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**AN INSTITUTIONAL ASSESSMENT**  
**OF**  
**NEGRIL ENVIRONMENTAL PROTECTION TRUST, MONTEGO BAY MARINE PARK TRUST**  
**PORT ANTONIO PROTECTION ASSOCIATION**  
**OF JAMAICA**

**Contracted by**  
**Technical Support Services, Inc**  
**Development of Environmental Management Organizations Project (DEMO)**  
**Natural Resources Conservation Authority (NRCA)**  
**U S Agency for International Development**

**Prepared by**  
**THE NATURE CONSERVANCY**

**September 1998**

## ACRONYMS

B&JCMNP	Blue Mountain and John Crow Mountain National Park
DEMO	Development of Environmental Management Organizations
EFJ	Environmental Fund of Jamaica
JNPTF	Jamaica National Parks Trust Fund
JCDT	Jamaica Conservation and Development Trust
PAMP	Port Antonio Marine Park
PAMP/CC	Port Antonio Marine Park and Conservation Corridor
PEPA	Portland Environment Protection Association
MBMP	Montego Bay Marine Park
MBMPT	Montego Bay Marine Park Trust
NCRPS	Negril Coral Reef Preservation Society
NEPT	Negril Environmental Protection Trust
NEST	National Environmental Societies Trust
NRCA	Natural Resources Conservation Authority
TNC	The Nature Conservancy
TSS	Technical Support Services, Inc
USAID	United States Agency for International Development

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## SUMMARY

This assessment of three Jamaican environmental organizations was completed during the period of May to August 1998. The organizations were the Portland Environmental Protection Association (PEPA), the Montego Bay Marine Park Trust (MBMPT), and the Negril Environmental Protection Trust (NEPT). The objective of this study was to determine the status of each organization's development this point in time and to recommend improvements to strengthen if for the future. Each organization was now or is expected to be delegated management responsibility for a marine park or an environmental protection area. The future sustainability of each organization is the key issue.

The assessments are based upon interviews of the board members and staff of each organization as well as upon observation of program activities. Six organizational parameters were investigated: Mandates, Governance, Linkages, Programs, Resources, and Sustainability. A score was assigned to each parameter based on the urgency of the need for improvement and actions for strengthening were recommended. The ratings for the three NGOs are presented in the matrix below on improvement. Ideas for improvement in each of the parameters were made as well as recommendations for further organizational strengthening. In each organization major improvements in sustainability is required, specifically in assuring a sustained source of future funding.

The three organizations had different origins and evolved on different paths. PEPA and MBMAT are over 10 years old. PEPA began with a general concern for the deterioration of the environment of Port Antonio under the pressures of development, and has never received major funding until this year. MBMAT was formed to support the protection of the Montego Bay Marine Park which is key to the maintenance of an essential tourist attraction. It was funded by USAID through its PARC Project for several years, and assumed management of the park with funding from the Jamaica National Parks Trust Fund and subventions of government. NEPT was established in 1994 by government and community interests in the Negril area and was financed from its beginning by the DEMO Project of USAID.

In all three cases there is a realization that the protection of the coastal systems of Jamaica depends on management of the adjoining uplands. The challenge is the elimination of urban sewage and industrial discharge, and reduction in soil erosion and agrochemical resulting from run-off from seasonal rains and storms. PEPA has begun to work on these issues in advance of assuming management of the Port Antonio Marine Park. MBMPT is moving beyond park patrolling and enforcement of regulations to a program that would reduce the impact of land based activities on the coastal environment. NEPT has yet to define its role and programs within the broad responsibilities given in its mandate.

The ability of all three organizations to assume responsibility for the management of marine parks and an environmental protection area will depend on whether adequate funding is received. Each organization has the capability to generate limited amounts of revenue from individual donations and fees for services to meet essential administrative and core staff costs. However, the costs of park or environmental protection areas management, and associated public education and outreach programs, cannot be expected

to be funding from these sources. A major and secure source of financing must be found if these organizations are to assume the responsibility of NRCA for protected areas. Increased capitalization of the Jamaica National Parks Trust Fund is urgently needed. Government investments in the trust should be increased and contributions sought from major international funders such as the Global Environmental Facility. Dedication of beach access fees and other public revenues collected by the environmental organizations should be immediately authorized by Government to meet the costs of park protection and environmental management.

The issue of securing a continuity of funding to MBMPT, PEPA and NEPT must be faced early in the coming year when the DEMO Project terminates. As all three organizations are sustained by that project, alternative sources of financial support must be developed if the programs that they have begun are to continue.

### NGO Ratings and Development Recommendations

Parameter	PEPA	MBPT	NEPT
<b>Mandate</b>	<b>4</b> Improvements in limited areas required	<b>3</b> Substantial improvements in many areas required	<b>2</b> Major improvements in all areas required
<b>Governance</b>	<b>5</b> Continuing improvements necessary	<b>4</b> Improvements in limited areas needed	<b>2</b> Major improvements in all areas required
<b>Linkages</b>	<b>4</b> Improvements in limited areas required	<b>3</b> Substantial improvements in many areas required	<b>4</b> Improvements in limited areas needed
<b>Programs</b>	<b>3</b> Substantial improvements in many areas required	<b>2</b> Major improvements needed in all areas	<b>2</b> Major improvements in all areas required
<b>Resources</b>	<b>3</b> Substantial improvements in many areas required	<b>2</b> Major improvements in all areas required	<b>2</b> Major improvements in all areas required
<b>Sustainability</b>	<b>2</b> Major improvements needed in all areas	<b>2</b> Major improvements needed in all areas	<b>2</b> Major improvements needed in all areas
<b>Total Score</b>	21	16	14

## I INTRODUCTION

This assessment of the institutional capability of three Jamaican environmental organizations was completed by The Nature Conservancy during the period April 13 through August 15, 1998. The three NGOs were the Portland Environmental Protection Association, The Montego Bay Marine Park Trust, and the Negril Environmental Protection Trust. This work was contracted by Technical Support Services, Inc. for the Development of Environmental Management Organizations Project (DEMO Project) of the Natural Resources Conservation Authority (NRCA) and the U.S. Agency for International Development (USAID).

The assessment was completed in three visits to Jamaica of approximately six days each at times that the NGOs found it convenient to be interviewed. The assessment began with an April visit to the Portland Environmental Protection Association (PEPA) based in Port Antonio. The Montego Bay Marine Park Trust (MBMPT) was visited in May and the Negril Environmental Protection Trust (NEPT) in August following its appointment of a new executive director in June. In all three cases the board and staff of the NGOs were most open and helpful in providing background information and discussing the current issues facing their organizations. In Kingston staff members of NRCA and USAID provided information on the institutional setting and constraints affecting the three organizations.

### A Objective

The objective of this assessment is to determine the institutional capability of three environmental NGOs in Jamaica that now or in the future will have responsibility for the co-management of protected areas. Its purpose is to determine the current status of each organization and to identify the institutional strengthening that will be required to effectively manage parks and protected areas.

### B Methodology

This assessment is based on interviews of the members of the board and the staff of the three organizations over a period of four to five days. In each case at least one or the program activities of the NGOs was observed. A draft assessment was completed after each visit and distributed to the executive directors of each organization and to the TSS Project Officer and USAID for comment and corrections. The draft of the Negril Environmental Protection Trust was also forwarded to the Coastal Water Quality Improvement Project for comment because of its priority to begin work in the Negril Environmental Protection Area. The Negril Coral Reef Protection Society also received a draft of the NEPT assessment for comment and corrections.

The assessment methodology used by the Conservancy is based on the *Organizational Capacity Assessment Tool* developed in 1996 by PACT with funding by USAID. The parameters for assessing institutional development were modified based on the stage of development of the three NGOs and the situation in Jamaica. The parameters were Mandates, Governance, Linkages, Programs, Resources, and Sustainability as defined below.

- **Mandates** refers to the authority of an organization to fulfill its mission as an instrument of change. The mandate is stated in the articles of association or charter that is legally registered with the appropriate authority. This document is normally a public record and recognizes the organization as acting for the benefit of civil society and public good. An organization can also take on additional mandates to achieve its mission through the development of statements of values, strategic objectives, and indicators of success.
- **Governance** refers to the overall leadership of an organization by a board responsible for policy direction, oversight of management, and programs are effectively planned to achieve the organization's mission. An effective board will be formed by individuals who are active in helping to identify and raise the funds needed for operations, and are able to build the linkages needed for organizational effectiveness. Management of the organization is the responsibility of the director of the organization and is not normally the function of a board member that is professionally staffed.
- **Linkages** are the interdependent relationships that exist between an organization and the community and other elements of the society in which it works. Two types of linkages were considered: (1) enabling linkages provide the collaboration and support from other organizations needed by an NGO to achieve its mission. In this case, the delegation of authority and the resources of NRCA will be necessary to effectively manage national parks and equivalent reserves. Memoranda of agreement or other formal issuances are needed to confirm this collaboration. Diffuse linkages concern general public awareness and support or resistance by society to the work of the NGO. This linkage concerns public opinion and community support earned by the NGO that gives legitimacy to its mission and activities. Development of these two linkages is a priority for achieving institutional effectiveness.
- **Programs** are those actions of the organization designed to fulfill its mandates and to achieve its mission. They are related to the performance of functions and services that constitute the output of the organization.
- **Resources** are defined as the human, material, and financial assets which provide an organization with its operational capability to implement programs. The chief resource of an organization is its full-time professional staff, and to a lesser extent its ability to mobilize volunteers to augment the work of its personnel. Financial resources are the essential element through which appropriate staffing and equipping of the organization is achieved.
- **Sustainability** refers to the long-term continuation of an organization or program, in essence its ability to survive. Program decisions and performance effectiveness are directly influenced by the ability to mobilize resources, and by confidence in the continuity of adequate funding into the future. Continued existence of an organization is

unjustified if it is forced to compromise its mission or vision and the effectiveness its activities

Each parameter were subjectively rated on the urgency of action need for organizational improvement 1 Major improvements urgently required, 2 Major improvements in key areas required, 3 Substantial improvements in many areas required 4 Improvement in specific areas needed, 5 Continuing improvements necessary, and 6 Continuing improvements useful Overall organizational recommendations to further the organizational development were made for each NGOs, and specific suggestions were made for key parameters

## **II INSTITUTIONAL SETTING**

### **A Natural Resources Conservation Authority**

The Natural Resources Conservation Authority (NRCA) is the government agency specifically charged with environmental protection and management of Jamaica's national resources Its responsibilities include maintaining a national system of national parks and protected areas and the enforcement of environmental laws and regulations Through the USAID financed DEMO Project begun in 1992 the NRCA has received equipment and training, as well as assistance in developing local community initiatives in environmental management Funding from the DEMO Project enabled NRCA to provide support to the Montego Bay Marine Park Trust, to found and start the Negril Environmental Protection Trust, and recently to finance one year of operations of the Portland Environmental Protection Association

NRCA is authorized to delegate co management responsibility for national parks to appropriate organizations Thus far two delegations have been made, to the Jamaica Conservation and Development Trust for the Blue and John Crow Mountain National Park and to the Montego Bay Marine Park Trust Similar delegation is scheduled in 1998 for the Negril Marine Environmental Marine Park to the Negril Coral Reef Protection Society and the Port Antonio Marine Park to the Portland Environmental Protection Association

### **B National Environmental Societies Trust**

The National Environmental Societies Trust (NEST) was formed in 1988 as an umbrella organization for 40 environmental NGOs and community organizations The three NGOs assessed in this study are members The purpose of NEST is to provide training to its members on institutional development and project formulation It also assists them to obtain project funding and serves as an advocate for the environment in Jamaica on behalf of its members

NEST received operational funding from the DEMO Project of USAID until September 1997 and received grants from the Green Fund of Canada Future funding for NEST is uncertain, and there is an issue of whether it is competing with its members for funding from national and international sources It is able to generate revenue through its training courses and advisory services and has received a Global Environmental Facility

Block A grant to prepare a project to establish an environmental protection program for the Cockpit Country. This proposal is being drafted by the Ecosystems Management Group of NEST which is also proposing a major request to the European Union to build an environmental advocacy program in Jamaica.

#### **C Jamaica Conservation and Development Trust**

The Jamaica Conservation and Development Trust (JCDDT) is the most successful environmental NGO in Jamaica. It has received significant assistance from the Protected Areas Resource Conservation Project (PARC) of USAID. The Nature Conservancy has been associated with JCDDT since 1991, and has supported its development through training and assistance in contacting donors. The JCDDT assumed responsibility for the management of the Blue and John Crow Mountain National Park with the start of the PARC Project, and it is based on this experience that NRCA is developing the procedures for delegation of management to NGOs.

#### **D Jamaica National Parks Trust Fund**

The National Parks Trust Fund (NPTF) was established in April 1992 through a debt conversion program arranged by JCDDT with financing from USAID through the PARC Project and funds provided by donors to The Nature Conservancy. The fund was created to support management and research within the national parks of Jamaica. Commercial debt of the Government of Jamaica (denominated in US dollars) was purchased on the secondary market and exchanged for local bonds issued by the government in Jamaican dollars. At the time of the formation of the NPTF the government agreed to use its best efforts to contribute J\$5 million a year to the fund. It has been able to make only one contribution of J\$3 million in the first year and is J\$17 million in "arrears" because of national budgetary limitations.

Grants are made by a subcommittee of the Board chaired by the head of NRCA and composed of the non-NGO members. The endowment of the Fund on December 31, 1996 was J\$38,988,612. The Fund disbursed J\$6,540,338 as a grant to JCDDT during 1996. Of this, J\$2,184,746 was disbursed to the Montego Bay Marine Park, and used J\$3,914,337 for the management of the Blue and John Crow Mountain National Park. As presently capitalized the fund is not producing adequate income to cover the management costs of the Blue & John Crow and Montego Bay parks.

The designation of the Negril Marine Environmental Marine Park in 1997 and the eventual delegation of the Port Antonio Marine Park will presumably qualify these two protected areas for support from the NPTF. However, the current capitalization of the NPTF does not produce sufficient income to adequately protect the Montego Bay Marine Park and the Blue and John Mountain National Park. Therefore Negril and Port Antonio cannot rely on income from this fund to meet park management costs until there is a major increase in capital. NGOs that delegate management responsibility will have to develop specific funding strategies for each park as well as relying on NRCA's annual appropriations.

## **E Environmental Foundation of Jamaica**

The Environmental Foundation of Jamaica (EFJ) is a great making trust that commenced operations in August 1993. The foundation was capitalized through the a debt reduction agreement between the governments of Jamaica and the United States. The trust funds are used "to promote and implement activities designed to conserve and manage the natural resources of Jamaica in the interests of sustainable development", and "to encourage the improvement of child survival and development in Jamaica". EFJ is governed by a board which determines which projects are to be funded. The foundation is served by a Secretariat that screens funding requests and recommends approval to the board. Representatives of 59 NGOs are members of EFJ. Their role is to propose NGO members to the board, and to guide the policy direction of the foundation.

The EFJ is funding the conservation projects of the environmental NGOs, and is important as the only significant source of grant funding for the environment within Jamaica. In the case of Negril Coral Reef Protection Association it is providing essential bridge funding until disbursements from an approved European Union grant are received. EFJ funds for natural resource projects will be exhausted in the year 2002.

## **F International Conservation Financing Sources**

### **1 United States Agency for International Development**

The Coastal Water Quality Improvement Project (CWIP) is a 5 year (>\$5 million dollar) contract awarded by USAID to the Associates in Rural Development which began in February 1998. CWIP has five components: (1) Strengthening the role of NRCA in coastal zone management, (2) Developing public-private partnership in oversight of the management of sewage treatment plants that are being constructed in Montego Bay, Ocho Rios and Negril--this with the National Water Commission, (3) Absorbing the end of the Hagler Bailie EAST Project of environmental audits of businesses and inserting environmental management into industrial operations, (4) Developing community monitoring of water quality through local community based organizations and NGOs, and (5) Grant funding of community based initiatives--\$1.25 million disbursed over 5 years. The grant funding will be allocated in the following amounts: \$20,000 to \$100,000 to NGOs, \$10,000 to \$20,000 to Community Based Organizations (CBOs), and \$20,000 to \$50,000 to Private Sector Organizations (PSOs).

CWIP will concentrate on the Negril area initially to gain experience in working with community based organizations. While next years sites have not yet been chosen, work could begin in the Portland area in 1999. There is a concern that community based organizations lack the experience to manage grant funding. CWIP is considering contracting well established NGOs, such as NEPT and PEPA to manage the banking and accounting for the smaller organizations on a fee basis. CWIP funding would be a significant support to PEPA both at the organizational level and as a source of funding to the community based organizations formed that it has developed.

USAID has a design team at work on a new initiative for the management of the upper watersheds of Jamaica. This project would utilize the environmental management capability developed by DEMO, and would complement the CWIP coastal waters project by improving the management of the river basins that affect coast water quality. It is planned to be a multi-year project investing significant funds in improving watershed management. The timeline for this new initiative has not been set, but it is planned to be a major investment over several years. Indications are that the watersheds of the Montego Bay drainage system will have priority for assistance through this new project.

## 2 Other International Donors

The governments of Japan, Holland and Canada have funded natural resource conservation projects in Jamaica. Of these the most significant has been the Green Fund of Canada which provides grants to NGOs for conservation activities. Multilateral agency funding is being requested by Jamaican NGOs for conservation projects. Under the leadership of NEST a project is being developed for the Global Environmental Facility. The Negril Coral Reef Protection Society received a multi-year European Union grant. A follow on grant has been approved by the Union to expand the work of the Society. While European Union and Global Environmental Facility funding is usually multi-year and in excess of US\$ 500,000, the gestation time from application to receipt of disbursements is seldom less than 18 months. Therefore only well established NGOs are able to qualify and survive until these grants are approved.

### **III PORTLAND ENVIRONMENTAL PROTECTION ASSOCIATION**

(Visited April 12 -22, 1998)

The Portland Environmental Protection Association (PEPA) was founded in June 1988 by concerned local citizens residing on the northeast coast of Jamaica. Their concerns were the threats to the environment of the parish that were occurring from the expansion of tourism and related development pressures. They recognized that community action was essential if these threats were to be addressed. At the same time the natural resources must be developed and used to provide local employment and to improve the living conditions of rural communities. PEPA is a non-profit, non-governmental, apolitical organization whose mission is *"To promote public awareness and action to protect the environment, to ensure the wise use of natural resources for sustainable development"*. PEPA is made up of the representatives of 68 civic organizations, business associations, and local groups. Member groups pay no dues to PEPA. They are expected and encouraged to undertake local environment projects within their communities. PEPA subsists on voluntary contributions and receives support from local businesses and individuals as well as from international sources. A MacArthur Foundation grant in 1995 provided the initial funding to hire an executive director and a minimal staff for community outreach and education activities. Additional small grants have been received from the Environmental Foundation of Jamaica, the Green Fund, and other sources.

A major activity of PEPA is promoting the creation of the Port Antonio Marine Park and Conservation Corridor (PAMP/CC) which PEPA anticipates will be formally declared by the Natural Resources Conservation Authority in 1998. It is expected that PEPA will be delegated responsibility for the management of the park, and it has begun preparatory work for the protection of the reserve. The coastline of the park is approximately 12 miles long and includes all the marine habitat from the shore to a depth of 100 fathoms. The forest conservation corridor will include the interior watershed areas that drain into the marine area, and extend up to the northern boundaries of the Blue and John Crow Mountains National Park. The coastal area and forested uplands are relatively undeveloped and are among the most species rich and beautiful regions of Jamaica.

The natural habitats of PAMP/CC range from undisturbed lowland rainforest--the last remaining in Jamaica, to wetlands, mangroves, rocky beaches, black and white sand shorelines, and protected bays separated by rocky headlands. The reef structures include fringing and knoll reef complexes with buttresses, caves and vertical escarpments with coral wall communities (Ref 7). These reef structures are considered the most healthy in Jamaica. The sea floor is also diverse with stone, sand and mud bottoms. These formations provide nursery areas for snapper, jack, and parrot fish, and for lobster recovery along the sheltered bays of the north coast of the island. Biological diversity on the forested upland is equally varied, with all of the birds of Jamaica present at some time during the year. Eastern Portland has the highest rainfall in Jamaica. In January it suffered a deluge of over 40 inches of rain in 10 hours. The vegetation of the forests are thought to be the most species rich on the island, especially in the wetter areas on the limestone soils.

The pressure of population and development has not yet built up to unsustainable levels in the Portland area. However the threats common throughout the Caribbean are present: alteration of the coastline through development and beach sand mining, and increasing fishing pressure. Though the uplands are still relatively well forested, agricultural development is increasing. The heavy rainfall and hurricanes such as Allen and Gilbert have washed soil and trash into the sea. These hurricanes have damaged the shallow water reefs, although new growth is reported in favorable sites. PEPA is addressing these problems with its work on community environments, opposing unplanned (and illegal) coastal construction, and building a community of interest and action among the stakeholders in the natural resources of Port Antonio.

## **ASSESSMENT**

### **A      Mandate      *Rating 4 Improvement in limited areas needed***

PEPA has given itself a broad mandate for conservation action that encompasses both the marine and terrestrial environments and includes the economic and social development of civil society through sustainable development. Recognition of the mission of PEPA and its reputation as a leading environmental organization has grown throughout the country over the 10 years of its existence. Though as yet it has not had the financial and international support received by other NGOs, its national and international recognition

are confirmation of the acceptance of its mandate and the excellent reputation that it has earned

Delegation of the management of the Port Antonio Marine Park and Conservation Corridor to PEPA will establish a formal mandate for its protected areas administration. At present the NRCA is examining its delegation procedures and the levels of responsibility that it will grant to NGOs. A key issue to be determined is whether PEPA will and can assume responsibility for **"taking control of park use and implementation of enforcement"** which is the police function of government. PEPA intends to promote community policing of the marine park by the users as the surest way to apply regulations. The other responsibilities for management that would be delegated by NRCA, **"education and public relations"** and **"recreation and tourism"**, informally have been started.

On its own initiative PEPA has begun a program to raise environmental awareness through its outreach to local communities. It is also working to develop recreational and nature tourism centered on the proposed marine park. These activities will continue whether or not NRCA formally delegates management responsibilities to PEPA.

### **Recommendations**

1 PEPA should take the initiative to prepare a draft instrument for the management of the PAMP/CC for submission to NRCA and other government agencies. The instrument should clearly define the functions and responsibilities that it is willing and able to accept, and the financial and advisory support that will be the responsibility of NRCA and other agencies to provide.

### **B Governance** *Rating 5 Continuing improvements necessary*

The Board of PEPA is evolving from direct involvement in program activities to a governing board that provides policy guidelines and program oversight to the organization. The need for this evolution was the subject of a board retreat in November 1997. At that time significant steps were taken to (1) clarify and organize the efforts of the organization, (2) establish working committees of board members, (3) improve office practices and procedures, and (4) endorse the preparation of Strategic Plan. Three board committees were formed for finance, education and fund raising. Monthly dates for committee meeting were set. An additional subcommittee was formed to promote the declaration of PAMP/CC as a marine park within the national system of protected areas of Jamaica.

Unlike most NGOs, including the Conservancy, PEPA has developed a written job description for the board president and for other officers and other board members. These descriptions set the purpose, term (increased to 3 years), obligations and specific duties of these positions. In addition, each board member signs a "Board Member Code of Ethics" statement. These formalities are seldom found in other NGOs, and are evidence of the seriousness and maturity of the PEPA board members. From interviews with the majority of the board members it was evident that there is a high degree of personal commitment.

and that they are carrying out key organizational functions of policy formulation, public relations and lobbying. The board also recognized the need for renewal, and for recruitment of board members that represent a wide range of interests within the community. It should be noted that the present members of the board are diverse in their experience and contacts, and are directly involved in advising and assisting the organization. The board members are all residents of Portland which provides a credibility that is essential for community support.

### **Recommendations**

1 The Board should continue to hold periodic retreats to assess progress in organizational development and to develop a plan for institutional growth over the next three to five years. Improving Board support of the organization by developing the professional and personal linkages of the members should be a specific part of the organizational development plan.

2 Board development should be a continuing program to recruit and train new members to widen the range of contacts and expertise of the organization. As all members have the responsibility to generate support and additional resources for the organization, special attention should be given to training on fund raising and income generation.

3 PEPA should consider seeking assistance from more well established NGOs on board development and developing and implementing a long term revenue generation and funding strategy.

### **C Linkages** *Rating 4 Improvement in limited areas needed*

Through its board PEPA has the linkages that will enable it to expand its influence at the local and national level. Linkages with other agencies and institutions that can join with PEPA in collaborative actions could supplement present limitations in staff and operating funds. A promising case will be an agreement with Jamaica Conservation and Development Trust (JCDDT) which has management responsibility for the Blue and John Crow Mountains National Park (B&JCMNP). As the PAMP/CC will have a forested corridor reaching from the coast to the B&JCMNP boundary, close collaboration in implementing an overall management plan is essential for effective conservation. Agreements with the Jamaica Coast Guard and the tourism agencies is another opportunity to combine resources for more comprehensive and effective conservation. As yet PEPA has no formal agreements in place for collaboration with other groups.

Diffused linkages that build community support exist through the enlistment of the 68 organizational members--fishermen associations, local community groups, business interests, and trade organizations. Awareness of the work of PEPA is increasing through its environmental education programs with the schools and the campaigns such as the "Best Kept Community" prize. Another useful way that PEPA develops linkages is its open invitation to member organizations to attend monthly board meetings. These meetings are regularly attended by representatives of the police, the parish council, and upon occasion

the mayor of Portland PEPA is a member of National Environmental Societies Trust (NEST), and works on its Ecosystems Management Committee in the development of projects for international funding

### **Recommendations**

1 A systematic plan to identify and enlist other agencies and groups to join in and expand the conservation programs of PEPA should be implemented. Formal agreements and joint ventures should be negotiated with government agencies, including making joint proposals for funding which would increase program scale and effectiveness

2 An organized effort to establish consultative linkages with the offices of international financing institutions in Kingston and overseas is needed. Informing these institutions on the activities of PEPA and the need for expanded support can help to achieve continuity of programs in the future

### **D Programs** *Rating 3 Substantial improvements in many areas required*

PEPA plans the expansion of four on-going programs in the coming year as resources are made available through the DEMO Project and as other sources of funding and collaboration are developed. There is an obvious interrelationship among the programs that is mutually reinforcing: environmental education leads to organized communities that can support eco-enterprise development that will strengthen marine park management

#### (a) Environmental Education and Advocacy

There is an on-going program of environmental education based on the school program, Portland Environmental Protectors Clubs, that is reaching 375 children at 25 schools. Facilitated by the Community Outreach Officers, the program promotes environmental awareness and activities such as recycling, clean-up, gardening and tree planting. This program can be expanded to reach more households with the recent acquisition of a vehicle and the planned purchase of audio visual training material. This program with children is complemented by workshops and seminars with adult groups and associations which promote local solutions to environmental problems including garbage reduction, organic farming, beach clean-up and identification of the possibilities for income generation through environmentally friendly activities. Hotels and businesses are also contacted through this program to promote treatment or reduction of sewage, elimination of sand mining and reduced impact from construction and other resource use

A related campaign is the "*Heroes of Portland - Best Kept Community Competition*" which encourages community involvement in maintaining the environment. Communities registered in the campaign will be judged over several months on their efforts to promote improvement of their solid waste and litter management, clean up of streets and streams from debris and trash, control of animals, self-policing of environmental legislation, and beautification or erosion reduction measures. The community must also hold regular meetings to discuss plans and progress, conduct a forum on youth opportunities, family

life, or drug abuse. A cash prize and other recognition is awarded to the "best kept" community.

PEPA is effective in advocacy on specific issues and is able to influence policy at the parish level as well as nationally. Its investigation of a planned housing development to be built on over water along the shore led to public opposition to the project and a more thorough review by government. The development was stopped when it was made public that the necessary permits and environmental clearance had not been authorized. PEPA reports working as an advocate for the local fisher interests in the development of national fishing legislation and is advising members of Parliament on environmental issues in the parish.

(b) Community Based Organization Development

Organizing and strengthening of the fishermen associations is an ongoing activity that is key to the marine conservation objectives of PEPA and the planned protection of the marine park. The monthly meetings of seven associations, representing 150 fishermen, are facilitated by the Community Outreach Officer. The objectives are to change the fishing practices that are destructive of the marine resource, and ultimately to restore fish populations to sustainable yield levels. Alternate income sources for the fishermen will be promoted by PEPA through generating employment in non-extractive uses of marine resources for tourism and recreational activities. In the future, will study extending the range of the fishermen to offshore banks through helping them to acquire more seaworthy boats with reliable motors and navigational equipment. Employment in the protection of the marine park is planned, both in the application of regulations that limit and control utilization, and in the monitoring of water quality. PEPA recognizes that without the cooperation of the fishermen, and developing other sources of income, legislation governing the marine park will be unenforceable.

(c) Business Development Initiatives

A conservation strategy of PEPA is the development of locally owned community enterprises that are environmentally benign. The goal is to provide new sources of employment and income to women and youth that are not available. Finding alternatives for the fishermen will have priority to compensate for the depleted resource and the planned limitations on catch within the marine park. Alternatives under study include the establishment of a water "taxi" service by selected fishermen, and the development of a recreational diving experiences and other coastal attractions.

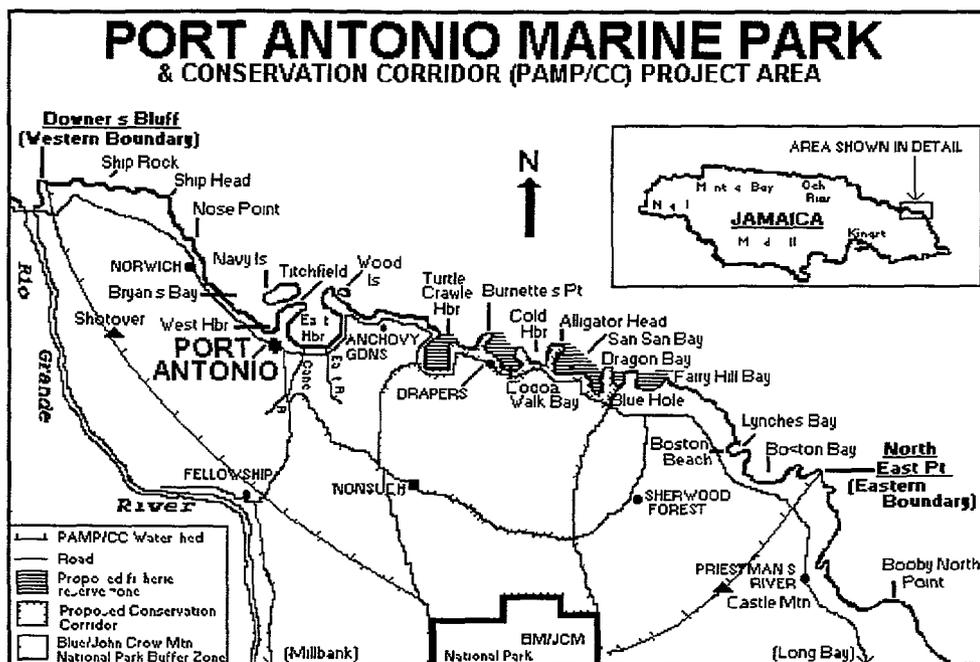
Visits to cultural heritage sites, such as the abandoned plantation of Orange Vale, and nature walks with local guides have been organized by PEPA. These have been very well received. Additional recreational opportunities are being identified, such as river rafting, bird watching, hiking, and visits to rural farm sites. The goal is to have local communities organize the exploration of the coastal and forested areas. Members of the community would be trained to provide interpretative guides and organized to supply traditional meals to the visitors.

More ambitious locally owned or cooperative enterprises under study include a marine equipment supply and engine maintenance center, herbal products processing and merchandising and aquaculture development and commercialization. PEPA will promote the planning and financing of these enterprises and provide accounting and other administrative services to these enterprises for a fee.

d) Port Antonio Marine Park Establishment

PEPA is an effective advocate for the creation of a marine park in the coastal waters of the parish. The proposed park, the Port Antonio Marine Park and Conservation Corridor (PAMP/CC), will consist of coastal waters and a land corridor extended to the boundary of the Blue and John Crow Mountains National Park. The objective is to create a protected "ridge to reef" transect that would conserve the biological diversity of both the terrestrial and marine environment. As soil erosion and other contaminants discharged into the coastal areas are a primary threat to the marine park, it is essential that the management plan and protection activities run from "reef to ridge".

Delegation of management responsibility for PAMP/CC to PEPA has been proposed to the NRCA and the relevant government agencies. PEPA will manage the PAMP/CC as a program activity of the organization, integrating its existing programs into the conservation of the park. While this petition is being considered, preparations for management are advancing. These consist of four planned activities: (1) development of a stakeholder consensus on the importance of management of the marine resource working primarily with fisher associations, (2) designing a management plan and protection program to mitigate the threats of overfishing, land based contamination, inappropriate coastal development and alteration, (3) acquisition of the infrastructure and equipment necessary to manage the marine park, and (4) compilation of a data base of environmental information. This will provide a baseline against which changes in the environment can be monitored and be the main tool for coastal zone management. Collaboration in this work is expected from the *Caribbean Planning for Adaptation to Global Climate Change (CPACC)* Project which will be implemented with international agencies, NRCA, the University of the West Indies, and others.



The management strategy planned for the Port Antonio Marine Park is based on the users, fisherman, dive boat operators, etc , agreeing to and establishing the regulations on fishing and other uses PEPA will work with the fishermen to identify and protect spawning areas where the catch would be restricted Each fishing association would be assigned a specific area where it would maintain marking buoys and "police" the use of small net sizes and poisons or explosives The ideas of improving fishing practices, and identifying opportunities to make fishing more profitable, have been discussed with the fishermen associations as a part of the community based development program If the local associations can be made effective, the protection and recovery of the resources of PAMP/CC will have a better chance than relying on police enforcement

### Recommendations

- 1 Environmental education through the schools and with youth groups should continue to have priority and be expanded throughout the parish Resources should not be diverted from this program as PEPA takes on a wider role and more responsibilities
- 2 Community based organizational development should continue to focus on fishermen and other resource users such as water sports and dive services and nature tourism development that can lead to income generation For the next two years major projects--hydrofoils and aquariums --should have low priority for PEPA
- 3 Sources of business planning and enterprise start-up expertise should be identified to assist PEPA in starting the proposed small eco-enterprise projects Each

enterprise should be planned to be viable and financially self sustaining in the near term without requiring subsidies other than those that are available to small businesses in Jamaica. Each enterprise should stand alone with separate accounting unconnected with PEPA beyond payments for any services or start-up loans that are provided.

4. A staffing plan and a forecast of resource requirements for managing PAMP/CC should be developed in advance of the proposed delegation of PAMP/CC magnet by NRCA. The plan should include identification of other organizations that would be interested in collaborating on marine park protection, public information/environmental education, and the development of tourism and recreational uses. An agreement with JCDDT on cooperation on the management of the forest conservation corridor would be a part of the plan with an estimate of the resources that the two NGOs could bring to this activity.

**E Resources** *Rating 3 Substantial improvements in many areas required*

(a) Personnel

PEPA has a paid staff of four, an Executive Director, two Community Outreach Officers, and a Secretary. A recently arrived Peace Corps Volunteer will be a full time worker with the community outreach and environmental education program. Departing is an exceptionally qualified PCV, a retired engineer with extensive business and organizational experience. The skills of this individual were very important to the organizational development and management of the institution over the last two years as an advisor to the board and the executive director.

The Community Outreach Officers have organized their work so that the younger officer works with school age children in the PEP (Portland Environmental Protectors), and older youth clubs. This work is assisted by the Peace Corps Volunteer assigned to PEPA. The older officer, a former fisherman, works with the fishermen associations and communities on improving their environment. Neither of the outreach officers is formally trained as an extensionist, but are reported to have a natural flare for enlisting community participation. The secretary is new to office procedures, but is rapidly developing computer skills.

The Executive Director has a unique background, and his experience is invaluable to the development of the programs of PEPA. He combines this knowledge with a high level of energy and idea productivity in his work. There is a danger that more initiatives have been started during his tenure than can be effectively completed. This is evident when the range of responsibilities of the Executive Director is considered: working to make the board effective, external relations to the wider environmental community, program development and supervision, and organizational management and fundraising. It will be impossible for PEPA to follow up on the many program opportunities that have been developed without significant increases in staff and financing.

(b) Equipment & Office

PEPA occupies premises in the upper level of a modest building. While reasonably well located for visitors to the office, the space is crowded for the existing small staff and the frequent visitors and volunteers. Most importantly there is no space for conferences or public meetings that are essential to the work of the organization. Office furnishings are modest and well used, and while it is part of the image of PEPA to make do with less, more furniture and larger work areas would increase efficiency. The office has a good new computer, telephone and fax services, and is connected to E-Mail. It was unclear whether the copying services were available on a consistent basis.

A small vehicle has recently been assigned to PEPA by the NRCA as a part of the DEMO Project. There are two motorcycles which are used by the Outreach Officers to attend community meetings and related educational activities. Audio visual equipment is needed to increase the effectiveness of the education programs, and there is a plan to use video and other imaging equipment to record changes in the environment as a part of the monitoring program. Diving imaging equipment are to be acquired with DEMO Project funds. These are urgently needed to increase the effectiveness of the environmental education program and to monitor environmental changes throughout the parish.

(c) Financial

PEPA seems to manage its financial resources well through the oversight of a board member who is a retired banker. It has an audited financial statement and appears to be frugal in its expenditures having used the MacArthur grant effectively while retaining a small cash reserve. As of June there were savings that would carry PEPA for 4 to 6 months at its current level of activities. This was accomplished in part by keeping staff salaries low, and carefully controlling expenses. An accounting software package is being installed, and the staff trained in its use, which will improve budgeting and accounting.

DEMO/TSS Project funds received in early June 1998 will allow PEPA to acquire needed equipment and to increase staff salaries. As the DEMO/TSS contract will end in March 1999, there is an urgent need to identify new sources of financial support and to develop revenue generation projects to meet part of the operational costs of the organization.

**Recommendations**

1 An experienced business manager should be hired to assist the Executive Director and the board in the implementation of an organizational development plan. His or her primary assignment would be to develop local business enterprises and to prepare a long range revenue generation and fundraising strategy.

2 For the present PEPA should expand its existing offices to have an adequate space for meetings and other educational events. For the longer term a committee should

be formed by the board to acquire an appropriate permanent building through donation, long term lease or purchase. The ideal building should serve both as an environmental education center and as PEPA's office.

3 Priority should be given to developing sources of income that would at a minimum support the current level of operations after March 1999. Parallel with this action, a long term financial strategy must be developed and implemented that will expand the scope and effectiveness of the protection of the environment within the parish.

**F Sustainability** *Rating 2 Major improvements in key areas required*

PEPA began as a wholly voluntary organization that established as an influential movement in Jamaica through the initiative of its founders. The organization relied on the participation of its board and friends in developing an awareness of environmental issues within the parish and nationally without receiving significant funds from national or international sources. It was only after the first major grant was received that PEPA was able to hire a full time staff member, and to expand its environmental education and advocacy programs. There is uncertainty as to how sustainable these relatively modest programs will be beyond March 1999. Without funding of at least US\$150,000 per year, these activities will end and PEPA will revert to being solely a voluntary organization. If this were to happen the interest and support of its founders and board will continue. However, loss of the core professional staff and the inevitable reduction in program activities would be a serious setback to the community and to Portland.

The proposed strategy for continuity is to develop a portfolio of small community enterprises and other activities that would generate sufficient revenue to be self sustaining with enough income to be able to pay PEPA administrative fees for services. Several ideas have been identified that would appear to be capable of generating revenue. Due to lack of start-up capital none of these projects have yet been developed. It should be noted that many NGOs in Jamaica and elsewhere are trying this strategy to increase their income. Few successes have been reported, and only in those cases where the enterprise is the sole program activity of the organization. Realistically most small enterprises have difficulty in covering their costs and earning a surplus that would help support their parent organization. PEPA's environmental education and advocacy activities cannot be expected to generate revenue and will always need donated funds for continuity and growth.

**Recommendations**

1 An immediate priority is to prepare a portfolio of proposals to the Coastal Waters Quality Improvement Program (CWIP) which will be contributing grants to NGOs, and to CBOs (Community Based Organizations). An NGO grant of USD\$100,000 would sustain PEPA for the year after March 1999, and the CBO grants (US\$10,000 to US\$20,000) would provide the seed capital needed for small eco-enterprise development.

2 PEPA should seek the support of specialized NGOs both locally and internationally, such as Appropriate Technology International, TecnoServe, and the Inter-

American Foundation, to mentor the start-up CBO enterprises. One or two small successes would give credibility to the larger investment possibilities identified by PEPA.

3 Within the coming 12 months PEPA must develop a multi-year fundraising strategy that will reach international financing institutions and major corporate and foundation donors. This strategy should begin with identifying the major sources of support within Jamaica and overseas, and the design of a systematic campaign to link the interests of potential donors to the priorities and program that have been developed or planned.

## **G Organizational Recommendations**

The Portland Environmental Protection Association is an expanding organization which has pulled itself up by its own boot straps. It has the ideas and energy, and the beginnings of successful programs, that will enable it to be a significant force for the improved management of the Portland environment. PEPA can be a leader among conservation organizations in Jamaica. For the immediate future it should give attention to strengthening those elements that make an organization effective as it prepares for delegation of management responsibility for the Port Antonio Marine Park and Conservation Corridor: define a clear mandate for park management, continue board development, recruit and train full time staff, integrate program activities, and develop a continuity of funding. The following actions are recommended for the coming year to consolidate what PEPA has achieved and to prepare for the challenge of the wider responsibilities in the future.

1 Recruit a staff member experienced in project design and business planning for the preparation of specific funding requests. This individual would assist the Executive Director in work planning, program implementation and in oversight of administrative operations. Work planning for programs and staff must include defining quarterly results both quantitative and qualitative, and the periodic review of staff and organizational performance.

2 Establish a target of USD\$ 250,000 for calendar year 1999, exclusive of the costs of management of PAMP/CC, for the continuity of environmental education and advocacy programs and the development of community based enterprises and projects. Develop two revenue generating activities that are financially self sustaining including reimbursement of PEPA's costs.

3 Prior to accepting delegation of management responsibility for the Port Antonio Marine Park and Conservation Corridor, complete the following steps: (i) identify the staff and equipment that will be required to provide minimum adequate park protection, (ii) develop a work plan and budget estimate for the first two years of operation, and (iii) identify and sign memoranda of agreement with government agencies and other organization that can collaborate in park management and share the costs. Accept delegation of park management when memoranda of cooperation with other organizations are in place and adequate protection funding sources have been identified.

4 Request advisory assistance from an experienced national or international organization in the design of long range fund raising strategy, and the preparation of a major financial development campaign. The campaign should be directed at major sources of funding such as the Global Environmental Facility, UN Agencies, bilateral donors in North American and Europe, and corporate or foundations

5 Define the goals of PEPA's organizational development over the next three year and develop a strategy to achieve the goals. Increasing the range and effectiveness of programs and staff and board development would be a part of a realistic plan. To be effective the organizational strategy should be developed with the participation of the member organizations of PEPA. Progress in achieving strategic goals should be reviewed annually and the goals revised as needed

#### **IV MONTEGO BAY MARINE PARK TRUST**

(Visited May 13-22, 1998)

The Montego Bay Marine Park Trust (MBMPT) was established in 1991 by residents of Montego Bay concerned with the accelerating deterioration of the coastal environment and coral reefs fronting their city. The MBMPT is a membership organization established as a not-for-profit limited liability company. It is governed by an elected board of 10 members drawn from local business and commercial interests. Initially a wholly voluntary organization advocating the creation and support of a marine park in Montego Bay, the Trust was subsequently delegated management authority for the marine park in September 1996 by the Natural Resources Conservation Authority (NRCA)

The Montego Bay Marine Park was officially opened on June 23, 1992 following three years of preparation. Beginning in 1989 the governments of Jamaica and the United States initiated the Protected Areas Resource Conservation (PARC) Project to establish a Jamaica National Park System which included the Montego Bay Marine Park. PARC was implemented by a unit of the Planning Institute of Jamaica. With PARC funding, a marine park management staff was hired, minimum equipment supplied, and a protection and environmental education program begun. At the end of the PARC Project management for the Montego Bay Marine Park was received by the NRCA who then transferred staff and equipment to MBMPT. The Trust receives limited financial support from the Jamaica National Parks Trust Fund, from the NRCA, and receives in-kind contributions and some donated funds from local business and other private individuals.

The Montego Bay Marine Park has a shoreline length of about nine kilometers and extends from the line of high tide seaward to a depth of 100 meters. The total surface area of the Park at present is estimated at 15,300 hectares, and includes the sea, the sea-floor, and all marine life within its boundaries. Water sports and recreational diving of its extensive coral reefs make the Marine Park an important tourist attraction of vital importance to the local economy. Coral reefs inhabit 25% of the Park and there are mangroves and seagrass meadows that still contain a wide variety of tropical fish, as well

as conch, lobster, sea urchins, sea cucumbers and turtles. There is a large variety of sponge species for which the Caribbean is famous.

The former richness of the marine life of the Park began serious decline in the 1970s. Although still an attraction to tourists, knowledgeable marine scientist and local divers have noted the depletion of the fish population, specifically the scarcity of larger fish, as fishing pressure increased. The major ship channel entering the port of Montego Bay cuts through the Marine Park and represents a continuing threat of contamination to the coastal waters. Coastal development is continuing with its unavoidable alteration mangrove spawning areas and physical alteration of the shoreline. Tourism infrastructure development and the expansion of housing as population has grown in the city and its surroundings have overwhelmed the existing sewage treatment and waste management facilities with runoff contaminating the bay. Upland agricultural development without adequate watershed management has increased soil erosion that is carried to the sea with agricultural chemicals to smother coral reefs and fertilize algae blooms. More than seventy percent of the degradation of the coastal waters of the Marine park are believed to be caused by land based sources of contamination and alteration of the coastline. The challenge to Marine Park management is to halt the further deterioration of this resource and to begin the long slow process of rehabilitation. The Montego Bay Marine Park Trust will require the full support of the citizens of Montego Bay, close collaboration with the agencies of government, and adequate long term financing to implement a successful management program.

## **ASSESSMENT**

This assessment of the Montego Bay Marine Park Trust was completed shortly after the *Organizational & Financial Management Review of the Montego Bay Marine Parks Trust* completed by Denis Parchment in March 1998 (Ref 3). His professional study provides the Trust with the advice and instruments needed to further its institutional development. The Trust has accepted the recommendations of that study, will name an executive director, adopt the position descriptions, and use the staff evaluation forms proposed by the study.

This assessment confirms the findings of the Parchment review and is in general agreement with recommendations made. It goes further in completing a subjective rating of the attributes of an effective organization, and offers specific suggestions on how ratings could be improved. These suggestions are focused on the near term, the next 12 months, while funds are available from NRCA and USAID.

### **A     Mandate     Rated 3     Substantial improvements in many areas required**

Two facets of organizational mandate - the authority to act - were considered in this assessment. The Trust has established its own strong mandate as a mission statement: *To conserve and restore the marine coastal resources in the Montego Bay Marine Park for the maximum sustainable benefit to traditional users, the community and the nation, by*

*providing effective programmes for public education, technical support, monitoring and interpretive enforcement* This mission is increasingly recognized both nationally and internationally giving the Trust an authoritative voice on marine conservation matters Recognizing that the threats to the environment of Montego Bay are largely terrestrial in origin, the Trust should extend its mandate to the settlements, watersheds, and developments that affect the marine resource

The mandate to assume management of the Montego Bay Marine Park was granted to the Trust by the Chairman of the NRCA in his communication of September 20, 1996 This one page document details certain administrative responsibilities of the Trust, but is silent as to the exact nature or level of authority and management functions being delegated NRCA draft guidelines for delegation propose five (5) levels of delegation Ironically the more problematical and difficult level, *Taking control of park use and implementation of enforcement*, is at Level II of delegation The activities more suitable for NGO capabilities, education and public relations (Level III), and recreation and tourism (Level V), are at higher levels of delegation

### **Recommendations**

1 The Trust should take the lead in drafting a delegation instrument, following the model prepared for Negril, for submission to the NRCA This delegation instrument should clearly define the functions and responsibilities to be delegated to the Trust, as well as the obligations of the NRCA to advise and support the Trust in the execution of its management responsibilities

2 At some time in the future the Trust should widen its mandate to include the protection and conservation of the terrestrial environment which directly affects the quality of Montego Bay and the social and economic well being of the community

### **B Governance** *Rated 4 Improvement in limited areas needed*

MBMPT is fortunate to have a very effective Board Chair and interested key board members, including the Secretary, who have the time and dedication to provide leadership on policy issues and program oversight to the Trust As the Trust continues its transition from a volunteer organization to a professional management entity, it will need to identify and recruit new board members with the experience needed for wider responsibilities Legal expertise has been identified as needed by the board, as well as a strengthened relationship with the scientific and university community Orientation of new board members will be important and should include a written description of member responsibilities agreed to by each individual In addition to policy formulation and guidance to the Trust, board members will be expected to enlist collaboration with the other entities, participate in public relations and lobbying, and aid fund raising efforts

Leadership of the daily program operations of the Marine Park needs to be strengthened reducing the apparent need for intervention by board members At present the management of the Marine Park is shared by the Park Director, formerly the Science

Officer, who should be focusing on stewardship of the Marine Park, and the members of the board. Essential functions have been assumed by the Board Secretary who is involved in external representation, public relations, and the responsibility for generating income. The Secretary serves without compensation as when the Trust was a voluntary association. As the Board Secretary has more hierarchy than the Park Director, the nominal manager of the Marine Park, the staff are unsure of who has authority for decisions.

## **Recommendations**

1 The articles of incorporation of the Trust should be reviewed, and amended if required, to reflect the evolution from a voluntary association to a more formal organization. A policy of rotation of board members, with a third of the positions elected each year to serve three year terms, would maintain continuity while garnering new experience and fresh enthusiasm.

2 Management of the Trust could be improved by transferring the current functions of the Board Secretary to an Executive Director that would be selected for the ability to provide overall leadership. This position could relieve the Park Director from the administrative operations, budget and personnel, and direction of the public information and education program. The main responsibility of the Executive Director would be to secure a continuity of financing for the Trust.

## **C Linkages**      *Rating 3 Substantial improvements in many areas required*

Two types of organizational linkages important to the work of the Trust are assessed. The first, known as "enabling linkages" is concerned with the relationship of an organization to other entities that will help it to fulfill its mission. In the case of the Trust its success in the enforcement of laws and regulations governing the Marine Park is dependent on collaboration with the Marine Police, Resort Patrol and the Coast Guard, and the support of local magistrates in application of the laws. Public Relations and Education will require enlisting the support of tourist agencies, the schools, and associations. Likewise credibility in science, and monitoring water quality and fish populations, will be dependent on linkages with national and international scientific institutions as well as the National Water Commission and the Parish Health Department. These linkages should be formalized over time with cooperative agreements that might include resource sharing, contracts, and memorandums of understanding. While there are frequent contacts and interchange with organizations that could partner the Trust, no written memoranda of agreement or cooperative agreement have been negotiated as yet.

Equally important are "diffused linkages" which in the case of the Trust would include participation in the National Environmental Societies Trust (NEST), membership in professional associations, and attendance and participation in community associations, advisory committees and civic organizations. Through these linkages the Trust can reach social and economic groups outside the normal circle of relationships. While diffused linkages are usually not necessary to achieve the mission of the Trust, they are very useful.

in building public awareness and support for the management of the Montego Bay Marine Park

Linkage to the wider community of stakeholders in the Marine Park can be achieved by the Trust through re-establishment of the Local Advisory Committee (LAC) which has not met since December 1995. A LAC can support the work of the trust in several ways (1) as an advisor on policies and programs, (2) as a spokesmen on Trust programs, problems, and priorities on the coastal marine environment, (3) as a source of enabling linkages and program support, and (4) as a source from which new volunteers and New Board members can be recruited. The LAC can also provide direct support to Trust activities through cooperative agreements and in-kind contributions.

### **Recommendations**

1 The Board Chair should identify an agency that has a mission compatible with that of the Trust in order to develop joint program activities or cooperative agreements. These formal linkages would increase the effectiveness of both organizations by widening the scope of activities and reducing costs through the sharing of personnel and equipment. These agreements should be developed one by one and thoroughly tested prior to entering into tripartite or multi-agency agreements.

2 The Board Chair of the Trust should take the lead in the formation of a Local Advisory Committee from relevant local government agencies and civil society associations whose advice and support would advance the work of the MBMPT. Committee members should have a clear understanding of their responsibility to learn about and support Trust programs and to provide advice and feedback that will increase their effectiveness.

### **D Programs** *Rating 2 Major improvements needed in all areas*

#### **(a) Public Information and Education**

At this stage of organizational development the Trust should focus on public information on its mission objectives and programs to conserve the Montego Bay environment with the objective of building up a constituency. A recent World Bank financed study found that the programs of the Trust and the Marine Park are not widely known in Montego Bay. Where known these activities are perceived to be ineffective. The hoteliers in particular stated they would not contribute to the work of the Trust in the management of the Marine Park until it began to function more effectively.

A publicity program is essential if the Trust is to build the support that it needs to be effective operationally, and to generate the revenues that are needed. At present the education program is assigned to volunteers and focused on secondary school clubs. The education program is run by a dynamic if inexperienced young woman working full time (though she is unpaid) with the assistance of a Peace Corps Volunteer (PCV). The program is effective in developing environmental groups in the five local secondary schools. However the future of this education program is in doubt as it is likely the young woman

will have to leave to take a paying job at some time in the future, and the PCV will be leaving in June

The PCV also works half time with the Environmental Watch Organization (EWO), a private volunteer organization with programs in the secondary schools. Through the dedication of its volunteer leadership, and with little funding, EWO has been effective in working with school teachers and pupils. A merger of EWO with MBMPT programs has been recommended which has obvious advantages to increase the effectiveness of both organizations. EWO is reaching a population that is a natural link to the activities of the Trust with older youths.

While the youth education program is effective, education and publicity must reach a wider audience of adults, community leaders and tourists. An alternative would be to train the more articulate members of the youth group to speak for the conservation of the Marine Park and the activities of the Trust to a wider audience. A full time Public Information officer is required to organize this effort as well as to take on the major responsibility of developing the Trust's image and support in the local and international community.

(b) Park Protection and Patrolling

Park management is focused on patrolling of the Montego Bay Marine Park with an emphasis on enforcement of regulations on fishing and controlling boating and other recreational uses that are liable to cause physical damage to reefs. Due to limitations in staffing and equipment discussed below, patrolling takes place only in the daylight hours, generally twice a day. Ranger morale is reported to be low due to the inherent unpleasantness and danger of law enforcement for which they have not been trained, and the lack of support by local police and magistrates when violators are apprehended. A specific issue is the activities of the spear fisherman who are difficult to deal with. They usually fish at night in areas where they can escape observation. An issue is whether Trust rangers should be armed as they have requested, and whether they have the competence and maturity for this responsibility.

Park management might find it more productive in building community support if services to resource users were emphasized rather than threats of fines and imprisonment. An important service that the park rangers should continue and expand is providing for the safety of fishermen, boaters and other recreational users of the marine park, and to advise on proper protection and enjoyment of the reefs. Patrol boats should be equipped for rescue and salvage and have working radios. The park mooring buoys and markers of park boundaries were destroyed some four years ago and need to be replaced. A patrol vehicle shadowing the patrol boat at sea would be able to follow up on educational and enforcement issues identified on the water.

(c) Science Program

The science monitoring program of the Trust is currently inactive as the Science Officer was promoted to Park Director. An active program of monitoring the health of the reef system, fish populations, and water quality is essential to establish the credibility of the Trust as a science based conservation organization. A monitoring program is necessary to monitor water quality and the success of protection activities in rehabilitating the marine environment. While it is unlikely that the Trust will receive major funding for research without a major increase in equipment and staffing, it is in an excellent position to attract international scientists and students to Jamaica and to coordinate support and participation in their work. Collecting the results of these studies would allow the trust to develop a documentation center on marine biology that would be important to science throughout the Caribbean.

**Recommendations**

1 A Public Information and Education Officer should be the next new hire of the Trust after the Executive Director. An aggressive community outreach and publicity campaign must be implemented to build a constituency and to attract volunteers to augment staff in working with youth. The EWO program should join the education program of the Trust.

2 An important service that the park rangers can provide is providing for the safety of fishermen, boaters and other recreational users of the marine park. Patrol boats should be equipped for rescue and salvage. Rangers should be trained to advise recreational boaters and divers on the proper enjoyment and protection of the reef.

3 Installation of working radios should receive immediate attention. Another immediate need is to re-install mooring buoys for dive boats. Signs on land and on buoys are needed to advise the public that are entering the boundaries of a protected Marine Park. Restrictions on the use of certain areas such as spawning sites should be enforced.

4 The Science Program should be resumed as soon as assistance to the Park Director can be arranged. The Executive Director should remove much of the workload of trust administration and the coordination of education activities, enabling the Park Director to resume the science monitoring and reporting.

**E Resources** *Rating 2 Major improvements needed in all areas*

(a) Personnel

The authorized staff of the Marine Park consists of seven full time employees: a Park Director, a Science Officer (position vacant), a Chief Ranger and three Rangers, an Administrative Officer, and a Receptionist/Assistant. There is a Peace Corps Volunteer serving as Education Coordinator on a half time basis who works with a full time volunteer in the youth program. In addition there are one or two volunteers in the office from the

National Youth Service program Recruitment of a Science Officer is underway, although filling this position may not be necessary if the Park Director is relieved of some of the Trust administrative work and can resume an active science program

The Board Secretary is directly involved in the operations of the Trust, and in external representation and development (fundraising) activities, and works directly in the management and supervision of the operations of the Trust As a board member, the Secretary outranks the Park Director within the hierarchy of the Trust, which has caused the staff to question who is in-charge

The Park Director, the former Science Officer, is a well qualified marine scientist, but apparently with little experience and training in park management and administration The Chief Ranger is well qualified as a diver, life guard, and boat handler The three younger rangers also have qualifications in diving and relevant skills All members of the staff have attended short courses provided through the DEMO project on the development of report writing skills, conflict management, etc The utility of this training has not been evaluated, and there is no report of an assessment of training needs having been completed

Personnel management needs substantial strengthening A start will be made in June with a performance evaluation of existing staff There is staff concern that this evaluation will be ineffective as job descriptions are not current (or do not exist) and performance standards are not set Apparently the staff has been working without a contracts or a formal letter of employment for some time

(b) Equipment & Office

The Marine Park office is adequately equipped with word processing equipment, a facsimile copier, desks, and telephones for the current level of staffing The offices are well located on the waterfront where park patrol craft are moored, and the use of the harbor can be observed There are serious shortages in equipment and supplies for the Marine Park Most serious is the lack of working radios for communication with the patrol boat The larger boat is not fully equipped with life saving and rescue gear or adequate first aid supplies, and problems with the motors have kept both boats from working on certain days A new patrol boat has just been provided by NRCA/DEMO, but it will not be put in service until it is suitably marked and a boat maintenance program developed The vehicles assigned to the park are also unserviceable at this time, and comments were heard that scuba equipment, air compressors, and other gear were inoperative from lack of maintenance Better supervision of an effective preventive maintenance program is essential if material assets are to be conserved An inventory of property purchased or donated is required, with the source and date of acquisition In the case of equipment, a record of maintenance and repair is also essential Replacement funds for outboard and other equipment should be started and maintained to assure future availability

(c) Financial

Financing of the Trust is provided by transfer payments from NRCA/DEMO and bi-monthly quarterly disbursements from the Jamaica National Parks Trust Fund. Reimbursement of expenses from NRCA is reported to be very slow requiring frequent appeals for action. In the past the Trust received funding directly from USAID. This practice was discontinued after the Trust was unable to meet reporting requirements of that agency. Accounting and financial management are apparently improving as the Administrative Officer learns to apply better financial management practices. Accounts are still kept manually. An accounting software package should be acquired and the staff trained in its use. The close-out of the DEMO Project funding for environmental organizations in May 1999 will considerably reduce the income to the Trust for equipment replacement and outreach activities. Thus far the Trust has had little success in significant fund raising efforts, although various business plans are in development.

It is significant that there has not been an external audit of the accounts of the Trust since its establishment in 1992. Price Waterhouse is currently working (pro bono) on an audit through 12/31/96. Subsequent audits on an annual basis will be more timely and useful if the accounts are maintained on a computer.

**Recommendations**

1 Staff capabilities will be assessed as part of the performance review, and reassignment may be required based on program priorities. Letters of employment, updated job descriptions and individual training plans should be developed for each staff member based on assignments.

2 Unserviceable equipment should be surveyed and either repaired if the cost is justified or discarded. A list of equipment needs should be prepared and used as a guide in approaching donors for support. USAID at times has surplus equipment available for donation to NGOs. Preventive maintenance and regular inspections programs should be established to keep motors and other equipment functional.

3 Continue to upgrade the accounting system and add the capability to make cash forecasts and budget analysis. The Board should review the financial information every two months and provide assistance in meeting shortfalls in revenue. The Board must also review progress in implementing the fundraising plans on a bi-monthly basis, and provide assistance in contacting sources of cash and in-kind contributions.

4 The Trust should keep a careful record of in-kind contributions and the estimated value, with appropriate recognition of the donors. This information will encourage additional support from the donors by providing evidence of strong local support to match their contributions.

**F Sustainability Rating 2 Major improvement needed in all areas**

The financial sustainability of the Trust into the future is uncertain, and a major fund raising campaign must be started immediately. The Trust is totally dependent on two sources, and has not as yet been successful in any significant fundraising appeal. At present the principle sources of funds come from two sources, the Jamaica National Parks Trust Fund and USAID grants to NRCA. As more national parks are created, there will be additional demands on the parks fund which may lead to a reduction (certainly no increase) in the amounts assigned to MBMPT. NRCA/USAID funding for DEMO will end in May 1999, and there are no plans to extend the Project at present. The CWIP (Coastal Water Quality Improvement Project) of NRCA/DEMO has started work in Negril, and is considering working in Ocho Rios and Port Antonio beginning in 1999. The possibility of major support for the Montego Bay Marine Park from CWIP is uncertain given that projects current priorities.

The Trust understands the need to develop alternate sources of financial support and has begun to develop a "revenue generation action plan" (Ref 7). This first draft identifies a wide range of possible fundraising activities, proposes a schedule for implementation, and estimates the costs of development. Recognizing that it is a work in progress, the draft will also have to develop a forecast of revenue that would be generated from each activity for a cost/benefit determination, *e.g.* if \$25,000 is received to invest in a fundraising idea, what is the income that can be expected over and above the cost of the investment? The credibility of the overall revenue generation plan will depend on the success in implementing one or two of the proposed actions.

Organizational sustainability can be best achieved if the basic operational expense (rent, utilities, supplies, core staff salaries) of the Trust were to be financed by an endowed trust fund. Donors are less attracted to contributing to a core operating expenses, or even allowing an overhead (G&A) percentage in their project grants. A special project, financing a boat, education center, or land purchase is normally a much easier sell. Nevertheless, planning for a trust fund should be begun by MBMPT and major individual and corporate contributors identified. Design of the trust instrument and management will give donors confidence that their contributions will be managed. A specific target should be set for the initial endowment of the Trust Fund, for example US\$ 2 million, with the understanding that no disbursements of capital or income will be made until that level is reached. In the case of Montego Bay, the possibility of the donation of a house or property by an U.S. taxpayer could be considered. The Nature Conservancy can advise a potential donor on how to comply with IRS regulations to receive tax benefits from such a charitable contribution.

**Recommendations**

1. The acceptance of the Parchment report will release certain funds to the Trust from DEMO and the PARC Project. These moneys must be considered "bridge" funding only through February of 1999. Over the next 12 months a major source of

funding must be developed from an international source that will provide three years of funding to the Trust as a complement to the JNPTF payments for Marine Park management

2 The Trust must demonstrate that it can develop and implement a revenue generating project in order to gain experience and to establish a track record as an institution. Over the next year it should focus on starting no more than three simple projects and concentrate on getting them up and running effectively

3 The Board should form a committee to endow a permanent trust fund that would be designed to provide the basic operating costs of the Trust. Capitalized at US\$ 2 million, its income could be expected to be a minimum of \$100,000 to \$140,000 per year depending on the previous years earnings

## **G Organizational Recommendations**

The Montego Bay Marine Park Trust is an "emerging organization" making the transition from a voluntary organization of concerned citizens to that of a professionally managed institution that intends to provide increasing services to its constituency. At this time (May 1998) the Board of the Trust recognizes that substantial changes in management and service delivery are necessary and that present funding is inadequate and not secure. The Board has accepted the recommendations of the Parchment Study (Ref 3) and will proceed to implement the suggestions in an orderly manner starting with the appointment of an Executive Director for the Trust

Over the next 12 months the Trust must concentrate on (1) doing a few things very well, (2) developing a track record in private fund raising and revenue generation, and (3) increase international development funding. An ambitious but achievable goal for January 1, 2000 would be a budget of US\$ 300,000 that is fully financed. The following actions are recommended for the coming year

1 Recruit and train an Executive Director who will be responsible for managing (1) the organizational development and financing of the MBMPT, and (2) the protection and restoration of the Montego Bay Marine Park

2 Recruit a Public Information and Education Officer, with good oral and written presentation skills, to take over volunteer recruitment and educational campaigns, and to work with the Executive Director on external representation and proposal development

3 Public Information and Education Officer will focus on building public interest and support in the mission of the MBMPT in all economic and social levels. Emphasize publicity on Trust mission and objectives, the importance of protecting the Montego Bay environment, and the role that volunteers can play in advancing that mission

4 Concentrate on achieving one (1) significant (> US\$ 25,000) fund raising goal from corporate or private foundation sources within the next six months. It will do wonders

for the morale of the staff, the Board, and the Friends of the Park, and it will establish a track record

5 Reactivate the science program of the Trust under the direction of the Park Director concentrating on water quality and marine life surveys in Montego Bay Promote visiting scientific research programs and establish a marine data base

6 Sign a contract with at least one (1) institution to issue use permits or to collect fees on behalf of that agency retaining a percentage for administrative expenses Concentrate on tight administration and reporting of this service to justify additional contracts

7 Sign a cooperative agreement with the Coast Guard and/or the Resort Patrol for joint patrolling in the Marine Park boat in times of heavy use by tourists and other recreation users, and by fishers Patrols would emphasize service -- advise on recreational use and reef protection, search and rescue, emergency assistance and first aid -- over law enforcement

8 Review and update corporate articles of the MBMPT in accordance with increasing professionalization and responsibilities Modify duties and terms of service of the board, the membership and election procedures for Friends of the Park, and authorizations (if necessary) to create endowments and to joint venture or finance private enterprises

9 Organize a Local Advisory Committee as a link to public and private institutions concerned with the environment of Montego Bay and St James's Parish and the economic and social well being of the community Establish the LAC role as advising, supporting and promoting Trust conservation programs

10 Executive Director will foster a new organizational culture every staff member is a marine park conservation advocate, every staff member is a fund raiser, every staff member works with volunteers, and every staff member enlists others to rescue the Montego Bay environment

#### *ADDENDUM*

*A return visit was made to the offices of MBMT on August 11 The image and energy level of the office and staff was observed to have improved significantly since the original assessment two months previously Specific improvements that were noted were*

- 1 The office floors had been refurbished, working cubicles had been partitioned off for each staff member giving a much more business like atmosphere, and attractive educational posters were on display*
- 2 With the appointment of and Executive Director the Park Manager Maldon Miller had been freed from the problems of managing the trust and was able to focus on park management and to resurrect the science program*

- 3 *MBMPT park staff patrols were joined police and coast guardsmen which was increasing the effectiveness of the application of regulations and the enforcement function*
- 4 *Performance review of all staff by an independent panel had been completed resulting in the decision not to renew two park ranger contracts Recruitment of replacements now in process*
- 5 *Two new staff members had been contracted--an education officer and a youth program leader*
- 6 *Fundraising events were being planned High quality brochures had been printed, and attractive T-shirts were to be sold country wide through a marketing agreement with a business A significant grant had been received by MBMPT from a Kingston company*

*These improvements were due in large part to the appointment of Jill Williams, formerly the Secretary of the Board and a founder of MBMPT, as the Executive Director She brings to the position office management experience as well as her linkages to the business community in the Montego Bay area Receipt of a disbursement from the DEMO Project is helping to support this improved management*

## **V NEGRIL ENVIRONMENTAL PROTECTION TRUST**

(Visited August 6-15, 1998)

The Negril Area Environmental Protection Trust (NEPT) was organized in April 1994 as an umbrella environmental Non Governmental Organization The impetus for its formation came from the Third Annual Workshop of the Negril Coral Reef Protection Society (NCRPS) in December 1993 The workshop recognized that a coordinated environmental program on the land was essential if the Negril coral reefs and related coastal systems were to be conserved Initially it was thought to form a Local Advisory Committee to work with NCRPS on terrestrial conservation issues as a complement to its coastal conservation activities Ultimately the decision was made to form a new NGO that would be concerned with the protection of the environment of the entire Negril area Eleven agencies and organizations that were participants in the workshop together with NCRPS joined to establish NEPT

The mission given to the new organization was to *(1) Promote, encourage, and support efforts at all levels of society to protect, preserve, and improve the environment of Negril, and (2) Promote public awareness of the importance of the protection, preservation, and sound management of the environment* Under the auspices of the NCRPS the founders of the new organization began the development of a comprehensive Environmental Protection Plan for the watersheds of Negril The Negril and Green Island Area Local Planning Authority (NGIALPA) and the Natural Resources Conservation

Authority (NRCA) participated in this exercise with the support of the USAID funded DEMO Project. Following consultation with local communities, and government agency review, the Plan was accepted by NRCA and government in December 1995. The Negril Environmental Protection Area was officially designated by the Minister of Environment and Housing made on November 28, 1997.

The beaches and natural beauties of Negril are the third tourist destination in importance in Jamaica after Montego Bay and Ocho Rios. Protection of the coastal environment, especially the coral reefs, is essential if Negril is to continue as a tourist attraction. Negril also has other natural features that must be protected to conserve the natural environment -- the forested mountains, the watersheds that nurture the three principal rivers, and the Negril Great Morass. This unique wetland of more than 16,000 acres contains the Negril Royal Palm Reserve developed as a prime nature attraction in the 1980's, and currently being renovated by new management.

The growth of the local tourist industry brought people looking for work from the rest of the country. Housing for these workers is in short supply, substandard, and built without adequate planning or services. Garbage collection and disposal is uneven if it exists at all. Those that cannot find jobs in the hotels and tourist services enter into subsistence fishing, convert the forest to shifting cultivation and charcoaling, and look for other means of livelihood. Erosion of the deforested watersheds is silting the rivers, and rapid runoff carries the contamination of fertilizers and pesticides to the sea. These factors are creating a degraded environment on the land and along the coast. Silting and enriched nutrients from the rivers have led to algae blooms in some areas as well as depletion of fish stocks. These threats together with physical damage from the coral reefs eventually will result in the death of the reefs in some areas.

In 1990 the NCRPS, a locally based NGO, was formed by water sports and diving interests to preserve the coral reefs and the marine environment of Negril. The establishment of a marine park was proposed for the coastline of Negril and a voluntary program of stewardship of the reef system begun. It is anticipated that NEPT will be delegated responsibility for guiding the implementation of the Negril Environmental Protection Plan in the coming months. These responsibilities will include support of the work of NCRPS in managing the Negril Marine Park and the environmental projects of other NGOs and community groups.

## **ASSESSMENT**

**A     Mandate**     *Rating 2 Major improvements in key areas required*

The Negril Environmental Protection Plan (Ref 1) describes NEPT as one of the three organizations, with the Natural Resources Conservation Authority (NRCA) and the Negril Green Island Local Planning Authority (NGIALPA), that will play a leadership role and assume primary responsibilities for the implementation of the Plan. The Plan further states that the mandate of NEPT includes

- Facilitating community and public center environmental improvements, natural resource management, and community education and awareness
- Raising funds for long term financial support of local environmental projects by building a Trust Fund and undertaking income generating activities
- Providing management and operational services for area parks and protected areas
- Advocating sustainable development, sustainable tourism, and environmental protection for the greater Negril watersheds and marine environment at the local, national, and international levels

The above mandate gives NEPT a well defined if broad sphere of action. However closer reading of the Negril Environmental Protection Plan (NEPP) provides a detailed list of roles and responsibilities for NEPT that exceed its present or foreseeable organizational capacity. In addition to the detailed "First Three Year Objectives" established by the Plan for NEPT and its government agency members, NEPT is also responsible for raising funds to finance its own activities as well as those of government agencies. NRCA will release a delegation instrument outlining the responsibilities of NEPT for the implementation of the NEPP. Additional instructions can be anticipated from the NEPP Regulations also to be prepared by NRCA which will be given to NEPT to implement. It seems that NEPT has too many mandates, guidelines, instructions, etc., some with overlap on government agency functions, to be able to focus its resources effectively. These mandates are essentially meaningless given the level of staffing and uncertainty of funding of the organization.

NEPT has not yet been officially delegated the responsibility of guiding the implementation of the Negril Environmental Protection Plan. Preparation of the delegation instrument is reported to be advancing within NRCA. The delay may be due to thoughtful consideration by NEPT of what responsibilities should be delegated to NEPT at this time considering its present level of organizational development. Further guidelines for NEPT will come from the Development Order now in preparation by NGIALPA which will provide for the "control for land use to ensure proper sanitary conditions, coordinate provision of roads and public services, protect and extend amenities, and conserve and develop the area's resources". NEPT will also be expected to assist NGIALPA in applying the Development Order which it is expected to join in implementing.

The Negril Environmental Protection Plan states that NRCA will delegate responsibility "primarily enforcement powers" for implementation of the plan to NEPT. As NEPT is identified as a "non governmental organization" it is surprising that NRCA and NGIALPA intend to delegate to it the policing responsibility of government agencies. This delegation would seem to duplicate the enforcement responsibilities of government agencies--police, environmental wardens, parish constables, etc., as well as raising a doubt as to NEPT's "non-governmental" status.

## Recommendations

1 NEPT should carefully review the scope of responsibilities that will be assigned to it by the delegation instrument and assess the feasibility of implementation given its resources. The authority that would be delegated to NEPT should be confirmed with the relevant government agencies to make sure that they complement rather than duplicate the authority of the agencies. The terms of the delegation should be reviewed by the members of NEPT, and presented for public comment throughout the Negril Area, prior to acceptance.

2 Following its acceptance of the delegation instrument, NEPT should reassess its capabilities and requirements, and prepare an organizational development plan that would enable it to become effective in implementing the Negril Area Environmental Protection Plan. The plan should have organizational development goals or targets that would allow assessment of success in their achievement.

3 NEPT should examine the issue of being delegated enforcement responsibilities and powers very carefully to determine whether it can or should effectively exercise this function. A more appropriate division of responsibilities for a non-governmental organization would be to support and facilitate enforcement by government agencies in the application of laws and environmental regulations through public education, and by identifying violations, gathering evidence and appearing in court proceedings.

### **B Governance**

*Rating 2 Major improvements in key areas required*

NEPT is identified as a Non Governmental Organization (NGO) governed by a Board of Directors elected by the "members"--it is sometimes unclear as to whether it refers to members of the Trust or to members of the Board of Directors. The Articles of Association (Ref 2, Article 33) provides for a minimum of five (5) and not more than twenty (20), and then goes on to list 13 organizations from which the directors will "be selected". The Articles also state that at the first general meeting up to seven directors were to be elected from the member (founding) organizations of NEPT to serve two year terms. However, according to the Articles a number of directors are to be representatives of government agencies, including NRCA, Negril Green Island Area Local Planning Authority (NGIALPA), planning board, public health, education, police. It is not evident whether these Directors are appointed by their agency, or are elected to the Board by the members of NEPT, and if the two year term provision applies to them. This raises the question of whether NEPT is a non governmental organization or a quasi governmental organization (a "quango"). If NEPT is perceived as an instrument of government it may well be ineffective in generating support as a representative body drawn from civil society.

The Articles provide for the Board of Directors to elect an Executive Committee comprised by five (5) members: the Chairman and Deputy Chairman of the Board, the chairs of the two board committees -- fundraising, and government liaison, and a Treasurer. The Executive Director of NEPT serves as the Secretary and is a non-voting member of the Executive Committee. The Articles are overly detailed in procedural issues.

such as requirements for notice of meetings, formation of a quorum, and voting by proxy. These issues would be better addressed in Bye Laws drafted by the Board of Directors and approved by the Members of NEPT. Board responsibilities such as establishing Bye-Laws or procedures are not mentioned in the Articles, nor are such matters as appointing the Executive Director and fixing salaries, approving annual operating plans and budgets, signing memoranda of understanding with government agencies and other organizations, etc.

The Board of Directors of NEPT is also to serve as the "Environmental Protection Management & Advisory Council" (EPMAC) for the Negril Environmental Protection Area, according to the Negril Environmental Protection Plan. There is no statement as yet as to the functions of EPMAC, and its relationship if any to the governance of NEPT.

### **Recommendations**

1 The Articles of Association of NEPT should be reviewed to determine their adequacy for the good governance of the organization, and to determine if clarification is needed on the roles of the members of the organization, the Board Members, and the Executive Committee. The role of the Board sitting as EPMAC should also be defined. On the basis of that review by the members of the Trust, and consultation with the local community, amendment of the Articles may be required. Bye-Laws should be prepared in parallel or as a result of the proposed amendments of the Articles of Association.

2 The review should consider separating the governance of NEPT as an NGO from the responsibilities of the Board of Directors sitting as EPMAC. The Board could then concentrate on the functions of inter-agency coordination and the other responsibilities assigned to it as EPMAC. The Executive Committee, perhaps expanded to seven elected members, would focus on oversight of the programs financing and administration of NEPT.

3 Bye-Laws should be drafted to define the functions of the Board and the Executive Committee for governing the organization. Meetings should be scheduled on fixed date with a clear agenda circulated in advance to make best use of Board and staff time, the Executive Committee should meet monthly, the Board Subcommittees when needed, and the full board quarterly. While allowing full opportunity for discussion, time management of the meetings will be important to maintain participant interest.

4 A Board retreat should be scheduled within the next three months to assess priorities and capabilities of NEPT for 1999. This on-going process of board development should include identification of new members to be recruited to the organization, a review of the responsibilities of the Board and of the wider membership, and the acceptance of a "Board of Director's job description" by each member.

### **C Linkages** *Rating 4 Improvement in limited areas needed*

The present composition of the membership, and of the Board, gives NEPT a network of enabling linkages to government agencies as well as to leaders in the private

sector the Negril Chamber of Commerce, the Jamaica Tourism and Hotel Association. These members are potential sources of direct collaboration in the program activities of NEPT, and can reduce program costs by seconding or detailing personnel and sharing costs. As yet no formal memoranda on collaboration have been written, however, joint activities can begin on a trial basis to gain the experience of working together and defining the most effective means of collaboration.

The community based organizations, the Negril Fishing Cooperative, and the Negril Craft Traders Association, NCRPS, etc give NEPT a potentially powerful diffused linkage into the wider civil society of Negril. Through their membership they can be key in bringing to the EPA knowledge of the purposes and programs of NEPT. In essence the membership as a whole is ideally placed to act as a Local Advisory Committee, and can provide feedback to NEPT on the effectiveness of activities. These members can also look to the EPMAC as a way to be their advocates in accessing the services of government agencies.

### **Recommendations**

1 The Board of Directors should increase the number of members in the organization by recruiting community and association leaders and distinguished individuals concerned with the environment and sustainable development issues. This membership would serve as pool of interested people from which new Directors could be elected. Expanded membership would enable NEPT to expand its linkage to the wider community and provide a means for building public support as well for renewal of ideas and commitment.

2 NEPT should identify those government agencies and other organizations with which it is appropriate to collaborate begin joint activities sharing personnel and resources. Joint activities could increase the effectiveness of both organizations and make better use of limited resources. As these experiments in collaboration are tested and found effective, they should be formalized through memoranda of agreement or contracts.

### **D Programs** *Rating 2 major improvement in all areas required*

The major achievement of NEPT since its creation had been the preparation of the Negril Environmental Protection Plan, and the subsequent declaration of the Negril Environmental Protection Area. The declaration of the NEPA is precedent setting, the first in Jamaica, apparently used much of the energies of the staff and Board of NEPT. Program activities during the first years were limited to publicizing the mission of NEPT within the Negril community. The Executive Director's position became vacant early in 1998, and apparently very program activities were undertaken by NEPT during the first six months of the year until a replace was selected. The staff during that time consisted of the Administrative Assistant and a Peace Corps Volunteer, both working with little direction and support.

For the immediate future the priority of NEPT must be the consolidation of the institution, and the development of a basic portfolio of programs that support the

management of the Negril Environmental Protection Area. As both staff and resources will be limited, it will be important for NEPT to enlist the collaboration and support of its member organizations in its programs to be effective in the four important areas

(a) Facilitating Public Agency/Civil Society Communication

NEPT is the logical entity to serve as the facilitator and forum for communication and interchange between the various public agencies, chiefly NRCA and NGILAPA, and civil society on environmental issues and the need for collaborative efforts. The member organizations and the Board of Directors, sitting as EPMAC, are ideally placed to develop this informational exchange, and to provide a continuity to the dialogue. In addition, NEPT can lead efforts to involve a wider range of community organizations and other voices in this process that is critical to the implementation of the Negril Environmental Protection Plan.

(b) Environmental Awareness

Linked to the communication role is a continuing program of environmental awareness for the general public which would include an understanding and acceptance of the mandate and role of NEPT as an organization. In implementing this program the success of NCRPS can be reinforced and expanded by bringing the Junior Ranger program and similar initiatives to more schools and to a wider age range of participants. In this work the Chairman of the Board, Vincent Guthrie, will be particularly helpful.

(c) Protecting Key Natural Areas

The protection program of NCRPS for the Marine Park has functioned well over the last three years and it is anticipated that continuing funding for the next three years will be forthcoming from the European Union. NEPT's role will be to support the request to the EU and work to expand the protection role to terrestrial sites such as the Great Morass, the rivers, and the watershed catchment areas. As with the fisherman assisting in the management of coastal areas, local communities and resource users will be assisted to take responsibility for the conservation of the resource that they use.

(d) Raising Funds to Protect the Environment

NEPT's first priority is to finance its continued operations in the coming year. Beyond that it can be instrumental in steering funds to its member community groups and to other cooperatives by assisting them in preparing requests to the Jamaica Environmental Fund, the Green Fund, and specifically to the Coastal Water Quality Improvement Project which has grant funds to finance community efforts to improve water quality. NEPT could provide administration and accounting services to the grantees as a means to meet a part of its operational costs.

For the second year NEPT will be selling bird hunting permits on behalf of NRCA. The income to NEPT from the permits is minor, J\$ 100 per permit, which will hardly

compensate for the administrative costs involved. It does however continue a precedent for NEPT to receive other fees for managing permit services on behalf of public agencies.

It has been proposed that NEPT be authorized to collect the Beach Access Fees levied against hotels on an annual basis by NRCA. These fees are significant in amount, and it is hoped that NEPT will be authorized to retain 50% of the amount collected for its operations and to finance the activities of its NGO members. A request for a sharing agreement on the Beach Access Fees should be made to NRCA as soon as possible.

This assessment of organizational capability comes within a month of the new Executive Director, Susan Otuokon, joining NEPT. A detailed three to six months work plan is being implemented as staff and resources are available. The focus of this plan is the development of public relations and environmental awareness, institutional strengthening and coordination, project implementation, and fund raising. The initial priority of the Executive Director is to recruit staff, refurbish the office, and to revitalize programs.

### **Recommendations**

1 NEPT must move aggressively to get agreement from NRCA that it can collect and retain the Beach Usage Fees that are assessed on tourism hotels in the Negril area. By agreement 50% of the income should be used to support the management and administrative expenses of NEPT, and the balance used to finance environmental education programs and the projects of the NEPT members.

2 NEPT should continue to expand its environmental awareness activities and publicity campaign through its members. However, it should give priority to implementing one or two demonstration projects that are sure to be seen as "successful"-- a show piece for the organization. Successful projects are the best way to attract additional resources.

3 NEPT should carefully examine fee collection and income generation activities to make sure that (1) its costs of administration are fully recovered, (2) staff time is not diverted from other priorities, and (3) that the activities are related to advance the mission the protection of the environment.

### **E Resources** *Rating 2 Major improvement in all areas required*

#### (a) Personnel

NEPT has three full time staff, the Executive Director, an Administrative Assistant, and an Accountant who joined August 10. A Peace Corps Volunteer is also working for NEPT on community reforestation activities with the support of the Forest Service. The Administrative Assistant Pauline Munroe has been with NEPT since 1995 and with certain board members provides the continuity of the organization. The small staff of NEPT will require that each employee participate in the full range of activities, and the newly recruited accountant understands that he will participate in public relations, promotion of environmental awareness, and in fund raising.

The recent appointment of the new Executive Director, Susan Otuokon, is a significant advance for NEPT. Her qualifications, in addition to a Msc degree, include nearly ten years of experience working with environmental NGOs in Jamaica on program development and fund raising. She completed the drafting of the Negril Marine Park Management Plan for NCRPS prior to joining NEPT, has led teams to prepare major fund raising proposals to international donors. Despite the Executive Director's proven skills, a realistic appraisal of her work load -- board development and support, fund raising, lobbying for NRCA assistance, management of NEPT staff and materials, negotiations with corporations etc, clearly indicates that NEPT needs at least three additional staff members as quickly as funding can be found.

(b) Equipment and Office

The small NEPT office is equipped with a telephone, a xerox machine, and one modern desktop computer. An additional MS compatible computer will be provided by the DEMO Project for the use of the newly hired accountant. Other immediate equipment needs expected from DEMO are furniture, audio visual equipment, slide projects and screen, an overhead projector, and a public address system. These will be used in the environmental education program. The office is on E-Mail, and will soon have a Web page. The office has one vehicle, a Suzuki Vitara 4-door with about 70,000 miles for use on program activities. The vehicle and the office equipment are on loan from NRCA until the completion of the DEMO Project. Vehicle fuel and maintenance costs are paid directly by NEPT and are not reimbursed by NRCA.

NEPT occupies a small rented office semi detached from the NGILAPA building. The office is barely adequate for three people, in need of substantial rehabilitation. Funds were recently advanced by the DEMO Project to build a partition to close off an office for the Executive Director and to build storage cupboards. The interior walls have recently been painted and the floor covered with linoleum, which were significant improvements. The promised donation of an air conditioning unit is essential for minimal working comfort in the partitioned area. Even with this small upgrade, the office is inadequate, and more room must be found. The NGILAPA makes available a meeting room for the board, and an assembly room that can be used for general meetings and public presentations. The external condition of the buildings and the grounds are in disrepair and, and do not present an appropriate environmental image for NEPT.

Acquisition of an adequate building should have priority in the coming year once the immediate financing issues are resolved. The building should have sufficient space for expansion of the NEPT staff to eight or ten. NGILAPA could make land available for a building site near the present office. NEPT should investigate sharing the building with the Fishermen's Cooperative, NCRPS, and other local organizations. This would facilitate close coordination among the organizations on joint or cooperative projects, and reduce administrative costs each through the sharing of equipment and facilities such as meeting rooms, libraries, vehicles, etc.

(c) Financial

NEPT is currently operating on a budget established by the NRCA/DEMO project which will continued through February 1999. Payment of the costs of office rehabilitation, equipment purchases, and workshops are requested from DEMO/TSS, and paid directly by NRCA. For the few donations and grants that have been received, CANARI for reforestation activities, checking accounts have been established. The bank accounts maintained by the office have been periodically reviewed by an accountant in visits to the office, and have twice been reviewed by independent auditors. However, as an organization NEPT has had little experience in financial management, and has never produced a consolidated income and expenditure statement. Checks for salaries and other expenses are written by the DEMO Project which never enter the accounts of NEPT, and there is insufficient information in the offices of NEPT to prepare a report of the financial status of the organization.

The institutional strengthening plan has set certification by USAID of the accounting system of NEPT as a goal before the end of the year. Certification would enable NEPT to receive grants directly from USAID and from other donors, as well as assisting the new accountant to improve the financial management services that could be made available to member groups and local communities. Assistance in getting certified should be requested from the DEMO Project. It may be necessary to contract an accounting firm (one approved by USAID) to advise on the manuals of procedures and the selection of accounting software that that would meet USAID's criteria. As a part of the contract the accounting firm should train staff in the use of an appropriate accounting software package, and subsequently complete the annual audit. In developing the accounting system. The CWIP Project will be working with NEPT to help qualify its accounting systems for certification.

The accounting system adopted by NEPT should be structure to provide allow it to provide accounting services to its member organizations that may be manage by NEPT for a fee. The systems should also allow for NEPT to keep accounts of donations received in equipment and in kind from government agencies, the hotels and other sources as a match against direct funding by other donors.

**Recommendations**

1 Additional staff is needed by NEPT as soon as financing can be arranged. An immediate priority would be an individual to work on environmental awareness and communications (publicity). He or she should be able to work on local fund raising campaigns and the organization of public education and fund raising events drawing on the support of the Board.

2 NEPT should delay hiring a science officer or other specialized personnel until it can provide sufficient resources to make their work effective. In the interim, cooperative agreements should be developed with the Environmental Wardens of the Ministry of the Environment, National Water Commission, Ministry of Agriculture--forestry and fisheries, etc. to detail or assign staff to NEPT sponsored projects.

3 The Board of NEPT should give immediate attention to developing an environmental education center and adequate office facilities for NEPT. The convenience of sharing an office building with another organization should be examined. Building plans should allow for staff expansion, and the possible sharing of equipment and facilities with other organizations such as the Negril Fishing Cooperative or NCRPS. With the costs of construction estimated, a separate focused fund raising campaign be developed and implemented. An issue will be the ownership of the building and whether it would be constructed on owned or leased lands. This could be an issue in attracting private donations.

4 NEPT should develop comprehensive program budget for the fiscal year beginning January 1, 1999 that forecasts the minimum operational costs that are needed to continue functioning in that year. The program budget would include the full costs of projects to be implemented if additional funding is received. A financing plan should accompany the 1999 program budget indicating committed and prospective sources of income such as DEMO paid salaries for two months, European Union Grant shared with NCRPS, etc. The 1999 program budget should be approved by the Board of Directors at their November meeting, and serve as the basis for fund raising efforts.

**F Sustainability** *Rating 2 Major improvements in key areas required*

The sustainability of NEPT is quite uncertain at this time as there are no guarantees of future income. The salaries of the three staff are financed through February of 1999 by the DEMO Project, and operating costs for fuel, vehicle maintenance, etc. have to be raised by NEPT. Uncertainty of future funding is debilitating to staff morale whatever their enthusiasm and commitment, and will discourage the development of continuing programs.

The Executive Director and members of the Board Directors are well aware of the need for an immediate and effective fund raising campaign if NEPT is to continue. Several ideas are being developed at this time. The likely prospect of sharing in the European Union grant to NCRPS will provide some assistance, but it will not meet the full operating costs and the minimum project costs that are required.

1 A Hotel Visitor Donation Scheme has been proposed to the Jamaica Hotel and Tourist Association chapter in Negril through which guests at the Negril hotels would be asked to contribute a dollar per night, added to their bill, at the time of their check-in. These donations to an environmental fund managed by a committee of JHTA would be used to finance the programs of NEPT. The procedures for allocating the funds to programs have not been established. One way to organize disbursements would be for NEPT to prepare a program budget for its activities, including management and administrative costs, for acceptance by JHTA.

2 As hotels wish to provide entertainment to their guests on their premises, NEPT will investigate the would arrange to organize a weekly "bingo for the environment" night at cooperating hotels. This event would require little capital to organize, and could

generate a steady source of revenue throughout the year. A short environmental message with slides or video would be presented during an intermission on natural beauty of the Negril Area, and the importance of conservation. Guests would be encouraged to play the game one night a week with the knowledge that net proceeds would support work of local communities in conserving the environmental of Negril.

3 A more capital intensive project being advanced is the leasing Booby Cay from UDC to developing an excursion site. After cleaning the Cay of trash and debris, and developing simple visitor facilities, visitors would be charge a fee to visit and picnic on the island. Displays of native plants and birds would be developed over time, and a NEPT guide would lead interpretive nature walks. Construction of a watch tower on the Cay would provide visitors a view of the shoreline and coastal areas. It would also enable Marine Park Rangers to keep a large area of the park under observation, and to report by radio to the patrol boats or shore stations any incidents that require action.

4 The Negril Royal Palm Reserve, a 600 acre property in the Great Morass, is being developed by a private company as a prime tourist attraction. At one time it was thought that NEPT would lease and manage the reserve with visitor fees serving as a source of income, and that later it could take over management of the 6,000 acre Great Morass would be designated protected area. Before these ideas could be advanced the Royal Palm Reserve was leased to a private group who could raise the capital to develop it as an attraction. USAID has arranged for DEMO to contract a consultant developing nature tourist attractions to provide advice to the private investors on how the ecology of the reserve can be restored, and on the appropriate infrastructure and attractions that should be developed. NEPT will investigate the ways in which it can participate in this development by contracting to provide environmental education programs and interpretative guide service to the Reserve.

5 NEPT has plans to work with its member groups, such as the Negril Fishing Cooperative, and local community, groups in the development and management of visitor attractions to generate income for the groups and itself. Ideas being explored include guided boat trips up the rivers to scenic areas, establishment of an Orchard Sanctuary as a destination, and exploration of the Great Morass with a naturalist. These projects would be designed to provide employment to local people who would be trained to maintain the attraction --nature trails, butterfly farms, etc --and to act as interpretive guides for the tourists. These projects would have to recover operating costs, including administration by NEPT, once the initial investment had been funded by grants or loans.

## **Recommendations**

1 NEPT, Board and staff, must concentrate on financing the 1999 budget. The first step would be to develop a 12 month budget that would provide the minimum adequate level of funding necessary to continue programs. The next step is to identify the sources that will finance the coming year, including Beach Access Fees, visitor donation local fund raising events and grants from the Canada/Jamaica Green Fund, the Jamaica Environmental Fund, the European Union Project, etc. Funding from the USAID financed

Coastal Water Quality Improvement Project will have to be requested as a bridge until a continuing revenue sources are established

2 Based on the results of the 1999 fund raising campaign NEPT can develop a long term strategy for financial continuity This strategy must target a diversity of funding sources--revenue generating investments, fees for services, foundations, and private donors The strategy should develop a long term campaign aimed at major donors that would provide a continuity of funding

## **G NEPT Trust Fund**

The Negril Environmental Protection Plan states that NEPT has initiated a capital campaign to build a local Environmental Trust Fund to help meet its operational costs and to support the work of its member organizations and local communities A goal of US\$2 million has been established No progress has been made in fund raising for the Trust, and no primary source of capital for the Trust Fund has been identified The trust must be designed to appeal to prospective donors, and include their priorities in the objectives and operational procedures

The Negril Environmental Protection Plan states that income from the Trust Fund would be used to meet the local costs of NRCA and NGILAPA in addition to NEPT This should be carefully considered since it will very likely make the Trust Fund less attractive to private or corporate donors who would assume their contributions would support NGO activities The endowment of US\$2 million would be expected to disburse five percent (5%) per year Income above that amount would be added to the capital of the fund to insure maintenance of purchasing power in the future Income of US\$100,000 annually could support the operations of NEPT, but would contribute limited amounts to other activities

## **Recommendations**

1 The preparation of a long term financing strategy should include the design of a Trust Fund that would be permanently endowed The target of US\$2 million should be a minimum, and a decision made as to whether it will kept in US investments or in local currency accounts (Jamaican investments have a higher rate of interest, but are more vulnerable to loss of purchasing power through devaluation NEPT should look to international NGOs for advice on the design of the fund , and for the development of campaigns to reach potential international donors

2 The capital campaign to endow the Trust Fund should be a separate endeavor from fund raising initiatives to finance programs and projects Design of the trust should be based on donor interests, and major donors to the endowment should be offered the opportunity to have their contributions segregated into a specific account The income to their account would be used for the specific purpose for which the donor made the contribution For example, collections of Visitor Donations by JHTA could be put in

separate account, and the income used exclusively for the improvement of the coastal environment and the management of the Negril Marine Park

## **H Organizational Recommendations**

NEPT must be considered a new organization facing a tremendous challenge in the implementation of the Negril Environmental Protection Area. More than other environmental NGOs it is expected to assume broad responsibilities that in some cases are beyond the capability of the public agencies to which these functions are nominally assigned. The mandates that have been proposed for NEPT for the Negril Protection Area, which will be given in the delegation by NRCA, present an additional challenge in that they come without any guarantee of the resources necessary for success. It has the added challenge of having a significant governmental agency presence among its members and on its Board of Directors which may impede it being accepted as a non-governmental organization. NEPT, specifically the Executive Director with the help of the members, has two tasks -- to build a viable and effective institution and to find the funds to sustain it. NEPT has an important mandate, to implement the Negril Environmental Protected Area Plan. It has the authority to convene the actors concerned with improving the environment of Negril, and to motivate them to collaborate in actions that will restore, protect and develop a more beautiful Jamaica.

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## PERSONS CONTACTED

### Natural Resource Conservation Authority

Learie Miller	Deputy Executive Director, NP/ PA/W
Winsome Townsend	Senior Director (Acting) Corporate Planning
Frances Blair	Environmental Protection Officer, NP/PA
Brian Byfield	Environmental Protection Officer, NP/PA

### Jamaica Conservation and Development Trust

Dr David Smith	Executive Director
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### National Environmental Societies Trust

Maureen Rowe	Executive Director
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### Coastal Water Quality Improvement Project (CWIP)

Jan Aumon	ARD Chief of Party
Louis Daley	Pollution Policy Specialist
Indoek Oak	Institutional Strengthening Officer
Marcia Hexall	Community Liaison Officer

### Technical Support Service, Inc.

Albert Massoni	Executive Vice President
Allison Massa	Planning Consultant
Conrad Ornstein	DEMO Project Coordinator
Mark Gruin	Consultant Ecotourism Enterprises

### United States Agency for International Development

Greg Booth	DEMO Project Officer
Howard Batson	Acting Mission Director

## PORT ANTONIO

### Portland Environment Protection Association

Marguerite Gauron	Board President
Boyd Lewis	Board Treasurer & Finance Committee
John Lamey	Board, Education Committee
Cynthia Perry	Board, Education Committee
Dorothy Blake	Board, Fund Raising Committee
Viola Blake	Board, Publicity & Fund Raising Committee
Yvonne Ridguard	Board, Legal Advisor
Sybil Rendle	Board, Chair Education Committee

### PEPA Staff

Simon Ciappara	Executive Director of PEPA
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Joshua Thomas	PCV - Outreach Officer
(Alfred)"Ashie"Hazel	Member PAMP Advisory Committee

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Patricia Flynn	Port Antonio Resident

**MONTEGO BAY**

Montego Bay Marine Park Trust

Kirk Taylor	Board Chair
Minor Taylor	Fundraising Committee Chair
Brian Langford	Board Member
Paddy O'Callaghan	Founder and Board Chair Emeritus
Elizabeth Dobson	Board Member
David Lindo	Board Member
Theo Smit	Founding Board Member
Jill Williams	Board Secretary

Montego Bay Marine Park Trust Staff

Malden Miller	Marine Park Director
Roderick Clarke	Chief Ranger
Hopal Colley	Administrator
Etta Bygrave	Secretary
Rosemary Gordon	Volunteer Leader
Joshua Cinner	PCV Education Officer

**NEGRIL**

Negril Area Environmental Protection Trust (NEPT)

Susan Otuokon	Executive Director
Pauline Munroe	Administrative Assistant
Marvin Gunter	Accountant
Benjamin Lehinger	PCV Forestry Extension
Louis Daley	Former Executive Director

NEPT Board

Vincent Guthrie	Board President, Ministry of Education
Erwin Carne	Hotelier-Water Sports, President of NCRPS
Michael Gayle	Hotelier, JTHA