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**U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT  
ROCAP**



APO MIAMI, FL 34024-0190

Telephones: 502-2-346761/62/63  
Fax: 502-2-348502  
Télex: 0372 3110 USAID GU

REGIONAL OFFICE FOR CENTRAL AMERICAN PROGRAMS

July 31, 1991

CULTURAL SURVIVAL, INC.  
1101 N. Highland Street, Suite 424  
Arlington, Virginia 22201

Subject: Cooperative Agreement No. 596-0150-A-00-1240-00

Gentlemen:

Pursuant to the authority contained in the Foreign Assistance Act of 1961, as amended, the Agency for International Development (hereinafter referred to as "A.I.D." or ROCAP) hereby provides to the Cultural Survival, Inc. (hereinafter referred to as the "Recipient"), the sum of Five Hundred Thousand Dollars (\$500,000), to support "Institutional Strengthening and Natural Resource Management Among Jungle Dwelling Indigenous Groups of Central America", as more fully described in Attachment 1 entitled "Schedule" and Attachment 2 entitled "Program Description".

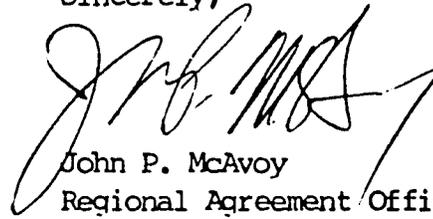
This Agreement is effective and obligation is made as of the date of this letter and shall apply to commitments made by the Recipient in furtherance of program objectives during the period beginning May 17, 1991, and ending July 30, 1994.

This Agreement is made to the Recipient on the condition that the funds will be administered in accordance with the terms and conditions set forth in Attachment 1, entitled "Schedule," Attachment 2, entitled "Program Description," and Attachment 3, entitled "Standard Provisions for US Non-Governmental Grantees," which have been agreed to by your organization.

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596-0150-A-00-1240-00  
July 31, 1991

Please sign the original and five (5) copies of the letter to acknowledge your receipt of this Agreement and return the original and four (4) copies to the ROCAP/Guatemala, Attention: Regional Contracts Office.

Sincerely,



John P. McAvoy  
Regional Agreement Officer

Attachments:

1. Schedule
2. Program Description
3. Standard Provisions, US Non-Governmental Grantees.
4. Pre-Agreement Expenses letter dated June 20, 1991

ACKNOWLEDGED:

By: Sam Sols

Title: Aug. 20, 1991 Executive Director

Date: Aug. 20, 1991

Appropriation No.:	71-1111021
Budget Plan Code:	LDNA-91-25596-KG13
PIO/T No.:	596-0150-3-10040
Project No.:	596-0150
Total Estimated Amount:	\$1,145,119
Total Obligated Amount:	\$500,000

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ATTACHMENT NO. 1

SCHEDULE

A. Purpose of Agreement:

The purpose of the project is to support "Institutional Strengthening and Natural Resource Management Among Jungle Dwelling Indigenous Groups of Central America".

B. Period of Agreement:

1. The effective date of this Agreement is July 31, 1991. The expiration date of this Agreement is July 30, 1994.
2. Funds obligated hereunder are available for program expenditures for the estimated period May 17, 1991 through August 31, 1992.

C. Amount of Agreement and Payment:

1. The total estimated amount of this Agreement for the period shown in B.1. above is \$1,145,119, subject to the availability of funds and the mutual agreement of the parties at the time to proceed.
2. AID hereby obligates the amount of \$500,000 for program expenditures during the period set forth in B.2 above.
3. AID anticipates adding additional funds to this Agreement. Any increment is subject to the availability of funds and mutual agreement of the parties at the time to proceed. Until such time as the obligation is increased by amendment to this Agreement, AID's total obligation is limited to the amount shown in the previous paragraph C.2. The Recipient may not exceed the total estimated amount or the obligated amount, whichever is less.
4. Payment shall be made to the Recipient in accordance with procedures set forth in Attachment 3, Optional Standard Provision No. 1, entitled "Payment - Letter of Credit".

D. Financial Plan:

The Financial Plan for this Agreement is shown as Exhibit A to Attachment No. 1. Revisions to this Plan shall be made in accordance with the Standard Provision of this Agreement entitled "Revision of Grant Budget".

The Financial Plan is illustrative in nature. The Recipient can adjust individual cost lines by a factor not to exceed 15%. Any adjustment exceeding 15% or any increase in the total Agreement amount requires the prior written approval of the Regional Agreement Officer.

No compensation for personnel will be reimbursed unless their use under this agreement has the advance written approval of the Agreement Officer.

The Recipient will be held accountable for providing the counterpart funds agreed to in this Agreement, which total is \$638,000. This counterpart represents a 56% match by the Recipient of the AID contribution to this Agreement. If the Recipient does not match AID funds at the rate of 56%, AID will disallow cost proportionately. The counterpart contributions to this Agreement will be documented by quarterly reports and verified by independent audits of the Recipient's programs.

E. Special Provisions

1. The Agreement Officer's Technical Representative (AOTR) for the performance of this Cooperative Agreement is Mr. Ronald Curtis, Chief, Regional Agricultural Development Office, or his designee. This individual shall have the following authority:

- a) Certification of work performed on all vouchers submitted.
- b) Necessary clarifications of, or minor, non-cost-related adjustments to the program description in Attachment 2.
- c) Approval of all reports, plans, timetables or other such technical submissions required under the Program Description.
- d) Understanding of Substantial Involvement:

AID/ROCAP and the Recipient anticipate that AID/ROCAP will have substantial involvement in assisting Cultural Survival, Inc. to carry out its responsibilities hereunder.

F. Local cost financing is authorized per Optional Standard Provision No. 9.

G. Authorized Geographic Code

The authorized Geographic Code for procurement of goods and services shall be in accordance with Provision 6 of the Optional Standard Provisions.

H. Cost Sharing

The Recipient shall contribute supplies and services valued at \$638,000 to the performance of the program described herein.

I. Reporting Requirements

Over the life of the project, Cultural Survival will provide RENARM with workplans and reports as follows:

- a) Yearly workplans will describe objectives, accomplishments to date, strategy, implementation plan and corresponding budget. The first workplan should be presented to RENARM within sixty (60) days after the signing of the Cooperative Agreement. Subsequent workplans should be received thirty (30) days before the commencement of each implementation year.
- b) Semi-annual reports will describe output and indicator achievement, accomplishments and overall project status, problems and delays, and major activities or corrective actions to be taken during the following reporting period. The semi-annual reports should be received by PENARM within ten (10) days after the completion of the reporting period. The last semi-annual report will serve as a final report, with the contents additional to normal semi-annual reports to be established at a later date.

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J. Establishment of Indirect Cost Rate

Pursuant to the Optional Standard Provisions of this Agreement entitled "Negotiated Indirect Cost Rates - Provisional" and "Negotiated Indirect Cost Rates - Predetermined" a rate or rates shall be established for each of the Recipient's and Sub-Recipient's accounting periods during the term of the Agreement. Pending establishment of final overhead rates for the initial period, provisional payments on account of allowable indirect costs shall be made on the basis of the following delineated provisional and predetermined rates applied to the base(s) which are set forth below:

<u>Type of Rate</u>	<u>Rate(s)</u>	<u>Base</u>	<u>From</u>	<u>Through</u>
Recipient:				
Provisional	27.73%	Total Direct Costs	Agreement Effective Date	Until Amended
Sub-Recipient (IDAHO State Univ.)				
Predetermined	12%	See (*) below	Agreement Effective Date	Until Amended

(\*) Direct salaries and wages including vacation, holiday and sick pay, but excluding other fringe benefits.

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Attachment 1  
Exhibit A

FINANCIAL PLAN  
IN US DOLLARS

<u>CATEGORIES</u>	AID/ROCAP	COUNTERPART
Salaries	292,721	
Project Office Expenses/Arlington	84,100	
Main Office Coordination	93,346	
Diagnostic Studies, Reports		138,000
Small-scale development grant fund		500,000
Regional Coord./ISU Subrecipient	365,348	
Equipment and Transportation	40,000	
Regional Administrative Expenses	<u>21,000</u>	
Sub-Total	896,515	
Overhead	<u>248,604</u>	<u>          </u>
TOTAL	<u>1,145,119</u> =====	<u>638,000</u> =====

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PROGRAM DESCRIPTION

**Proposal:** Institution Strengthening and Natural Resource Management Among Jungle Dwelling Indigenous Groups of Central America.

**Submitted to:** USAID/ROCAP

**Submitted by:** Cultural Survival, Inc.  
53 A Church St.  
Cambridge, Massachusetts, 02138  
Telephone (617) 495 2562

Washington, D. C. Office:  
1101 N. Highland St., Suite 424  
Arlington Virginia 22201  
Telephone (703) 243-0230

*Leslie McMurtry*

**Coordinator:** Mac Chapin, Project Director

**Amount:** Total proposed for ROCAP funding: U.S.\$ 1,145,489  
Cultural Survival contribution: U.S.\$ 638,000

**Duration:** 3 years

**Purpose:** To strengthen the institutional capacity of Indigenous groups throughout the Central American region to enable them to protect and efficiently manage their natural resources.

**Contents:**

1. Introduction
2. Project objectives
3. Activities and methodology
4. Implementation schedule and deliverables
5. Organizational information and experience
6. Summary budget
7. Appendices:
  - No. 1. Detailed budget by year.
  - No. 2. Management plan and scope of work.
  - No. 3. List of organizations and institutions.
  - No. 4. Background Information: Indigenous Peoples and Natural Resources in Central America

## 1. Introduction

Virtually all of the remaining low-land tropical forests of Central America are inhabited by Indian groups. The future of these areas will be intimately connected to what happens to these groups over the next ten or twenty years. Indian groups have remained politically invisible and excluded from the policy process, unable to participate in the overall decision-making process affecting the disposition of their lands and in directing the flow of resources into and out of their community. The reasons for this situation are complex, having to do with linguistic and geographical isolation and cultural practices that do not prepare these groups to effectively participate in the external policy arena.

The consequence has been unrelenting destruction of both cultural and biological diversity as their lands have been taken over by expanding cattle pastures, spontaneous colonization by landless peasants, and wholesale deforestation which is rapidly destroying the natural resource base, producing wide-spread rural poverty and increased pressure on urban centers.

Solutions to this problem will be elusive and fragile, however, the history of these groups suggests some promising opportunities. They have resided in low-land tropical forests for centuries and have evolved production systems that serve to maintain the integrity of the forest. We believe that the cause of conservation is best served by working with the Indian populations on a combined strategy of resource management.

The selection of activities described in this proposal is based on the premise that Indian societies are caught up in a process of change and that they must gain skills to fend for themselves in a landscape that is often hostile to their survival. At the same time, however, their cultural traditions present opportunities for conservation and sustained resource management. Culture is seen as a set of mechanisms which permit a group to have a sense of itself, to comprehend its situation, and to self-consciously and successfully adapt to changing circumstances. Cultural Survival does not attempt to preserve native societies as museum pieces. Our emphasis is on strengthening the institutions of native societies so that they possess the capacity and flexibility to manage their own affairs and decide the course of their own destiny.

In this context, our problem definition can be divided into four parts: 1) Assessment of present conditions, needs and trends, 2) Development of institutional and professional capabilities, 3) Provision of appropriate technical assistance, 4) Outreach and information exchange. The activities described in section 3 "Activities and Methodology" are designed to respond directly to these problem components.

## 2. Objectives

The overall objective is to work collaboratively with low-land jungle dwelling indigenous groups to create the conditions for sustained exploitation of natural resources in a manner that allows these groups to manage their own natural resource base, minimize damage to the environment, protect cultural and biological diversity, and provide the means for equitable and sustained economic growth. The more specific objectives are to develop the institutional and professional capabilities they will need to shape the course of their own destiny, to select appropriate technology essential for the sustained use of their natural resources, and to be able to compete effectively for available financial and technical assistance resources.

These general objectives broadly overlap with those of RENARM. The details of project design and implementation, however, have been tailored to meet the special needs of Indigenous groups. Although this project stands alone, it has been designed to provide a complementary and collaborative set of program activities and professional perspectives in those areas where indigenous groups can either contribute to or benefit from RENARM activities.

## 3. Activities and methodology.

The following activities are an expansion of Cultural Survival's present work. (Please see section 5, Organizational Information and Experience for a more detailed description of this work.) The proposed program contains four main components: 1) Needs assessment and country profiles; 2) Small grant development fund, 3) Technical assistance and grant monitoring; 4) Regional workshops and technical exchange. The Indian groups targeted will be selected using the following criteria: residence in low-land jungle areas; adequate sense of group identification; and interest in developing a project proposal.

1. Needs assessment and country profiles. Cultural Survival has completed reports on the situation of indigenous peoples in Guatemala, Belize, and El Salvador. Field research has been completed for Costa Rica and is just now being undertaken in Panama, to be followed by Honduras and Nicaragua. By the end of 1991, profiles will be completed for all seven countries. These profiles will contribute to a growing data base that can be used to develop programs and policies that give these groups visibility and begin to create the institutional and professional capabilities they need to participate more effectively in the larger policy arena and to sustainably manage their natural resources.

Cultural Survival will publish an analysis of the current situation of indigenous groups, strategies for addressing their needs and policy recommendations directed to government policy makers, NGOs, international lending institutions, development agencies, indigenous leaders and the general public. Over the life of the project we will also work with RENARM to disseminate the results of the profiles and analysis to wide audiences in the form of videos, newspaper and magazine articles and formal presentations in both Central America and the US. It is anticipated that these products can be coordinated with other RENARM sponsored activities.

2. Small grant development fund. This component will expand our current small grants program to \$500,000. Grant activities will begin within three months with several groups which have already presented proposals for activities. Some examples are: in Panama, demarcation of the Emberá territory by Kuna topographers, survey and legalization of the San Blas Kuna reserve, and a study of the steps required to legalize the Bayano Kuna Reservation, communal land titling in Honduras sponsored by MOPAWI, a project to reforest woodlots in the Bocas del Torro by the Guaymi, organizational training among the Bribri and Cabécar in Costa Rica.

All potential grants will be discussed during an internal review process before approval. The small grants activities will range between \$5,000 and \$25,000. Criteria for selection will be that the project responds to a significant community need; can be used as a focus for institution strengthening; assures effective utilization of funds; contributes to or leads to achieving the larger concerns of RENARM; is likely to lead to spin-off or follow-on projects.

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Additional counterpart funds will be sought, and this activity will be closely coordinated with other small-scale development and conservation groups working with indigenous people in the region, for example, World Wildlife Fund, the Inter-American Foundation and World Neighbors. A minimum of 20-25 grants will be approved over the three year project period, the bulk of the grant money will be obligated during the second and third year of the project. Standard administrative procedures for grant management will be followed, with letters of agreement, project records, and periodic financial and programmatic reporting.

Underlying our work among jungle dwelling indigenous groups is the thesis that these groups possess ways of life and belief systems that make them effective managers of tropical forests or that can provide the support structure for sustained management practices. At the present time, Indian groups confront numerous problems on the natural resource front, but few of them have the institutional capacity to do much about them. This program component has been designed to strengthen this capacity so that they can begin to organize around projects and activities in their own territories. Mini-case studies and analyses of these projects and activities will be produced as a vehicle for documenting progress, identifying and communicating lessons learned.

3. Technical assistance and grant monitoring. In order for Indigenous peoples of Central America to develop the institutional and professional capabilities required to shape the course of their own destiny, they will need to receive technical assistance that is appropriately focused and specifically tailored to their needs and opportunities. In addition to technical advice on environmental and natural resource management, they will need information and assistance in the areas of land surveying, titling, and general administration, bookkeeping and accounting, and grant writing among others.

Most of the indigenous groups we work with are at the beginning stages of organization. They are found in remote and isolated places, and they lack the organizational and political skills required for establishing contacts with technical, financial, and political organizations capable of providing technical assistance. The capacity building activities begun in 1979 by Cultural Survival and continued under this proposal are clearly part of a long-term effort. During this phase, Cultural Survival will continue to work with the Indian groups in the region to diagnose needs, establish contacts and develop collaborative working relationships with national and international specialists, initiate pilot projects, and document progress. By the end of the project we expect to have a substantial grant portfolio of projects and activities that are being

implemented and managed by local indigenous groups. The methodology utilized throughout the program will rely on small projects that provide the focus institutional strengthening, organizational development within the community.

Follow-on phases anticipated for 1994-1998 will focus on strengthening and consolidating the organizational and coordination skills necessary for assessing technical needs, developing project proposals, negotiating directly with assistance agencies, and implementing project activities. These efforts will be supported by capacity building activities that focus on priority areas and create opportunities to develop sources of professional expertise within communities in areas of forest management, agroforestry, integrated pest management, administration, legal issues such as land tenure, and the like.

We hope that the activities funded under RENARM will serve to document the validity of our approach and will lead to increased visibility, support and commitment from a wider range of institutional participants in the policy arena.

4. Regional workshops and technical exchange. Aside from providing assistance for specific projects and programs, we will help to coordinate region-wide workshops, technical exchanges, and conferences. The Kuna of Panama, the Miskito of Nicaragua, and MOPAWI in Honduras have all been working in isolation on similar issues, and our goal is to link efforts, share expertise, and begin to seek collective solutions to shared problems that have regional themes, for example, issues of land tenure, the impact of colonization policy, sustained production from natural forests, access to credit. The workshops, technical exchanges, and conferences will be organized and run by the indigenous groups with back-up support from Cultural Survival and other technical/donor agencies, and will be designed to be practical exercises for developing the organizational and planning abilities of the emerging indigenous organizations.

#### **4. Implementation schedule and deliverables**

The program will be managed by Mac Chapin as a continuation of the present Cultural Survival effort in Central America. Because this program is an expansion of activities already underway, most of the administrative structure is in place. The Program Manager will coordinate with the Regional Coordinator as specified in the scope of work (Appendix 2)

At the beginning of the program the Program Manager and Regional Coordinator will visit each of the countries in Central America to make contact with the indigenous groups, do a needs assessment of the region, solicit proposals for the small grants program and identify sources of technical assistance. More time will be spent in Honduras and Nicaragua, countries in which we have not had much recent experience. This "planning trip" will be followed by a general strategy and detailed work plan for the following three years to be submitted to the ROCAP-RENARM Project Manager within three months of when the grant is signed.

The Program Manager will attend semiannual RENARM coordination meetings, provide annual work plan updates and progress reports, and coordinate with the other NGOs active in RENARM with the aim of helping indigenous groups participate in RENARM activities and to utilize all of the resources encompassed by the RENARM project.

Figure 1 is a summary table of provisional activities and outputs, provided to give an idea of the proposed deliverables, and is not meant to limit the program's ability to respond to new opportunities and modify outputs accordingly. The details of activities and outputs will be developed in the general strategy and work plan. Over the life of the project, however, activities and outputs will be subject to collaborative and adaptive revision in response to a more complete understanding of the emerging needs of the indigenous groups, new conditions and opportunities to collaborate with RENARM activities.

Identifying baseline measures and indicators for measuring program achievements will be a useful tool for guiding implementation and planning and for attracting future funding. For example, useful indicators might be proportion of the community supporting the newly formed indigenous NGO's, budget amounts, stability of management structure, ease of and acceptance of conflict resolution, proportion of budget coming from counterpart funds outside of the small grants fund, number of projects requested, number of follow-on projects or renewals, number and diversity of technical assistance requests, extent to which organizations begin to invest in the technical and professional development of their staff, rate of adoption and dissemination of new resource management technologies. Preliminary base line measures and suggestions for indicators will be provided at the end of the first year.

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<p><b>1. Needs assessment &amp; country profiles</b></p> <p>Carry out field research for: Panama, Honduras, Nicaragua a</p> <p>Develop country profiles and needs assessments for: Belize Guatemala El Salvador Honduras Nicaragua Costa Rica</p>	<ul style="list-style-type: none"> <li>- Compendium of country profiles.</li> <li>- Articles on natural resource management issues among Central American Indigenous groups</li> <li>- Monograph</li> <li>- Newspaper and magazine articles</li> <li>- Videos</li> <li>- Presentations to CA audiences; donor organizations, universities etc.</li> <li>- An analysis of problems faced and strategies targeted at decision-makers, international lending and development agencies, Indian leaders, NGOs.</li> </ul>	<p>1993 Throughout :LOP</p> <p>1993 Throughout LOP</p> <p>Throughout LOP</p>	<p>One volume in Spanish and English.</p> <p>20 2 30</p> <p>Cited and used in regional strategies particularly the RENARM regional plan. Receives press coverage in US and CA. Is used by CCAD.</p>
<p><b>2. Small grant fund (25)</b></p> <p>Identify and review grant proposals</p> <p>Develop letters of agreement &amp; establish project records</p>	<p>Case studies documenting progress, lessons learned, evaluating the basic thesis.</p> <p>Specific activities planned for each grant.</p>	<p>Throughout LOP</p>	<p>1 or 2 pages each project or activity. Provides documentation for renewed project funding &amp; counterpart funds</p> <p>Leads to publication, idea book or action guidelines, suggests policy</p>
<p><b>3. Technical Assistance &amp; monitoring</b></p> <p>Carry out needs assessments Based on proposals selected in No 2</p> <ul style="list-style-type: none"> <li>- Advise groups about technical options.</li> <li>- Link technical and financial assistance</li> </ul> <p>Monitor grants and field projects</p>	<p>Mini-Case studies that document progress (1-2 pages each)</p> <p>A long-range (10 year) institutional growth plan identifying objectives, activities, possible support mechanisms, and points of interface with RENARM and other project activities as they unfold.</p> <p>Semi-annual progress reports</p>	<p>Throughout LOP</p>	<p>Community support for new NGOs Budget amounts Proportion of budget coming from counterpart funds Stability of management structure Ease of conflict resolution Number of projects requested as spin-offs Number of follow-on projects that develop established activities Extent to which organizations begin to invest in professional development Growth of in-house professional expertise</p>
<p><b>4. Regional workshops</b></p> <p>Assist indigenous groups to organize: Workshops Technical exchanges Conferences</p>	<p>Will be specified in the work plan however, most will be held as identified and needed ( See page 10 for a list of past workshops)</p>	<p>Throughout LOP</p>	<p>At least 3 Lead to new projects Growth of in-house professional expertise</p>

## 5. Organizational Background and Experience.

Cultural Survival is a private nonprofit organization founded in 1972 by a group of concerned social scientists from Harvard University. The organization has supported indigenous efforts towards self-determination through institution building and small-scale development work, and since 1979 has managed an active and increasingly large assistance program for native peoples, with special emphasis on Latin America. A parallel part of our program is the publication of The Cultural Survival Quarterly, and a variety of studies and reports aimed at contributing to the scientific literature, educating the public, influencing development policies, and guiding field activities.

Cultural Survival is the only US based NGO that works exclusively with indigenous peoples on matters that combine development, environmental and human rights issues. In this capacity we have served as advisor to numerous development and environmental agencies in an effort to incorporate indigenous peoples constructively into development activities. We have collaborated closely with organizations such as the World Bank, AID, World Wildlife Fund, Oxfam, the Inter-American Foundation, Ford foundation, and a variety of Latin American NGOs and government ministries. The current annual budget is approximately \$1.5 million, coming from membership fees, private donors and foundations.

Between 1979-87 AID contributed a total of \$1.3 million to Cultural Survival's program with Latin American Indians (LA-G-1350; LAC-0591-G-35-3060-00) Most of the activity during this period was dedicated to management of a small-scale development fund, applied research, report preparation, and developing the Cultural Survival Quarterly. In 1987 we expanded our range and began work in Central America to strengthen indigenous institutions among indigenous peoples in Belize, Guatemala, El Salvador, Costa Rica and Panama. The bulk of the funding for this program was provided by AID (LAC-0003-G-SS-7045-00 for a total of \$277,000) with additional funds provided by a variety of foundations. Support from all other foundations between 1979 and 1989 has totalled slightly over \$400,000.

Because of the paucity of information about Central America's indigenous peoples, our first task was to do detailed needs assessments and diagnostic studies. As a result of this effort, we have developed a strategy of providing direct support, both to Indian groups and through NGOs and government agencies, and through linking development and institution building initiatives. As part of that strategy Cultural Survival

Survival has assisted indigenous groups through a combination of applied research and management of a grant portfolio for grassroots development initiatives. Since 1980, we have distributed more than \$1,000,000 in support for a wide variety of small-scale development activities in Latin America. Examples include:

- Bilingual Education (the Amuesha and CIAAP in Peru, and the Shuar in Ecuador),
- Legal Assistance (FUNCOL in Colombia, CIPA in Peru, the CCM in Chile, the Miskito in Nicaragua, MOPAWI in Honduras);
- Land Demarcation (the A'chual in Peru, INCRAE and CONCNIE in Ecuador, the Miskito in Nicaragua, MOPAWI in Honduras)
- Resource Management (CRIC and ONIC in Colombia, the Fundación Natura, the Awá, CONFENIAE, and the Shuar in Ecuador, HIFCO, AIDSESEP, and the Amuesha Forestry Cooperative in Peru, PEMASKI Panama),
- Training and Core Administrative Support (ABCOB and CIDOB in Bolivia, CONFENIAE, FOIN and OPIP in Ecuador, AIDSESEP in Peru, CONAI in Costa Rica and the TMCC in Belize),
- Crafts and Sacred Art (the Antisuyo in Peru, the Huichol and the Highland Maya (Chiapas) in Mexico);
- Publication of a Variety of Reports and Newsletters (CONFENIAE and the Shuar in Ecuador, COPAL, CIPA, and AIDSESEP in Peru, the Highland Maya (Chiapas) in Mexico, and the Kékoldi reserve in Costa Rica, the Cultural Patrimony division of the Ministry of Education in El Salvador),
- Conferences, Workshops, and Exchanges (HIFCO, AIDSESEP, and the Amuesha Forestry Cooperative in Peru, FOIN, the Shuar, and the Awá in Ecuador, ONIC and the Awá in Colombia, MOPAWI in Honduras, PEMASKY in Panama and CONAE in Costa Rica).

In virtually all of these cases, Cultural Survival has been a co-founder along with two or three other more affluent donor agencies. In some cases, we have placed seed money with inexperienced groups, often to cover administrative costs or to finance a bulletin or newsletter, in order to set them in motion. In other cases, we have sponsored national or regional conferences, such as a congress of indigenous groups from Peru in 1984, and the First Interamerican Indigenous Congress on Natural Resource Management and the Environment held by the Kuna Indians in Panama in 1989. These conferences bring Indian leaders together to exchange experiences and ideas with the goal of creating lines of communication and stimulating new initiatives.

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The activities described in this proposal to ROCAP extend on-going activities and utilize Cultural Survival's demonstrated capabilities and institutional strengths. A list of the organizations and institutions that Cultural Survival is collaborating with on indigenous issues is presented in Appendix No. 3

## 6. Summary budget

This proposal solicits funds for activities 1 and 4 (program management, grant monitoring and technical assistance coordination). Counterpart funds will be used for activities 2 and 3 (diagnostic studies and the small-scale development grant fund). The three year budget is presented in Appendix No. 1.

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## 7. Appendices

No. 1: Detailed budget by year.

No. 2: Management plan and scope of work.

No. 3: List of organizations and institutions.

No. 4: Background information -- Indigenous Peoples and Natural Resources in Central America.

Cultural Survival  
Detailed Budget  
Three Year Breakdown

APPENDIX 1

<u>LINE ITEM</u>	<u>YEAR ONE</u>	<u>YEAR TWO</u>	<u>YEAR THREE</u>	<u>TOTAL</u>
<b>1. Salaries</b>				
a. Program Coordinator	\$41,500.00	\$43,575.00	\$45,754.00	\$292,721.06
b. Program Associate	\$28,531.00	\$29,958.00	\$31,456.00	\$130,829.00
c. FICA & Employee Benefits	\$13,305.89	\$13,971.27	\$14,669.90	\$89,945.00
d. Part-time Intern	\$10,000.00	\$10,000.00	\$10,000.00	\$41,947.06
				\$30,000.00
<b>2. Project Office Expenses/Arlington</b>				
a. Office Rent (3 yrs @ \$600/mo)	\$7,800.00	\$7,800.00	\$7,800.00	\$84,100.00
b. Supplies (3 yrs @ \$100/mo)	\$1,200.00	\$1,200.00	\$1,200.00	\$23,400.00
c. Equipment & Maintenance	\$10,000.00	\$4,500.00	\$4,500.00	\$3,600.00
d. Telephone & FAX (3 yrs @ \$700/mo)	\$8,400.00	\$8,400.00	\$8,400.00	\$19,000.00
e. Postage (3 years @ \$150/mo)	\$1,800.00	\$1,800.00	\$1,800.00	\$25,200.00
f. Miscellaneous Expenses	\$2,500.00	\$2,500.00	\$2,500.00	\$5,400.00
				\$7,500.00
<b>3. Project Monitoring &amp; Tech. Assist. Coord.</b>				
<u>A. Main Office Coordination</u>				\$519,694.20
1. Int'l Travel (to Central America) (2 trips/yr @ 7 countries @ \$850/ea)	\$13,000.00	\$13,000.00	\$14,000.00	\$93,346.00
2. Per Diem (includes lodging, meals, and in-country travel)	\$13,000.00	\$13,000.00	\$14,000.00	\$40,000.00
3. Miscellaneous Expenses	\$1,000.00	\$2,000.00	\$2,000.00	\$40,000.00
4. Insurance - DBA & SOS				\$5,000.00
DBA (3.44% @ \$73,591 @ 3 yrs)	\$2,532.00	\$2,532.00	\$2,532.00	\$7,596.00
SOS (2 people @ \$125/yr @ 3 yrs)	\$250.00	\$250.00	\$250.00	\$750.00
<u>B. Regional Coord./ISU Subcontract</u>				\$365,348.20
1. Regional Coordinator Salary	\$50,000.00	\$50,000.00	\$50,000.00	\$150,000.00
2. Moving Expenses	\$1,500.00		\$1,500.00	\$3,000.00
3. Rent	\$12,000.00	\$12,000.00	\$12,000.00	\$36,000.00
4. Travel	\$9,150.00	\$7,450.00	\$9,150.00	\$25,750.00
5. Per Diem	\$24,000.00	\$24,000.00	\$24,000.00	\$72,000.00
6. Direct Costs	\$2,400.00	\$2,400.00	\$2,400.00	\$7,200.00
7. Insurance - DBA & SOS	\$1,845.00	\$1,845.00	\$1,845.00	\$5,535.00
8. 12% Overhead to ISU	\$11,979.40	\$11,979.40	\$11,979.40	\$35,938.20
9. FICA & Employee Benefits (19.95%)	\$9,975.00	\$9,975.00	\$9,975.00	\$29,925.00
<u>C. Field Vehicle &amp; Transportation</u>				\$40,000.00
1. Vehicle	\$25,000.00			\$25,000.00
2. Maintenance, Insurance, & Fuel	\$5,000.00	\$5,000.00	\$5,000.00	\$15,000.00
<u>D. Regional Administrative Expenses</u>				\$21,000.00
1. Office Rent (3 yrs @ \$200/mo)	\$2,400.00	\$2,400.00	\$2,400.00	\$7,200.00
2. Equipment (includes phone, computer, printer)	\$9,000.00	\$3,000.00		\$12,000.00
3. Office Supplies (3 yrs @ \$50/mo)	\$600.00	\$600.00	\$600.00	\$1,800.00
<b>Sub Total</b>	\$319,688.29	\$285,135.67	\$291,711.30	\$896,515.26
<b>27.73% Overhead</b>	\$88,844.02	\$79,088.12	\$80,891.54	\$248,603.68
<b>GRAND TOTAL</b>	\$408,312.31	\$364,223.79	\$372,602.84	\$1,145,138.94

## Appendix No. 2 Management Plan and Scopes of Work

The project has four main components that have been designed to respond to the four problem areas identified. Each activity, however, is intimately tied to the progress of the others, and all will require close supervision, coordination, trouble shooting, and the ability to adaptively respond to new information and new conditions. All of the tasks described in this proposal are experimental. Not much is known about how to do them. Consequently the organizational structure and management style must be flexible, adaptive and sensitive to information and experience generated at the field level.

We are therefore going to keep the structure as flexible and spontaneous as possible and rely on work teams and problem solving units at the community level. Nevertheless, these community activities will become an informal part of our project organization. Over time, the indigenous coordinators of projects and their support staff will become informal sub-units that require much the same management consideration as a more formally specified organization would. The organizational diagram suggests a provisional vision of how relationships might evolve and be organized.

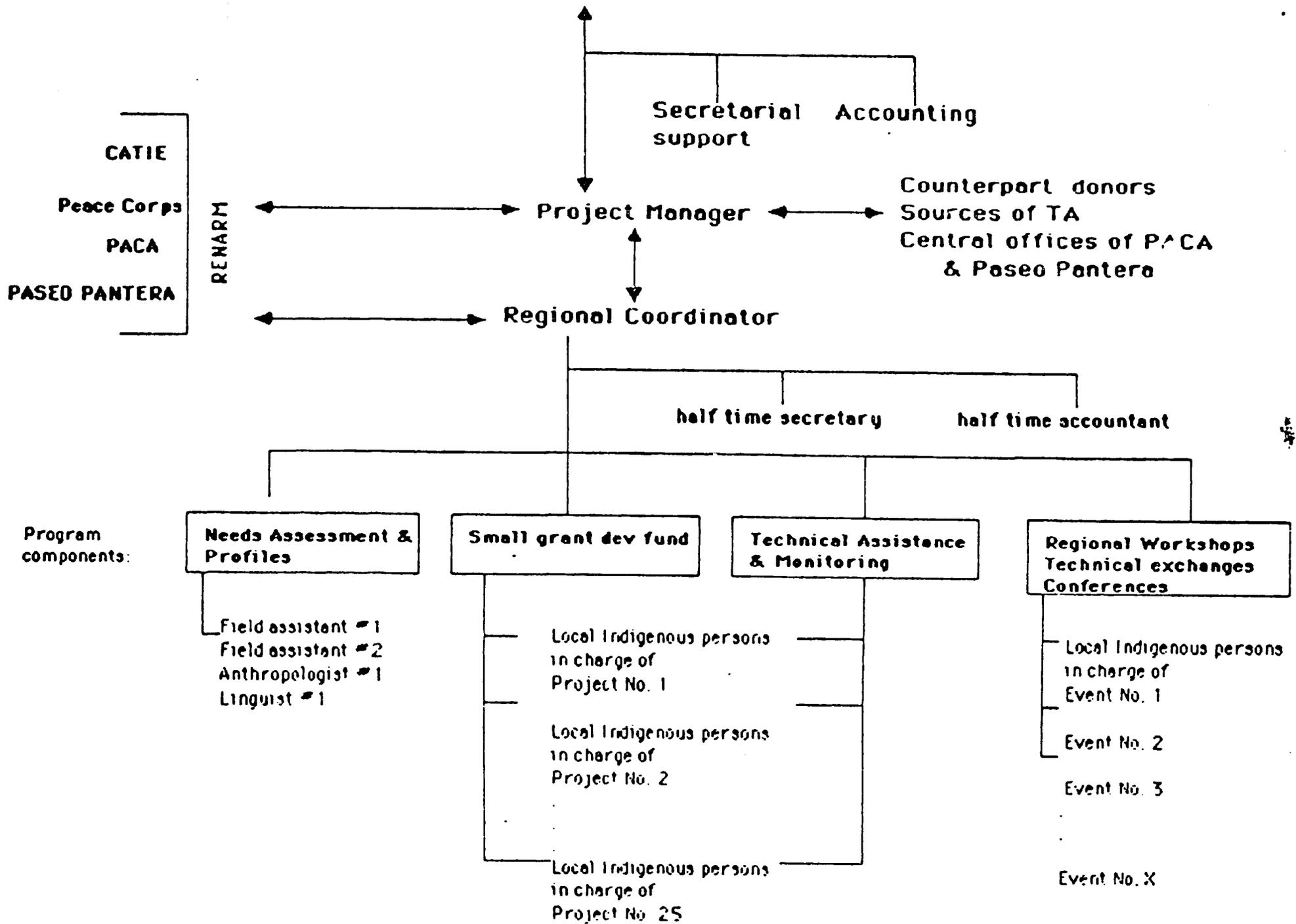
In this context management activities have been divided into two functions. The more routine and easily centralized activities have been delegated to the Project Manager. This person will be based in Washington and be responsible for

- overseeing the "public relations" effort on the project, development of videos, newspaper/magazine articles, organizing formal presentations on indigenous groups and environment and natural resource concerns, etc
  - Periodic visits to the field
  - Coordinating relationships with international groups such as AID/Washington, the bilateral AID missions, Peace Corps, and other development and conservation organizations
  - Identifying sources of technical assistance.
  - Coordinating with PACA, Paseo Pantera and other US based groups at the central level.
  - Soliciting additional counterpart funds.
  - Supervising the administrative support personnel.
  - Supervising, writing, editing, reviewing publications in coordination with the Regional Coordinator.
  - Attending the semiannual RENARM coordination meeting
  - Supervising the preparation of the annual updated work plans and semiannual progress reports.
- 20

The Regional Coordinator will maintain continuous residence in Central America. This position will have the support of a half time secretary and half time accountant. The Coordinator may hire local technical and professional help as needed on a contractual basis to carry out profiles and needs assessments, and will be responsible for

- Identifying organizations, community initiatives, and NGO projects that might be funded through the small grant component
- Help the Project Manager identify and contract specific in-country individuals to conduct country profiles or other background studies
- Coordinating the contracting, orientation, transportation, and work of specific technical assistance individuals or teams as required. To be done with support of central CS office
- Monitoring project field activities through field site visits.
- Assessing progress
- Troubleshooting and helping to develop recommendations
- Helping local communities and tribal groups achieve appropriate organization to carry out project activities
- Coordinating technical exchanges, workshops, and inter-tribal meetings with the support from the Project Manager.
- Maintaining close ties with RENARM project manager
- Attending the semiannual RENARM coordination meeting
- Participating in the preparation of the annual updated work plans and semiannual progress reports
- Coordinating field activities where appropriate with the other RENARM consortia and technical resources provided under the RENARM project
- Maintaining contact, in coordination with the Project Manager, with the bilateral AID missions, national indigenous or cultural institutions, and NGOs and coordinating field activities with them

# CULTURAL SURVIVAL



### Appendix No. 3. List of organizations and institutions.

Organizations and Institutions Cultural Survival is presently collaborating with on indigenous issues in Central America (excluding Guatemala):

#### Belize:

- The Toledo Maya Cultural Council (TMCC)
- The National Garifuna Council (NGC).
- The Caribbean Organization of Indigenous People (COIP).
- The Society for the Promotion of Education and Research (SPEAR)

#### Honduras

- MOPAWI.

#### El Salvador

- La Asociación Nacional Indígena Salvadoreña (ANIS)
- La División de Patrimonio Cultural, the Ministry of Education
- La Pastoral Indígena (Catholic Church) of Sonsonate

#### Costa Rica

- La Comisión Nacional de Asuntos Indígenas (CONAI)
- The Department of Anthropology of the National University
- La Reserva Indígena Cocles (Talaamanca)

#### Panama

- El Proyecto de Estudio para el Manejo de Areas Silvestre de Kuna Yala (PEHASKY)
- La Oficina de Patrimonio Histórico, the National Institute of Culture (INAC)
- La Oficina de Política Indigenista, the Ministry of Government and Justice
- El Instituto Nacional de Recursos Naturales Renovables (INRENARE)

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APPENDIX NO. 11. Biological Information  
Indigenous Peoples and Natural Resources in Central America

**Land and Natural Resources:**

Inspection of a Land use map of Central America reveals that tropical rainforest dominates the Caribbean coastal strip in an almost unbroken line running from Belize in the north down through Honduras, Nicaragua, Costa Rica, and finally Panama as far as the Colombian border (see map). This is a hot, humid region with more or less continuous rainfall throughout the yearly cycle. Central America's forest belt makes up an extremely rich and diverse life zone, constituting as it does a bridge linking the massive continental ecosystems of North and South America. According to Leonard:

In terms of sheer numbers of species, the relatively tiny tropical forest areas of Central America are among the richest habitats on earth. Altogether, Honduras lists at least 700 birds, 112 mammals, and 198 reptiles and amphibians. Similarly, Guatemala's rich fauna is said to include 800 bird species, 250 species of mammals (including twenty-eight types of game animals),

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\* For example, we have worked closely with the foreign ministries in Ecuador and Colombia, the Indigenous Affairs offices in Colombia, Panama, and Costa Rica, the National Institute of Natural Renewable Resources (INRENARE) in Panama, and the Ministry of Education in El Salvador.

and 200 species of reptiles and amphibians. The most recent lists of Costa Rican birds includes 848 species while Panama's tops 880 -- more than are found in the entire area of the Western Hemisphere north of the Tropic of Cancer. Belize, roughly the size of the state of Delaware, has approximately 533 bird species despite the fact that it has few montane species.

Unfortunately, Central America's natural endowment is rapidly disappearing. It has been estimated that whereas most of the region was once thickly forested, less than 40% of the original vegetative cover remains. Most alarming, however, is the speed at which deforestation is taking place. At least two thirds of the land covered by forests since the first settlement by aboriginal peoples more than 10,000 years ago have been cleared since 1950; and the pace has increased significantly every decade during the last 40 years. With the exception of Belize (where population pressures are still low) and El Salvador (where virtually all of the original forests have disappeared), the other countries of Central America are losing somewhere between 500 and 1,000 square kms. of their remaining tropical forests each year (see Map 1).

#### The Indigenous Peoples of Central America:

A recent map of the Indian population of Central America lists 43 distinct indigenous groups with a total population of approximately to 3 million people.<sup>5</sup> A more realistic estimate places the total at closer to 5 million.<sup>6</sup> However, whatever the true figures may be, two complementary facts stand out: first, out of a total population of around 25 million, the Indian component makes up somewhere between 12 and 20 percent; and second, the absolute number of Indians has been growing over the last few decades in almost every country.

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<sup>5</sup>"Indians of Central America 1980s," compiled by Melanie A. Counce and William V. Denevan; Cultural Survival Quarterly 13(3), pgs. 38-39.

<sup>6</sup>It is impossible to pin down with any precision the number of Indians in Central America. While there are official census counts in several countries (Belize, Costa Rica, Guatemala, and Panama), definitions of who is to be included as "Indian" differ, and the quality of the censuses is variable. Approximate numbers have been gained from a combination of official census counts, surveys (often done for other reasons, such as malaria control), fieldwork by anthropologists, etc.

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The map also shows that the majority of Central America's Indians are living in two discrete and difficult-to-reach areas: in the jagged volcanic highlands of Guatemala and along the heavily forested Caribbean coast. The Indians fled into these refuge areas in colonial times to maintain their autonomy and their own way of life. Over the centuries, they were gradually pushed back and displaced, forced into ever tighter circles across the densely populated highland areas of Guatemala, or still deeper into the humid jungles of the Caribbean littoral. It has only been during the last few decades that capitalism has joined forces with new technologies to mount an assault against the region's remaining natural resources. In this way, the last stands of tropical rainforest, with the Indians living inside them, are falling before the advances of loggers, cattle ranchers, and swarms of landless peasants.

The largest bloc of indigenous people in Central America is concentrated in the highlands and along the northern lowland strip of Guatemala, where between 3.5 and 4 million Indians are divided among 22 different Mayan language groups. They are culturally diverse, and they have been studied extensively; tourists in search of colorful weavings have also been frequent visitors to the highlands over the years. Moreover, accounts of the violence and brutal massacres visited upon the Indians in recent years have been widely portrayed in books, articles, and documentary films. It must be said that we know something about these people.

By contrast, little is known about the remaining Indian groups in Central America, who are virtually all (with the exception of the Indians of El Salvador) jungle dwellers along the Caribbean coastal strip. With the possible exception of the Kuna of Panama and the Miskito of Nicaragua, the Indians of Central America generally draw a blank.

For example, besides the Kuna, other indigenous groups in Panama are the Guaymí, the Teribe (Terraba), the Bribri, the Emberá, and the Wounán. In Nicaragua, along with the Miskito there are the Garífuna, the Matagalpa, the Rama, and the Sumu. Yet few people know much of anything about these groups; and the same can be said about the other indigenous peoples of Central America.

Costa Rica has a small yet diverse population of indigenous peoples. Its 24,000 Indians are spread out among the Boruca, the Bribri, the Cabécar, the Guaymí, the Maleku, the Matambú, and the Terraba, who are found in small pockets of land designated reservas indígenas. In Belize, two Mayan groups, the Kekchi and the Mopan, live in semi-isolation in the southernmost district of Toledo; and the Garífuna, a racial and cultural fusion of Carib Indians and escaped African slaves who speak an Arawak Indian language, live in a string of fishing villages along the coast in

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the southern half of that country.<sup>7</sup> Honduras has the largest concentration of Garífuna in Central America (approximately 70,000); and also in Honduras there are settlements of Miskito, Sumu, Pesch, Chortí, Lenca, and Tol (Jicaque).

Most of these groups are chronically impoverished and politically disorganized. Overwhelmingly, they are without financial and technical assistance and severely deficient in such basic services as health and education. Illiteracy is widespread and even where schools exist, the level of teaching and material support is generally dismal. In Costa Rica, which leads the region with a national literacy rate of over 80%, the Indian population has an estimated functional literacy level of just over 20%. Many Indians in Central America now speak Spanish as their mother tongue, but they frequently speak it haltingly. A surprising number of them are limited to their own tongue and consequently seldom leave the radius of their remote communities.

#### Incipient Indian Organizations:<sup>8</sup>

Despite these difficult conditions, the Indian peoples of Central America have persisted. And in fact they have done more than simply persist. As part of a larger trend affecting the entire hemisphere since about 1980, a number of the Central American groups have begun organizing themselves to take a more aggressive stand before the world. Significantly, this incipient movement has been gaining impetus from grassroots activity.

In Belize, the Garífuna have formed the National Garífuna Council, and the Kekchi and Mopan Maya have set up the Toledo Maya Cultural Council; these organizations are part of the Caribbean Organization of Indigenous People (COIP), which was formed in 1987 and also includes groups from Dominica, St. Vincent, and Guyana.<sup>9</sup> In Costa Rica, the Cabécar and Bribri peoples of Costa Rica are reviving the tradition of councils of elders, called consejos de avapa, as a means of building cohesion in their communities and defending their rights in collective

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<sup>7</sup>"Ethnic Minorities in Belize: Mopan, Kekchi, and Garífuna," by Richard Wilk and Mac Chapin. Cultural Survival, September 1988.

<sup>8</sup>See Appendix A for a list of the Central American indigenous organizations Cultural Survival has been collaborating with.

<sup>9</sup>"Caribbean Indigenous Peoples Journey Toward Self-Discovery," Joseph O. Palacio; Cultural Survival Quarterly 13(3), pgs. 48-51; "Belize: Land Tenure and Ethnicity," by Richard Wilk and Mac Chapin; Cultural Survival Quarterly 13(3), pgs. 41-45.

fashion. The Kuna of Panama, who enjoy a long tradition of strong political organization, have been serving as advisors to the Emberá, the Wounán, and the Guaymí in their attempt to build effective tribal organizations.

Even in Honduras and El Salvador, where the indigenous voice has been silent for decades, collective action is being taken. In El Salvador, Indians were forced to hide their identity in 1932 in the aftermath of a savage massacre of as many as 30,000 people in the western department of Sonsonate, where, within the space of a few days, soldiers rounded up and shot all those they could find with "Indian" racial features and dress, including women and children. It is only recently that the Asociación Nacional Indígena Salvadoreña (ANIS) has emerged in the midst of that country's civil war; and Indian promoters in rural communities of Sonsonate have begun to work, through the Pastora Indígena of the Catholic Church, with small-scale development projects.<sup>10</sup>

#### Organizing around land and natural resources:

While the indigenous peoples of Central America face many problems, their primary concern in recent years has been with their land and their natural resources. All Indians have seen their territories shrink over the centuries in the face of white and mestizo expansion; yet the demographic explosion of the last 50 years, coupled with technological advances allowing wholesale exploitation of the natural environment, have now made their situation critical. Everywhere, landless colonists are moving into Indian lands, carving out farms and cattle ranches. And as the colonists push from the outside, population pressures from within the Indian territories fuel growing concern to establish, stake out, and gain dominion over their own homelands. Coupled with the tenure issue is the recognized need to explore alternative, sustainable agricultural systems.

ANIS in El Salvador is involved in a difficult campaign to secure communal lands for villagers in the Department of Sonsonate. In Honduras, the Garífuna, Miskito, Sumu, and Pesch peoples have banded together in an organization called MOPAWI (an acronym derived from the Miskito words meaning "Development of Mosquitia," the region where they live) to gain communal title to

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<sup>10</sup>"The 500,000 Invisible Indians of El Salvador," by Mac Chapin; Cultural Survival Quarterly 13(3), pgs. 11-18; La Población Indígena de El Salvador, Dirección del Patrimonio Cultural, Ministerio de Educación, San Salvador, 1990.

trying to have their collective territory legalized for decades. The encroachment of non-Indian colonists -- small slash-and-burn farmers as well as large cattle ranchers -- has been particularly severe in the Bayano region during the past decade, on the heels of the construction in the early 1970s of the Bayano hydroelectric dam (which displaced several Kuna villages) and the Inter-American Highway into the Darien region.<sup>15</sup>

#### The beginnings of an Indigenous Natural Resource Management Action Plan:

As the various indigenous groups begin to organize, incipient networks of communication among these groups have been forming. In November 1989, the Kuna organized the First International Indigenous Congress on Natural Resources and the Environment.<sup>16</sup> More than 70 Indian leaders from 17 different countries, ranging from Canada to Argentina, were present to discuss the themes of land and the management of natural resources. For many of the participants, this was the first time they had left their countries. Simply meeting other Indians, many of whom they had never heard about before, and talking with them about their plans, their projects, and their hopes and fears for the future, was an important initial step.

The ideas discussed in this meeting have converged with those recently expressed by the Coordinadora de las Organizaciones Indígenas de la Cuenca Amazónica (COICA), a confederation of Amazonian Indian groups from Brazil, Bolivia, Colombia, Ecuador, and Peru. COICA has come forth with a coherent statement of their perspective on the ways in which the Amazon region should and should not be exploited, and the role of indigenous people in programs carried out in the region. In October 1989, COICA representatives came to Washington, D.C., to present their agenda to the multilateral development banks (primarily the World Bank, AID, and the IDB) and the environmental community. At that time, they passed out several documents: (1) "Our Agenda for the Bilateral and Multilateral Funders of Amazonian Development:"; (2) "To the community of Concerned Environmentalists: Our Agenda"; (3) "To the International Community: The COICA for the Future of the Amazon."

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<sup>15</sup>"In Eastern Panama, Land is the Key to Survival," by Alaj Wali; Cultural Survival Quarterly 13(3), pgs. 25-28.

<sup>16</sup>Cultural Survival secured \$25,000 directly for the congress from the Ruth Mott Fund and the Jessie Smith Noyes Foundation, and served as intermediary with the Osborn Center at several groups in Europe. Beyond this, the Kuna used Cultural Survival's indigenous contacts throughout the hemisphere to make up the invitation list.

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their lands before they are overrun by colonists.<sup>11</sup> In Nicaragua, the Miskito are attempting to set up a sustainable u protected area containing 23 of their coastal villages in collaboration with the Ministry of Natural Resources and Environment (IRENA). The Mopan and Kekchi peoples of Belize are petitioning the government to establish a Maya homeland in the heart of their territory in the southern district of Toledo.

In Panama, the three major tribal groups -- the Kuna, the Chocó (Emberá and Mounán), and the Guaymí -- have had relative success negotiating with the government to gain semi-autonomous homelands under federal jurisdiction, called comarcas.<sup>12</sup> The Kuna of San Blas received legal rights to their homeland in the 1930s, yet over the past decade have found it necessary to carry out formal topographical surveys and patrol their territory's borders against incursions from cattle ranchers and peasant subsistence farmers.<sup>13</sup> The Emberá and Mounán were granted a joint territory of more than 4,000 sq. kms. in the Darien region in 1983, and are now working to consolidate their political control of the region.<sup>14</sup> The Guaymí have not fared so well. They live in remote settlements dispersed throughout the hills and valleys of northwestern Panama and are politically fragmented. Their efforts to secure a legally recognized homeland have thus far been blocked by private and government forces with economic interests in the area.

Also in Panama, the Teribes, a small group of some 1,500 living in a remote area of the La Amistad Biosphere Reserve near the Costa Rican border, have been moving quietly in the direction of securing a homeland, yet they lack organizational strength; and the Kuna of the Bayano region, although they initially had their lands surveyed in the 1930s, have been unsuccessfully

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<sup>11</sup>"The Tawahka Sumu: A Delicate Balance in Mosquitia," by Andrew P. Leake and Peter H. Herlihy; Cultural Survival Quarterly 14(4), pgs. 13-16.

<sup>12</sup>"Panama's Quiet Revolution: Comarca Homelands and Indian Rights," by Peter H. Herlihy; Cultural Survival Quarterly 13(3), pgs. 17-24.

<sup>13</sup>"Udirbi: An Indigenous Project in Environmental Conservation," by Mac Chapin; Native Peoples and Economic Development: Six Case Studies from Latin America, Cultural Survival, 1985; "Conservation Kuna-Style," by Patrick Breslin and Mac Chapin; Grassroots Development Vol. 8, No. 2 (1984), pgs. 26-35.

<sup>14</sup>"Indians and Rain Forest Collide: The Cultural Parks of Darién," by Peter Herlihy; Cultural Survival Quarterly 10(3), pgs. 57-61.

trying to have their collective territory legalized for decades. The encroachment of non-Indian colonists -- small slash-and-burn farmers as well as large cattle ranchers -- has been particularly severe in the Bayano region during the past decade, on the heels of the construction in the early 1970s of the Bayano hydroelectric dam (which displaced several Kuna villages) and the Inter-American Highway into the Darien region.<sup>18</sup>

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<sup>18</sup>"In Eastern Panama, Land is the Key to Survival," by Alaka Wali; Cultural Survival Quarterly 13(3), pgs. 25-29.

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In April of this year, Cultural Survival collaborated with the Colombian agency the Federación para la Educación Superior (FES) to organize a workshop at La Planada, Colombia, with Indians from Peru, Ecuador, Colombia, and Panama. Discussion dealt with a series of "sustainable development" projects in which they are involved. Kuna representatives as well as members of COICA were present; several of the participants had also been at the Kuna congress; and in the closing session of the workshop a set of resolutions combining the two efforts was produced. Beyond this, COICA hosted a large number of international conservation groups at a meeting in Iquitos, Peru, in May 1990 to discuss closer collaboration on the management of tropical rainforests; and COICA will share the stage with Central American indigenous leaders in April 1991 in a special environmental panel at the congress of the Latin American Studies Association (LASA), to be held in Washington, D.C.<sup>17</sup>

Some promising concrete activities have come out of this incipient movement by indigenous peoples. In 1989, three members of the PEMASKY technical team spent several months giving technical assistance on management of natural areas to Indian groups in Ecuador (the Awa and the indigenous federation from the Napo region, FOIN). Another member of the Kuna technical team was recently in Bolivia, where he worked with CIDOB, one of the COICA federations. Members of the Yanasha Forestry Cooperative in the Palcazú region of Peru have been providing assistance to Indian groups in Ecuador.<sup>18</sup> And MOPAWI in Honduras is trying to recruit two of PEMASKY's topographers for work on land titling in the Mosquitia. In other words, the exchanges have moved onto solid technical ground with Indian-to-Indian exchanges.

Notwithstanding these stirrings, real accomplishments thus far have been elusive, largely due to the fact that Indian groups throughout the region are simply not yet well organized and have not been accustomed to working with a united front. With the exception of the Kuna, who have a long tradition of strong political institutions, virtually all of the Indian minorities suffer from weak leadership, especially when negotiations at the national level are called for. Most of the indigenous groups working to protect their lands and resources are recently formed

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<sup>17</sup>Cultural Survival provided financial support for the COICA meeting in Iquitos. We are collaborating with OXFAM to organize the trip of Washington for the LASA meetings.

<sup>18</sup> The Yanasha Forestry Cooperative has received substantial financial and technical assistance from AID; and the technical exchanges with Ecuadorean Indians are being supported by AID and coordinated by Cultural Survival.

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APPENDIX 4C  
OMB Control No. 0412-0510  
Expiration Date: 12/31/89

MANDATORY STANDARD PROVISIONS FOR  
U.S., NONGOVERNMENTAL GRANTEES<sup>1</sup>

INDEX OF  
MANDATORY STANDARD PROVISIONS

- |                                   |   |
|-----------------------------------|---|
| 1. Allowable Costs                | 8. Debarment, Suspension, and other<br>Responsibility Matters |
| 2. Accounting, Audit, and Records | 9. Nondiscrimination  |
| 3. Refunds                        | 10. U.S. Officials Not to Benefit                             |
| 4. Revision of Grant Budget       | 11. Nonliability  |
| 5. Termination and Suspension     | 12. Amendment   |
| 6. Disputes                       | 13. Notices   |
| 7. Ineligible Countries           |   |

1. ALLOWABLE COSTS (NOVEMBER 1985)

The grantee shall be reimbursed for costs incurred in carrying out the purposes of this grant which are determined by the grant officer to be reasonable, allocable, and allowable in accordance with the terms of this grant, any negotiated advance understanding on particular cost items, and the applicable\* cost principles in effect on the date of this grant.

\* NOTE: For Educational Institutions use OMB Circular A-21; for all other non-profits use OMB Circular A-122; and for profit making firms use FAR 31.2. and AIDAR 731.2.

\* 2. ACCOUNTING, AUDIT, AND RECORDS (SEPTEMBER 1990) \*

(a) The grantee shall maintain books, records, documents, and other evidence in accordance with the grantee's usual accounting procedures to sufficiently substantiate charges to the grant. The grantee's financial management system shall provide for the following:

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<sup>1</sup>When these Standard Provisions are used for cooperative agreements, the following terms apply: "Grantee" means "Recipient," "Grant" means "Cooperative Agreement," and "AID Grant Officer" means "AID Agreement Officer."



U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT  
ROCAP

APO MIAMI, FL. 34024-0190

Telephones: 502-2-346761/62/63  
Fax: 502-2-348502  
Télex: 0372 3110 USAID GU

REGIONAL OFFICE FOR CENTRAL AMERICAN PROGRAMS

Cooperative Agreement 596-0150-A-00-1240-00  
Attachment 4

June 20, 1991

Cultural Survival, Inc.  
53 A Church St.  
Cambridge, Massachusetts 02138  
Attention: Mac Chapin, Project Director

Subject: Pre-Agreement Expenses to support "Institutional Strengthening and Natural Resource Management Among Jungle Dwelling Indigenous Groups of Central America" Project.

Gentlemen,

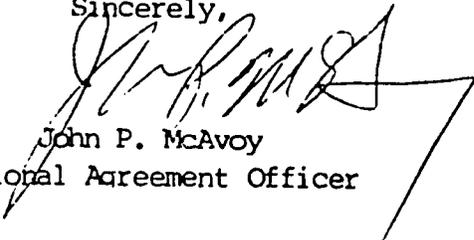
Pursuant to our negotiation and in order to comply with proposed program schedule ROCAP, hereby, authorizes Cultural Survival, Inc. to incur necessary pre-agreement expenses up to \$100,000.00 effective May 17, 1991. This authorization is to cover activities directly related to the establishment of the project while negotiation is finished and the cooperative agreement is signed. Such costs are allowable to the extent that they would have been reasonable, allocable, and allowable if incurred after the date of the Cooperative Agreement, per Handbook 13, Mandatory Standard Provision 1, entitled "Allowable Costs". This letter will be a part of the resulting cooperative agreement.

This authorization does not commit the U.S. Government to reimburse your organization for any pre-agreement expenses incurred if a cooperative agreement for this purpose is not consummated; your organization accepts sole risk for costs incurred and the Government shall not be liable for costs incurred if such agreement is not consummated.

Cultural Survival, Inc.  
Page 2 - June 20, 1991

Please sign and return a copy of this letter acknowledging its terms.

Sincerely,



John P. McAvoy  
Regional Agreement Officer

Pam Solo, Executive Director

Typed Name

Pam Solo, Executive Director

Signature

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ASSURANCE OF COMPLIANCE WITH LAWS AND REGULATIONS  
GOVERNING NONDISCRIMINATION IN FEDERALLY ASSISTED PROGRAMS

Cultural Survival, Inc. (hereinafter called the "Applicant")

(Name of Applicant)

hereby assures that no person in the United States shall, on the bases set forth below, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under, any program of activity receiving financial assistance from AID, and that with respect to the grant for which application is being made, it will comply with the requirements of:

- (1) Title VI of the Civil Rights Act of 1964 (Pub. L. 88-362, 42 U.S.C. 2000-d) which prohibits discrimination on the basis of race, color or national origin, in programs and activities receiving Federal financial assistance.
- (2) Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. 794), which prohibits discrimination on the basis of handicap in programs and activities receiving Federal financial assistance,
- (3) The Age Discrimination Act of 1975, as amended (Pub. L. 95-478), which prohibits discrimination based on age in the delivery of services and benefits supported with Federal funds,
- (4) Title IX of the Education Amendments of 1972 (20 U.S.C. 1681, et. seq.) which prohibits discrimination on the basis of sex in education programs and activities receiving Federal financial assistance (whether or not the programs or activities are offered or sponsored by an educational institution); and
- (5) AID regulations implementing the above nondiscrimination laws, set forth in Chapter II of Title 22 of the Code of Federal Regulations.

If the Applicant is an institution of higher education, the Assurances given herein extend to admission practices and to all other practices relating to the treatment of students or clients of the institution, or relating to the opportunity to participate in the provision of services or other benefits to such individuals, and shall be applicable to the entire institution unless the Applicant establishes to the satisfaction of the AID Administrator that the institution's practices in designated parts or programs of the institution will in no way affect its practices in the program of the institution for which financial assistance is sought, or the beneficiaries of or participants in such program.

This assurance is given in consideration of and for the purpose of obtaining any and all Federal grants, loans, contracts, property, discounts, or other Federal financial assistance extended after the date hereof to the Applicant by the Agency, including installment payments after such date on account of applications for Federal financial assistance which were approved before such date. The Applicant recognizes and agrees that such Federal financial assistance will be extended in reliance on the representations and agreements made in this Assurance, and that the United States shall have the right to seek judicial enforcement of this Assurance. This Assurance is binding on the Applicant, its successors, transferees, and assignees, and the person or persons whose signature appear below are authorized to sign this Assurance on behalf of the Applicant.

Cultural Survival, Inc.

Applicant

BY (Signature) Pam Solo TITLE Executive Director

TYPED NAME Pam Solo DATE Aug 20, 1991