

YEAR FIVE ANNUAL 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 has 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 is an expansion of a pilot program which began in 1986 under the sponsorship of World Wildlife Fund-US and Rockefeller Brothers Fund. The project is 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 includes a mixture of direct and indirect contact by staff, affiliated IRF associates, and interns assigned to target NGOs. Financial assistance is provided in the form of NGO institutional development grants; technical assistance is available through on-site consultations and training of NGO boards, staff, and volunteers; and a variety of communication/information services are provided under the project.

During Year Five of the AID-funded grant, financial and technical assistance was provided by IRF to the 16 primary target NGOs participating in the project. IRF awarded eight grants during Year Five, disbursing a total of \$20,398.98. Additionally, IRF collaborated with six NGO partners on 14 third-party grants related to the institutional development of our client groups or to their conservation programs.

While much of our assistance was directed towards institutional strengthening, an increasing share was targeted towards improving NGO technical literacy on biodiversity issues. Our objective is 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 our NGO partners in Antigua, St. Kitts, Nevis, Montserrat and Dominica.

We conducted or assisted our NGO partners to attend five important workshops and conferences: (i) IRF workshop on fund raising for NGOs, held in conjunction with the Caribbean Conservation Association Annual General Meeting in Jamaica in August 1993; (ii) Museums Association of the Caribbean Annual General Meeting in Belize in November 1993; (iii) British Virgin Islands National Parks Trust-affiliated workshop on historic restoration techniques in Tortola in March 1994; (iv) Environmental Awareness Group-affiliated workshop on field botany and herbaria development in Antigua in June 1994; and (v) Montserrat National Trust-affiliated workshop on wetland measurement and monitoring in Montserrat in July 1994.

Two issues of *NGO NEWS* were produced during Year Five. Issue No. 19, which was distributed in November 1993, briefed our NGO partners on the UN Global Conference on the Sustainable Development of Small Island States that was upcoming in April of 1994. Issue No. 20 was a general information newsletter, but both this and the preceding number included updates on biodiversity issues, continuing a theme begun in issue No. 18. Distribution of all publications is to individuals and organizations within and beyond the Caribbean region and to donor organizations with an interest in regional environmental programs.

Assisting NGOs with the development of Environmental Information Centers continued, with emphasis in Year Five on upgrading and expanding NGO conservation/biodiversity libraries through the purchase and distribution of selected reference materials. Cooperation in supporting this objective during Year Five was obtained from the USAID-funded ENCORE Program, based at the secretariat of the Organization of Eastern Caribbean States in St. Lucia.

Administrative: The Program Director operates from a small IRF office in Antigua-Barbuda. IRF continues to use its headquarters office in St. Thomas, U.S. Virgin Islands and its branch office in Washington, D.C. to support the project. These offices have primary responsibility for fiscal management, publications, maintenance of data bases, and liaison with AID.

Services will continue to be provided by the Program Director and a core group of IRF staff and associates, including an institutional development specialist and an individual with expertise in fiscal management for non-profit organizations.

Financial: Approximately 85 percent of the approved grant amount had been expended to 6/30/94 (i.e., \$984,565.99 of a total project budget of \$1,166,377). Although we have continuously maintained that the pace of the program has been appropriate, it has also been clear for some time that the program has been expending funds at a slower rate than originally anticipated. Therefore, in consultation with our AID program officer, in February of 1994 we requested a no-cost extension of the program to August 31, 1995. This extension will provide us with sufficient opportunity to fully execute the program and to identify funds for our match commitment. This no-cost extension was recently approved by AID as an amendment to the Cooperative Agreement. Additionally, as detailed in Section VI of this report (Financial Report), the Foundation has been very successful in identifying the additional matching funds required, and we expect to have a full commitment for these funds within the next five to six months.

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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. The Foundation's fixed assets total just under one million dollars, including a modest research facility at Fire Island, New York, a 500 acre island in the Chesapeake Bay used for educational programs, and 50 acres of coastal, dry evergreen woodlands and nature reserve on the island of St. John, adjacent to the Virgin Islands National Park.

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 have already participated in the NGO Institutional-Strengthening Project, and associates will continue to play an important role in this 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 Project (hereafter also referred to as the NGO Project).

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 to in their institutional growth and capacity to address environmental issues in their countries. 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.

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;
- 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 current AID-funded NGO Project. The *Final Report: NGO INSTITUTIONAL DEVELOPMENT PROGRAM FOR THE EASTERN CARIBBEAN*, submitted to AID as an appendix to the Year Two Annual Report, provides a more detailed discussion on the pilot phase of the NGO Project.

* Organization of Eastern Caribbean States

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 Project is to maintain or increase the long-term, natural resource-based earning capacity of the OECS states, and to do so in a manner that minimizes damage to the environment and maximizes 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 is 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 includes a mixture of direct services and support and indirect assistance (e.g., through our quarterly 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 Project: financial assistance, technical assistance and communication services. The list of inputs provided during Year Five is presented in Section II(2).

Target groups: The NGO Project offers some services (such as distribution of publications on institutional development topics) to over 100 NGOs. This larger group of NGOs, identified during the course of the pilot phase that led to the current NGO Program, is eligible for technical assistance and NGO grants, but generally will receive a lesser level of programmatic support. Most of these organizations are listed in IRF's *Directory of Environmental NGOs in the Eastern Caribbean* (submitted to AID as an appendix to the Year Two Report).

The list below is of the **primary target NGOs** in the project. These are defined as the one to two NGOs per island that are the focus of the NGO Project because their primary objectives are conservation of the environment and sustainable management of natural resources. An asterisk indicates that the NGO is the target for the Environmental Information Center being developed through the NGO Project.

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, have been 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 AID-funded project, was prepared by the Academy for Educational Development and submitted to AID in July 1992.

A brief status report on all primary, and some secondary, target NGOs is reported in Section IV of this Year Five Annual Report.

Gender Considerations: As stated above, this program provides assistance to non-governmental organizations for the purpose of strengthening them as institutions and enabling them to effectively address environmental issues in their countries. Both men and women have equal access and representation in these organizations and the issue of gender disaggregation does not seem to be relevant. In cases where it might be relevant, e.g., when IRF provides training to individuals, data will be disaggregated by sex.

II(2). *Inputs provided in Year Five*

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

IRF Grants: IRF sponsored participation at five workshops/conferences (see below) and awarded eight other grants during Year Five of the project, disbursing a total of \$20,398.98 (see also Table 1, last seven entries):

- * *British Virgin Islands National Parks Trust:* A grant of \$2,500.00 enabled the Trust to conduct a training workshop on "Historic Restoration". Six NGOs from other islands received IRF support totaling \$1,000.00 for individuals to attend the workshop, enabling them also to benefit from the training. A second IRF grant of \$2,500.00 assisted the Trust in the purchase of equipment needed to develop one of its properties.
- * *British Virgin Islands Botanic Society:* A grant of \$1,000.00 assisted the Society's Curator to take a course at the Kew Gardens in England on Tropical Botanical Gardens Management. In addition, a grant of \$958.50 was awarded to the Society to support the ongoing development of its regional plant collection.
- * *Nevis Historical and Conservation Society:* A grant of \$5,641.00 helped the Society to purchase equipment needed to upgrade its publication capabilities.
- * *Nevis Environmental Education Committee:* A grant of \$1,445.00 was awarded to the Committee to support a national Environmental Awareness Week that included a student debate, elocution contest and extensive exposure through the newspapers, radio and television.
- * *St. Christopher Heritage Society:* A grant of \$3,854.48 was awarded to the Society to upgrade its computer/printer and begin production of a quarterly newsletter. A second grant of \$2,500.00 will assist the Society to begin a project to document the oral history of the island.

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 bio-diversity issues
St. Christopher Heritage Society	867.	1992	Purchase of fax machine to facilitate communications

(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
Montserrat National Trust	2,345.	1992	Support for publications
British Virgin Islands Botanic Society	1,000.	1992	Upgrade of computerized office system
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

Workshops/Conferences:

- (1) IRF-sponsored workshop on NGO fund raising skills, held in conjunction with the Caribbean Conservation Association (CCA) 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.

- (2) Museums Association of the Caribbean (MAC) Annual General Meeting in Belize (November 1993), with participation by the following NGO partners:
 - * Nevis Historical and Conservation Society
 - * Brimstone Hill National Park Society
 - * St. Christopher Heritage Society.

- (3) British Virgin Islands National Parks Trust-affiliated training workshop on historic restoration techniques (Tortola, 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.

- (4) 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.

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

Third-Party Grants: A part of the original design of the NGO Project called for IRF to assist our primary NGO partners to secure at least one third-party grant. The rationale for allocating IRF resources for this service is two-fold: i) these grants, typically involving more money than IRF has available through its grants program, enable the NGO to carry out activities that promote some aspect of environmental, historical or cultural conservation; ii) the NGO gains much-needed experience by preparing proposals and administering grants (e.g., developing workplans, preparing fiscal reports, etc.) and gains credibility and competence for expanding its project and programmatic activities. During Year Five, IRF collaborated with six NGOs on 14 third-party grants:

- * *Environmental Awareness Group, Antigua* (four 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).

- * *Dominica Conservation Association* (two grants): IRF administers 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.
- * *Montserrat National Trust* (three grants): IRF is assisting MNT to implement (1) a Biodiversity Project made possible through a grant from the Moriah Fund; (2) an Ecotourism Project to develop a trail system, using funds from the International Institute of Tropical Forestry; and (3) a project funded by WWF-UK to restore and preserve Fox's Bay, the island's most significant wetland.
- * *St. Christopher Heritage Society* (three grants): (1) IRF assisted the Society in completing a two-year environmental monitoring and education project made possible through a grant from the Biodiversity Support Program; (2) IRF is 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; (3) IRF continues to support the Society's overall biodiversity program through funding from the Moriah Fund.
- * *Nevis Historical and Conservation Society* (one grant): 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 is assisting JEMS in the development of the Kingshill Forest Reserve as an ecotourism site, campground, and community-managed nature reserve.

In Year Five, IRF continued the arrangement begun in Year Three between IRF and the Mukti Fund, a US-based donor organization, to allow IRF to administer up to \$13,300 annually for small grants to NGOs in St. Kitts-Nevis.

INPUT B: Technical Assistance. In general, the technical assistance component provided through the NGO Project is progressing as planned. Technical assistance assignments during Year Five included:

- * IRF staff visited all 16 primary target NGOs at least once during Year Five, several of them much more frequently.
- * The Program Director met or corresponded with staff and/or the Board of the primary target NGOs during Year Five to discuss future needs and collaboration with IRF. For most of the NGOs, correspondence was bimonthly or more frequently.
- * IRF assisted NGOs in Antigua, Dominica, Montserrat, St. Kitts and St. Vincent in preparing and submitting proposals for external funding.
- * IRF helped NGOs in Antigua, Dominica, Montserrat and St. Kitts with long-term institutional development planning, including program development, staffing plans, budgeting, and fund raising.
- * IRF provided assistance to NGOs in Antigua, Dominica, Montserrat, Nevis and St. Kitts in launching or expanding NGO-led biodiversity initiatives.
- * IRF conduct a two-day workshop on "Fund Raising for Your NGO" in August, 1993.

INPUT C: Communication services. The main activities of the communication services component during Year Five were:

- * **NGO NEWS:** Two issues were produced during Year Five (see Appendix A). Issue No. 19, which came out in November 1993, briefed our NGO partners on the UN Global Conference on the Sustainable Development of Small Island States that was upcoming in April of 1994. Issue No. 20 was a general information newsletter, but both this and the preceding number included updates on biodiversity issues, continuing a theme begun in issue No. 18.
- * **Environmental Information Centers:** Our emphasis in Year Five was 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.

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

NGO	YEAR	INTERN	FOCUS OF INTERNSHIP
Antigua Environmental Awareness Group	1990	Anne and 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-supported museum
Antigua Historical and 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 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 project

No interns were placed by IRF with participating NGOs during Year Five.

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 Year Five report present information on the provision of inputs during Year Five.

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 primary target NGOs, was prepared by the Academy for Educational Development and submitted to AID in July 1992.

A brief status report on all primary, and some secondary, target NGOs is reported in the narrative in Section IV of this Year Five Annual Report.

IV. REVIEW AND ANALYSIS OF PROJECT RESULTS BY COUNTRY

[Note: Section IV of the Year Five Report is an update of previous 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. Because we will be undertaking an end-of project evaluation within the next few months, we have abbreviated the narrative in this Annual Report.]

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 learn more about the organization and brief them about the IRF NGO Program.

Little, if any, institutional development has occurred during the past year. The Trust has no office and does not plan on establishing one until it can do so in the National Museum under development. At that time, a museum manager or director would be assigned (or paid for through a subvention) by Government and, most likely, would become the Trust's first and only paid professional. Renovation of the building that is slated for the museum started a few years ago, then stopped when funding was depleted. Several hundred thousand dollars are needed to complete this project and since Government does not consider this to be its highest priority, it may take another year or more before the building can house the Trust.

ANTIGUA

Island Resources Foundation's NGO Project 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).

The *Historical and Archaeological Society* seems to have reached a secure level of institutional development that will ensure its continued existence and viability.

The organization's physical infrastructure, including computers and other office equipment, is good, with no-cost facilities provided by Government in the museum building. After several years of negotiating, the Government has just agreed to a long-term low-cost rental arrangement. This security will enable HAS to seek the fairly substantial donor support that is needed to properly repair the roof. Not only are the museum collections at risk, so are EAG's possessions (since EAG rents space in the museum), and it is preventing both groups from developing a proper library.

The *Environmental Awareness Group*, with technical assistance from IRF, continues to be active in programs and projects, despite a somewhat weak organizational base. As noted before, the biggest challenge for continued growth and development is the need for an adequate funding base to enable EAG to hire permanent staff to coordinate programs and projects and assist in the administration of the organization.

IRF continues to work closely with EAG in implementing several important conservation programs in the country, focusing on agroforestry, biodiversity conservation, and reforestation.

BRITISH VIRGIN ISLANDS

During the three years since IRF received authorization to include the British Virgin Islands (BVI) in the NGO Project, we have worked with two NGOs there: the *BVI National Parks Trust* and the *BVI Botanic Society*. IRF provided assistance to both organizations in Year Five, as detailed in Section II(2).

DOMINICA

The *Dominica Conservation Association (DCA)* continues to experience financial and organizational difficulties. As noted in Section II(2), IRF is working closely with DCA on biodiversity initiatives. We will continue to use these projects as opportunities to also work with the organization's board and staff in addressing the broader institutional challenges faced by the group.

The *Small Projects Assistance Team (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, and the two organizations share some common interests. IRF will continue to support the already existing links between SPAT (representative of the island's strong rural development network) and the Dominica Conservation Association (the country's leading conservation NGO).

GRENADA

Grenada oldest and most regionally-recognized NGO is the *Grenada National Trust and Historical Society*. Unfortunately, this group is still very weak, in part because a merger of the two Grenadian NGOs most focused on conservation (the National Trust and the Historical Society) has not created the strong, centralized organization hoped for. One of the principals involved in the ongoing dispute between the "Trust faction" and the "Society faction" recently died, but this has not altered the fact that the organization does not yet function as a single body.

During Year Five, IRF met with members of two recently-emerging groups in Grenada: *Friends of the Earth-Grenada* and *Grenada National Parks and Protected Areas*. So far, neither group has been very active.

The *Carriacou Historical Society (CHS)* remains eligible for support through the NGO Project, but we did not provide any grants or direct assistance to the organization during Year Five.

MONTSERRAT

The *Montserrat National Trust* -- the only environmental organization in the country -- is a very active partner in the NGO Program. The group is on fairly solid ground in terms of its organizational development, and it continues to grow professionally and programmatically. IRF works with the Trust in the implementation of several national conservation programs; additional information on our involvement with the Trust during Year Five is provided in Section II(2) of this report.

ST. KITTS-NEVIS

The most important challenge facing the *St. Christopher Heritage Society (SCHS)* is to develop the funding base needed to maintain its paid staff. Most of our work with the Society during Year Five was to assist the Executive Director -- paid for through a three year IRF-administered grant -- to develop a fund raising strategy and strengthen the organization's funding base.

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 only area designated as a national park in the country. The Society participates in the institutional development workshops conducted by IRF and receives small grants through an IRF-administered Mukti Fund grant program.

The largest NGO in Nevis and the largest conservation NGO in the St. Kitts-Nevis Federation is the *Nevis Historical and Conservation Society (NHCS)*, which continues to be an active partner with IRF. 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.

The second "NGO" in Nevis participating in the NGO Project -- 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. IRF has met with the Committee to explore the implications and options for furthering its institutional growth, and we concur in its decision to collaborate closely with the Society rather than emphasizing 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. 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 status within the NGO Project for the lead environmental NGO in St. Lucia -- the *National Trust* -- is somewhat unique. Its level of development is high relative to many of our NGO partners, and we look to the Trust to serve as a model for other environmental NGOs. We will continue to search for ways in which this highly functional NGO might transfer, in a collaborative effort with IRF, some of its considerable institutional expertise to similar organizations in the region.

The *St. Lucia Naturalists' Society*, which was founded to meet the need for private sector support of conservation education programs related to the island's fauna and flora, has recently undergone a change in leadership. The new leaders appear to be much more concerned with strengthening organizational structure and services, rather than the previous, more narrow focus on implementing field activities.

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. In hindsight, it is clear that internal problems specific to the group and the country present an obstacle that IRF can influence, but not dramatically change. The group, at present, is relatively inactive and ineffective, following a period in the late 1980s and early 1990s when it had briefly revived, with IRF assistance.

In contrast, *JEMS* (full title is *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. Several of the leaders of JEMS have been involved in the National Trust, and a JEMS representative serves on the Government's Environmental Protection Task Force.

In Year Five, 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.

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

In December of 1990, IRF received permission from the Antigua Government to establish a small office in Antigua to base the NGO Project. 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 Project 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 will continue to use its main office in St. Thomas and its branch office in Washington to support the project. These offices have 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 lies with the Project Director, *Dr. Bruce Horwith*. His visits to NGOs are supplemented by travel to target islands by the Foundation's President and Vice-President, *Edward Towle and Judith Towle*, respectively, who are also recurring staff participants in the Foundation's NGO Project (the Towles were the co-directors of the pilot phase of the NGO Program). Judith Towle oversees project publications and is the editor of *NGO NEWS*. Her institutional development specialization for this project is NGO fiscal management. Edward Towle provides general supervision of the project and of the project director and provides 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 ensure that all three project staff members have an opportunity for timely input and evaluation of the project on an ongoing basis.

An IRF Associate -- *Dr. LaVerne Ragster* -- continues to work with the NGO Project and served as a resource person for the IRF workshop on "NGO Fund Raising" held in August, 1993. Dr. Ragster is an Associate Professor 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 (nine members at present) 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, monitors the progress of the AID-funded NGO Program at its annual meetings, and authorized the establishment of an 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- 6/30/94	PVO BUDGET 9/1/89- 8/31/95	PVO EXPEND. 9/1/89- 6/30/94
Program Costs	410,150.	400,474.	406,864.	343,237.
Procurement Costs	10,000.	10,212.	709.	709.
Evaluation Costs	43,354.	23,354.	0.	0.
Indirect Costs	171,496.	154,774.	123,804.	51,806.
TOTAL	635,000.	588,814.	531,377.	395,752.

B. SOURCES OF PROJECT FUNDS FOR THE PVO (9/1/89 - 6/30/94)

A.I.D. Matching Grant	595,000.	
Other		
World Wildlife Fund	95,808.	
United Nations Development Program	85,000.	
The Moriah Fund (through Nature Conservancy)	68,700.	
Goldman Foundation	59,000.	
The Mukti Fund	57,418.	(1)
Falconwood Foundation	32,375.	
Rockefeller Brothers Fund	30,295.	
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.	
CANARI	200.	
Other	2,360.	
	<u>461,656.</u>	
TOTAL		1,056,656.

(1) Includes 12,400.00 committed by the Mukti Fund but not received until July of 1994.

FINANCIAL PROFILE OF THE PVO

<u>A. Expenditures by Program Fund</u>	<u>Fiscal Year 1992-93 *</u>
Resource Management Programs	133,523.
Research and Development	5,452.
Technical Assistance	172,289.
Island Stewardship	1,678.
Management and General	129,360.
Fund Raising	3,724.
Plant Funds	14,639.
	<hr/>
TOTAL EXPENDITURES	460,665.
<u>B. Sources of Funds</u>	
A.I.D. Matching Grant	115,000.
Private (Cash)	186,430.
Other U.S. Government	60,952.
Other Government (U.S. Virgin Islands)	103,100.
	<hr/>
TOTAL REVENUES	465,482.

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, 1993, with figures taken from the audited financial statement. The Foundation's financial statement for the FY ending 6/30/94 is now being prepared.

FINANCIAL REPORT

Expenditures. With the completion of Year Five of the existing Cooperative Agreement with USAID (now extended to 8/31/95), approximately 85 percent of the approved grant has been expended (i.e., \$984,566 of a total project budget of \$1,166,377). Although we have continuously maintained that the pace of the NGO Program has been appropriate to the size and capacity of IRF, our NGO partners and the Eastern Caribbean sub-region, it has also been clear for some time that the program has expended funds at a slower rate than originally anticipated. Therefore, in consultation with our AID program officer, in February of 1994 we requested a no-cost extension of the program to August 31, 1995. This extension, recently approved by USAID, will provide us with adequate time to fully execute the program and expend funds as originally budgeted.

Project Funding. Matching funds identified to 6/30/94 total \$461,656, or approximately 86 percent of the total to which IRF is committed (i.e., \$531,377). AID support of the project to date totals \$595,000, or 93 percent of the approved grant (i.e., \$635,000).

Fund Raising. In addition to the matching funds already received by IRF and identified on page 18 of this report, IRF has identified additional confirmed funding as follows:

Matching Funds already received (see page 18)	461,656.
Mukti Fund	10,700.
World Wildlife Fund	2,500.
	<hr/>
TOTAL CONFIRMED MATCHING FUNDS	474,856.

This leaves a balance of about \$56,500 to be identified before the end of the Cooperative Agreement. IRF has submitted a proposal in the amount of \$50,000 to a long-time patron of the Foundation, Mr. Laurance Rockefeller, requesting support for the final phases of the NGO Program under the USAID Cooperative Agreement. We have verbally been advised that this proposal has been approved in principle, and that it has been forwarded to one of Mr. Rockefeller's funding vehicles, the Jackson Hole Preserve. The board of the Jackson Hole Preserve meets in November, at which time our proposal will be considered; we have every expectation that it will be approved. We will then have met our match commitment, save, \$6,500.00, which should not be difficult to identify in the remaining months of the Cooperative Agreement.

VII. AND VIII. LESSONS LEARNED AND LONG-TERM PROJECT IMPLICATIONS/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 last two and a half years, we have done much to address the major recommendations of the report. First, we completed the NGO fiscal management manual recommended. Secondly, we began an annual workshop series, to be held in August immediately prior to the Caribbean Conservation Association's Annual General Meeting. IRF pays for a representative of each target NGO to attend our workshop, which also provides that person the opportunity to attend the CCA AGM, which is the most important annual meeting of its kind in the Caribbean. The workshop in 1992 was on the topic of "NGO Boards", and in 1993 the topic was "NGO Fund Raising". Although IRF did not sponsor a similar workshop in August of 1994, we have actively supported other workshops and training sessions for our NGOs during the year, as detailed in Section II(2) of this report.

IRF intends to commence its own internal evaluation of the NGO Project, on an island-by-island, NGO-by-NGO basis, in the late fall or early winter of 1994-95. This activity will be carried out by the Program Director, Bruce Horwith. The results of the evaluation, along with an assessment of "lessons learned" -- based on the Foundation's almost decade of experience in managing an NGO institutional development program -- will be prepared by the Program Director, assisted by IRF Vice President, Judith Towle.

A more comprehensive treatment of Sections VII and VIII will also be presented in the End-of-Project Report submitted to USAID, as suggested in the "PVO ANNUAL REPORTING GUIDELINES".

ATTACHMENTS TO THE ANNUAL REPORT

- A. *NGO NEWS*, Nos. 19 and 20

SMALL ISLANDS - BIG ISSUES

ACRONYMS AND OTHER TERMS FOR THE UN SMALL ISLANDS CONFERENCE

Agenda 21	Program of Action produced by the UN's 1992 Conference on Environment and Development in Rio de Janeiro
AOSIS	Alliance of Small Island States
ECOSOC	(UN) Economic and Social Council
GCSDSIDS	Global Conference on the Sustainable Development of Small Island Developing States
NGOs	Non-governmental Organisations
PrepCom	Preparatory Committee
SIDS	Small Island Developing States
UNCED	United Nations Conference on Environment and Development

The unique challenges facing small island developing states (SIDS) as they strive for sustainable development has been the focus of a series of recent United Nations (UN) meetings which will culminate in April of 1994 in a two-week *Global Conference on the Sustainable Development of Small Island Developing States* (GCSDSIDS). The venue for this worldwide assemblage of island peoples will be the Caribbean island of Barbados. In the larger scheme of things, some might question why the development problems of the world's smallest nations should occupy the attention of the United Nations in the year following the UN's historic "Earth Summit" in Rio de Janeiro (officially known as UNCED for the UN Conference on Environment and Development). The answer is as complex as the problems confronting the SIDS.

In the first place, the islands themselves have been demanding attention from the world community and have already organised as the *Alliance of Small Island States* (AOSIS) which now has 41 members. The initiative to organise grew out of the participation of low-lying island states in the UN's Small States Conference on Sea Level Rise in 1989 and the second World Climate Conference in Geneva in November, 1990. Although not alone in their concern, insular countries are particularly vulnerable to the adverse consequences of climate change and sea level rise.

In 1992, the Alliance made itself heard at the UNCED deliberations in Rio, where heads of state of AOSIS issued a Declaration stating that their "needs, concerns, and interests" were assigned "relatively little priority within the United Nations system". Their Declaration did not go

unanswered, and, subsequent to the Rio Summit, the UN General Assembly resolved to convene the April 25 - May 6, 1994, meeting in Barbados, the first post-Rio global conference on sustainable development.

Through the efforts of AOSIS, in particular the Pacific island countries, Agenda 21 -- the action program adopted at Rio -- addresses issues of concern to small islands (discussed in Chapter 17 of Agenda 21). As summarised in the August 30, 1993, issue of *The Earth Times*, Agenda 21 recognises that SIDS are ecologically fragile and vulnerable and their small size, limited resources, geographic dispersion and isolation from markets place them at an economic disadvantage. It also observes that their geographic isolation has produced a comparatively large number of unique flora and fauna species, a very high share of global biodiversity, and rich and diverse cultures with special adaptations to insular environments and resource management practices. Agenda 21 also points out small islands have all the environmental problems and challenges of the coastal zone, but concentrated in a limited land area.

(continued on page 2)

SMALL ISLANDS - BIG ISSUES ... (continued from page 1)

A second factor which influenced the call for a global conference on small island development has been a common perception that SIDS represent a kind of planetary laboratory for making sustainable development work.

What happens to small island nations first may merely be a harbinger of what lies ahead for the rest of the world. And -- extending this argument -- if the world community cannot help make sustainable development possible on a small island, is it possible anywhere? Taken from this perspective, small island states offer a glimpse of the future.

For example, few mainland countries have the number and variety of environmental challenges now facing the world's small island countries, most of which are former colonies with a short history of political independence and participation

**IF THE WORLD COMMUNITY CANNOT HELP
MAKE SUSTAINABLE DEVELOPMENT POSSIBLE
ON A SMALL ISLAND,
IS IT POSSIBLE ANYWHERE?**

in the global community. Deforestation, soil erosion, rising sea levels, overpopulation, urbanisation, poverty, toxic waste dumping, diminishing fish stocks, industrial pollutants, flooding, shoreline loss, sewage contamination, global warming and tropical storms -- hardly a problem can be deleted from the list of environmental threats confronting small islands.

Even if this was not the case, the extreme ecological fragility of small island states, coupled with the poverty found in so many SIDS, means the effects of ill-planned development or environmental disasters can be devastating. This is especially so simply because *there is less*

room for mistakes on an island -- and herein lies one of the biggest challenges for realising sustainable development in a small island context.

Lastly, the UN's small island conference was launched, in part, as a testing ground for implementing key aspects of UNCED's Agenda 21 action plan. Islanders now find themselves at the forefront of the global effort which was launched at last year's Earth Summit, and the world will be looking to the Barbados conference as one of the earliest opportunities to test the commitments made at Rio.

In short, the problems of small island countries are presumed to be particularly manageable. According to Miles Stoby, the UN's director and policy coordinator of sustainable development, if agreement cannot be found on ways to manage small problems, then it will be that much more difficult to manage the large ones.

The UN Preparatory Committee (PrepCom) for the first Global Conference on Small Island States has invited NGOs to contribute to the Conference and its preparatory process. The following Caribbean NGOs were approved for participation in the PrepCom meeting held at UN Headquarters in New York for two weeks beginning on 30 August, or they had a representative in attendance (indicates that a representative from the NGO was present at the PrepCom meeting):*

Association of Caribbean Universities and Research Institutes

Association pour la Sauvegarde du Patrimoine Martiniquais (Martinique) *

Barbados Environmental Association

Barbados Museum and Historical Society

Barbados National Trust

Caribbean Conservation Association *

Caribbean Natural Resources Institute (St. Croix and St. Lucia)

Caribbean Network for Integrated Rural Development (Trinidad) *

Caribbean People's Development Agency (St. Vincent)

Caribbean Regional Council for Adult Education *

Centre for Resources Management & Environmental Studies (Barbados) *

Centre for Sustainable Development (Jamaica)

Centro de Educacion Popular (Dominican Republic)

Council of Voluntary Social Services (Jamaica)

Development Alternatives with Women for a New Era (Barbados)

Development Institute (Dominica) *

Eastern Caribbean Safe Diving Association (Barbados)

Friends of the Earth Curacao

Fundashon Defersa Ambiental (Curacao) *

Island Resources Foundation (St. Thomas and Antigua) *

Jamaica Conservation & Development Trust

Montserrat National Trust

National Environmental Society Trust (Jamaica)

National Research and Development Foundation (St. Lucia)

Organisation for Agricultural Development (Antigua)

Organisation for Rural Development (St. Vincent)

Red Thread, Women's Development Programme (Guyana) *

Union Regionale des Associations du Patrimoine et de l'Environnement de la Guadeloupe

University of Puerto Rico

The United Nations and the Role Of NGOs

In its resolution calling for the convening of a Global Conference on the Sustainable Development of Small Island Developing States, the UN General Assembly invited relevant non-governmental organisations from developing countries, and particularly from small island developing states, to contribute to the conference. Thus, the way has been opened for replicating one of the outstanding features of the 1992 UN Conference on Environment and Development, namely, the prominent role played by NGOs. At that meeting, more than 1,300 NGOs from around the world were officially admitted to the Conference.

Additionally, Agenda 21, the action programme adopted in Rio, recognises the importance of NGOs, calling for a strengthening of the role of NGOs as social partners and asking the UN system and governments to initiate a process -- with NGOs -- to review procedures and mechanisms for NGO involvement at all levels, from policy-making and decision-making to implementation.

Historically, the relationship between NGOs and the UN system has been based on Article 71 of the UN Charter which says that: "The Economic and Social Council (ECOSOC) may make suitable arrangements for consultation with non-governmental organisations which are concerned with matters within its competence." An ECOSOC Committee on NGOs decides on the admission of NGOs to "consultative status".

Many NGOs are of the opinion that the system of consultative status needs to be revised, not only because the word "consultative" is a misnomer for what is a social

Adapted from: Han van Putten, "The United Nations and the Role of NGOs," in *The Network* (January 1993), published by The Centre For Our Common Future.

partnership, but also because NGOs are frequently treated as second-rate participants at UN meetings where they are often merely tolerated. For instance, while NGO participants are allowed to present statements (but only after all "official" delegates have spoken), there is generally no reaction to or discussion of NGO proposals.

NGOs also point out that the admission process for consultative status is lengthy and complicated, with the ECOSOC NGO Committee meeting only once in two years. There is also no distinction made between commercial and not-for-profit NGOs.

At UNCED, it was mainly through intensive lobbying that NGOs were able to have a say in decision-making. Lobbying, for all practical purposes, is the only way for NGOs to influence the UN. But effective lobbying means that NGOs must persuade a government delegate to

make proposals and then seek support from other government delegates. Furthermore, lobbying activities need to begin before government delegations arrive at UN meetings as such official representatives usually come with "instructions" from home.

During the coming months, both governments and NGOs will need to give thought to the new social partnership between NGOs and the UN that was heralded by UNCED. This poses a new challenge for NGOs which will need to determine how to organise themselves in order to make the participation of 1,300 (or more) non-governmental and community-based organisations manageable. Part of this problem could be solved by the formation of alliances based on specific issues.

As governments, UN agencies and NGOs come together to deliberate how to implement Agenda 21, it is logical to expect that some of these deliberations will focus on the future role of NGOs in the process. For this reason alone, the relationship between NGOs and the UN deserves the urgent attention of organisations everywhere.

CARIBBEAN NGO PARTICIPATION IN GCSDSIDS

Caribbean NGOs seeking accreditation to the April 1994 Global Conference should communicate with the UN Secretariat, ECOSOC, NGO Unit, Room DC-2 2340, New York, NY 10017 USA (fax: 212/963-4324). Additionally, the following UN documents on topics related to the Conference might be of interest to the readers of *NGO NEWS*:

- *Overview of system-wide activities relevant to General Assembly resolution [to convene global conference]* (A/CONF.167/PC/6);
- *Report of the Regional Technical Meeting [for GCSDSIDS] for Indian and Pacific Oceans, Vanuatu, June 1993* (A/CONF.167/PC/7);
- *Report of the Regional Technical Meeting for the Atlantic/Caribbean/Mediterranean, Trinidad, July 1993* (A/CONF.167/PC/8);
- *Consideration of Plans and Programmes to Support the Sustainable Development of Small Island Developing States ...* (A/CONF.167/PC/10).

A Forum for NGOs is scheduled the week preceding the April Conference. NGO sessions are being coordinated by the NGO Liaison Committee chaired by the Caribbean Conservation Association. For more information contact: NGO Liaison Secretariat, Letchworth Complex, The Garrison, St. Michael, Barbados (fax: 809/435-0884; telephone: 809/435-2995 or -2996). Topics for NGO workshops are now being selected, and a listing of suggested topics is available from the NGO Liaison Secretariat.

The Wide Sargasso Sea?

*Extracts from an NGO Statement Delivered (Sept. 1993)
at the PrepCom Meeting for the Small Island States Conference **

When we spoke to this meeting at the beginning of this PrepCom ... we noted that the documents had failed to speak to the human dimension of life in our islands. We further noted, but did not state, that the presentation of the people of our islands as mendicants seeking a position into the ever reducing funding of the least developed countries was not an acceptable posture for those of us who speak on behalf of Caribbean NGOs. Some may argue that we do not have to deal with the "real" world. We would argue that we deal with "real" people in "real" countries.

People in our islands do not see ourselves as disabled people who inhabit land masses of a "narrow range of resources forcing undue specialisation" nor do we see ourselves as seeking a niche in the donor driven hierarchy We do understand that our lives are threatened not only by worsening climatic conditions but also by something called a "Free Market" that makes our bananas, sugar and rice uncompetitive in a "World Market" or for that matter even in our own market

People in our countries see ourselves as what we are: a struggling people in a world that seeks to reduce us all to a global common with seemingly little access to the global good. We are a diverse, capable people and in as much control of our lives as we have ever been. We are aware not only of our beauty but our fragility in a world that seems bent on the non-recognition of anything that is small. A world in which history started yesterday. We are increasingly conscious that some of our governments seem incapable of responding to our internal sense of worth and continue to feel disempowered by a process of international relations in which they have neither control nor faith. But are we only victims?

This conference was for so many of us an important opportunity to address our particularity, our specialness. It was meant to speak to our pride and culture, to our sense of dignity and self, to our history, to the unequalled beauty of some of our islands, to our exotic plant and animal life. This conference on the Sustainable Development of Small Island Developing States was above all meant to provide us all with the opportunity to take a definitive first step in a new partnership between the developed and underdeveloped world.

... we have attempted ... to inject our sense of self-worth into [this process]. We have tried to influence [the papers presented]. We have tried to influence them with the hope and excitement we NGOs feel at the possibility of sharing our successes and shaping our strategies for [the conference] in Barbados.

But our efforts to humanise these papers have proven to be of little good; nowhere is our humanity reflected. It seems that Agenda 21 and The Small Island Developing States papers have fallen into the Sargasso Sea? The papers of this [PrepCom] are becalmed.

We once more call on you all today to do whatever is necessary to make this process a more human-centred one that reflects the reality of our lives. These papers must not only speak to crisis but must speak to the best hopes and aspirations of the people from our islands who struggle with real problems; problems so exhaustively described by our government representatives

We must all therefore ensure that Barbados is not a hollow encounter. We must work out how to justify the expectations and labours of people who until now have worked in good faith. We must prove that there is a real partnership; this hiatus is not just a matter for Small Island Developing States to resolve. It is a matter, as stated in Agenda 21 Principle 5, that "All states and all people shall cooperate in the essential task of eradicating poverty as an indispensable requirement for sustainable development, in order to decrease the disparities and better meeting the needs of the majority of the world."

What are our options? Do we continue to April as we have to date and produce more sterile documents? Have another PrepCom and raise the vision? Postpone April and have intersessional work? Or are we "lulled" in [to] the Sargasso Sea?

ISSUES FOR THE GLOBAL CONFERENCE ON SMALL ISLAND STATES

(Reprinted from *The Earth Times*, August 30, 1993).

COMMITMENT - Are the world's wealthiest nations truly committed to Agenda 21? The small islands conference is viewed as a test case.

RESPONSIBILITIES OF DEVELOPED NATIONS - Will the industrialised nations, many of whom have contributed to the problems faced by small island states, take steps to help correct past mistakes?

NON-GOVERNMENTAL ORGANISATIONS - To what degree will NGOs participate in official discussions and negotiations? Will NGOs concerned with the problems of small island states make significant contributions to discussions that link environment and development issues?

SMALL ISLAND STATES - The UN, in its 48th year, has yet to formally define what is a small island state. Is it size, population density, economic development? What do Singapore and Grenada have in common?

THE PRIVATE AND PUBLIC SECTORS - What will small island developing states ask of private enterprise? Of the public sector?

* Prepared by the Caribbean NGO Coalition on Sustainable Development, a collaboration (at the present time) of the Caribbean Conservation Association (CCA), the Caribbean Policy Development Centre (CPDC), and the Women and Development Unit (WAND) of the University of the West Indies. The Coalition was proposed for the purpose of coordinating Caribbean NGO representation and follow-up to UNCED, including input to the Small Islands Sustainable Development Conference. A Resolution calling on CCA to establish the Coalition was adopted by the membership of CCA at its Annual General Meeting in August of 1993. The Resolution cites the importance of understanding the link between natural and cultural environmental management issues and socio-economic and political development issues in arriving at an understanding and definition of sustainable development in the Caribbean.

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Linking Environmental Policy Concerns and NGO Institutional Development

THE ROLE OF ENVIRONMENTAL NGOs

For Island Resources Foundation (IRF), which has supported a programme of assistance for Eastern Caribbean environmental NGOs since the mid-1980s, the year 1994 will be one of retrospection, not only about this regional programme and its impact but also about the changing role of our NGO partners in the Caribbean. Within the next 12 months, primary core support for the Foundation's NGO Programme will end with completion of a five-year matching fund Cooperative Agreement between IRF and the U.S. Agency for International Development. During the months ahead, we will be looking at the role of private-sector conservation organisations in the Eastern Caribbean, reflecting on the changes in the eight years since the Foundation commenced its NGO Programme (with funding from World Wildlife Fund-US and Rockefeller Brothers Fund), and identifying appropriate forums for articulating "lessons learned" to guide and influence further NGO development in the region. The following article is the first such effort.

The emergence of a private-sector "environmental movement" in the Commonwealth Eastern Caribbean generally dates to the mid-1960s and into the early 1970s when several national trusts (based on the UK model) were established. The early focus of these quasi-governmental bodies -- with statutory authority to conserve each island's natural and cultural heritage -- was on the preservation of historic buildings and monuments and related historical/cultural artifacts. Even the earliest "environmental" NGOs -- established either in addition to or in place of a national trust -- initially took historic site restoration and archaeological conservation as their primary mandate.

On a regional level, the private-sector Caribbean Conservation Association (CCA) was established in 1967, comprised initially of individual and non-governmental institutional members (this base was later expanded to include governmental members). But even CCA's very first programme grant was to St. Kitts' Brimstone Hill Society,

for restoration work at that island's premier colonial fortification.

By the decade of the eighties, several of the early national trusts had emerged as important voices for conservation concerns in their countries, most notably, in Barbados and St. Lucia. Additionally, most national trusts were increasingly taking on more broadly-based environmental agendas. At the same time, traditional conservation organizations (e.g., membership-based with no statutory authority and operating totally in the private sector) began to flourish in islands such as Antigua, St. Kitts, and Nevis, as each assumed responsibility for a variety of environmental activities and programmes which, in larger countries, might be dispersed among several groups and/or government agencies.

NGOs are increasingly successful in persuading Governments to put the environment on the public agenda. Having convinced the public sector of the need to do something, the results must now be closely monitored.

Generally, environmental groups in the Eastern Caribbean have not functioned as "pressure groups" like their North American counterparts which, during the 1970s and 1980s, were exerting enormous influence on the public policy agenda in Canada and the U.S. Instead, the environmental NGOs of the Eastern Caribbean sought to increase public awareness about environmental issues primarily through alternative education, research, training, and outreach programmes. Nevertheless, their influ-

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THE ROLE OF ENVIRONMENTAL NGOS ... continued from page 1

ence in placing "the environment" on the political and public agenda has not been insignificant.

Although Eastern Caribbean environmental NGOs have not elected to follow the "whistle-blowing" style of their North American counterparts, they have, to varying degrees, assumed a modified "watchdog" role, particularly as the pace of accelerated development in the 1970s and 1980s placed increased pressures on limited resources and as particular development projects, with clear environmental implications, engaged community attention.

This, at times, has produced perhaps unavoidable tensions between NGOs and governments in the region, where the latter remain cautious, if not skeptical, about the role of non-governmental organisations, including environmental NGOs. Often, environmental groups are viewed as being eager critics but less able problem solvers.

NGO/GOVERNMENT PARTNERSHIPS

As the decade of the 1980s drew to a close, it was clear that governments were developing their own environmental agendas (in part, in response to the demands of external aid agencies). Although responsibility for the environment continues to be dispersed rather than centralised in Eastern Caribbean governments, there is usually a small core within each government that can be identified as having the widest responsibilities and clearest mandate for management of the environment. It is this core group to which environmental NGOs have frequently turned in seeking to promote joint

initiatives and even partnerships in the pursuit of shared conservation objectives (see biodiversity insert to this newsletter on such partnerships in Antigua and Montserrat).

Eastern Caribbean NGOs have generally been willing to take advantage of opportunities to exert influence by responding to specific requests from governments for assistance or participation. Too often, however, they have been disappointed, particularly at the lack of concrete results emanating from a variety of public/private sector commissions and committees established throughout the region in the 1980s for the purpose of advising governments on environmental matters.

Additionally, while responding quickly to government initiatives for cooperation and assistance is important, NGOs are increasingly having to walk the fine line between being responsive while maintaining sufficient independence and energy to keep pushing their own environmental agendas forward. While they may have been successful in helping to persuade governments to take some action, the emphasis now must be on monitoring those actions. As stated by Julie Hill of the UK's Green Alliance (quoted in *The Network*, Centre For Our Common Future, November 1992), in the new climate of partnership, NGOs should not compromise their independent monitoring role.

CHALLENGES FOR NGOS

The potential conflict between partnership and independence is only one dilemma -- and therefore one challenge -- facing Eastern Caribbean environmental NGOs. Another ex-

ample, as pointed out in an earlier issue of *NGO NEWS* (October 1991), is the paradox that as NGOs develop and mature institutionally -- as they become more sophisticated and professional in the execution of management skills -- they run a risk of losing sight of the very energy and sense of commitment which first sparked their formation. Dr. Didacus Jules, in an address at the 1992 Annual General Meeting of St. Lucia's National Research and Development Foundation, pointed to additional problems confronting NGOs:

NGOs can no longer get away with criticizing the public sector for sloth, waste, inefficiency without taking a hard long look at themselves; neither can NGOs devalue the private sector for its preoccupation with the bottom line without taking their own inventory of cost effectiveness, real costs, and striking the balance between what is necessary and what is possible.

Perhaps the biggest challenge before Eastern Caribbean environmental NGOs in the 1990s is the need to speak with a credible voice, as perceived by others in the community and by political leaders. NGO arguments and positions must carry not only conviction and passion, but they must also be able to withstand critical analysis and opposition. Challenges to NGO positions will be inevitable, and environmental organisations -- like all persuasive advocates -- will best make their case armed with knowledge and facts (in addition to opinion), solutions (rather than judgments), and passion balanced with purpose.

UPDATE ON GLOBAL INITIATIVES

PROGRESS SINCE RIO, AGENDA 21, AND THE CSD

The *UN Commission on Sustainable Development (CSD)* was established after the Rio Earth Summit in June of 1992 to promote implementation of the agreements reached in Rio and monitor progress on Agenda 21, the Conference's action agenda. The CSD creates a new department in the United Nations whose sole purpose is to monitor progress towards sustainable development throughout the world. Comprised of representatives from 53 member-states, the CSD also recognises the importance of NGOs, with 280 NGO representatives in attendance at its first meeting in 1993.

The Commission will meet annually -- in 1994 from 16 May to 3 June in New York. Its multi-year work programme will focus on nine thematic clusters which have been drawn from the 40 Chapters of Agenda 21: (a) Critical elements of sustainability; (b) Financial resources and mechanisms; (c) Education, science, transfer of environmentally sound technologies, cooperation and capacity building; (d) Decision-making structures; (e) Roles of major groups; (f) Health, human settlements and freshwater; (g) Land, desertification, forests and biodiversity; (h) Atmosphere, oceans and all kinds of seas; (i) Toxic chemicals and hazardous wastes. During its 1994 session, CSD will examine Clusters (a) to (f) and (i). Through this process, governments will be able to review all elements of Agenda 21 by the year 1997.

The CSD Secretariat will prepare analytical reports for each meeting of the Commission, based on information provided by governments and

relevant organisations. Submissions should present information on activities to implement Agenda 21 and problems faced. NGO involvement, particularly from the South, has been encouraged, either through input to national reports or direct submission of relevant material. NGO input should be sent to: Mr. Nitin Desai, Under-Secretary-General, Department of Policy Coordination and Sustainable Development (DPCSD), Division for Sustainable Development, Room S-3060, United Nations, New York, NY 10017 USA.

GLOBAL ENVIRONMENT FACILITY (GEF)

The *Global Environment Facility* is a three-year experimental partnership between the World Bank, the UN Development Programme, and the UN Environment Programme. It is designed to assist developing countries with their environmental problems and is the only global funding mechanism with responsibility for financing Agenda 21-related projects. Its mandate is broad -- to counter global warming, ozone depletion, pollution, and the loss of biodiversity.

Representatives from the 70 countries participating in the GEF met in Cartagena, Columbia, in December, 1993, to consider GEF Phase II programming in 1994. Major disagreements concerning the institutional structuring of the GEF were again evident in these discussions. Critics, represented chiefly by the G-77 (group of developing countries), argue for a "one country, one vote" process, whether participant countries are donors or recipients (along the lines of the United Nations). The industrialised countries

prefer a system which leaves more responsibility in the hands of the donor countries, i.e., "one dollar, one vote" (along the lines of the World Bank).

There have also been calls for greater access to information, greater public participation, an independent secretariat, and an independent evaluation of GEF programmes. Continued financing of the GEF is pending finalisation of strengthened institutional arrangements for GEF's second phase.

Environmental NGOs should contact the UNDP Caribbean office in Barbados for more information on the GEF, specifically guidelines and application forms for the *GEF NGO Small-Grants Programme*. Write: United Nations Development Programme, GEF-NGO, Attention: Celeste St. Hill, Post Office Box 625C, Bridgetown, Barbados.

UN SOCIAL DEVELOPMENT SUMMIT

The United Nations is convening a *Social Development Summit* at the level of heads of state or government, to be held on 11-12 March, 1995, in Copenhagen. The summit will concentrate on three core issues:

- alleviation and reduction of poverty;
- expansion of productive employment;
- enhancement of social integration, particularly of the more marginalised and disadvantaged groups.

A major theme of the Summit is to emphasise that social development is essential to sustainable economic development and international security.

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UPDATE ON GLOBAL INITIATIVES ... continued from page 3

The International Council on Social Welfare (ICSW), a world organisation promoting social development, is encouraging the establishment of national NGO forums or community forums on the Summit, in an effort to encourage grass-root organisational involvement and to stimulate discussion and action among NGOs and other community organisations about the issues of the Summit.

For more information, contact: International Council on Social Welfare, 380 St. Antoine Street West, Suite 3200, Montreal, Quebec H2Y 3X7, Canada (tel.: Int. + 514-287-32-80; fax: Int. + 514-987-15-67.

NGOs AND THE WORLD BANK

A February 1994 publication, entitled *Cooperation Between the World Bank and NGOs: 1993 Progress Report*, concludes that "patterns and trends in Bank-NGO operational collaboration indicate that the involvement of NGOs has become an important feature of Bank-financed projects."

Nevertheless, the report goes on to add, "while growth in the number of NGO-associated projects is encouraging, broadening the quality and scope of NGO involvement in Bank-financed projects remains a priority." Most critically, the document concludes that NGO collaboration is still frequently limited to the implementation and service delivery stage.

Eastern Caribbean NGOs are well-positioned to support this last conclusion in light of recent efforts by the World Bank to develop National Environment Action Plans (NEAPs) for the sub-region. (These Plans are being developed in part to provide a basis for GEF funding decisions in the Eastern Caribbean; see Global Environment Facility, page 3 above.)

Using a decidedly top-down approach controlled from outside the region, the Bank ignored the successful partnerships established between the public and private sector for development of *Environmental Profiles* in Eastern Caribbean countries -- a bottom-up approach that began and ended in the region.

For six of the eight *Profiles*, collaboration between and consultation among representatives of national governments and national NGOs produced a process of consensus-building that drew upon the technical skills of external consultants but equally upon the knowledge and resources of those persons most concerned about and responsible for managing each country's environment.

It is unfortunate the Bank did not draw more heavily upon this successful model -- with its reliance on NGO participation and input in most *Profile* countries. Indeed, as was articulated by several speakers at an Eastern Caribbean World Bank-sponsored meeting called early in the

NEAP's process, there is some inconsistency on the part of the Bank and other donor agencies who call for a more participatory approach in their development assistance activities, but then too often ignore the potential contributions of NGOs or deny a *substantive* role to NGO participants.

CITIZENS NETWORK FOR ENVIRONMENTAL ACTION

The *EarthAction Network* was launched at the Earth Summit in Rio de Janeiro in 1992 by a group of citizen activists from all continents. It provides a concrete way for members of citizen-based organisations from around the world to act together and have a voice in global environmental decisions.

Each month member groups are sent an EarthAction Alert focused on a current environmental issue, with suggestions as to how to contact key decision-makers. Each Action Alert is simply a recommendation that can be adapted or rewritten to best reflect local situations and organisational agendas. Participating organisations only agree to do their best to distribute relevant information.

EarthAction's service is supplied free of charge to citizens' groups in Southern and Eastern countries. For more information on how to get involved, contact: EarthAction International, 26 Boulevard Louis Schmidt, 1040 Brussels, Belgium.

DONOR DIRECTORY TO BE RE-ISSUED ... Island Resources Foundation is in the process of assembling data to re-issue its popular directory of donor organisations working in the Eastern Caribbean in support of environmental and resource management programmes. This directory, which was first released in 1989, was developed primarily for Eastern Caribbean NGOs, but requests for it continue to be received from all over the world. As we are now designing the new Directory, please let us know what changes or additions would make the publication most useful for your NGO. Send your suggestions to the Foundation's St. Thomas, Virgin Islands, headquarters.