1
Persons trained to facilitate land use planning	0	n/a	18	9	18	The community cross visit (see below) was designed as a training for land use planning facilitators. Twelve participants from the six new Mbe communities took part together with six NGO staff.	n/a

Result Indicators and Outputs	Baseline (2004)	Revised Target (FY 2006, cumulative)¹	End of Project Actual (March 2, 2007)	Final Quarter Target (Oct to Dec 2006)	Final Quarter Actual (Oct to Dec 2006)	Explanation for variance or why not reported during this quarter	Life of Project Target (2007)¹
CLUPs registered with respective LGA	0	7	0	3	No longer applicable	Three bills were prepared, to recognize land use plans in three LGAs, but were not passed before SPACE ended. If and when passed, they will cover all 13 CLUPs.	13
Community cross-visits	0	3	2	2	1	One community cross visit was dropped, so that the remaining cross visit could also serve more intensively as practical on-site training for land use planning facilitators.	3
NRM committees formed	3	13	6 (plus 7 from FY 2005)	n/a		All 13 pilot communities now have active committees.	13
Forest resource conditions assessed	0	8	8	1	1	The one remaining assessment of forest resource conditions was redesigned as a more participatory and less technical exercise following the field-testing of the CLUP methodology.	8
Indicator 1.2: Capacity of Resource User Groups—No. of groups active and meeting specific criteria for sustainability	0	7	7 (cumulative)	4	4		7
Outputs							
Sustainable producer associations formed	0 sustainable (3 formed)	27	27 (cumulative total)	n/a	1	Six cocoa groups combined to form and register a multi-community licensed trading association.	27
Assessment of resource user group capacity carried out in each community	n/a	n/a	7	n/a			n/a

Result Indicators and Outputs	Baseline (2004)	Revised Target (FY 2006, cumulative) ¹	End of Project Actual (March 2, 2007)	Final Quarter Target (Oct to Dec 2006)	Final Quarter Actual (Oct to Dec 2006)	Explanation for variance or why not reported during this quarter	Life of Project Target (2007) ¹
Result 2: Market oriented models adopted							
Indicator 2.1: Introduction of new technologies: Number of farmers/resource users using improved technologies in selected communities	0	1,115 (900 additional farmers in 30 villages)	1,373	n/a			1,115
No. of agricultural technologies made available for transfer [USAID Common indicator 21.1a]	0	9	9	n/a	n/a		9
Annual matching contribution from government and communities	0	\$21,775	\$7,563	\$17,237	\$3,025	The Cross River State Government did not fulfill its commitment to contribute its pledged amount of \$14,250 in 2006. However, it publicly renewed its pledge at the closing celebration in January and, in February, agreed to work with the STCP in 22 additional communities, for a total of 52 communities.	\$21,775
Number of farmers receiving extension services [Common indicator 21.2a]	0	1,115	1,135	540	620	Includes 540 registered FFS participants and 80 farmers attending regularly as observers	1,115
Number of people trained related to agriculture [Common indicator 21.8a]	0	1,300	1,217	n/a	746	Includes the 620 FFS participants and observers	1,300
Cocoa agroforests FFS outputs							
Field schools established	0	30	30	n/a	n/a	The ADP and STCP have agreed to support schools for the 2007 season in 52 communities that expressed interest in a February meeting.	30

Result Indicators and Outputs	Baseline (2004)	Revised Target (FY 2006, cumulative)¹	End of Project Actual (March 2, 2007)	Final Quarter Target (Oct to Dec 2006)	Final Quarter Actual (Oct to Dec 2006)	Explanation for variance or why not reported during this quarter	Life of Project Target (2007)¹
No. of new facilitators trained and old facilitators refreshed	0	22 old and 30 new	68 (cumulative)	n/a	32 plus 16 in February 2007	16 facilitators were trained in February for the 2007 season. A two-week follow-up session had been held in October for the 32 new facilitators trained in the April-June Quarter 2006.	52
No. of farmers trained in no. of new cocoa production technologies	0	575 farmers in 9 techs; 540 farmers in 4 techs	629 in 6 techs & 620 in additional 3 techs (plus FY 2005, 215 in 9 techs)	540	620	Includes 540 registered FFS participants and 80 farmers attending regularly as observers	575 farmers in 9 techs; 540 farmers in 4 techs
Cassava production outputs							
Number of demonstration plots of improved cassava varieties established	0	7	7	n/a	n/a		7
Number of farmers trained in cultivation & soil fertility mgt.	0	210	181	30	24	Only 24 of the 30 participants invited attended the training. In prior quarters, similar levels of attendance prevailed.	210
Cassava processing outputs							
Number of processing machines set up in communities	0	6	5 (cumulative)	3	2	IITA has supplied the remaining machine for Etara, but it was not installed before SPACE ended.	6
Number of group members trained in processing	0	42	42 (cumulative)	21	21		42
Bush mango cultivation outputs							
No. of workshops	0	7	7	n/a	n/a		7

Result Indicators and Outputs	Baseline (2004)	Revised Target (FY 2006, cumulative)¹	End of Project Actual (March 2, 2007)	Final Quarter Target (Oct to Dec 2006)	Final Quarter Actual (Oct to Dec 2006)	Explanation for variance or why not reported during this quarter	Life of Project Target (2007)¹
Number of farmers trained in new propagation technologies	0	210	210	n/a	n/a		210
Indicator 2.2: Value of value-added commodities/ products							
Value of basis per MT of cocoa reduced for cocoa farmer group members	N95,000	Reduced to N85,000	Reduced to N42,733	n/a	Reduced to N42,733		N75,000
Average value added per MT through cassava processing	0	N17,280	N41,542	n/a	N28,700	Seasonal variation in the price of cassava and its products affects the value added.	N20,736
Value of the basis of bush mango for bush mango group members	N480,000	Reduced to N432,000	N480,000	Reduced to N432,000	n/a	Barriers to entry in the Abakaliki market were greater than anticipated and no reduction of the basis was achieved.	N384,000
Outputs							
Business management training—Number of farmers trained in enterprise development through step-down training	0	330	259	90	49	Only 49 of the invitees attended. The delay pending approval of additional funding made the training coincide with the peak of the cocoa harvest season.	330
No. of buyers of cocoa beans linked directly with communities	0	3	2	1	0	A conflict between CAN and major exporters disrupted transactions with a third buyer (EDF Mann), which were not concluded as direct purchases. Olam and SARO each made multiple direct purchases from farmer groups.	3
No. of groups that have improved links with Abakaliki bush mango market	0	1	3	3	0	Final late season attempts to link with Ikom buyers did not result in any breakthrough with the Abakaliki cartel before the season ended.	3

Result Indicators and Outputs	Baseline (2004)	Revised Target (FY 2006, cumulative) ¹	End of Project Actual (March 2, 2007)	Final Quarter Target (Oct to Dec 2006)	Final Quarter Actual (Oct to Dec 2006)	Explanation for variance or why not reported during this quarter	Life of Project Target (2007) ¹
No. of enterprises benefiting [USAID Common Indicator 18.1a]	0	4	4	n/a	4		4
Result 3: Enabling environment for conservation strengthened							
No. of hectares of biologically significant habitat under improved sustainable management practices	0	8,500	11,417	n/a	11,417	Sustainable management has begun in a total area of biological significance of 11,417 has (See Note 4)	8,500
Indicator 3.1: Capacity improvement in Cross River State Forestry Commission and Cross River National Park	0.38	2.8	2.63	2.8	2.63	The CRNP and Cross River StateFC did not include stakeholders and communities in decision-making as fully as hoped.	3.0
Indicator 3.2: Stakeholder engagement in natural resource management (see outputs, below)							
Outputs							
Number of communities engaged	0	16	18	3	6		16
Number of other institutions (Protected area institutions, NGOs, and Local Government Councils) engaged	0	7 NGOs, 1 community association, 2 PA institutions, 1 LG Council	7 NGOs, 1 community association, 2 PA institutions, 2 LG Council	n/a	3 NGOs, 2 LG Councils		7 NGOs, 1 community association, 2 PA institutions, 1 LG Council
Map of conservation area produced	0	1	1	1	1		1
Multi-community management structure established	0	1	1	n/a		The Conservation Association of Mbe Mountains (CMM) General Assembly, Management Team, Board of Trustees were trained and formally began activities.	1

Result Indicators and Outputs	Baseline (2004)	Revised Target (FY 2006, cumulative)¹	End of Project Actual (March 2, 2007)	Final Quarter Target (Oct to Dec 2006)	Final Quarter Actual (Oct to Dec 2006)	Explanation for variance or why not reported during this quarter	Life of Project Target (2007)¹
Association leaders trained	0	9	9	9	18	9 Members of CAMM's Management Team and 9 members of its Board of Trustees were trained.	9
Sustainable management concept and funding proposals prepared	0	2	2	1	2	An earlier proposal (to the Darwin Initiative) did not receive funding. Proposals to the British High Commission and a fourth proposal (to IUCN) are under preparation.	2
Enabling legislation outputs							
CRS Forestry and NRM policy submitted for passage into law by House of Assembly	0	1	Bill prepared for presentation	Bill presented	Bill prepared for presentation	Bill to repeal the former forestry bill, with notes on changes, will be presented formally to the Cross River House of Assembly by the Cross River State Forestry Commission through the state Attorney General's Office.	1
No. of roundtables and public hearings conducted by CRS-based NGO for civil society inputs to state Forestry law	0	6	6	n/a			6
Conflict Mitigation and Management outputs							
PA institution and NGO staff and community members trained	0	100	127	20	60		100
Public Education and Awareness: Radio programming to support sustainability principles and practices	0	1 program of 13 episodes	1 program of 13 episodes	Remaining 6 episodes aired	Remaining 6 episodes aired		

Result Indicators and Outputs	Baseline (2004)	Revised Target (FY 2006, cumulative) ¹	End of Project Actual (March 2, 2007)	Final Quarter Target (Oct to Dec 2006)	Final Quarter Actual (Oct to Dec 2006)	Explanation for variance or why not reported during this quarter	Life of Project Target (2007) ¹
No. of programs implemented that address NRM and conservation policies, laws and agreements [USAID Common indicator 23.7a] (ENCAP training and Forestry and NRM policy)	0	2	2	n/a			2

Notes:

¹ Targets for the Life of Project are those to be achieved with the additional funding proposed in the Second Annual Work Plan (AWP), which was approved in August 2006. As set forth in the Performance Monitoring Plan (as presented in the Second AWP), targets for FY 2007 (which ends in September 2007) can be measured only after the close of the contract, which ends March 2, 2007. Targets for FY 2007 are based on assumptions that the technologies introduced and accepted during FY 2006 will provide similar levels of benefits in FY 2007 and will continue to spread.

² The 2006 market season for cocoa extends into January 2007. As indicated in the 10th Quarterly Report, analysis and reporting on 2006 targets will be carried out only at the end of the contract (by early March 2007).

³ This is the estimated area of the seven first-year pilot communities. Of the 13 communities that have developed plans for sustainable management of their community areas, the original seven pilot communities all achieved a threshold of at least 3 on the institutional capacity indices during this quarter (see the PMP's PIRS for further explanation).

⁴ The total area of biological significance of 11,417 has includes the following:

Mbe Mountains -- 6,076 has

Etara Eyeyeng -- 5,014 has (area of CRNP easily accessible) The community has requested and received posting of a CRNP staff in the community.

Nsofang -- 327 has (area of CRNP easily accessible) The community has a CRNP ranger post and is now actively implementing its land use plan to protect forest areas.

⁵ The area of "managed natural resource production systems" is the sum of the following land areas, measured in hectares:

- The total farm and forest area within the 13 communities in which SPACE is facilitating land use planning,
- The area of secondary forest within a national park or state forest reserve/sanctuary that is easily accessible to one or more of the above 13 communities, and
- The area of cocoa agroforest farmed by producers participating in the Farmer Field Schools in communities beyond the 13 SPACE pilot communities.

The areas of cocoa agroforest are estimated by farmers and verified by a sample of on-farm measurements. For new communities, an estimated average of 5 has per farmer times 26 regularly participating farmers per community has not been verified.

ANNEX 3: CHANGES IN INSTITUTIONAL CAPACITY: SUPPORTING DETAIL

Annex Table 3.1: Changes in Community-Level Institutional Capacity

Module 1: Governance models established

Indicator / Unit of measurement	Year	Bamba	Bashu	Ebbaken	Etara-Eyeyeng	Kanyang	Nsofang	Okuni	Summary (7 original pilots)
Capacity improvement of village institutions (baseline)	2004	0.0	1.0	0.3	1.0	0.0	0.0	1.0	0.5
Capacity improvement of village institutions	2005	1.3	1.5	1.3	1.5	1.3	1.3	1.5	1.4
Capacity improvement of village institutions	2006	2.8	3.0	3.8	3.3	3.0	3.3	2.8	3.1
Community land use plan developed and implemented (baseline)	2004	0	2	1	2	0	0	2	1.0
Community land use plan developed and implemented	2005	1	2	1	2	1	1	2	1.4
Community land use plan developed and implemented	2006	3	3	4	3	3	4	3	3.0
Community participation in land use planning and management (baseline)	2004	0	1	0	1	0	0	1	0.4
Community participation in land use planning and management	2005	2	2	2	2	2	2	2	2.0
Community participation in land use planning and management	2006	3	3	4	3	3	4	3	3.3
Effective engagement of village institutions with external stakeholders on land and natural resource use issues (baseline)	2004	0	1	0	1	0	0	1	0.4
Effective engagement of village institutions with external stakeholders on land and natural resource use issues	2005	1	1	1	1	1	1	1	1.0
Effective engagement of village institutions with external stakeholders on land and natural resource use issues	2006	2	3	4	4	3	2	2	2.9
Community stakeholder group involvement in natural resource management (baseline)	2004	0	0	0	0	0	0	0	0.0
Community stakeholder group involvement in natural resource management	2005	1	1	1	1	1	1	1	1.0
Community stakeholder group involvement in natural resource management	2006	3	3	3	3	3	3	3	3.0

See numerical index of village institution capacity on next page.

**Numerical index of village institution capacity to implement land use and natural resource management plans
(Index is graded on a scale of 0 to 4)**

Community land use plan developed and implemented

Extent to which community land use plans have been developed and are being implemented

- 0 = No land use plan
- 1 = Land use plan development in progress
- 2 = Land use plan completed but not being used to manage land uses
- 3 = Land use plan completed and is beginning to be used to make management decisions
- 4 = Land use plan being used for decisions and decisions are being carried out

Community participation in land use planning and management

Extent to which disadvantaged groups in the community participate in developing and implementing land use plans

- 0 = Disadvantaged groups in the community (women, youth, and land poor) have not participated in land use planning
- 1 = Disadvantaged groups in the community participated in assessing present land uses (e.g., in developing land use maps)
- 2 = Key groups in the community (including disadvantaged groups) agree on future land use zones and objectives
- 3 = Key community groups formally agree to bylaws defining specific land uses
- 4 = Key community groups participate in and comply with specific land use and management decisions

Effective engagement of village institutions with external stakeholders on land and natural resource use issues

Effectiveness with which village institutions engage outside stakeholders to resolve land and natural resources use issues

- 0 = No engagement by village institutions with outside stakeholders on land and natural resource use issues
- 1 = Village institutions have and/or are engaged with outside stakeholders but have not reached agreement on issues
- 2 = Village institutions are engaged and have reached agreement on at least one issue with outside stakeholders
- 3 = Village institutions are engaged with more than one outside stakeholder and have agreed on at least two land and/or natural resource use issues with outside stakeholders
- 4 = Village institutions are engaged with NGO, government, and private stakeholders and have agreed on several issues

Community stakeholder group involvement in natural resource management

Extent to which resource user groups are involved in decision-making on key natural resource management issues

- 0 = No resource user groups formed
- 1 = Resource user groups formation in progress
- 2 = Land and/or resource use management rules proposed by resource user groups are included in land use plans
- 3 = Resource user groups are represented at all meetings of village land use planning institutions
- 4 = Resource user group members comply with land use plan bylaws

Annex Table 3.2: Changes in Protected Area Institutional Capacity

Module 3: Enabling environment for conservation strengthened

Indicator / Unit of measurement	Baseline Year	CRSFC	CRNP	Summary
Capacity improvement of Protected Area institutions	2004	0.8	0.0	0.38
Capacity improvement of Protected Area institutions	2005	2.3	1.0	1.63
Capacity improvement of Protected Area institutions	2006	2.8	2.5	2.63
Multi-institutional relationships established (baseline)	2004	0	0	0.00
Multi-institutional relationships established	2005	3	2	2.50
Multi-institutional relationships established	2006	4	4	4.00
Stakeholder group involvement in management and decision-making (baseline)	2004	1	0	0.50
Stakeholder group involvement in management and decision-making	2005	2	1	1.50
Stakeholder group involvement in management and decision-making	2006	3	3	3.00
Access to information by local stakeholders (baseline)	2004	1	0	0.50
Access to information by local stakeholders	2005	2	1	1.50
Access to information by local stakeholders	2006	2	2	2.00
Operational effectiveness of the benefit sharing mechanism structure (baseline)	2004	1	0	0.50
Operational effectiveness of the benefit sharing mechanism structure	2005	2	0	1.00
Operational effectiveness of the benefit sharing mechanism structure	2006	2	1	1.5

Numerical index of Protected Area institutions' capacity to engage local stakeholders in biodiversity conservation

Multi-institutional relationships established to address conservation and natural resource management issues, and resolve policy constraint(s) or reformulate policies

Extent to which inter-institutional relationships strengthen policy implementation and/or policy reformulation

- 0 = No multi-institutional conservation and resource management policy working group formed
- 1 = Informal consultation and relationships among protected area institutions but no multi-institutional policy group formed
- 2 = Multi-institutional policy working group established to address policy issues and constraints
- 3 = Multi-institutional working group has agreed upon an agenda of policy constraints and issues
- 4 = Multi-institutional working group is making contributions to eliminating policy constraints or reformulating policies

Stakeholder group involvement in management and decision-making

Extent to which local stakeholder groups are involved in decision-making on key natural resource management issues

- 0 = Community and other local stakeholder groups not included in discussions on conservation and natural resource management or relationship issues
- 1 = Local stakeholder groups are informed of decisions taken by PA institutions affecting natural resource management, but not consulted prior to the decisions being taken
- 2 = Local stakeholder groups are consulted through meetings on specific management and policy issues. PA institutions and communities have set up information sharing procedures, but they are not regularly used by communities.
- 3 = Local stakeholder groups are regularly invited to participate in decision-making on natural resource management issues. Community groups are represented in an advisory capacity on issue working groups and implementation of policy at the local level
- 4 = Local stakeholders have formed strong advisory groups that work and assist the PA institutions devise and legally implement important management rules and/or are involved in the management board of PA institutions.

Access to information by local stakeholders

Extent to which information about the significant issues and decisions is available in an appropriate form

- 0 = Decision-making process centralized and hidden from public view. No mechanism in place for communities to access information.
- 1 = Stakeholder groups begin to request information; PA institutions share information in response to some requests
- 2 = Some information about costs/benefits or trade-offs (social, economic, or environmental) of some decisions made available; public awareness opportunities and/or sources of technical information available that meet a few information needs
- 3 = Some information about costs/benefits or trade-offs (social, economic, or environmental) of most decisions made available. Public awareness opportunities and/or sources of technical information available that meet most information needs, but available only within a few groups/institutions.
- 4 = Stakeholder groups are aware of cost/benefits and how decisions are made. Substantial information shared among institutions and available to stakeholders in an appropriate form. Communities get feedback routinely through established mechanisms of the PA institutions.

Operational effectiveness of the benefit sharing mechanism structure

Availability and extent of clarity/transparency on benefit sharing

- 0 = No benefit sharing mechanism is in place
- 1 = benefit sharing developed and implemented by government institutions and selected private people only
- 2 = benefit sharing mechanism well developed but without communities understanding the mechanism
- 3 = Benefit sharing mechanism agreed to and understood by all stakeholders
- 4 = Benefit sharing mechanism in place and well understood and accepted by all stakeholders

ANNEX 4: HISTORICAL CONTEXT

Figure 4.1: Historical Context in which the SPACE Project Operated
A Timeline of Significant and Illustrative Natural Resource Management and Community Development Events in Cross River State

Nigeria and Cross River State Events	Year	Illustrative Events from Selected Communities
Igbo communities and trade dominate Eastern Nigeria	11 th – 19 th Centuries	
Portuguese visit Nigeria	Late 1500s	
Britain abolishes participation of British subjects in slave trade	1807	
	1825	Nsofang ancestors arrive and settle current village site.
Port of Lagos annexed by British	1861	
Mary Slessor establishes Mission in Calabar	1875	
Residency Building (current National Museum) erected on Consular Hill by the British	1884	
Nigeria becomes British protectorate	1901	
Northern and Southern Nigeria merge into a single territory and governed by English colonial rule	1914	
	1920	Nsofang students start attending school in Afikpo
National legislative council, with limited African representation, established.	1922	
	1930	Forest Reserve created by Eastern Nigerian Government (Bashu)
Second World War	1939 – 1945	Policy of compulsory rubber tapping enforced resulting in famine (Ebbakken)
	1940s	First canoe dug in Nsofang
First constitution for a federal system of government introduced by the United Kingdom	1942	First survey of Afi Mountain (Ebbakken)
	1944	Local cocoa introduced (Ebbakken)

Nigeria and Cross River State Events

<p>First constitution for a federal system of government introduced by the United Kingdom</p>
<p>1947 constitution is abrogated and a ministerial government is put in place</p>
<p>First census carried out</p>
<p>Federation of Nigeria achieves independence (October 1)</p>

Events from Illustrative SPACE Communities

Year

1947	First primary school (St. Christopher's Elementary, 1-3 grades) established (Bashu)
1950s	Abundance of wildlife (Bamba)
	Cocoyam and Plantain principle crops (Bamba)
1951	
1953	
1960s	Banana introduced (Kanyang)
	Long distances traveled by Bashu farmers to sell Bush Mango and Cocoa at very low prices
	Native cane bridge constructed to cross Okorn River (Bashu)
1961	Independent Amazon Cocoa handsaw introduced (Ebbakken)
1962	First zinc house constructed (Ebbakken & Bamba)
	First Cocoa Estate (Ebbakken)
	Gamalin introduced (Bamba)
1966	Bamba Town Hall constructed
1970s	Chemicals introduced for cocoa production (Kanyang)
	First zinc roof erected in the community (Bashu)
	Ferrying across Okorn River began (the cane bridge no longer used) (Bashu)
	Elementary school elevated to primary 6 and moved to permanent site (Bashu)
	First University student graduate from Nsofang

Nigeria and Cross River State Events

Adoption of first national constitution of Nigeria
Conflict with Obonyi and Cameroon
Cross River National Park gazetted
European Union-funded conservation project carried out by WWF in the Okwangwo Division of Cross River National Park

Events From Illustrative SPACE Communities

Year	Event
1972	Power chain saw introduced to Ebbakken & Bamba
	Large fish swarm due to seasonal flooding (Bamba)
1979	Bush mango harvest & sales boom
1980s	Secondary school built in Ebbakken
	Feeder road to Bashu constructed and the first vehicle arrives to the community
	Bush mango price increases (Bashu)
	Decline in fish populations due to indiscriminate use of chemicals for fishing (Bamba)
	Hunting is predominate trade, along with banana cultivation (Bamba)
	People destroyed Cocoa farm for Banana; later, people again planted Cocoa mixed with Banana
	First road to Bamba constructed
1983	Health center established (Bashu)
1990s	Bamba forests (within Okwangwo-Bashu Forest Reserve) demarcated as part of the Okwangwo sector of the park
1991	No logging within CRNP but NTFP harvesting continues (Bashu)
1994	Swallow Project (Ebbakken). Made various donations of goods to community but failed to build local capacity
1994 – 1998	WWF/Cross River National Park "Wildlife" project implemented. (Bamba) Project raises awareness of endangered species conservation and executes various community development projects.
	Begin to see rise in conflict between CRNP and communities. (Bamba, Kanyang)

Nigeria and Cross River State Events

Events From Illustrative SPACE Communities

	Year	
DFID-supported Community Forestry Project	1995 - 1998	Series of forest and community fires (Kanyang)
	2000	Concrete bridge construction at Okorn started , still uncompleted (Bashu) Cornerstone of community tourist lodge is laid (Kanyang) Cocoa Estate project initiated (Bamba). Asked communities to clear large portions of their forest to plant cocoa trees.
	2002	Forest Management Committee established in Bashu; various forest management activities carried out and royalty system established.
	2003	Secondary school constructed (Kanyang) Three indigenes arrested by CRNP for hunting endangered monkey, poisoning water for fishing, felling a tree to harvest NTFP. (Bashu)
	2004	Park enforces no entry rule in to National Park. (Bashu) Nursery and secondary schools established (Bashu) Intercommunal war between Boje and Iso Bendeghe Cross River State Poverty Eradication program. (Bamba). UNICEF project planning stage begins (Kanyang) SPACE project planning stage (Kanyang)
	Present	Development In Nigeria (DIN) project working with women to improve their NTFP domestication skills and in microenterprise development (Bashu, Ebbakken)

ANNEX 5: PRINCIPLE TRAINING PROGRAMS

Name of Training	Dates	Training Providers	Numbers trained	Target groups for in country training	Training Objectives
Board of Trustees Orientation	January 2007	ARD team members and DIN	9	CAMM Board of Trustees	<ul style="list-style-type: none"> To inform about the roles and responsibilities of the Board of Trustees and other structures of the CAMM
Bush Mango Propagation and Domestication Training	July 2005	ICRAF with SPACE team members	172	ADP FFS facilitators, partner NGOs, and community members	<ul style="list-style-type: none"> To impart conservation-compatible techniques for improved propagation and domestication of bush mango
Cassava processing techniques	2006	IITA/CEDP and SPACE team members	21	Community members	<ul style="list-style-type: none"> To enhance value added through appropriate processing technology. Develop the capacity of the cassava groups to operate and manage the processing center for maximum profit.
Cocoa Agroforestry Farmer Field Schools	April-November (2005 & 2006)	STCP and ARD team members	872	Farmers	<ul style="list-style-type: none"> To impart improved, conservation compatible practices for cocoa agroforest management
Community-Based Natural Resource Management	February 2005	SPACE team members and ARD HO staff	27	Community representatives; NGO staff; Cross River State agricultural and forestry staff	<ul style="list-style-type: none"> To orient collaborating communities and partners to methods and content of land use planning and gender
Community Land Use Planning Orientation	April to August	SPACE team	21	community members, from communities	<ul style="list-style-type: none"> To improve CLUP methods, practices, and skills at the community level
Conflict mitigation and management, Analysis and mediation	2006	ARD team members; AAPW	69	Forestry, National Park, and NGO staff; community members	<ul style="list-style-type: none"> To train members of focal communities, institutions and NGOs/CBOs in conflict management using the experiential learning

Name of Training	Dates	Training Providers	Numbers trained	Target groups for in country training	Training Objectives
					<p>techniques.</p> <ul style="list-style-type: none"> To engage participants in participatory learning process of generating conflict materials and conflict analysis
Cross-community learning visits	September and November 2006	ARD team members, DIN, and GRADO	42	Community members and NGO staff	<ul style="list-style-type: none"> To promote interest in community land use planning to ensure that the communities implement the plans thereafter.
Farmer Field School Facilitator Training of Trainers	March 2005, April & August 2006, February 2007	Sustainable Tree Crops Program (IITA/STCP) and SPACE Team members	68	Community representatives, NGOs, Cross River State agricultural extension workers, CRSFC and CRNP staff	<ul style="list-style-type: none"> To orient community-level extension workers to the participatory discovery learning methods and content of the Farmer Field Schools
Enterprise Management	2006	OICI, w SPACE support	76	Community producer and resource user group members	<ul style="list-style-type: none"> Develop the capacity of the groups to operate as profit-making enterprises.
EIA and Environmentally-friendly design (ENCAP)	September 2005	CADMUS, w ARD support	40	USAID/Nigeria IPs, SPACE partners, selected Cross River State stakeholders	<ul style="list-style-type: none"> To assist USAID Partners use simple EIAs to better design and implement environmentally sound activities
Management Team Orientation	November 2006	ARD team members and DIN	9	CAMM Management Team	<ul style="list-style-type: none"> To acquaint the members of the Management Team with the challenges and opportunities available to them for conservation and long-term management of the Mbe Mountains To initiate relationships between the Management Team and other Mbe Mountains stakeholders
Mapping and GIS Inventory Techniques	July 2005 ff.	ARD, WCS, and partner staff	5	Community members	<ul style="list-style-type: none"> To improve understanding and skills for use of GIS at the community level

Name of Training	Dates	Training Providers	Numbers trained	Target groups for in country training	Training Objectives
Remote Sensing	July 2005	ARD	18	Partners & selected Cross River State government and NGO stakeholders	<ul style="list-style-type: none"> To improve understanding and skills for use of remotely sensed imagery for monitoring land cover change
Soil fertility management	2006	SPACE team members and IITA/Cassava Mosaic Disease project	180	Community members	<ul style="list-style-type: none"> To enhance knowledge and skills in cassava cultivation techniques and management of soil fertility.

ANNEX 6: TECHNICAL ASSISTANCE

Annex Table 6.1: Long-Term Personnel Collaborating with the SPACE Project

Name	Position	Organization	Person-days supported with SPACE funding	Phase
Allen Turner	Chief of Party; Sustainable Agriculture & NRM Specialist	ARD	650	Design, Implementation
Alade Adeleke	Protected Areas Management Specialist	ARD	650	Design, Implementation
Bassey Archibong	CBNRM Specialist	ARD	498	Implementation
Bello Yakasai	Senior Marketing Systems Specialist	ARD	390	Implementation
Tammie Kammonke	Gender Specialist	ARD	260	Implementation
Lawrentia Ofre	Sustainable Ag & NTFP Systems Specialist	ARD	606	Implementation
Enembe Edet	Assistant Master Trainer	ARD	497	Implementation
Tony Atah	PA senior officer	DIN	606	Implementation
Juliet Olory	Sustainable agricultural officer	DIN	520	Implementation
Sylvester Ushie	Sustainable agricultural assistant	DIN	390	Implementation
Rose Ashu	CBNRM officer	DIN	520	Implementation
Obase Ekok	Assistant Master Trainer	CRS ADP	Expense allowance	Implementation
Ngon Nsor	Sustainable agricultural officer	GRADO	606	Implementation
Patience Obase	CBNRM officer	GRADO	606	Implementation
Kenneth Awa	Marketing officer	GRADO	390	Implementation

Annex Table 6.2: Key Short-Term & Part-Time Personnel Financed by the SPACE Project

Name	Position	Organization	Person-days	Phase
Peter Hetz	Home Office Senior Technical Advisor; PA Management Specialist	ARD	108	Design, Implementation
Marsha Kellogg	Advanced Participatory Methods/ Conflict Specialist	ARD	78	Design, Implementation
Innocent Okuku	Participatory Extension Specialist	STCP	195	Implementation
Andrew Dunn	PA Specialist	WCS	65	Design, Implementation
Zoe Parr	Project Director, Financial Sustainability Specialist	DIN	260	Implementation
Ramzy Kanaan	CBNRM Specialist	ARD	131	Implementation
Chris Okafor		STCP	65	Design, Implementation
Gabriel Ogar	Information Specialist	ARD	175	Implementation
Sylvanus Abua	CRNRM Specialist	ARD	115	Implementation
Clement Umina	Communications Specialist	ARD	90	Implementation
Henry Etta	Marketing Officer	ARD	124	Implementation
Owan Abang	Legal Specialist	ARD	71.5	Implementation
Colo Agbor	Forestry Specialist	CRSFC (design) ARD	20	Design, Implementation
Wale Adeleke	Forestry and Wildlife Specialist	ARD	25	Implementation
Francis Eyamba	Market Research and Data Analyst	ARD	15	Implementation
David Ogar	Market and Economic Analyst	ARD	15	Implementation
Nduka Nwagbo	Legal Specialist	ARD	24	Implementation
Odigha Odigha	Participatory Policy Specialist	NGOCE	45	Design, Implementation
Danjuma Saidu	Conflict Management Training Specialist	AAPW	28	Implementation
Jennifer Castleden	NGO Assessment Team Letter	One Sky	18	Design, Implementation
Lynnette Wood	Remote Sensing-GIS Specialist	ARD	27	Implementation
John Young	Marketing Specialist [and Value Chain Analyst]	ARD	28	Implementation

Name	Position	Organization	Person-days	Phase
David Hughell	GIS Specialist	ARD	25	Implementation
Nick Thomas	GIS Specialist	ARD	14.3	Implementation
Bruce Byers	Natural Resourced Management Specialist	ARD	4	Evaluation
John Wilson	CBNRM Specialist	ARD	36	Design
Ben Alkire	NTFP Specialist	ARD	31	Design
Tony Bassey	Deputy Team Leader (design)	ARD	60	Design
Patricia Eyamba	Gender Specialist	ARD	25	Design
Marian Solomon	Agronomist	ARD	26	Design
Karen Menczer	Environmentally friendly design trainer; pesticide use evaluation	Cadmus ARD	23 2	Implementation
Fidelis Anukwa	Forest Resource Assessment, Conflict Assessment, PAPWG	CRSFC	Expense allowance	Implementation
Otu Ibor	Conflict Assessment, PAPWG	CRSFC	Expense allowance	Implementation
Bridget Nkor	GIS Specialist	CRSFC	Expense allowance	Implementation
Gabriel Agba	Conflict Assessment, PAPWG	CRNP	Expense allowance	Implementation
Caroline Akwaji	Conflict Assessment, PAPWG	CRNP	Expense allowance	Implementation

ANNEX 7: LESSONS LEARNED BY IMPLEMENTING PARTNERS

Overview

At the end of the SPACE project, from February 7 to 10, 2007, SPACE team members and many of our partners met together with pilot communities and USAID in series of workshops to identify lessons learned from two years of project implementation. The following paragraphs and Annex Table 7 summarize the results of the closing Lessons Learned workshop, which contributed to Sections 4 and 5 of the SPACE Final Report.

Purpose & Methodology of the Lesson Learned Workshop

The lessons learned workshop brought together SPACE project staff, implementing partners, Nigerian government representatives, and USAID to review project successes and challenges and identify lessons learned from implementation of activities under the project's three components: Community Based Natural Resources Management, Sustainable Agriculture and Non-Timber Forest Products, and Protected Area Management (strengthening the enabling environment).

Workshop participants worked in pairs, small groups defined by themes, and as a full group to:

- Discuss project success stories, and identify factors of success
- Identify challenges and problems that arose during project implementation, per activity area.
- Develop lessons learned from participant experiences of success and the challenges that they faced.
- Identify results that show sustainability and opportunities for replication of project successes
- Assess project management system's effectiveness at supporting and contributing to project activities

Participants addressed the following objectives:

- Identify themes for analysis within each of the project components: CBNRM, Sustainable Agriculture and NTFPs, and Protected Areas Management.
- Analyze strengths/weaknesses, lessons learned and make recommendations for the future within the identified thematic areas and activities.
- Review workshop findings and make recommendations for future replication of project successes within Cross River State and to other areas of Nigeria.
- Develop a set of significant, relevant and applicable lessons learned that will be validated at a final presentation with appropriate Cross River State stakeholders.

The workshop was preceded by one day of a lessons learned assessment with select SPACE communities. On Wednesday, February 7, two groups of SPACE team members and selected partners visited two communities, Kanyang and Wula Mgbaesho, respectively, to gather experiences, perspectives, opinions and lessons learned by the community relative to the project activities. Kanyang was chosen because it was a community in which all SPACE activities were carried out over the full period of the life of the project. Wula Mgbaesho was included in SPACE activities in the second year of project implementation and therefore had not benefited from all interventions. However, both Kanyang and Wula Mgbaesho are members of the Conservation Association of Mbe Mountains. This information provided insight into the community level experience, for the workshop's subsequent lessons learned analysis.

From the afternoon of February 8 to Noon February 10, SPACE team members and partners brainstormed and analyzed project implementation and management experiences and the lessons learned from them. A presentation of workshop findings was given the following Monday, February 12, in Calabar to validate lessons learned with a larger SPACE stakeholder audience.

The following figure (see Annex Figure 7) summarizes very briefly the key lessons identified during the workshop. (A more detailed summary of the workshop was prepared for team members, partners, and communities.)

ANNEX FIGURE 7.1: LESSONS LEARNED BY SPACE IMPLEMENTING PARTNERS

<p>Strengthening Participation</p>	<p>Limited number of decentralized, but well-focused pilots and adaptive learning “experiments” are important to understand the local context.</p> <p>Participatory community profiling—Key to validate design, understand interests, and build trust and commitment at each community.</p> <p>Ensure sufficient time, analysis and debate with local stakeholders. Listen to all community voices.</p> <p>Help stakeholders build more effective relationships with each other.</p> <p>Adapt project activities to fit stakeholder activities and situations.</p> <p>Look for multiple entry points and expect a complex set of outcomes.</p> <p>Results and indicators evolve as communities engage in setting realistic targets.</p> <p>Set the “right tone” and style with staff, teams, and values:</p> <ul style="list-style-type: none"> • “Be the change you want to see in the world.” • “No handouts.” <p>Community learning is based on adult education principles – it’s experiential, and all community processes should build on these.</p> <p>Link producer groups with buyers to build confidence, familiarity, and capacities.</p> <p>Use cross-visits to share experiences, stimulate change, share lessons learned.</p>
<p>Building Capacity</p>	<p>Build on existing/traditional institutions when possible (legitimacy, flexibility, accountability).</p> <p>Associations of communities can help scale up, build capacity to realize economic benefits, and develop constituencies to support devolution in policy and law.</p> <p>Donors can support capacity-building and collaboration of institutions from community to state and federal levels and across sectors.</p> <p>Invest in champions.</p> <p>Facilitate and support the coordination and collaboration of institutions working across a variety of sectors and at different scales.</p> <p>Support flexibility in project design and implementation.</p> <p>Secure rights—write down the customary law/rules.</p>
<p>Strengthening Enabling Conditions</p>	<p>Don’t overwhelm – focus on specific issues that allow stakeholders to come together in multi-disciplinary combinations.</p> <p>Insist on mechanisms and methods that ensure equal voice – at all levels – and in all activities.</p> <p>USAID and other donor participation in key and critical stakeholder forums lends credibility to process and products.</p> <p>Be clear about resource allocation and expectations.</p> <p>Give stakeholders control over decisions about resource allocation and use.</p>

ANNEX 8: SELECTED REPORTS PREPARED BY THE SPACE PROJECT

Agbor, Chris (editor), with Dr. Otu I. Ibor, Fidelis A. Anukwa, and Yibala Eteng, “An Assessment of Conflicts/Disputes in Forest Resources Management in Cross River State: Perspectives of the Cross River State Forestry Commission.” (Prepared for SPACE on behalf of CRSFC.) August 2005.

Anukwa, Fidelis “Review and Support for Community Land use Planning: Community Forest Resource Assessment”, September 2005.

ARD, Inc., “Design and Implementation Plan,” Sustainable Practices in Agriculture for Critical Environments July 2004.

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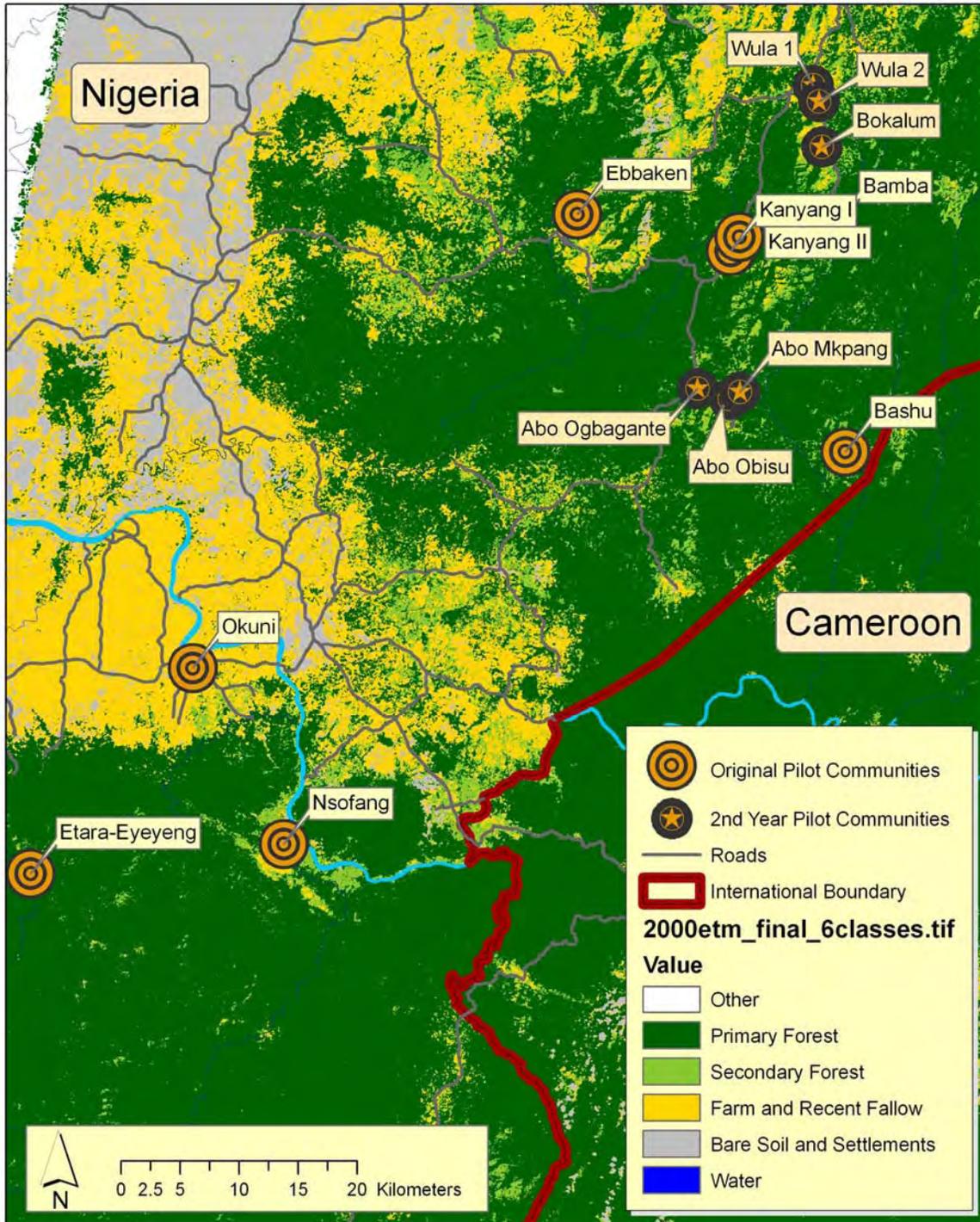
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ANNEX 9: MAPS OF SPACE PILOT COMMUNITIES AND COLLABORATING FARMER FIELD SCHOOL COMMUNITIES

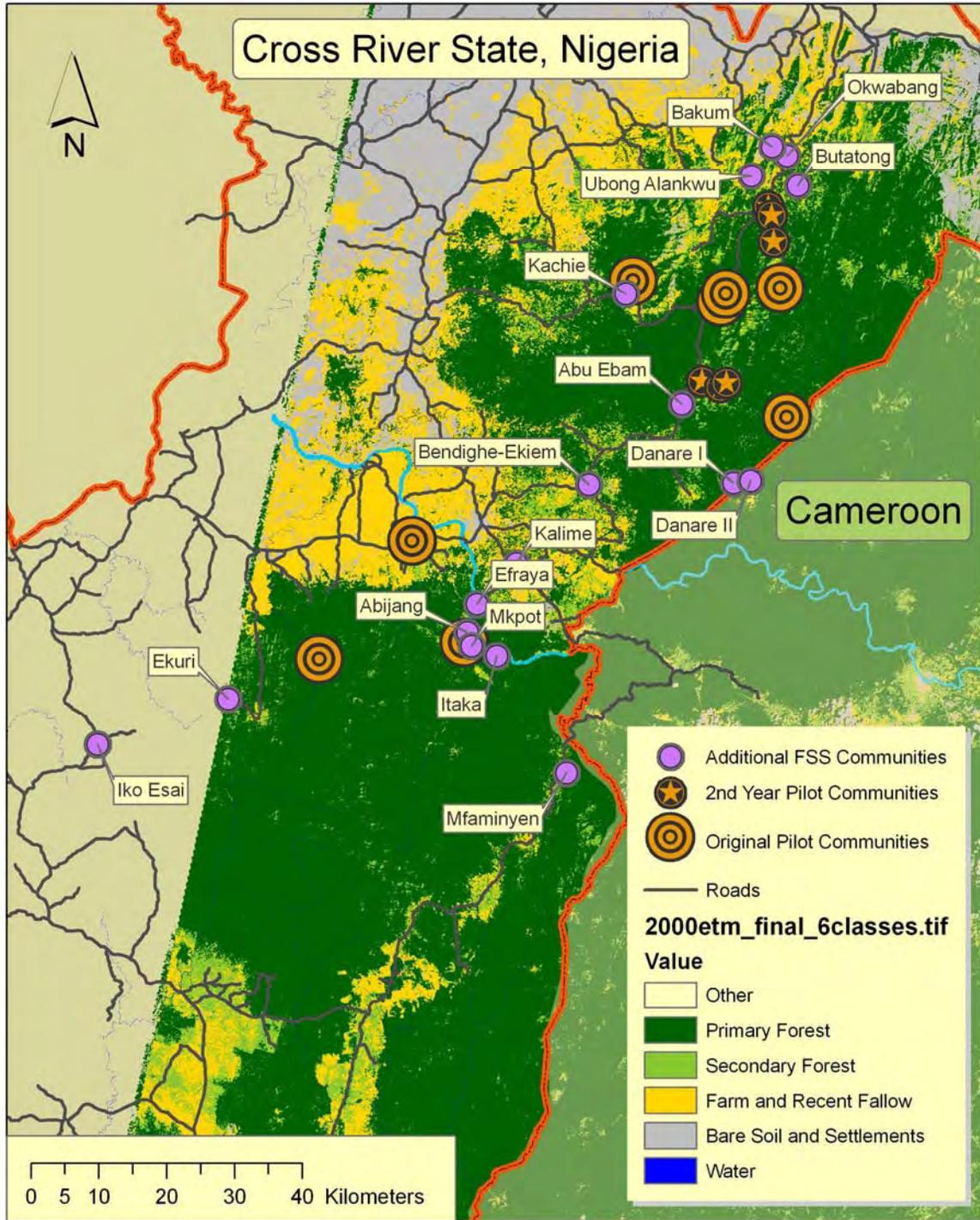
Please see the maps on the following pages:

- Annex Map 9.1: SPACE Pilot Communities
- Annex Map 9.2: SPACE Additional Farmer Field School Communities

Annex Map 9.1: SPACE Pilot Communities



Annex Map 9.2: SPACE Additional Farmer Field School Communities



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