

FINAL REPORT

COOPERATIVE AGREEMENT NO. OTR-0158-A-00-9161-00

Submitted By:

ISLAND RESOURCES FOUNDATION

Submitted To:

U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT
OFFICE OF PRIVATE AND VOLUNTARY COOPERATION

Project Title: Encouraging Private Sector (NGO) Initiatives to Improve
Natural Resource Management in the Eastern Caribbean:
An Institutional Development Approach

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SUMMARY SHEET

Program Title: Encouraging Private Sector (NGO) Initiatives to Improve
Natural Resource Management in the Eastern Caribbean:
An Institutional Development Approach

Program Period: Initially approved for five years (September 1, 1989 - August 31, 1994);
AID approved a no-cost extension through August 31, 1995

Overall Sectoral
Emphasis of Program: Natural Resources - 100%

Overall Sectoral Distribution by Region and Mission:

| LAC Region | \$ AID | \$ PVO | Sectoral Distribution Natural Resources |
|---------------|-----------|-----------|--|
| ----- | ----- | ----- | ----- |
| RDO/C Mission | 635,000 | 531,377 | 100% |

SUMMARY OF PROGRAM, ADMINISTRATIVE, AND FINANCIAL STATUS

Program: Island Resources Foundation's AID-funded project to strengthen the institutional capacities of Eastern Caribbean non-governmental organizations was an expansion of a pilot program which began in 1986 under the sponsorship of World Wildlife Fund-US and Rockefeller Brothers Fund. The project was specifically designed to improve the institutional capabilities of organizations whose programs and activities focus exclusively or in part on the environment and resource management.

The general approach used for collaboration between IRF and participating NGOs included a mixture of direct and indirect contact by staff, affiliated IRF associates, and interns assigned to target NGOs. Financial assistance was provided in the form of NGO institutional development grants; technical assistance was available through on-site consultations and training of NGO boards, staff, and volunteers; and a variety of communication/information services were provided under the project.

Over the life of the grant, financial and technical assistance was provided by IRF to more than two dozen NGOs. IRF awarded 36 institutional development grants to 15 NGOs, disbursing a total of \$65,455. Additionally, IRF collaborated with seven of its NGO partners on 22 third-party grants related to the institutional development of our client groups or to their conservation programs. These grants generated approximately \$300,000 in direct funding for the NGOs.

While priority assistance for NGOs focused on institutional strengthening, in the final three years of the Cooperative Agreement, an increasing portion of time and resources was targeted towards improving NGO technical capacity to implement biodiversity conservation programs. Our objective was to assist our NGO partners in promoting public/private sector partnerships aimed at (1) improving each country's capacity for protecting biodiversity, (2) building a broader constituency for biodiversity objectives, and (3) expanding information available on biodiversity. Active biodiversity conservation programs are currently underway with NGO partners in Antigua, St. Kitts, Nevis, Montserrat and Dominica.

Throughout the course of the Cooperative Agreement, IRF assisted its NGO partners to attend important workshops and conferences, particularly those associated with the annual general meetings of the Caribbean Conservation Association (CCA) and the Museums Association of the Caribbean (MAC). Additionally, IRF implemented or assisted with NGO training workshops on (1) institutional development topics (subject matter: project design and proposal writing; the NGO governing board; and NGO fund raising strategies and techniques); and (2) NGO skills for conservation program implementation (topics: historic restoration; protected areas land management; field botany and herbaria development; and wetlands monitoring).

Thirteen issues of the program's newsletter *NGO NEWS* were produced during the period of the Cooperative Agreement. These provided information on institutional development topics, and on environmental issues, activities and events of interest to Eastern Caribbean NGOs. Distribution was to approximately 300-350 individuals and organizations within and beyond the Caribbean region and to donor organizations with an interest in regional environmental programs. Two directories designed to facilitate dialogue between Eastern Caribbean environmental NGOs and the donor community were prepared during the project: *The Donor Directory* (1995) provides profiles of 86 donor groups supporting sustainable resource development in the Eastern Caribbean; and *The NGO Directory* (published in 1991 and reissued in 1995) provides profiles of 55 national or regional environmental NGOs in the Eastern Caribbean. At the request of its NGO partners IRF published a practical manual on *Fiscal Management for Non-governmental Organizations*, a 41-page guide that addresses specific questions and issues raised by Eastern Caribbean NGOs. A project-end publication, entitled *Widening the Circle of Leadership: Strengthening Environmental NGOs in the Eastern Caribbean*, was issued at the end of the Cooperative Agreement which reviewed IRF's nine-year program of focused assistance to the region's environmental NGOs, including lessons learned, and three NGO and one donor case studies.

The project also assisted NGOs with the development of Environmental Information Centers, with an emphasis on upgrading and expanding NGO conservation/biodiversity libraries. Cooperation in supporting this objective came from the USAID-funded ENCORE Program, based at the secretariat of the Organization of Eastern Caribbean States in St. Lucia.

Administrative: The Program Director operated from a small IRF office in Antigua-Barbuda, which continues to be used to direct the ongoing Eastern Caribbean Biodiversity Program. IRF's headquarters office in St. Thomas, U.S. Virgin Islands and its branch office in Washington, D.C. had primary responsibility for fiscal management, publications, maintenance of data bases, and liaison with AID.

Financial: Primary matching funds for the project were provided by: the World Wildlife Fund-US, the Rockefeller Brothers Fund, the Moriah Fund, Jackson Hole Preserve, the United Nations Development Program, the Mukti Fund, the Goldman Foundation, the Falconwood Foundation, and The Nature Conservancy.

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I. BACKGROUND TO GRANT AND PROJECT CONTEXT

Island Resources Foundation

Island Resources Foundation (IRF) is an AID-registered private voluntary organization (PVO) which, since 1972, has carried out development planning and natural resource management programs in small tropical islands, primarily in the Eastern Caribbean. IRF has had a leading role in promoting and assisting Caribbean-wide and other international networks to address the uniquely demanding development constraints faced by small tropical islands. The Foundation's principal offices and library are maintained in the U.S. Virgin Islands where the organization has been based since 1972. A branch office and library are maintained in Washington, D.C., and there is a program office in Antigua-Barbuda where the NGO Program Director is based.

Since its establishment in the early 1970s, the Foundation has generated and managed revenues totaling over five million dollars from grants, contracts, and unrestricted donations. The Foundation's core staff is small but is augmented by cooperating Research and Program Associates (an ongoing roster of approximately 60 individuals) with a wide range of insular-focused expertise, all of whom work intermittently with the Foundation in implementing its programs. Several of these individuals participated in the NGO Institutional-Strengthening Program.

During the more than twenty years that IRF has been in existence, its overall program objectives have been to facilitate working coalitions of technical and community-based interests committed to sustainable growth and development policies for small tropical islands. Our strategic approach has been to work with many disciplines and many organizations in an attempt to understand the peculiar balances which exist within insular systems (whether natural systems or institutional structures), to define the special problems and concerns of those living within island communities, to identify real and relevant solutions to those problems, and to apply those solutions within a framework sensitive to developing island concerns.

Project Background

During the course of its work in the Eastern Caribbean in the late 1970s and early 1980s, the Island Resources Foundation was often asked by indigenous non-governmental organizations (NGOs) for counsel and technical assistance regarding project design and proposal writing, usually concerning fund raising or local environmental issues. At the same time, IRF was often asked by North American donor groups to review project funding proposals from local NGOs and, on occasion, to comment on the institutional capacity of the very same organizations. Over time, this informal activity grew to be not only intrusive but also indicative of a broad regional need. Furthermore, as the Foundation shifted to more participatory and holistic kinds of environmental work, such as impact assessment and land use planning, it increasingly had to devise ways to compensate for local NGO inadequacies. Out of this experience, IRF derived the framework for the pilot phase of the current NGO Institutional-Strengthening Program (hereafter also referred to as the NGO Program).

Pilot Phase

In 1986, the World Wildlife Fund-Conservation Foundation (WWF-CF) and the Rockefeller Brothers Fund (RBF) joined IRF in support of a program to assess the organizational development needs and institutional impacts of NGOs in the Eastern Caribbean and to assist them in their institutional growth and capacity. During the three year pilot project, IRF identified 125 such local groups in Barbados and the OECS*-affiliated states. Financial and technical assistance was provided to selected NGOs in each of the islands included in the pilot program (two to five groups per island). In addition, IRF identified and established a computerized data base on over 100 regional and international groups and agencies with ongoing Caribbean programs in the resource management sector.

* Organization of Eastern Caribbean States

The pilot program for NGO institutional development in the Eastern Caribbean provided an opportunity for IRF:

- to survey and assess a broad range of NGO experience and capability in the Eastern Caribbean;
- to identify those NGOs whose leadership qualities, overall program objectives, and apparent long-term viability justified further institutional support and assistance; and
- to experiment with a variety of program strategies and to select those most effective in meeting longer-term goals for NGO institutional support in the Eastern Caribbean.

One of the clear findings to emerge from the pilot program was that the private, non-governmental sector in the Eastern Caribbean has an important role to play as agents for sustainable development and planned growth strategies, as "quality control" mechanisms for monitoring development impacts, and as an institutional forum for consensus-building about national development goals. In short, opportunities for environmental leadership existed in the region, and it would be worthwhile to promote joint government/PVO initiatives and partnerships. The pilot program was a critical foundation for the AID Cooperative Agreement approved in 1989. The final report to WWF and RBF (entitled *Final Report: NGO Institutional Development Program for the Eastern Caribbean*), was submitted to AID as an appendix to the Year Two Annual Report; it provides a more detailed discussion on the pilot phase of the NGO Program.

II. PROJECT METHODOLOGY

II(1). *Project goal, purpose, objectives, methodology, inputs, target groups, outputs, and gender issues.*

Goal and Purpose: The general goal of the NGO Program was to maintain or increase the long-term, natural resource-based earning capacity of the OECS states, and to do so in a manner that minimized damage to the environment and maximized future developmental options. Natural resource-based industries of economic significance in the region include: agriculture (both export and import-substitution); forestry; fisheries; exploitation of non-renewable resources such as beach sand and gravel mining; and several forms of tourism, which has been the most dynamic foreign exchange earning sector in the Eastern Caribbean.

The purpose of the project was to enhance the capacity of NGOs to address environmental issues, thereby maintaining and promoting ecosystem productivity, environmental quality and biological diversity within the countries included in the project: Anguilla, Antigua-Barbuda, British Virgin Islands, Dominica, Grenada, Montserrat, St. Kitts-Nevis, St. Lucia, and St. Vincent and the Grenadines (Anguilla, the British Virgin Islands and Montserrat were added during Year Three).

Methodology: The general approach used for collaboration between IRF and the NGOs participating in the project included a mixture of direct services and support and indirect assistance (e.g., through our newsletter, *NGO NEWS*, and related publications). For example:

- IRF uses the opportunity afforded when a specific request for assistance is received from an NGO to open discussion about the broader range of services available (see "Resources Available", Appendix A in Year Four Report);
- Working meetings with the boards and/or executive committees of our primary target NGOs are regularly scheduled to assess institutional needs and to plan future collaboration.

Inputs: IRF uses three main types of inputs to implement the NGO Program: financial assistance, technical assistance and communication services. The list of inputs provided over the course of the project is presented in Section II(2).

Target groups: Over 100 NGOs were identified during the course of the pilot program (1986-1989). This larger group of NGOs — secondary target NGOs — includes several organizations that have an interest in the environment, although their primary activities may involve other more development-oriented concerns. A smaller sub-set of secondary target NGOs comprises the approximately 50 Eastern Caribbean NGOs whose primary focus is the environment. These groups are profiled in the 1995 edition of *The NGO Directory*, attached as Appendix B to this report.

A smaller group of primary target NGOs consisted of the one to two NGOs per island whose primary objectives are conservation of the environment and sustainable management of natural resources. These groups are listed on the next page (an asterisk indicates that the NGO also received assistance in developing an Environmental Information Center).

ANGUILLA

ANGUILLA NATIONAL TRUST
ANGUILLA ARCHAEOLOGICAL AND HISTORICAL SOCIETY

ANTIGUA

* ENVIRONMENTAL AWARENESS GROUP
HISTORICAL AND ARCHAEOLOGICAL SOCIETY

BRITISH VIRGIN ISLANDS

* BVI NATIONAL PARKS TRUST
BVI BOTANIC SOCIETY

DOMINICA

* DOMINICA CONSERVATION ASSOCIATION

GRENADA

* GRENADA NATIONAL TRUST AND HISTORICAL SOCIETY
CARRIACOU HISTORICAL SOCIETY

MONTserrat

* MONTserrat NATIONAL TRUST

ST. KITTS and NEVIS

* ST CHRISTOPHER HERITAGE SOCIETY
* NEVIS HISTORICAL AND CONSERVATION SOCIETY

ST. LUCIA

ST. LUCIA NATIONAL TRUST
ST. LUCIA NATURALISTS SOCIETY

ST. VINCENT

* ST. VINCENT NATIONAL TRUST
JEMS PROGRESSIVE COMMUNITY ORGANIZATION

Outputs: Three categories of outputs, corresponding to the three general program areas, were established: improved economic viability and institutional capacity; improved environmental capacity; and development and maintenance of environmental information centers. These are detailed in Section III of the Year One Report. A mid-term Evaluation Report, which includes an assessment of progress made in the institutional development of the primary target NGOs over the first half of the Cooperative Agreement, was prepared by the Academy for Educational Development and submitted to AID in July 1992.

An assessment of the primary target NGOs is presented in Section IV of this Final Report.

Gender Considerations: The project provided assistance to non-governmental organizations for the purpose of strengthening them as institutions and enabling them to effectively address environmental issues in their countries. In practice as well as theory, men and women have equal access and representation in these organizations.

II(2). Inputs provided during the project.

INPUT A: Financial Assistance. There were two primary types of financial assistance available through the NGO Program: i) IRF grants and ii) third-party grants.

IRF Grants: During the course of the Cooperative Agreement IRF continued a NGO small grants fund initiated during the NGO Pilot Program. These grants were available to environmental NGOs for institutional-strengthening projects, required completion of a grant application and end-of-project report, and obligated the grantee to match the dollar amount provided by the Foundation (either cash or in-kind match was acceptable). Additionally, applicant guidelines for these funds stated that:

1. The applicant must have available or be willing to assemble during the period of the grant, an Institutional Development Plan (IDP). An IDP includes, in part, a statement of purpose, a definition of long-term goals, and an action agenda for implementing identified objectives. IRF will provide assistance in preparing an IDP.
2. Recipient organizations agree to hold one or more meetings of a leadership group (e.g., executive committee, board or officers) during the period of the grant, to discuss the Institutional Development Plan or comparable long-term development strategy with a representative of IRF.

In this way, IRF was able to link receipt of funds to further institutional development activities by each recipient organization.

The maximum amount of any single award was \$5,600, with most grants in the range of \$1,000-\$3,000. Thirty-six grants to 15 participating NGOs were made during the period of the Cooperative Agreement, totaling \$65,455.00. Table 1 provides a summary of these grants.

Table 1. IRF institutional development grants to NGOs since commencement of the USAID Cooperative Agreement in September 1989.

| NGO | AMT. | YEAR | ACTIVITY/OBJECTIVES |
|---|--------|---------|---|
| Antigua Environmental Awareness Group | 1,015. | 1989 | Membership campaign (challenge grant) |
| Nevis Historical and Conservation Society and Montserrat National Trust | 1,000. | 1989 | Disaster relief emergency grant following Hurricane Hugo |
| Antigua Environmental Awareness Group | 2,000. | 1990 | Support for newsletter publication by an upgrade of computer resources and capabilities |
| Nevis Environmental Education Committee | 500. | 1990 | Competitive award for most creative and effective Earth Day activities |
| St. Christopher Heritage Society | 1,895. | 1990 | Equipment support for establishment of a documentation center |
| Caribbean Natural Resources Institute (St. Lucia) | 1,500. | 1990 | Training program for community-based resource management |
| Carriacou Historical Society | 1,405. | 1991 | Renovation of Society's headquarters |
| St. Vincent National Trust | 2,500. | 1991 | Computerization of Trust's headquarters |
| British Virgin Islands Parks Trust | 2,750. | 1991 | Publication of Proceedings of 30th Anniversary Meeting |
| Nevis Historical and Conservation Society | 2,350. | 1991/92 | Strengthening of the Society's communications network and environmental information center |
| Small Projects Assistance Team (Dominica) | 2,470. | 1991 | Upgrade of computerized office system |
| Antigua Historical and Archaeological Society | 2,500. | 1991 | Upgrade of computerized office system |
| Dominica Conservation Association | 2,500. | 1992 | Automation of office operations to enhance publication capabilities |
| Folk Research Center, St. Lucia | 1,000. | 1992 | Improvement of environmental information dissemination capabilities |
| British Virgin Islands Botanic Society | 450. | 1992 | Assessment and upgrading of the Society's plant collection; support for public education on biodiversity issues |
| St. Christopher Heritage Society | 867. | 1992 | Purchase of fax machine to facilitate communications |
| Montserrat National Trust | 2,345. | 1992 | Support for publications |
| British Virgin Islands Botanic Society | 1,000. | 1992 | Upgrade of computerized office system |

(continued)

Table 1 (continued). IRF institutional development grants to NGOs since commencement of the USAID Cooperative Agreement in September 1989.

| NGO | AMT. | YEAR | ACTIVITY/OBJECTIVES |
|---|--------|--------------|--|
| Brimstone Hill National Park Society | 1,200. | 1992 | Interpretive skills training for senior staff |
| Dominica Conservation Association | 779. | 1992 | Computer training for staff |
| Nevis Historical and Conservation Society | 2,250. | 1992 | Redesign and renovation of Society office and museum |
| Nevis Environmental Education Committee | 1,200. | 1992 | Support for Environmental Awareness Week |
| British Virgin Islands Botanic Society | 500. | 1993 | Upgrade reference collection in Society library |
| St. Christopher Heritage Society | 1,840. | 1993 | Purchase of video and camera equipment for environmental education program. |
| British Virgin Islands Botanic Society | 1,000. | 1993 | Training at Kew Gardens for Society Curator |
| British Virgin Islands Botanic Society | 959. | 1993 1994 | Continuing support for upgrading the Society's plant collection |
| British Virgin Islands National Parks Trust | 2,500. | 1993 | Purchase of equipment needed for development of a Trust property |
| Nevis Environmental Education Committee | 1,445. | 1993 | Support for national Environmental Education Week |
| St. Christopher Heritage Society | 3,854. | 1993 | Upgrade of computer system to support publication of quarterly newsletter |
| Nevis Historical and Conservation Society | 5,641. | 1993 | Purchase of equipment to enhance publication capabilities |
| British Virgin Islands National Parks Trust | 2,500. | 1994 | Support for workshop on historic preservation training |
| St. Christopher Heritage Society | 2,500. | 1994 | Development of island-wide oral history program |
| St. Christopher Heritage Society | 1,030. | 1994 | Travel assistance for Society representatives to attend regional conservation meetings |
| Nevis Historical and Conservation Society | 1,500. | 1994 | Travel assistance for Society representative to attend regional conservation meetings |
| Nevis Environmental Education Committee | 2,055. | 1994 | Support for national Environmental Education Week |
| Nevis Historical and Conservation Society | 2,655. | 1995 | Support for establishment of Field Research Center and related environmental research activities |

Third-Party Grants: A part of the original design of the NGO Program called for IRF to assist our NGO partners to secure third-party grants. The rationale for allocating IRF resources for this service was two-fold: i) these grants, typically involving more money than IRF had available through its grants program, would enable the NGO to carry out activities that promote some aspect of environmental, historical or cultural conservation; ii) the NGO would gain much-needed experience by preparing proposals and administering grants (e.g., developing workplans, preparing fiscal reports, etc.) and would gain credibility and competence for expanding its project and programmatic activities. During the life of the project, IRF collaborated with seven NGOs on 22 third-party grants:

- Environmental Awareness Group, Antigua (seven grants). IRF is administering (1) a grant from the Moriah Fund to assist EAG in a program to conserve the biodiversity of Antigua and (2) a grant from the International Institute of Tropical Forestry to develop a management plan and trail system for Wallings Reservoir, one of the most heavily forested watersheds in the country. (3) IRF continued to assist EAG to implement an agroforestry project, initially with funding from USAID/PADF, and subsequently with funding from the Caribbean Council of Churches. (4) IRF is assisting EAG to implement a project to develop the Botanical Gardens (grant from the Canadian High Commission). (5) IRF assisted EAG to prepare a proposal to the ENCORE project to improve management of the Magnificent Frigatebird colony in Barbuda. (6) IRF assisted EAG in implementing the NGO component of the Country Environmental Profile Project for Antigua (funded by USAID). (7) IRF assisted EAG and the Historical and Archaeological Society of Antigua-Barbuda to prepare a proposal to UNEP/ROLAC to provide training to tour operators on interpretation of heritage sites.
- Dominica Conservation Association (two grants). IRF administered two grants on behalf of DCA (one from the Moriah Fund and another from the Biodiversity Support Program) to promote the conservation of biodiversity in Dominica. In addition, we have provided some assistance in administering the USAID-funded Parks-in-Peril project that includes DCA participation.
- Montserrat National Trust (four grants). IRF assisted MNT to implement (1) the NGO component of a Country Environmental Profile Project for Montserrat (funded by UNDP); (2) a Biodiversity Program made possible through a grant from the Moriah Fund; (3) an Ecotourism Project to develop a trail system, using funds from the International Institute of Tropical Forestry; and (4) a project funded by WWF-UK to restore and preserve Fox's Bay, the island's most significant wetland. IRF will be collaborating on biodiversity projects funded by WWF-UK and Flora and Fauna International.
- St. Christopher Heritage Society (four grants). (1) IRF assisted the Society in implementing the NGO component of the Country Environmental Profile Project for St. Kitts (funded by USAID). (2) IRF assisted the Society in completing a two-year environmental monitoring and education project made possible through a grant from the Biodiversity Support Program; (3) IRF assists in administering a three-year institutional development grant from the Mukti Fund to, *inter alia*, enable the Society to hire and retain the services of an executive director and to develop a long-term fund raising strategy; (4) IRF continues to support the Society's overall biodiversity program through funding from the Moriah Fund.
- Nevis Historical and Conservation Society (three grants). (1) IRF assisted the Society in implementing the NGO component of the Country Environmental Profile Project for Nevis (funded by USAID). (2) IRF assisted the Society in carrying out a two-year natural resource management project funded by WWF-US, and (3) IRF continues to support the Society's overall biodiversity program through funding from the Moriah Fund.
- JEMS Community Progressive Organization, St. Vincent (one grant). With support provided by the Goldman Foundation, IRF assisted JEMS in the development of the Kingshill Forest Reserve as an ecotourism site and community-managed nature reserve.
- Anguilla Archaeological and Historical Society (one grant). IRF assisted the Society in implementing the NGO component of the Country Environmental Profile Project for Anguilla (funded by UNDP).

Finally, during the past four years, IRF has administered a small grants program for the Mukti Fund, a US-based donor organization. The grants are for NGOs in St. Kitts-Nevis.

INPUT B: Technical Assistance.

Workshops/Conferences: Throughout the course of the Cooperative Agreement, IRF assisted its NGO partners to attend important workshops and conferences, with special emphasis on the annual general meetings of the Caribbean Conservation Association and the Museums Association of the Caribbean. Additionally, IRF implemented or assisted with NGO training workshops on (1) skills for NGO institutional development and (2) skills for NGO conservation program implementation.

Institutional Development Workshops:

(1) IRF-sponsored workshop on grantsmanship, focusing on program planning and proposal writing, held in Antigua on June 8-9, 1991, with participation by the following NGOs:

- Antigua-Barbuda Environmental Awareness Group
- Antigua-Barbuda Historical and Archaeological Society
- Dominica Conservation Association
- Dominica Northeast Timber Cooperative
- Carriacou Historical Society
- Grenada National Trust and Historical Society
- Montserrat National Trust
- Nevis Environmental Education Committee
- Nevis Historical and Conservation Society
- St. Christopher Heritage Society (St. Kitts)
- St. Lucia National Trust
- St. Vincent's JEMS Progressive Community Organization
- St. Vincent National Trust.

(2) IRF-sponsored workshop on the role of the NGO Board, held in Trinidad on August 24-25, 1992, in conjunction with the Caribbean Conservation Association's Annual General Meeting, with participation by the following NGO partners:

- Antigua-Barbuda Environmental Awareness Group
- Antigua-Barbuda Historical and Archaeological Society
- British Virgin Islands National Parks Trust
- Dominica Conservation Association
- Dominica's Small Projects Assistance Team
- Montserrat National Trust
- Nevis Historical and Conservation Society
- St. Kitts' Brimstone Hill National Park Society
- St. Christopher Heritage Society (St. Kitts)
- St. Vincent National Trust.

(3) IRF-sponsored workshop on NGO fund raising skills, held in conjunction with the Caribbean Conservation Association's Annual General Meeting in Jamaica (August 1993) with participation by the following NGO partners:

- Anguilla National Trust
- Antigua-Barbuda Environmental Awareness Group
- Montserrat National Trust
- Nevis Historical and Conservation Society
- St. Christopher Heritage Society
- St. Lucia National Trust
- St. Vincent National Trust.

Conservation Program Implementation Workshops:

(1) British Virgin Islands National Parks Trust-affiliated training workshop on historic restoration techniques (Tortola, British Virgin Islands, March 1994), with participation by the following NGO partners:

- Anguilla National Trust
- Antigua-Barbuda Historical and Archaeological Society
- Montserrat National Trust
- Nevis Historical and Conservation Society
- St. Lucia National Trust.

- (2) Environmental Awareness Group-affiliated workshop on field botany and herbaria development (Antigua, June 1994), with participation by the following NGO partners:
 - Antigua-Barbuda Environmental Awareness Group
 - Montserrat National Trust
 - Nevis Historical and Conservation Society
 - St. Christopher Heritage Society.

- (3) Montserrat National Trust-affiliated workshop on wetlands management and monitoring (Montserrat, July 1994), with participation by the following NGO partners:
 - Montserrat National Trust
 - St. Christopher Heritage Society.

- (4) Two-day workshop sponsored by IRF and The Nature Conservancy (TNC) on June 23-24, 1993, in Antigua on NGO land stewardship, with participation by the following NGOs (all participants in the IRF/TNC Eastern Caribbean Biodiversity Program):
 - Antigua-Barbuda Environmental Awareness Group
 - Dominica Conservation Association
 - Montserrat National Trust
 - Nevis Historical and Conservation Society
 - St. Christopher Heritage Society.

- (5) Two-day workshop sponsored by IRF and The Nature Conservancy on December 13-14, 1994, for the NGOs participating in the Eastern Caribbean Biodiversity Program:
 - Antigua-Barbuda Environmental Awareness Group
 - Dominica Conservation Association
 - Montserrat National Trust
 - Nevis Historical and Conservation Society
 - St. Christopher Heritage Society.

Generally speaking, IRF did not overuse the workshop format because we realized early on that the Caribbean region is already saturated with training workshops and that NGO environmental leaders are overextended in their commitments for participation in these forums. Instead, Island Resources Foundation relied heavily on more focused one-on-one training, usually with NGO boards or some component of the NGO leadership structure (these are outlined in more detail in the Year One, Two, Three, Four, and Five Annual Reports to AID).

The Foundation concentrated on institutional development needs identified either by NGOs or by IRF project staff. NGOs defined their own needs through:

- periodic on-site interviews and visits by project staff;
- periodic questionnaires and survey forms distributed by the program;
- grant applications for financial assistance; and
- reactions to articles and information in *NGO NEWS*.

A key priority frequently identified by NGOs (and articulated in the mid-term Evaluation Report) was the need for more effective fiscal management training and assistance. To this end, the Foundation provided individualized financial management training sessions for regional and national NGOs, focused on financial management in several issues of *NGO NEWS*, and produced a 41-page manual ("*Fiscal Management for Non-governmental Organizations*") specifically written for conservation NGOs in the Eastern Caribbean.

Given the size of the region, of the target NGOs, and of the Foundation, IRF maintains that individualized formats for collaboration, training and assistance was a logical and effective approach. To successfully use such an approach meant that we relied heavily on frequent in-country consultation with participating NGOs. We found that working directly with the leadership core (usually some portion of the governing board plus paid and volunteer staff) has generally provided the most effective training and technical assistance forum. This allowed the Foundation to apply a customized approach in promoting institutional development and in shaping a regime of incremental assistance geared to the special needs of participants.

Throughout the program a primary component of IRF's technical assistance to NGOs has, by design, focused on the importance of strategic planning. At the start of the NGO Program most of our target groups regarded strategic planning as something they didn't have time for — a distraction from the organization's central mission and programmatic activities. We hope we have helped to alter this perception by encouraging and assisting with the development of long-term institutional development plans and working closely with NGO boards on other strategic planning documents and initiatives, including long-term funding strategies.

Interns. Since initiation of the NGO Program IRF has provided personnel assistance to participating NGOs through deployment of graduate student interns. In all cases, interns were placed only in response to requests from NGOs who were able to identify a specific work agenda for the intern. Table 2 summarizes these placements.

Table 2. IRF placement of interns with NGOs since commencement of the USAID Cooperative Agreement in September 1989.

| NGO | YEAR | NAME | FOCUS OF INTERNSHIP |
|--|------|---------------------|---|
| Antigua Environmental Awareness Group | 1990 | Anne & Terry Hughes | Baseline work for development of agroforestry project; assistance with Environmental Profile Project |
| Nevis Historical and Conservation Society | 1990 | Erin Kellogg | Establishment of baseline data and monitoring system for resource management project; assistance with Environmental Profile Project |
| Caribbean Conservation Association | 1991 | Kate Irvine | Assistance for the development of environmental education program for NGOs |
| Nevis Historical and Conservation Society | 1991 | Craig Olson | Assistance with research and design of museum exhibit in new Society-support museum |
| Antigua Historical & Archaeological Society | 1992 | David Stubbs | Training for NGO personnel in artifact and exhibit conservation techniques |
| St. Christopher Heritage Society | 1992 | Linda Grober | Assistance for implementation of biodiversity conservation project |
| Anguilla Archaeological & Historical Society | 1993 | Elizabeth Subin | Assistance for implementation of Environmental Profile Project |
| Antigua Environmental Awareness Group | 1993 | Leah Bunce | Assistance for implementation of biodiversity conservation project |

INPUT C: Communication Services. The main activities of the communication services component during the Cooperative Agreement were (1) publications and (2) environmental information centers.

Publications. The following publications have been produced under the aegis of the NGO Program since 1989.

- Thirteen issues of *NGO NEWS* from November 1989 to March 1994 (copies have been appended to prior year Annual Reports).
- "Proposal Writing Overview," a 21-page guide on proposal preparation, prepared for IRF-sponsored grantsmanship workshop in Antigua in June of 1991 (appended to the Year Two Annual Report).
- "Directory of Environmental NGOs In The Eastern Caribbean: A Guide To Non-governmental Organizations Supporting Conservation and Resource Management Programs," published in April 1991, 46 pages (appended to Year Two Annual Report).
- "Fiscal Management for Non-governmental Organisations: A Manual To Assist Environmental NGOs in the Eastern Caribbean," published in June 1992, 41 pages (appended to Year Three Annual Report).
- "The Donor Directory 1995, Donor Organizations and Technical Assistance Programs: A Guide To Who Is Supporting Sustainable Resource Development In The Eastern Caribbean," published in June 1995, 86 pages (copy appended to this report).
- "The NGO Directory 1995: A Guide To Environmental Non-governmental Organizations Supporting Conservation and Resource Management Programs in the Eastern Caribbean," published in August 1995, 54 pages (copy appended to this report).
- "Widening the Circle of Leadership: Strengthening Conservation NGOs in the Eastern Caribbean," published in August 1995, 46 pages (copy appended to this report).

Environmental Information Centers: Our emphasis has been to assist NGOs in the upgrade and expansion of their conservation/biodiversity library collections through the purchase of selected reference materials. This initiative was supported in part by the Organization of Eastern Caribbean States through the AID-funded ENCORE Project. The most significant donation to NGO libraries was the definitive six-volume set of Richard Howard's *Flora of the Lesser Antilles*. In 1993, IRF conducted a survey of environmental libraries and reference collections. We used the information compiled at that time to be responsive to common problems and assistance needs identified by our NGO partners.

III. MONITORING AND EVALUATION

III(1 and 2). As explained in the Year One Annual Report, monitoring of project inputs and progress towards achieving project outputs is an ongoing process. The Program Director summarizes this information, identifying problem areas and strategies to address them, in internal reports to headquarters staff.

Inputs: Sections II(2) and IV of this Final Report present information on the provision of inputs during the project.

Outputs: A mid-term Evaluation Report, which includes an assessment of progress made over the first half of the project in the institutional development of the target NGOs, was prepared by the Academy for Educational Development and submitted to AID in July 1992.

At the end of the Cooperative Agreement, the Foundation conducted an end-of-project evaluation of participating NGOs and has summarized its findings in a final program publication entitled "*Widening the Circle of Leadership: Strengthening Conservation NGOs in the Eastern Caribbean*" (copy attached to this report).

An assessment of the NGOs is presented in the narrative in Section IV of this Final Report.

IV. REVIEW AND ANALYSIS OF PROJECT RESULTS BY COUNTRY

Note: The following country-by-country assessments represent an update on the status of each primary NGO partner as of mid-1995. Although the assessments that follow do not require any knowledge of the previous ones included in the project Annual Reports, readers are referred to these earlier reports for more background on the history of the NGOs and their relationship to the environmental movement in their respective countries. Additionally, Annual Reports from Years One to Five provide more information on specific program assistance provided by IRF over the six years of the Cooperative Agreement.

The reader is also referred to "Widening the Circle of Leadership: Strengthening Conservation NGOs in the Eastern Caribbean" (appended to this report), for an overview of the NGO Program and its accomplishments, including detailed case studies on three representative NGOs.

ANGUILLA

The *Anguilla National Trust* was formally established by Ordinance in 1988, but it did not convene until 1993. In May of that year, IRF's NGO Program Director met with the Board to begin a process of collaboration with the Trust (until this point, IRF had been working in Anguilla with the *Archaeological and Historical Society* and had assisted that group in the implementation of an Environmental Profile Project for Anguilla). During its early meetings with the newly forming Trust leadership, IRF recommended that it not rush into calling the first general meeting until it had begun the process of identifying what the Trust was, what it planned to do and what it might need (institutionally) to accomplish its objectives. It was further suggested that the Trust's Council set aside time in future meetings for members to present their vision and expectations for the organization (and hold a retreat to elaborate on these if necessary). To this end, IRF offered its assistance, but emphasized that outside assistance might not be necessary immediately and that members needed to look inward before looking too strongly to the outside for assistance.

Little institutional development occurred during the next two years, but that situation is now about to change. The World Wide Fund for Nature in the UK (with whom IRF is collaborating on building government/NGO partnerships for biodiversity programs in the remaining British dependent territories in the Caribbean) has approved a grant to support the institutional development of the Trust. Most of the grant will be used to provide salary support for a Director for a two-year period, but funding also exists to develop and equip an office. The office, which is expected to be operational by August, 1995, may only need to serve on an interim basis, if the Trust is successful in its original plan to establish a headquarters within a National Museum. Unfortunately, little progress has been made on the multi-year effort to renovate the building in question.

The initial years in the life of any organization are usually problematic and uncertain, and we expect the same to be true of the Anguilla National Trust. The period following the end of the institutional development grant from WWF-UK will be an especially critical time, but steps can be taken today to smooth the transition later — a message that IRF will continue to convey to the Trust during the next two years.

ANTIGUA-BARBUDA

Island Resources Foundation's NGO Program has played an important role in lending support and providing technical and financial assistance to two groups in Antigua-Barbuda — the *Historical and Archaeological Society (HAS)* and the *Environmental Awareness Group (EAG)*, both well-positioned today to take active leadership roles in this dual island state.

The *Historical and Archaeological Society* has reached a secure level of institutional development that will ensure its continued existence and viability. Its diversified funding base includes a membership of more than 400 and sales from a gift shop that contribute about one-third of the institution's income.

HAS pays for several staff, including a Director, while the Government also provides staff.

The organization's physical infrastructure, including computers and other office equipment, is very good. After several years of negotiating, the Government has agreed to a long-term low-cost lease for the museum building where the organization is based and operates the country's national museum. This security is necessary in order for HAS to seek the fairly substantial donor support that is needed for maintenance and refurbishment of the building. Not only are the museum collections at risk, so are EAG's possessions (since EAG shares space in the museum), and it is preventing both groups from developing a proper library. IRF will continue to assist the HAS to secure the funding needed.

The *Environmental Awareness Group*, with technical assistance from IRF, continues to be active in programs and projects. IRF continues to work closely with EAG in implementing several important conservation programs in the country, focusing on agroforestry, reforestation and biodiversity conservation.

Despite these successes, the institutional development of the organization has not kept pace with its ability to secure donor funding and successfully implement projects. Office infrastructure is linked to the Historical and Archaeological Society as EAG's office space is located in the museum managed by HAS (see above note on the need to rehabilitate the museum). The EAG has hired a Director, which it needs to coordinate programs and projects and assist in the administration of the organization. But it does not yet have an adequate funding base to ensure that this position can be retained. The group has made a commitment to increase its unrestricted funding for salaries and other operational expenses; and IRF will continue to actively assist in this effort.

The reader is referred to the case study on the *Environmental Awareness Group* found in the IRF publication "*Widening the Circle of Leadership*" (appended to this report).

BRITISH VIRGIN ISLANDS

The *BVI National Parks Trust*, established in 1962, is one of the oldest trusts in the region. It is provided free space in a Government-owned building, and a Government subvention covers most of the salary expenses of the more than 20 staff (most of them wardens and/or laborers at park sites). Other staff positions include a Director, Program Coordinator, Public Relations person and part-time accountant.

The dozen or so people on the Board are the Trust's only members because of the organization's legal structure, but the Friends of the Trust has a membership of about 150. The Board meets monthly and plays an active role in the affairs of the organization.

The Trust has undertaken several environmental projects during the past five years. Some of these initiatives, especially those involving development and management of heritage sites, are ongoing. With professional staff, a good functioning Board, and a financial base that includes a significant Government subvention and sizable private contributions, the Trust is poised to expand its already important role in protecting the natural and historical heritage of the British Virgin Islands. IRF will continue to work with the Trust in implementation of a biodiversity conservation program for the British Virgin Islands, with funding from WWF-UK and the Moriah Fund.

The *BVI Botanic Society* operates a small, but impressive Botanical Garden in Road Town, Tortola. In comparison to the situation in most of the other Eastern Caribbean islands, the BVI Botanic Garden is well-supported and well-managed. The Society has had the services of a professional curator since 1992; IRF funding supported additional training for this individual in tropical horticulture and botanical garden operations. The current curator is continuing efforts to improve the plant collection and reference library. His special emphasis is on increasing the educational utility of the Garden and expanding its outreach activities.

DOMINICA

The *Dominica Conservation Association (DCA)* continues to play an important role as a watchdog and advocate for environmental concerns. However, it does this from a precarious financial and organizational position.

After several years of inactivity, the DCA re-established itself in the early 1990s with the support of the Caribbean Heritage Program. This MacArthur Foundation-funded program enabled the group to hire a Program Coordinator, but when the grant ended in 1992, it left behind a financially-strapped, weak organization, and IRF has been working more closely with the organization since that time. (See IRF's "*Widening the Circle of Leadership*" for a discussion of the risks associated with premature donor funding of professional staff before the organization is ready to absorb these additional resources and before it has established well-defined goals and strategies. The Caribbean Heritage Program funding is a case in point and unfortunately, among other difficulties, it left the DCA with unrealistic expectations about what it takes to develop and maintain an organization.)

The Association has determined it is not in a position at present to financially support its own office, but is fortunate in being able to use the business office and facilities of its President. The group does still have a Program Coordinator, who represents the DCA in public fora, but this is primarily a volunteer position held by a person who must spend most of her time running the Archbold Tropical Research Center, which is also based in Dominica.

On a positive note, the DCA is beginning to benefit from the more favorable reception enjoyed by the NGO community in Dominica following recent national elections and a change in administration. IRF will continue to involve DCA in its biodiversity initiatives, and we will continue to try to use these projects as opportunities to strengthen the organization.

Social Partners for Action and Transformation (formerly the *Small Projects Assistance Team* or *SPAT*) is a Dominican NGO with experience in community development and with an excellent record in promoting participatory programs for rural communities. It operates an office, library and documentation center in Roseau.

The leadership of SPAT and DCA have often overlapped; in fact, SPAT has been instrumental in supporting the DCA, in the belief that a separate NGO was needed to focus on environmental matters rather than allowing them to be shortchanged by the other priority issues facing SPAT.

GRENADA

Grenada's oldest and most regionally-recognized NGO is the *Grenada National Trust and Historical Society (GNTHS)*, representing a merger of two formerly independent conservation organizations. Unfortunately, this group is not a strong conservation leader in Grenada. Part of the problem may be that the merger of the National Trust and the Historical Society has never been fully accepted by all of the members of those two former organizations (even five years after the "merger"); but this is not a sufficient explanation for the very low level of activity of the group. The recent emergence of two organizations focusing on historical and cultural issues provides some security that these areas will not be neglected; but to the extent that they take over some of the work that the GNTHS is mandated to do, it suggests that there is little reason to expect the situation of the Grenada National Trust and Historical Society to improve in the foreseeable future.

Grenada supports several very small, some very new organizations whose mission includes conservation and environmental protection, but not one of these NGOs is sufficiently developed to take the lead role for environmental issues in Grenada. They include the *Friends of the Earth-Grenada*, *Grassroots Ecological Citizens Association*, *A Group of Concerned Women*, and the *Willie Redhead Foundation for the Preservation and Urban Renewal of St. George's*. There is also the *Carriacou Historical Society (CHS)* which runs a museum on the offshore island of Carriacou. What this proliferation of organizations is revealing is the leadership void that has resulted from the ineffectiveness of the GNTHS. Also, as is clear in examining the entries for several of these groups in IRF's new "*NGO Directory*" most have not identified their priorities or focus and seem to be all over the place when classifying their primary areas of interest.

Indeed, after many years of working in Grenada with its environmental NGO community, IRF has concluded that a similar lack of focus may be at the root of the institutional development problems of the *Grenada National Trust and Historical Society*. The organization has not been able to determine what is strategically important to it and then assemble its activities and programs around a well-defined central focus. NGOs like the St. Lucia National Trust, which is profiled in "*Widening the Circle of Leadership*," have learned to think and plan strategically and this has permitted such groups to gradually and incrementally acquire more specialized professional skills and institutional competence. In Grenada, the National Trust and Historical Society is unfortunately still in search of mission, vision, and focus.

MONTSERRAT

Environmental NGOs in Montserrat, as in Anguilla and the British Virgin Islands, became eligible to participate in the NGO Program in mid-1992. In Montserrat, the only group for which this was relevant was the *Montserrat National Trust*, which actually had an established relationship with IRF that dates back more than a decade.

The Trust, which celebrated its 25th anniversary this year, is a vibrant organization with new headquarters, two professional staff, a good board directing an active committee structure, and committed volunteers. It has always enjoyed a strong, collaborative relationship with Government. Typically, Trust-administered environmental projects receive support from political leaders and technical experts who are both Government employees and Trust members; unlike the situation in many Eastern Caribbean islands, in Montserrat these people are able to interchange their "hats" freely, resulting in coordinated, effective use of project resources.

ST. KITTS-NEVIS

Through its *National Conservation and Environment Protection Act of 1987*, the country has one of the most impressive pieces of legislation available for conservation in the Eastern Caribbean. However, the Conservation Commission established by the Act does not receive the level of Government support required to enable the group to realize all the intentions of this ambitious legislation. Fortunately, the three NGOs discussed below are effective conservation agents that currently are playing a leadership role in the country.

The oldest NGO in St. Kitts — the *Brimstone Hill Fortress National Park Society* — is a well-established group whose sole objective is to promote the restoration and development of the Brimstone Hill National Park. The group is reasonably well financed, with steady income from entrance fees and gift shop sales from the numerous tourists that visit the site.

In 1989, the *St. Christopher Heritage Society (SCHS)* incorporated as an NGO with the broad overall goal of safeguarding and preserving the island's national heritage. In its relatively short history as an operational body, SCHS has built a membership base, secured external funding and grants, established an impressive functional headquarters office, launched a magazine entitled *Heritage*, and begun — with the active assistance of the NGO Program — worked hard to put in place long-term institutional development planning strategies.

The organization's successful development to date can be attributed in large measure to the aggressive leadership of several of its officers. Nevertheless, like many volunteer-based environmental NGOs in the Eastern Caribbean, SCHS suffered from lack of a professional, full-time headquarters staff. With assistance from IRF, funding support for a combination programs coordinator/fund raiser/executive director was identified two years ago. At the same time, neither the Society, IRF or the donor (the Mukti Fund) have lost sight of the continuing need for institutional development planning as an integral part of the organization, and the requirement to build a sound management structure to remain in place when the primary donor funding has ended.

The greatest challenge facing the *St. Christopher Heritage Society* relates to its funding base and the need to diversify and broaden sources of support, particularly revenues to meet its ongoing operational costs, including funds to retain its enthusiastic secretary/receptionist and equally dynamic Executive Director.

The largest NGO in Nevis and the largest conservation NGO in the St. Kitts-Nevis Federation is the *Nevis Historical and Conservation Society (NHCS)*. Since its founding a decade and a half ago, the NHCS has established two museums, a research archives and an environmental library for Nevis. It has a solid membership base, a permanent staff of eight, and has attracted significant donor funding for projects. The NHCS has been, and continues to be, an active partner with IRF; it was the first of our partners to receive assistance from IRF to develop, secure funding and implement a biodiversity conservation program. Our current focus with NHCS is to assist in development of a Society-managed Field Studies Center to be based at a former sugar estate slated for renovation and expansion.

A second "NGO" in Nevis that participated in the NGO Program — the *Nevis Environmental Education Committee (NEEC)* — relies heavily on NHCS for a variety of support services and, in some regards, can be considered a committee of the Society. The group meets on an *ad hoc* basis to implement specific projects that promote greater awareness among the public for conservation issues. Its largest project, an Environmental Awareness Week held during January in each of the past four years, reaches most of the students and many of the older inhabitants of the island. During the NGO Program, IRF met with the Committee to explore the implications and options for furthering its institutional growth, and we concurred in its decision to collaborate closely with the Society rather than emphasize its development as an autonomous entity.

ST. LUCIA

During the last decade and a half, several non-governmental organizations have played an important role in influencing the level of environmental awareness in St. Lucia (in addition to the two primary target NGOs in the IRF program [see below], other organizations with some kind of environmental agenda in St. Lucia include: St. Lucia Research and Development Foundation, Caribbean Natural Resources Institute, and the Folk Research Center). Taken in the aggregate, these private sector groups have helped create an environmental advocacy climate in St. Lucia which is, generally speaking, superior to that in most other Eastern Caribbean islands.

The lead environmental NGO in St. Lucia — the *National Trust* — has a somewhat unique status in the Eastern Caribbean. Its level of institutional development is high relative to many of our NGO partners, and in many ways, the Trust serves as a model. With the assistance of the Trust's Director of Natural Heritage, IRF has profiled this NGO in its publication "*Widening the Circle of Leadership*", which documents the Trust's development and examines the basis for its effectiveness. This group is without question the most effective, the best funded and institutionally the strongest of the NGOs targeted by IRF under the NGO Program.

The *St. Lucia Naturalists' Society* was founded to meet the need for private sector support of conservation education programs related to the island's fauna and flora. Its programs are heavily oriented toward lectures, field trips and related conservation education activities, although the Society has from time to time involved itself in public policy issues related to the environment. After working with the group over the course of the NGO Program, IRF has concluded that the organization has limited capacity for or commitment to accelerating its institutional growth. Its volunteer members feel they are overwhelmed with the "real business" of the organization (e.g., conducting field trips) and have few resources to devote to institutional development issues. Although the organization's institutional deficiencies remain unaddressed, and the group has not grown significantly during recent years, this is perhaps not as perilous a situation in St. Lucia — with its highly effective National Trust — as it would be in other target islands.

ST. VINCENT

IRF has worked with the *St. Vincent National Trust* since commencement of the NGO Program to try to assist it to become more active and effective. The *St. Vincent Trust* emerged for the NGO pilot program as a very promising organization. After years of non-activity (despite a broad mandate assigned to the *Trust* in authorizing legislation), the long moribund *Trust's* rejuvenation by the end of the 1980's was attributed by *Trust* leaders to be the result, in large measure, of IRF's assistance in the years 1987-1989. During the early 1990's, the AID-funded Country Environmental Profile Project in St. Vincent (implemented by IRF and the Caribbean Conservation Association) was instrumental in identifying a central focus for a newly energized group of leaders who embarked on an aggressive membership campaign and organized a functional headquarters office. In 1991, the *Trust* was actively involved in implementation of an International Conference on Environmental Institutions held in St. Vincent in April of 1991.

Following this spurt of energy and enthusiasm the *Trust* has retreated into a period of slow growth, not exactly back to the point it was at in 1986, but certainly not living up to the promise and expectations it had exhibited five years earlier (at the end of the pilot program). In hindsight, it is clear that internal problems specific to the group and the country presented an obstacle that IRF could influence, but not dramatically change. The group now maintains a low level of activity regarding historical and cultural conservation issues, but does very little involving environment protection. Like the Grenada National Trust and Historical Society, the *St. Vincent National Trust* has never clearly articulated well-defined organizational goals, and early efforts at long-term institutional planning, under IRF's direction, were not well-integrated within the organization. Unlike the Grenada Trust (where strong leaders have never emerged), there was a small effective group of core leaders in the *St. Vincent National Trust* in the late 1980's and early 1990's. Unfortunately, their early enthusiasm had diminished by the mid-1990's, and the leadership that has moved to the forefront more recently lacks the vision and drive to continue to move the organization forward.

The *Trust* demonstrates characteristics not atypical of other NGOs in the IRF network — the Dominica Conservation Association being another case in point — namely, that its growth and development have been marked by periods of highs and lows and relatively dramatic swings in fortune. What the *St. Vincent National Trust* has not learned to do is take advantage of the opportunities evident during the prosperous years in order to help it survive the leaner years.

In contrast, the *JEMS Progressive Community Organization*, a rural self-help organization, is proving to be very dynamic in St. Vincent. It was established in 1978 to assist communities in a 15 village area in the southeast of St. Vincent. Many of its community-based programs have environmental or resource management components. In Year Five of the Cooperative Agreement, IRF assisted *JEMS* to begin a major project designed to develop the Kingshill Forest Reserve. The "reserve" exists on paper from a decree made during the eighteenth century, but squatters have settled on some of the land. *JEMS* proposes to work with these squatters and other community members to manage the area in a more appropriate way that will ensure the ecological integrity of the site while contributing to the needs of the people living adjacent to it. The multi-year project includes developing a campground and trail system that will contribute to local income.

JEMS is profiled in IRF's "*Widening the Circle of Leadership*" (attached to this report). We selected *JEMS* because its rural base and strong grassroots ties with the community make it a different kind of environmental NGO in the Eastern Caribbean.

V. MANAGEMENT: REVIEW AND ANALYSIS OF HEADQUARTERS/SUPPORT FUNCTIONS

In December of 1990, IRF received permission from the Antiguan Government to establish a small office in Antigua to base the NGO Program. Along with this permission came approval of duty-free status for project-related expenses. The office has been fully operational since Year Two.

Basing the NGO Program in the Eastern Caribbean has enabled the Foundation to work more closely with its NGO partners and to expedite response time to requests for assistance. IRF continued to use its main office in St. Thomas and its branch office in Washington to support the project. These offices had primary responsibility for fiscal management, publications, maintenance of data bases, and liaison with AID.

Primary responsibility for management of the project and provision of technical assistance lay with the Program Director, *Dr. Bruce Horwith*. His visits to NGOs were supplemented by travel to target islands by the Foundation's President and Vice-President, *Edward Towle and Judith Towle*, respectively, who were recurring staff participants in the Foundation's NGO Program (the Towles were the co-directors of the pilot phase of the NGO Program). Judith Towle oversaw project publications and was the editor of *NGO NEWS*. Her institutional development specialization for this project was NGO fiscal management. Edward Towle provided general supervision of the project and of the project director and provided counsel and input on the program's biodiversity components.

Regular quarterly project staff meetings (usually in Antigua or St. Thomas) and frequent telephone/fax and mail communications ensured that all three project staff members had an opportunity for timely input and evaluation of the project on an ongoing basis.

An IRF Associate -- *Dr. LaVerne Ragster* -- worked with the NGO Program and served as a resource person for the IRF workshop on "NGO Fund Raising" held in August, 1993, and the workshop on "Role of the NGO Board" held in August 1992. Dr. Ragster is Director of the Eastern Caribbean Center at the University of the Virgin Islands and also serves as Coordinator of the Consortium of Caribbean Universities for Natural Resource Management. She has been a Program Associate and frequent consultant of IRF since start-up of the NGO Program in 1986; in 1993 she was elected to the IRF Board of Trustees.

IRF's Board of Trustees provides overall direction and program strategy for the Foundation but has delegated authority for direct program planning and implementation to the Foundation's president. The Board sets organizational policy; provides guidelines for the management of Foundation property in the Chesapeake Bay, Fire Island (New York), and St. John (U.S. Virgin Islands); and designates the job responsibilities of the president, who serves as the chief executive officer of the Foundation. The Board approved IRF's application to USAID for PVO registration, monitored the progress of the AID-funded NGO Program at its annual meetings, and authorized the establishment of a NGO Program Office in Antigua.

VI. FINANCIAL REPORT

FINANCIAL PROFILE OF THE PROJECT

A. BUDGETED VERSUS ACTUAL EXPENDITURES

| COST ELEMENT | USAID BUDGET 9/1/89- 8/31/95 | USAID EXPEND. 9/1/89- 8/31/95 | PVO BUDGET 9/1/89- 8/31/95 | PVO EXPEND. 9/1/89- 8/31/95 |
|-----------------------------------|---|--|---|--|
| <u>Program Costs:</u> | | | | |
| BHorwith Salary | | 141,418.21 | | 57,837.92 |
| ETowle Salary | | 19,579.70 | | 13,915.00 |
| JTowle Salary | | 34,631.75 | | 33,340.10 |
| Fringe Benefits | | 57,755.08 | | 26,304.65 |
| Program Consultants | | 4,133.05 | | 9,375.00 |
| Interns | | 10,000.00 | | 2,500.00 |
| Support Staff | | 8,701.83 | | 6,376.75 |
| Moving Costs | | 5,444.14 | | 0.00 |
| Travel | | 28,751.22 | | 18,096.54 |
| Project Office | | 27,096.50 | | 3,314.22 |
| Training | | 16,156.05 | | 0.00 |
| Publications | | 7,889.03 | | 2,706.41 |
| Materials/Supplies | | 6,201.42 | | 576.16 |
| Communications and Other Costs | | 37,375.91 | | 18,837.34 |
| NGO Grants & Projects | | 21,559.00 | | 267,607.40 |
| Total Program Costs | 419,938. | 426,692.89 | 459,150. | 460,787.49 |
| Total Procurement Costs | 10,212. | 10,212.05 | 709. | 709.14 |
| <u>Evaluation Costs:</u> | | | | |
| Personnel | | 23,775.32 | | 0.00 |
| Travel | | 5,662.17 | | 0.00 |
| Other Costs | | 1,410.34 | | 0.00 |
| Total Evaluation Costs | 33,354. | 30,847.83. | 0. | 0.00 |
| Total Indirect Costs | 171,496. | 167,247.23 | 71,518. | 69,880.37 |
| TOTAL COSTS | 635,000. | 635,000. | 531,377. | 531,377. |

B. SOURCES OF PROJECT FUNDS FOR THE PVO (9/1/89 - 8/31/95)

| | | |
|--|----------|------------|
| A.I.D. Matching Grant | 635,000. | |
| Other | | |
| World Wildlife Fund | 109,003. | |
| The Moriah Fund (through Nature Conservancy) | 87,817. | |
| United Nations Development Program | 85,000. | |
| The Mukti Fund | 68,224. | |
| Goldman Foundation | 59,000. | |
| Falconwood Foundation | 32,375. | |
| Rockefeller Brothers Fund | 30,295. | |
| Jackson Hole Preserve | 26,291. | |
| PVO Contribution | 15,000. | |
| U.S. Trust for Historic Preservation | 8,000. | |
| The Nature Conservancy | 5,000. | |
| Pan American Development Foundation | 1,500. | |
| Homeland Foundation | 1,000. | |
| Caribbean Natural Resources Institute | 200. | |
| Miscellaneous Small Individual Donations | 2,672. | |
| | <hr/> | |
| | 531,377. | |
| TOTAL | | 1,166,377. |

FINANCIAL PROFILE OF THE PVO

| <u>A. Expenditures by Program Fund</u> | <u>Fiscal Year 1993-94*</u> |
|--|-----------------------------|
| Resource Management Programs | 111,486. |
| Research and Development | 22,446. |
| Technical Assistance | 191,804. |
| Island Stewardship | 12,685. |
| Management and General | 122,262. |
| Fund Raising | 1,735. |
| Plant Funds | 10,295. |
| Awards | 400. |
| | <hr/> |
| TOTAL EXPENDITURES | 473,113. |
| | |
| <u>B. Sources of Funds</u> | |
| A.I.D. Matching Grant | 135,000. |
| Private Contributions | 269,485. |
| Private Revenues | 6,878. |
| In-Kind Contributions | 4,717. |
| Other U.S. Government | 52,839. |
| Other Government (U.S. Virgin Islands) | 20,000. |
| International Organizations | 25,500. |
| Other: FEMA (Hurricane Hugo Disaster Assistance Claim Settlement) | 19,445. |
| | <hr/> |
| TOTAL REVENUES | 533,864. |

* Island Resources Foundation's fiscal year is from July 1 to June 30. The information provided in this report is for the fiscal year ending June 30, 1994, with figures taken from the audited financial statement. The Foundation's financial statements for the FY ending 6/30/95 are now being prepared.

VII. AND VIII. LESSONS LEARNED AND LONG-TERM PROJECT IMPLICATIONS AND RECOMMENDATIONS

Several "lessons learned" emerged from the mid-term evaluation, which was very supportive of the work accomplished by IRF through the first two and a half years of the Cooperative Agreement. During the subsequent life of the program, we have done much to address the major recommendations of that report. First, we prepared a manual on NGO Fiscal Management. Second, we held several workshops which, in addition to covering topics requested by our NGO partners, also served an important networking function.

As part of the end-of-project evaluation carried out by the Foundation, we have prepared a publication that looks at our experiences in implementing the NGO Program and in working with Eastern Caribbean NGOs in a focused partnership for the last nine years. The booklet, entitled "*Widening the Circle of Leadership: Strengthening Conservation NGOs in the Eastern Caribbean,*" features characteristics and approaches used by NGOs and donors that have led to the greatest success. The format includes four case studies which were prepared by IRF with the assistance of target NGOs. This document, appended to the Final Report, constitutes IRF's assessment of lessons learned under the NGO Program and includes long-term project implications and recommendations.