

CWIP

**Assessment of the
Coastal Water Quality
Improvement Project**

Coastal Water Quality Improvement Project

USAID Contract No. 532-C-00-98-00777-00

ASSESSMENT OF THE COASTAL WATER QUALITY IMPROVEMENT PROJECT

January 2002

Prepared for the:

Government of Jamaica's
National Environment and Planning Agency

And the

United States Agency for International Development

Implemented by:

Associates in Rural Development, Inc.
P.O. Box 1397
Burlington, Vermont 05402

Table of Contents

Acronyms	5
Acknowledgments	6
Executive Summary	7
1.0 Introduction	9
1.1 Assessment Objectives, Tasks and Outputs	
1.2 Assessment Team	10
1.3 Assessment Approach	10
1.4 Assessment Report Organization	10
2.0 Background	12
2.1 Environmental Context	12
2.2 Community Context	12
2.3 CWIP Original Design	13
2.4 CWIP CR 1 Implementation Strategy	13
2.5 Evolution of CWIP Design During Implementation	14
3.0 Strategic Partnerships in Negril	17
3.1 Negril Context	17
3.2 CWIP use of Strategic Partners in Negril	18
3.3 Negril Environmental Protection Trust (NEPT)	18
3.4 Negril Chamber of Commerce (NCC)	19
3.5 Analysis of CWIP's Strategic Partnerships in Negril	20
3.6 Lessons Learned from CWIP Strategic Partnerships in Negril	21
4.0 Community-based Initiatives in Negril	22
Mount Airy	22
Rock Spring	23
Retreat	25
Springfield	26
5.0 Stakeholder Groups and Governance Structures of CWIP in Negril	28
5.1 Observations	28
5.2 Analysis	29
5.3 Lessons Learned/Recommendations	30
6.0 Strategic Partnerships in Ocho Rios	31
6.1 Ocho Rios Context	31
6.2 CWIP use of Strategic Partners in Ocho Rios	32
6.3 Discovery Bay Marine Laboratory (DBML)	32
6.4 St. Ann Chamber of Commerce (SACOC)	33
6.5 Analysis of CWIP's Strategic Partnerships in Ocho Rios	34
6.6 Lessons from CWIP's Strategic Partnerships in Ocho Rios	35
7.0 Community-based Initiatives in Ocho Rios	36
STAEP A	36
DBML	36
St. Ann Chamber of Commerce	38

8.0 Stakeholder Groups and Governance Structures of CWIP in Ocho Rios	40
8.1 Observations	40
8.2 Analysis	41
8.3 Lessons Learned/Recommendations	41
9.0 Strategic Partnerships in Port Antonio	43
9.1 Port Antonio Context	43
9.2 CWIP use of Strategic Partnerships in Ocho Rios	43
9.3 Portland Environmental Protection Association (PEPA)	43
9.4 Analysis of CWIP's Strategic Partnerships in Port Antonio	44
9.5 Lessons Learned in Port Antonio	44
10.0 Community-based Initiatives in Port Antonio	46
PEPA	46
11.0 Stakeholder Groups and Governance Structures of CWIP in Port Antonio	48
11.1 Observations	48
11.2 Analysis	48
11.3 Lessons Learned/Recommendations	49
12.0 Project and National Governance Mechanisms	51
12.1 Observations	51
12.2 Analysis	51
13.0 Recommendations for Replication of CR 1 Initiatives, Methods and Governance	53
13.1 Community Animators	53
13.2 Environmental Education	53
13.3 Organizational Ranking System (ORS)	54
13.4 Recommendations for Local Governance	54
13.5 Grants Program	55

Acronyms

ARD	Associates in Rural Development, Inc.
CBI	Community-based Initiatives
CBO	Community-based Organizations
CB-ENRM	Community-based Environment and Natural Resources Management
CDM	Camp, Dresser, and McKee
CLO	Community Liaison Officer
COP	Chief of Party
CRDC	Construction Resource Development Centre
CR 1	Contract Result 1
CWIP	Coastal Water Quality Improvement Project
EE	Environmental Education
EFJ	Environmental Foundation of Jamaica
EMSS	Environmental Management Systems Specialist
EPA	Environmental Protection Area
EPP	Environmental Protection Plan
EU	European Union
GoJ	Government of Jamaica
GMMP	Grant Management Monitoring Plan
ISC	Interagency Steering Committee
JSIF	Jamaica Social Investment Fund
MOU	Memorandum of Understanding
NEPT	Negril Area Environmental Protection Trust
NCRPS	Negril Coral Reef Preservation Society
NCAS	Negril Community Animator's Society
NCC	Negril Chamber of Commerce
NEPA	Negril Environment and Planning Agency
NGIALPA	Negril Green Island Area Local Planning Authority
NGO	Nongovernmental Organization
NRCA	Nature Resources Conservation Authority
NWC	National Water Commission
ORS	Organizational Ranking System
OSO	Organizational Strengthening Officer
PCC	Portland Chamber of Commerce
PDC	Parish Development Committee
PPPS	Pollution Prevention Policy Specialist
PSO	Private Sector Organization
RADA	Rural Agricultural Development Authority
SDC	Social Development Commission
SACOC	St. Ann Chamber of Commerce
SO2	Strategic Objective – 2 (USAID)
SWOT	Strengths, Weaknesses, Opportunities, Threats Analysis
TAT	Technical Assistance Team
ToP	Technology of Participation
UDC	Urban Development Corporation
USAID	United States Agency for International Development
WPM	Western Parks and Market

Acknowledgments

This assessment of the CWIP's CR1 activities and the preparation of this report were made possible by the contributions of many people. Firstly, thanks are due to the CWIP staff members who contributed in many ways.

Of course, we would not have data for this report without access to key informants from the communities involved, and personnel of all the agencies who gave so generously of their time and ideas. Thank you for your kind cooperation

Special mention is made of Mr. Slowly (renamed Bwana Pole Pole) our patient, efficient, and on-time driver who took us on our journey in search of information, from Negril Point to Morant Point and back to Kingston, exercising great caution at all times.

While acknowledging our appreciation for the input of all who helped us understand this richly complex project, and its even more complex social and institutional environments, the authors retain complete responsibility for any errors of fact and interpretation that may have crept into this report.

Executive Summary

With CWIP in its fifth year of implementation, the project managers at USAID Jamaica and ARD/CWIP decided to commission an assessment of the project component that deals directly with community based initiatives. This is the report on a three-week investigation focused on impact, lessons learned and recommendations.

CWIP has earned a reputation as project that gets things done. Its five diverse components have affected a broad range of issues in the struggle for improved coastal water quality in Jamaica. Component one, or contract result one (CR 1) in the parlance of USAID's results framework, has been in the forefront of innovation for community participation in environmental action.

CR 1 has operated sequentially at three sites: Negril, Ocho Rios and Portland. In the first site, the CWIP team developed a model of operation that combined training of animators and community mobilization, with a funding program using local NGOs as grant administrators for community based initiatives. Negril was the pilot site for a demonstration project that cut new ground in environmental programming. With such energetic experimentation, mistakes were made and lessons were learned, while community groups and NGOs built their capacities and strengthened environmental networks.

By the third year, a second CWIP site was opened in Ocho Rios, with revised approaches that were enriched by experiences in Negril. The initial ambitious attempt to link community income generation with environmental action gave way to a focus on efforts that would directly affect coastal water quality. The CWIP team took on more of a facilitator role in CR 1 implementation, with greater involvement of local stakeholders. More carefully targeted grants to NGOs and community groups produced significant results in environmental education and other areas. Still, some innovations, activities and relationships worked better than others. So the learning continued, as did refinement of the approach.

Finally CWIP arrived at Port Antonio, with a relatively short time left in the life of the project, and a sharper vision of how to work with communities. Using just two 10-month grants, the CR 1 program combined environmental education messages with local participation in solid waste management, and did so to good result. Building durable stakeholder entities and other elements of sustainability has come to the fore of CR 1. Now, it appears likely that a six-month extension of CWIP to June 2003 will permit this final experimentation to work on a single urban area of a watershed, bringing together the best of what CWIP can do under the theme of garbage, gullies and governance.

CWIP faced formidable challenges from the social/political milieu. Like all environmental programs in Jamaica, it has to deal with complex infrastructure issues, such as the dearth of locally sanctioned stakeholder entities, and unrealistic expectations of communities that are inexperienced in self-management of environmental matters.

In terms of project design and direction still more challenges were presented. An interpretation of USAID regulations at the onset of CWIP's implementation led to the unusual step of creating grant management units to administer CWIP funds in a series of 'strategic partner' NGOs at each site. This was done at a considerable cost to both the CWIP program and the partners themselves.

From its beginning in 1997, CWIP had to contend with a daunting schedule of work at five sites in five years, a pace scarcely in keeping with the time-consuming processes of genuine participation. Although this was eventually reduced to three sites, CWIP often seemed to be pushing its partners, grantees and participating communities to move faster than many felt was wise.

As we follow the CWIP odyssey along the west and northern coasts of the island, and along a path of trial-and-error improvement, it is important to remember that there were few prior successes on which to build. Hindsight is always 20/20 vision, and it is far easier to spot

miscues looking backward than to find the best way forward on the first try. CWIP had problems, some inevitable, some of its own making. Yet, it did find its way forward, and has emerged as an interesting model-in-the-making for community based environmental action in Jamaica.

This assessment chronicles some of that evolution in CWIP one component. It does not shy away from analyzing the foibles, while hopefully doing justice to the many accomplishments. If the authors seem determined to pick around in CWIP's less successful corners, it is because these are often the most fruitful source of learning.

The assessment team has a high regard for the committed personnel that have labored so diligently to make CWIP the success that it had become. At the same time, we owe a clear-eyed and unvarnished assessment to them and all those who ventured to work with CWIP in so many different capacities. This debt of honesty is especially due for the farming and fishing families, the villagers and volunteers in CWIP-assisted communities, ordinary Jamaicans who take the risk of daring to hope that they can make things better.

1.0 Introduction

1.1 Assessment Objectives, Tasks and Outputs

In the current USAID managing-for-results framework, a project's indicators and monitoring tied directly to the results package of USAID's country-level Strategic Objectives (SO). Old-fashioned independent project assessments are rarely undertaken. Nonetheless, the ARD/CWIP management team and the USAID SO 2 team felt a need to step beyond minimum reporting requirements, and get an objective analysis of the project's Contract Result 1 (CR 1). This is the component that deals with community-based initiatives (CBIs). Now as CR 1 activities begin to phase down in CWIP's final year, the CWIP team asked for an outside perspective on what can be learned on two levels.

One level concerns the techniques and outcomes of community mobilization, stakeholder participation, and governance structures that CWIP worked with at its three sites. A second level is that of the grants management program of CWIP, which involves 'strategic partners' – organizations that helped manage pass-through grants and provide assistance to other organizations that might not have qualified for direct funding under USAID regulations.

The main elements of this CR 1 assessment include:

- Critical analysis of the community-based environmental projects that were implemented, as well as the capacity of the community organizations themselves as a result of implementing these CBIs.
- Examination of the supporting grant program: types of projects implemented, their impact and accomplishments or outputs
- Determination of the effectiveness of CWIP's Organizational Ranking System (ORS) for institutional strengthening
- Study of effectiveness of governance structures in terms of CWIP's site entry strategies as well as the implementation and sustainability of environmental projects through stakeholder groups
- Analysis of role, structure, functions and mandate of these stakeholder institutions in light of their prospects, appropriateness and legitimacy as local management institutions
- Compilation of lessons learned in the strategic partners approach, its successes, downfalls and impact on the overall CWIP achievements
- Assessment of selected partners to determine the level of capacity enhancement achieved in their involvement in CR 1 projects
- Recommendations for institutionalization of activities under CR 1 for replication by other organizations,
- Recommendations for refinement of community-based grant management program, including alternate sources of grant funds

The assessment's Scope of Work (Annex A) calls for two outputs:

- A debriefing with CWIP, USAID, NEPA and other interested parties to present lessons and recommendations, and gather responses
- A written report detailing the work and findings of the assessment exercise

A two and one-half hour debriefing at USAID offices was held 20 June 2002 for participants from USAID, NEPA, CWIP, Ridge to Reef project and the Canadian Green Fund. Comments

from that exchange were then incorporated into this report, which fulfills the second required output.

1.2 Assessment Team

A team of three independent consultants was assembled for the assessment, each with designated areas of responsibility.

- Janet Bedasse took the lead in the assessment areas of organizational capacity building and community-level activities.
- Trevor Spence had particular responsibility for assessing governance structures and stakeholder entities under CWIP.
- Jonathan Otto served as the team leader, with a focus on the CWIP grant program and overall report compilation.

These assigned roles notwithstanding, the team members reviewed and critiqued each other's analysis. They shared equally in the articulation of assessment findings.

1.3 Assessment Approach

The team collected data from a variety of sources:

- Review of extensive project documentation supplied by CWIP (Annex B).
- Initial briefings with USAID, NEPA and the ARD/CWIP team
- On-site interviews with participating agencies in the project's three sites of Negril, Ocho Rios and Port Antonio
- Field visits to CBI sites, including interviews with community members who once worked or are still working on CWIP-supported initiatives
- Discussions with some CWIP consultants, community animators, former CWIP staff and former leaders of participating agencies

Annex C lists the people contacted. Once data collection was completed, each assessment team member submitted his or her findings for joint consideration and revision. These findings are organized in a three-tiered matrix that became the organizing pattern for this report:

- Observations and findings of fact
- Analysis or conclusions
- Lessons learned, and where applicable, recommendations

Janet Bedasse opted to present her findings on community-level activities in chart under this matrix format.

1.4 Assessment Report Organization

This introduction is followed by a background section, which briefly explains CWIP and its context for those who may not be completely familiar with the project. Then, each of the three project areas are examined from three perspectives:

- Strategic partnerships involved in grant management and support to CBIs
- The community-based activities and the groups involved in them

- Stakeholder entities and governance structures related to the project and possibly, to post-project environmental programs

Following these site-specific sections of the report are two general sections specified by the SOW:

- Recommendations for replication of CR1 initiatives, methods and governance
- Recommendations for management of community-based grants programs

A final conclusions section attempts to pull together some of the salient findings of this ambitious assessment exercise.

What is a Community-based Initiative (CBI)?

CWIP's Performance Monitoring Plan defines CBI as "an activity identified and implemented by organizations operating in the community". Setting boundaries for this assessment requires greater precision, since CWIP's other components also involve grant funding for activities in 'the community'— another term with multiple meanings. This assessment focuses on CBIs that were funded through strategic partners and that engaged some residential group(s) in a specific activity for direct benefit. Thus, the assessment includes:

- Four initiatives with community-based organizations (CBOs) in Negril
- Activities of three NGOs and two CBOs in Ocho Rios
- Two NGO-managed projects in Port Antonio

Excluded are CWIP-supported activities under other CRs, such as monitoring coastal water quality and hosting local wastewater advisory and monitoring committees, among many others.

2.0 Background

2.1 Environmental Context

Jamaica is blessed with rich and abundant natural resources. This environmental wealth drives the major economic force in the country - tourism. The tourism sector is critical to the economic vitality of Jamaica. Tourism has surpassed all other sectors of the Jamaican economy in terms of contribution to the gross domestic product and generation of foreign exchange. One in four Jamaicans works in the tourism sector.

Yet, the country is confronting serious environmental challenges that are threatening the sustainability of tourism. Environmental quality is declining in current and potential tourism areas due to poorly planned agricultural, industrial, tourism, and urban development and management. Additionally, the rapid growth in tourist-related development has been concentrated in selected coastal areas - primarily along the country's North and West Coast. Growth in these coastal areas has included physical development that resulted in economic opportunities and a corresponding population influx.

People seeking employment opportunities in the emerging tourism-related sites have little alternative for housing other than in the nearby informal residential areas, which usually lack basic water and sanitation facilities. The combination of rapid urban development and population growth near the coastal zone has placed a strain on the government infrastructure of water and wastewater treatment services as well as solid waste collection. The impact of human activity has contributed to environmental degradation through poor agricultural methods; cutting of forests, mangroves, and ground cover; uncontrolled sewage discharge; and non-sustainable marine fishing practices.

These factors are placing severe stress on the country's natural resources. Particular concerns are the marine and near shore terrestrial resources. These have to sustain the vast majority of the population and tourism-related pressures. Coastal ecosystems have been severely damaged resulting in the destruction of portions of the coral reef ecosystems. Only through concerted, comprehensive, and community-based initiatives targeted at conserving natural resources and increasing economic opportunity, can the environmental threat to Jamaica be reversed.

The Government of Jamaica (GoJ), with the assistance of development partners, is taking proactive measures to address the problems confronting critical coastal zone ecosystems. The GoJ, through the Natural Resources Conservation Authority (NRCA), now National Environment and Planning Agency (NEPA) and USAID have jointly been implementing CWIP to help address coastal zone management problems, especially coastal water quality, confronting targeted coastal zone communities.

2.2 Community Context

CWIP Contract Result 1 (CR1) supports community-based initiatives to identify, prioritize and address environmental concerns. With this mandate, a major challenge became that of working with community groups specifically formed to implement projects under CWIP and which had very little or no experience in project implementation. Additionally, with the high rate of illiteracy as a contributory factor, these communities lacked the necessary skills required for working successfully within groups to achieve results that would benefit the community as a whole.

Within most of the communities, the awareness of environmental and health issues is strangled by the reality of lack of shelter, food, jobs and provision of social services like roads and garbage collection. In most instances community 'champions' led the project processes but champions with limited appreciation for teamwork, group dynamics, conflict resolution, negotiation and good leadership measures cannot support development of their communities adequately.

Another distinct disadvantage faced by the CWIP Project CR1 Community based initiatives was the culture and conditioning which allows communities to wait for social programs and handouts to solve social problems on a short term basis. Many community members expected to be paid for their involvement in community projects because of experiences with previous projects. Additionally, the high rate of unemployment coupled with real need has stifled the volunteer spirit.

2.3 CWIP Original Design

USAID Jamaica issued the Request for Proposal for CWIP in mid-1997, and the winning bid was submitted by Associates in Rural Development, Inc. (ARD) and its subcontractors. They were awarded a contract that began in May 1998 to assist the implementation of a bilateral initiative between USAID and the National Resources Conservation Authority (predecessor of the National Environmental Protection Agency, (NEPA). The project was intended to contribute to the achievement of USAID Jamaica's Strategic Objective 2, or SO2: increased protection of key natural resources in environmentally and economically significant areas.

CWIP was designed as a six-year project with five distinct but interrelated components, each of which was formulated into a separate Contract Result. Taken together, the five components were meant to form a 'synergy of interventions' to help improve coastal water quality. Figure 1 presents this framework of multiple components, with program elements for each.

2.4 CWIP CR 1 Implementation Strategy

While three of the five CWIP components, or CRs, imply NGO involvement, only one is aimed specifically at engendering local community involvement, CR 1: Community-based initiatives to identify, prioritize, and address environmental concerns supported.

Among CWIP components, CR 1 took pride of place as the lead element. Based on the USAID statement of work for CWIP, ARD's interpretation in its successful proposal was that:

"Community-based environmental initiatives are the critical binding element to achievement of the Strategic Objective. ... CR 1 will provide the mechanism for sustained community based environmental and natural resource management. CR 1 will be the engine for the mobilization and empowerment of community groups to sustainably manage their natural resource base. CR 1 will promote employment and revenue generation through sound and sustainable business practices."

The basis of ARD's approach to CR 1 is its community mobilization and development model, with the grant program identified as a tool to promote sustained environmental initiatives. This model is presented in Figure 2. While specifics of the grant program's development were necessarily left for later, the clear intent of ARD's proposal strategy (and USAID's original design) was to "... place a strong emphasis on entrepreneurial activities that address environmental problems as well as generate employment opportunities ...", and to "... strengthen CBO/NGO/PSOs to ensure that organizational structures and programs are financially sustainable in the long run." PSOs are private sector organizations.

At the start, no intermediary agencies, called 'strategic partners' by CWIP, were envisioned in the grants program. The CWIP team was directly to assist community groups with plans and proposals, with its Community Liaison Officer (CLO) as key link between communities and CWIP assistance. CWIP's Organizational Strengthening Officer (OSO) was to assist in proposal review in areas of organizational, financial and reporting capacities, with the CWIP Chief or Party (COP) and Pollution Prevention Policy Specialist (PPPS) helping assess draft proposals for technical soundness.

ARD proposed Negril as the first of five planned CWIP pilot sites, and like other competitive bidders for CWIP, ARD conducted extensive research in preparation for its bid. Through this research process the US bidding agencies gained valuable information. Illustrative potential

CBIs presented by ARD share a distinctive income- and employment-generating flavor: fuelwood for charcoal, credit facilities, apiculture, and fee-for-service sanitation, among others. This matched the intent of the USAID project design.

In this process of pre-award contacts, many inhabitants of Negril's rural communities and Negril's environmental agencies formed high expectations for the sizable investment soon to come their way. Thus, CWIP's CR 1 activities began in Negril with pre-existing relationships and perhaps unrealistic visions for what would be possible.

2.5 Evolution of CWIP Design During Implementation

This assessment of CWIP's CR1 is essentially the story of a project that was in almost continuous evolution from when it started. The chart below tracks a number of key project elements across the three CWIP sites of Negril, Oho Rios and Port Antonio.

Evolution of CWIP design during implementation

Communities & NGOs implementing Community-based Initiatives	Strategic Partner Administering Community Projects	Strategic Partner Implementing Projects	Environmental Education (EE)	Use of Animators	Use of Stakeholder Meeting process to identify priority issues within communities
NEGRIL					
4	<p>NEPT –</p> <p>The Grant Program was delayed until NEPT was accredited (with CWIP assistance) to receive USAID funds.</p>	<p>NCC – Had accreditation for receipt of USAID funds</p>	<p>A small grant was given to NEPT for EE through NEPT’s lobbying efforts. No stipulation was made by CWIP for EE to be delivered specifically to the communities implementing projects. In the end the lesson learned was that these communities would have benefited from having their environmental awareness heightened.</p>	<p>The persons who were trained for a brief period to be animators expected high paying jobs and formed themselves into an Association which set their standard fees. This was unaffordable.</p> <p>Some animation techniques were employed in the communities and paid for out of the CWIP sub-Grant to the Community that was managed by the strategic partner.</p>	<p>The community projects in Negril were taken from Negril’s Environment Protection Plan that had already identified projects for the communities involved, before CWIP began.</p>
OCHO RIOS					
1 STAEP A	<p>2</p> <p>St. Ann C of C-</p> <p>Assisted to get accreditation for receipt of USAID funds.</p> <p>DBML- Already had accreditation for receipt of USAID funds.</p>		<p>Special emphasis on Environmental Education. STAEP A developed & tested manual in Ocho Rios and its environs. Presenters were not properly selected, had too short a training time and much to learn and so most were ineffective</p>	<p>Animators were selected from communities and agencies and attended a 28 day training programme. The persons were carefully selected and had a higher level of success in delivering their programmes. They were used for delivery of EE especially in the Pimento Walk Project.</p>	<p>CWIP hosted a stakeholders’ workshop in Ocho Rios to identify the key environmental issues affecting persons living in Ocho Rios and its environs prior to embarking on any project implementation.</p>

Communities & NGOs implementing Community-based Initiatives	Strategic Partner Administering Community Projects	Strategic Partner Implementing Projects	Environmental Education (EE)	Use of Animators	Use of Stakeholder Meeting process to identify priority issues within communities
PORT ANTONIO					
	<p>1</p> <p>PEPA – Had accreditation for receipt of USAID funds.</p> <p>CWIP staff in placed to manage the two projects</p> <p>An opportunity for integration of PEPA into these project activities is not being used and this may jeopardize the sustainability of the projects when CWIP leaves.</p>	<p>1</p> <p>CASE – Water Quality Monitoring</p>	<p>Use of the manual developed by STAEPa specifically targeting the communities which are being encouraged to participate in the Solid Waste Management project. To date 20 communities have received two presentations each. The presenters have been carefully chosen from among persons with teaching background and have gone well.</p>	<p>Four persons were sent to participate in the Animation training in Ocho Rios. However, two left the area in search of other jobs and two were incompetent.</p> <p>The project (run by CWIP employees) hired two animators who are doing a good job in the community collecting necessary data.</p>	<p>By the time CWIP got to Port Antonio a Parish Development Committee was in existence for 1 year and provided the grouping of stakeholders for the Stakeholder’s workshop to decide what was to be done in the parish and who was to do it. CWIP worked with the executive committee of the PDC which established a task force to guide implementation of CWIP in Portland. Although EE was not identified in the workshop as one of the eight environmental priorities in Port Antonio, this task force decided it was important and gave birth to the EE programme.</p>

3.0 Strategic Partnerships in Negril

3.1 Negril Context

The Negril Environmental Protection Area (EPA) comprised CWIP's first pilot site. Negril is one of Jamaica's natural scenic treasures. Blessed by a beautiful environment and relaxed surroundings, the area is appreciated by residents and visitors alike. Growth and development have brought benefits for many, but at considerable costs to the environment, rural parts of the watershed lack safe and adequate water supplies or garbage removal, posing potential public health risks.

Coastal water quality is deteriorating, coral reefs are dying, fish stocks are depleted, public beaches are scarce, and prime natural areas have been lost. Effluents from inadequately treated sewage and garbage dumps have destroyed prime reef areas. The beach and west end cliffs of Negril are almost completely lined with hotels and guesthouses, which have largely blocked access to the shore. Beaches have eroded and ground waters are polluted with sewage from "soak-way" toilets. Sinkholes and caves are clogged with garbage and sewage. Pedestrians must step in flooded garbage and mud-filled potholes and dodge dangerous traffic every time it rains. Big trees are being cut down for charcoal kilns or sawmills on forested hill slopes that are vital ground water recharge areas, increasing soil erosion.

Over the years, citizens and groups, throughout the area have responded to their deep concerns over environmental deterioration by initiating programs to improve the situation. While community environment awareness is generally higher than in most other parts of Jamaica due to the efforts of local NGOs such as the Negril Coral Reef Preservation Society (NCRPS), Negril Chamber of Commerce (NCC), and Negril Fisherman's Cooperative, and the Negril Environmental Protection Trust (NEPT), translating this awareness into meaningful actions by all sectors of the community still needs to be done.

The Town Planning Department has prepared a Negril Development Plan for the greater Negril area. This Plan was prepared following local community meetings in districts throughout the entire Negril and Green Island watersheds, in which local concerns were discussed, and representatives chosen to reflect each community's concerns. Among the environmental problems identified by communities in the Negril pilot area are:

- Areas with unique characteristics, high public value, or ecological fragility are not being protected from development or deterioration;
- Lands are not being set aside for public parks, playfields, beaches, and open spaces;
- Fisheries stocks are being depleted by over fishing, destructive fishing practices, and loss of fish nursery areas (mangroves, wetlands, reefs, shallow lagoons);
- Water pollution, especially nutrient enrichment from inadequately treated sewage effluent throughout the watershed, is a major factor in widespread coral reef deterioration. Loss of corals and sand-producing algae contributes to net loss of beach sand, impacting the community's major natural attraction and economic base;
- The Orange Bay garbage dump continues to be both a hazard to public health and impact the watershed's largest remaining mangrove forest, its most important fish nursery area, and the best remaining reef in the area; and
- Existing laws, regulations and building codes that are supposed to protect the environment and promote sustainable development are poorly understood and inadequately enforced.

In 1995 and again in 1997, the Negril area residents, spearheaded by key organizations, such as NEPT, NCC, and the NCRPS, prepared and approved the Negril Environmental Protection Plan (EPP). In the EPP are numerous community-based activities proposed to deal with

immediate and long-term environmental hazards that impact upon coastal water quality and the tourism industry. A number of identified community initiatives proposed in the EPP formed the basis for CWIP interventions.

3.2 CWIP use of Strategic Partners in Negril

Early in CWIP's implementation, a determination concerning eligibility for grant funds was made that had a profound effect on CR 1. It was decided that only organizations certified by USAID would manage CBI funds directly. Since very few Jamaican NGOs are certified, and no CBOs would qualify, this led to the use of intermediary organizations.

CWIP documents define these intermediaries, or 'strategic partners' as organizations that, "coordinate community-based initiatives and provide administrative and financial support to those organizations implementing grant projects." (*Fourth Annual Work Plan*, February 2001)

CWIP set up a two-tiered system. One tier was for smaller grants for NGOs and CBOs who were not entrusted to managed their own funds, and so needed to rely on the intermediary services of a CWIP strategic partner. The second tier was for the USAID-certified agencies who could administer grants on behalf of others, and also receive funding to upgrade their capacities, or to undertake CBIs on their own.

A key element of establishing and supporting this new layer of project management, and in a sense project governance, was a system of assessing each institution's capacities. This gave birth over the first phase of CWIP to the Organizational Ranking System (ORS) that tracked participating agencies' management in five performance areas. It also was the basis for an extensive program of institution building that was added to CWIP, beginning with building strategic partners' systems to become USAID certified, which is not mean task.

A final program element developed in the early stages of implementation was CWIP's training and deployment of community animators as outreach workers in support of CBIs. At the beginning of CWIP in Negril, all of these program elements – negotiation of strategic partners, development and use of ORS, training for USAID certification, and the community animators program – they all demanded a very high degree of direct implementation by CWIP's technical personnel. Ramping up this complex of program elements was accomplished with mixed great effort and with mixed results, as we see below.

3.3 Negril Environmental Protection Trust (NEPT)

NEPT, a limited liability company, is a consortium of 16 community groups and organizations that joined forces in 1994 to protect, preserve and improve the environment of the greater Negril area. NEPT, with local government and planning authority cooperation, became the focus for preparation of the Environmental Protection Plan for the Negril watershed. Through this process in the mid-1990s, NEPT established relationships with coastal and inland communities, helping them identify key problems and set priorities for action.

3.3.1 Observations on NEPT as a CWIP Strategic Partner

CWIP approached NEPT to become a strategic partner, making a proposal to NEPT's board that was accepted. NEPT understood that one of its role would be to assist community groups to prepare CBI proposals, which built on the needs analyses that CWIP's CLO had already undertaken. Once these CBI proposals were duly screened and approved by CWIP and its governing structures, NEPT was to assist the communities with implementation of activities.

NEPT's assistance to CBI implementation included procurement of materials and equipment, and financial management of the grants, since the community groups themselves were not entrusted with managing their grant funds directly. Thus, handling of CBI money and the accounting for these grant funds was not done by the recipients, but by NEPT as the strategic partner.

NEPT did not have previous experience making and managing community grants, and had some weaknesses in its organizational systems. CWIP supported NEPT to grow into its role as a strategic partner. After assessing the organization's capacities, CWIP provided technical assistance and training that allowed NEPT to gain USAID certification and improve its general management capacities.

CWIP also provided NEPT with funding for a vehicle and with salary support for the Executive Director. Although NEPT was meant to provide support in various ways to CBI grant recipients in rural locales, CWIP did not provide funding to NEPT for any outreach personnel. That work was to be done by the community animators who were trained by CWIP.

Many of the CWIP-trained animators were not from the communities involved in CWIP-supported CBIs. Some reportedly lacked skills needed for specific support tasks, such as CBI proposal preparation or technical knowledge in sectors of planned activity. What is more, the animators saw their new status as an income generating opportunity, formed a professional association with CWIP's aid and demanded handsome remuneration for their services.

CWIP engaged other consultants for certain technical tasks. Later on, NEPT received funding from another donor for a community outreach worker who did some work with the CWIP-supported communities. Much good will and effective community participation was forfeited by that time.

From community contacts NEPT had made during development of the EEP, a list of community projects was established before implementation of CWIP. CWIP decided to use some of these for CBI funding, even though they were not developed under CWIP criteria or with CWIP's project focus in mind. Five CBI proposals were worked on with some NEPT assistance, and four CBIs were eventually funded and administered by NEPT on behalf of the communities involved.

While CWIP was being implemented, NEPT's Executive Director resigned. The financial officer and other personnel left as well. The next Director lasted only a few months, ending her tenure in December 2001. There followed by another hiatus in NEPT leadership and further deterioration of accountability. Despite considerable earlier progress in improving NEPT's management capacities, the organization is only now beginning to reorganize under a new Director. Its comeback is underway, but a lot of confidence has been lost.

3.4 Negril Chamber of Commerce (NCC)

Although NCC is a registered charitable organization, CWIP considers it a private sector organization (PSO) since it represents the interests of the business community. NCC is made up of over 100 members: associations, interest groups, for-profit companies and individuals. Set up in 1983, NCC has a long history of involvement in sustainable development of the region, including environmental issues. An early NCC success was a campaign begun in the 1980s that headed off plans to mine peat from the Negril wetlands, which could have had profoundly negative effects on the ecology of the region.

3.4.1 Observations on NCC as a CWIP Strategic Partner

As was the case for NEPT, CWIP approached NCC with a proposal asking the Chamber to serve as a strategic partner to help manage funds destined for organizations that could not easily become USAID certified. In the case of NCC, the funds were intended PSOs that might present acceptable CBI requests.

NCC agreed to be a CWIP strategic partner, and so received technical and financial assistance to build its own capacities and to undertake assistance to other agencies. In the process NCC became USAID certified.

ARD, in researching possibilities prior to the award of its CWIP contract, had identified several PSO-type groups as possible candidates for CBI grants, including Jamaica Hotel and Tourism

Association and the Friends of the West End. NCC attempted to help a number of such organizations to develop activity plans that would eventually become CBI proposals.

For various reasons, none of these actually came together to be awarded CBI grants. In one case the proposed activity was judged to be strictly a marketing effort of no direct environmental value. In another, the group turned out to be an individual who could not engender enough interest from others to become actively involved in his project.

In the end, no PSOs were funded under CWIP's strategic partnership with NCC. NCC is however, working with CWIP funding under other CRs: to serve as the secretariat for the Wastewater Advisory and Monitoring Committee (AMC), to help construct and manage the Negril Recycling Center, and to assist with solid waste management under the Greening of Negril project. Valuable as these NCC efforts appear to be, they are noted here as evidence of CWIP's successful relationship with NCC, and not as community-based initiatives for this assessment.

3.5 Analysis of CWIP's Strategic Partnerships in Negril

The strategic partner system was put together early in CWIP's implementation. Its main objective was to meet ARD/CWIP's need for on-site partners to manage USAID funds on behalf of organizations deemed unable to do this directly. Negril's strategic partnership plan was a 'work in progress' that was not a well-integrated focused system.

One example of this lack of integration is the use of CWIP-trained community animators for outreach functions in rural communities, both before and during implementation of CBIs. The animators reportedly were drawn from a range of locations, organizations and educational levels, and were eager to use their new skills. Those who were actual residents of the CBI-assisted communities were quite useful in group formation and organization. However, taken as a whole the animators could not meet NEPT's need for a consistent contact and dependable services in the CBI target communities. Partly this was because some could not perform required tasks. Partly it was their lack of loyalty to NEPT and commitment to its intermediary role in CR 1.

As valuable as animator training may have been for certain individuals, that program seems to have lost its bearings with changes in CWIP team personnel, and with the growing realization that a mere 160 hours of training cannot produce community development professionals. While some animators served their communities directly, and other were engaged by CWIP with good results, many built false hopes of well-paid employment, and really did not serve the needs of CWIP, the CBI communities or NEPT as the strategic partner.

Another problem area in the evolving strategic partner system in Negril was the CWIP's acceptance of NEPT's previously prepared list of community projects. Some CWIP criteria for CBIs in environmental terms seem to have taken a back seat to the expediency of pre-identified activities, some of which have only the faintest connection to coastal water quality. At the same time, CWIP was under a mandate to make these grants in a timely fashion, and the original CWIP design did seem to promote environmentally-friendly or –neutral community businesses. What is more, previous donor support had pushed such thinking, so to oppose it would have been difficult for CWIP as the 'new kid on the block' in Negril. This history imposed itself on the project.

CWIP's strategic partnership approach put NEPT into the role of strict banker for community groups. At times, NEPT, CWIP and participating communities were focused on control issues of CBI grant accountability, details on use of money, demands for employment, and recriminations about alleged misuse of funds. Achieving the core objectives, like empowering communities to manage their natural resources and care for their environment, was sometimes obscured in the struggles for control.

It must be underlined that the two strategic partners in Negril benefited greatly in the short term from CWIP, in strengthened management systems and direct financial assistance. One of them, NCC, went on to play important other roles in CWIP's other components. This reinforcement of two major membership associations committed to the environment may be the single strongest legacy of CR 1 in Negril.

3.6 Lessons Learned from CWIP Strategic Partnerships in Negril

- Leaving major project design decisions until during implementation means the initial stages will be highly experimental and prone to problems. Perhaps because the decision to use a series of local NGOs as CWIP grant administrators is so unlike other USAID grant-making mechanisms, it seems a design element of this importance and impact could have been determined earlier.
- Roles in the CWIP strategic partnership system must be clearer and resources allocated to fit partners' responsibilities. This was certainly taken up in preparing for the second site.
- Pre-project publicity and bidders' research lead to unrealistic expectations and disillusionment. While it is difficult to imagine what can be done to alleviate this negative impact, it is an unfortunate side effect of USAID's competitive bidding process.
- When money matters drive the project, development objectives and processes, like community capacity building, suffer. Ideally, grants are just a catalyst for other community resources, but it takes the luxury of time to work on this principle, and CWIP had a limited supply of that.
- The community animation program needs to be tied to accomplishment of specific tasks under agreed terms of engagement. Again, the Ocho Rios site shows progress in integrating this floating aspect of the Negril work.
- Private sector organizations did not prove to be likely candidates for leading community-level environmental initiatives. Individually, and collectively under the NCC, business people in Negril have demonstrated a great willingness to work for the environment; yet CBI-type actions are apparently not their way of thinking.

4.0 Community-based Initiatives in Negril

Observations analysis and lessons learned on each CBI

Mt. Airy – Bee-Keeping

The bee keeping project was set up to provide alternative means of income for interested community members through the sale of honey. It was also conceived as a means by which deforestation could be addressed through pollination. The Mother Apiary was established on the Mt. Airy All-Age school premises and school children are also involved in learning about bee keeping. The CWIP Project provided funding through the strategic partner NEPT for equipment purchase and to pay the trainer. The project trained twenty persons. Along with the school, eight community members remain active as beekeepers and others are now requesting assistance for start-up activities in the industry.

Observations	Analysis	Lessons Learned
Of the twenty trained, eight members of the community took up Bee Keeping seriously - Others are afraid of the bees and have adopted a “wait and see” attitude	The Project has been fairly successful.	The Bee-Keeping Project encourages teamwork and engages both adults and children.
The establishment of the Bee-Keeping project provided employment for the building of boxes and sewing of uniforms peculiar to the industry. It also provided skills training related to the maintenance of Bee hives	Its activities are linked to deforestation and the work of bees in pollination to provide the environmental link for a CWIP project.	The time necessary for capacity building within CBO was underestimated even though the leadership was strong.
Production at the school has continued even though the project period is over.	Income generation potential not yet realized because not much effort has been put into marketing by the NGO partner who had promised to help in this area. Barrels of honey are unsold and income generation for the school is not urgent. The community members are managing to retail their honey by the bottle. The school is interested in wholesale sales.	CBOs need training in organizational Development to aid sustainability of group and projects.
Leadership is based at the school and is strong	The Community Organization is clustered around school – Prior knowledge of CWIP through the Chairman of NEPT led to a project prepared with community. Then the leadership remained with Principal and the school	Leaders need to learn how to involve community members in project.
There is potential for more interested persons to be assisted with establishing apiaries but a recent fire at the workshop has made less material for assistance with “set up” available.	Even though technical training provided not much training for Organizational Development provided.	Marketing plan should have been integral part of project design.

Observations	Analysis	Lessons Learned
The leaders of the project say they do not recall signing a Grant Agreement or an MOU	After the initial excitement of the project some have lost interest.	The ownership of project was developed through the strong leadership associated with the school.
There is no marketing plan for final product in place. Even though the leadership is strong, there is no evidence of organizational development since the CWIP intervention	The project has limited sustainability and its implementers have not developed the capacity to keep the group together and interested. This community has come together as a group before to lobby for a new school and as soon as the school was built the group was disbanded.	The use of community animators could have enhanced participation in the project as the fears of the community people could have been diffused.
The CBO membership numbers have dwindled since the project ended.		Community animators used properly, could also have helped the development of organizational capacity within the group.
There were no animators involved in the development of this project.		
Funds granted to the project by CWIP were administered through NEPT.		

Rock Spring – Chicken Rearing Farm

At a meeting organized by CWIP, members of the Rock Spring community identified the chicken rearing project as one that would:

- a) Provide funds for the erection of a building that would house a basic school, a community center and a skills training center and
- b) Provide solutions for the farmers.

At the same time, meat would be provided for the community at a cost and the chicken manure would be used in the tree-planting project already started through funding from CIDA/Green Fund.

Observations	Analysis	Lessons Learned
Community not united on decisions regarding goals and labour force.	Lack of unity and understanding of project led to problems with tradesmen - A high degree of Illiteracy did not help this situation.	A good project can end badly if it is not managed properly.
No basic school has been built as a result of this project.	This lack of communication led to rumours and mistrust of NGO. The Group members also felt that they were being misled by NEPT	Community groups need time allotted for capacity building e.g. training in group dynamics, teamwork, leadership, organizational development etc.

Observations	Analysis	Lessons Learned
The trades men involved in the building of the chicken house expected to be paid although the project proposal said the community would provide free labour. On the other hand, the chickens were cleaned for sale by volunteers.	The pace set for performance on this project was too fast for most members of the group especially with the lack of capacity building exercises (Group formation, organizational development and management of an enterprise.)	Community people need to be well informed on how the project is going to be run when there is an arrangement with an intermediary organization.
A business decision was made to allow community persons credit on the purchase of chickens.	This project had the potential of becoming a successful business enterprise but crippled by the community.	Community groups should be directly involved with decisions
Chicken rearing had stopped and just began again with one man involved.	Sustainability is an issue.	Chicken business may be better run as a private enterprise.
Communication between community, NEPT and CWIP inadequate.	The women who clean the chickens in preparation for sale have demonstrated a remarkable level of commitment.	Allowing credit was a bad decision.
No MOU		Communities need to be given an opportunity to manage their earnings.
High degree of illiteracy in community.		When communities have joint agreement with outside organizations for implementation of projects an MOU is necessary.
Technical training was provided for those involved with the chicken rearing.		Pure environmental issues cannot be used.
Organizational development was not pursued.		Some income generation has to be involved.
Arrangements regarding proceeds of sales not clear and the group members did not understand why these proceeds went to NEPT.		Chicken business is not profitable unless done on a large scale.
The supervision of the project by the NEPT was inadequate because the Community Outreach Person was hired late in the life of the project.		Projects should not go ahead without explicit agreement on goals and modalities.
Animator involvement in this project did not last very long.		"Too many cooks spoil the broth." Uncoordinated services and unclear relationships between service providers and community groups do not work positively.
Funds granted to the project through CWIP were administered by NEPT.		

Retreat – Latrine Building Project

At a meeting that was arranged by NEPT, community members representing Retreat identified sanitation as the project they would like to implement under the CWIP programme. They formed a community group and with help from CWIP, NEPT and their Peace Corps volunteer developed and submitted a project proposal. Recipients of six latrines were chosen and agreed on by members of the community. The building of these would provide a skills training opportunity for the community labour force and it was envisaged that they would use the tools provided after the project ended, to continue building toilets in the community at a minimal cost to householders.

Observations	Analysis	Lessons Learned
Enthusiastic, strong community champion, who is also skilled in latrine building.	There was Resident Technical Assistance in the form of a Peace Corps volunteer was an asset to the community and assisted in the administration of the project. Communication with NEPT resulted in an MOU being signed and the community group members well aware of their expenditure levels at all times.	Much more environmental and hygiene education is needed in the community in order for its members to view toilets as “essentials” of their budgets.
CRDC was contracted by CWIP to train community labour force. A study programme was included through a trip to see and learn about toilets built at S Corner in Kingston.	Community members want more toilets “free”. There is obviously a confusion surrounding the goals and objectives of this project. Was the project a social one? Or was it meant to be economic and sustained as a mechanism for purchase of latrines by individuals?	Capacity building is necessary for development of CBOs and for the members to realize their true potential as leaders etc.
MOU in place.	The community organization did not develop further due to lack of Capacity Building training e.g. Group Dynamics, Leadership, Team Work etc.	The presence of a person in the community (P.C.) with the capacity to deal with NEPT allowed for more involvement and transparency.
Peace Corps volunteer assistance		A champion with limited capacity can only take a project so far. “Champions can only really drive a demonstration.”
Six toilets built		
Garbage collection is happening.		
Tools were bought and left with the community labour force.		
No Organizational Development took place during the project cycle		
Very little toilet building activity is happening now.		
The work of community animators was not evident in this community.		

Observations	Analysis	Lessons Learned
Environmental Education did not seem to be an important feature of the project.		
Funds granted to the project through CWIP were administered by NEPT.		

Springfield – Organic Farming

According to the members of this group that were interviewed, a local animator came to a meeting in their community, and told them that he was essentially concentrating on farmers and introduced the idea of organic farming. He explained CWIP as a project which wanted to maintain the integrity of the coral reef and so farming practices had to be environmentally friendly. Farmers from the Springfield community who farm in the Negril Morass were targeted for group formation and a proposal for organic farming was developed with the assistance from a group of people including the community animator.

Observations	Analysis	Lessons Learned
According to the persons interviewed, the organic farm was the animator’s idea.	Farmers were not interested in Communal Farming Activity as set up on the demonstrated ploy. They complained that activity here did not allow them sufficient time on their own farms.	This community project should have been scrapped at the very beginning as when people do not get what they want they lose interest quickly.
The demonstration farm failed.	Project seems to have been “brought” to the farmers. People did not get what they wanted.	In farming communities Cooperatives work with a marketing initiative but not on production.
The truck purchased for the purpose of transporting farmers to the market and which they group requested has been in need of in need of repair for past six months so not is in operation.	Farmers either did not understand the project or thought they would have been able to get what they wanted.	
A community animator was used to do the purchase of the vehicle on the community’s behalf.	Either way, they were disappointed to realize they were not getting money in their hands. This suggests inadequate communication of information.	
Agriculture dying in community- only about twenty per cent of people there farm now – (Problem with draining of canal).	The Community Animator who suggested the “organic farm” was ineffective.	
Technical training provided.	The Community Animator who purchased the vehicle on the community’s behalf did not communicate well with the community regarding this purchase.	
Environmental Education provided.	The project seems to have been linked to performance of CWIP and hence in a hurry.	

Observations	Analysis	Lessons Learned
No capacity building.	The farmers wanted better access to their land and thought if the canal was drained, it would provide the perfect situation for them. However this issue coupled with the tenure of the farmland seem to be political.	
Project done in a hurry.		
The farming community wanted the canal in the morass drained.		
Conflict on land use that involved state agencies.		
The tradition of farming in this community changed in the last decade with approximately only 20% of the community members still farming.		

5.0 Stakeholder Groups and Governance Structures of CWIP in Negril

Negril was the first of three sites that CWIP worked in. The project implementers were faced with much pre-project hype, and high expectations. Potential project contractors, about eight teams, all visited Negril before the awarding of the contract, and made promises to stakeholders if they won the proposal. The extent to which this impacted on the eventual implementation is not fully known. Observations in the implementation of CR1 activities relating to governance follow.

5.1 Observations

5.1.1 Governance Mechanism developed by CWIP's Process - Community Animators Training Program and Negril Community Animators Society:

Some 20 citizens of the Negril Protection Area were trained in the techniques of community animation in furtherance of developing community-based mechanisms to ensure the sustainability of locally managed environmental initiatives.

During the animators training program in December 1998, the participants formed themselves into the Negril Community Animators Society (NCAS). CWIP supported this initiative by providing a consultant, and funding a workshop to allow the development of a 5-year strategic plan (1999-2005). NEPT promised to provide office facilities.

The implementation of the strategic plan required 1,123 person hours (June 1999-February 2000) The members of NCAS committed 60 voluntary person hours per week, or 3000 hours per year, and J\$89,600 to implement the plan. This did not include project management time and time for fundraising activities that they also committed to undertake.

Without any significant fulfilling of their expectations, the members of NCAS moved on. While they were early on the scene, NCAS saw successes in other governance mechanisms created by the CWIP process -- Greening of Negril Committee, and the AMC. The residue of NCAS members are still uncertain of who they wish to blame for its still-birth - NCAS not generating work for all its Members. Some resentment developed, as those receiving short-term employment were considered the "favored few ".

5.1.2 Strategic Partner - NEPT

CWIP made its first major adjustment to the proposed governance structure of the project, when it started to work with strategic partners. With the assumption of working with CBOs, and being faced with the lack of certification and capacity within those CBOs to manage USAID funds, CWIP turned to strategic partners. NEPT was the main vehicle – the Local Site Committee through which CWIP's CR1 activities in Negril were now to be delivered. Much effort and time was spent by the CWIP technical team to build the capacity of NEPT, and prepared it to undertake this assignment.

NEPA implemented seven sub-grants valued at over J\$8 million in the CWIP project. Four of these would be classified community projects or CBIs.

5.1.3 Governance Mechanism developed by CWIP's Process – Local Advisory Committee/Grant Review Committee

A Grants Review Committee was established by NEPT's board, and chaired by its executive director, with the delegated authority and responsibility for reviewing and recommending for approval the projects on behalf of the NEPT Board. The Committee members included NCC, NCRPS, CWIP, members of the CR1 Advisory Committee, and representatives of CBOs.

The sub-grant activities undertaken, highlighted the lack of certification and capacity at the local level to support CWIP's grants, and therefore the need for more time to build local capacity to implement such activities. There was also the lack of any supportive framework to build governance mechanisms at this level

5.1.4 Strategic Partner - Negril Chamber Of Commerce (NCC)

NCC is a private sector membership organization, registered as a company limited by guarantee, that received institutional support from CWIP, and benefited and assisted in the delivery of CR1 activities. The NCC had the capacity, but was not used as much as NEPT in the delivery of CR1 activities

NCC implemented five sub-grants valued at over J\$7 million, none of which are CBIs under CR 1, but rather activities under other CWIP components. Although most of the projects implemented by NCC are classified as Private Sector initiatives, a great deal of direct community governance issues were undertaken, as the sub-projects included working with:

- Negril Hairbraiders Association,
- Establishing the Waste Water Advisory and Monitoring Committee (AMC),
- Establishing the Greening of Negril Committee

All these governance structures have significant community involvement.

5.2 Analysis

These were individuals representing various organizations who were selected to undergo the training of community animators. Most were volunteers who saw this as an opportunity for employment. It was unclear to participants as to who was driving this process. Was it NEPT, or was it CWIP? Later developments highlight how essential for the animators this issue became.

The comradeship developed during the training program led to a euphoric decision to establish an organization. Not much is said about NEPT's view of this development, although that organization was expected to be the parent-figure of this new born. The direction in which the animators were moving appears to have given NEPT some unstated discomfort. They would have responsibility for this diverse group, whose preliminary activities were very "trade union-like".

The animators did not bring the elements of transparency, accountability, and sustainability that the process expected they would. They were seeking employment. They were also making unrealistic commitments of finances, time, and management and fund-raising skills in their still-euphoric state. This child with questionable parentage (uncertainty about its mandate or its role) was up and running before it could creep, much more walk. There are no allowances for short-circuiting the steps in institution building. Each rung must be taken in a logical sequence. NCAS appears to be more project-driven (seeing funding opportunities in CWIP), and less institutional-driven (providing a service to NEPT)

While CWIP responded positively to NCAS, NEPT did not appear to have done the same. NCAS predated parish development committees (PDCs) and other local governance mechanisms. There was very little on the ground to assist in institutionalizing the community animation process undertaken in Negril. All the other intervention strategies used by CWIP, operated at a different social level. The attempt to use the average community residents to drive development interventions was novel, but lacked any governance framework to support it.

CWIP had to intervene directly with some projects while it worked to develop NEPT's capacity to manage the various CBI grants. With relatively weak partners at the outset, CWIP was forced to undertake some responsibilities that would have been best done by its key partners. The later rapid turnover of NEPT's technical staff proved that reliance on a single entity is not

the ideal. However, the commitment of NEPT's board of directors to step in and close the breach highlighted the capacity-building and governance strengths of the CWIP process

The NCC, although used sparingly by CWIP in CR1 activities, indicates positive development in its relationship with CWIP. The later work done through NCC shows the integration of CWIP's different CRs' activities, and the artificial separation of community and private sector. Groups like the Hairbraiders Association is no more oriented to economic opportunities than the Farmers at Rock Spring. The NCC established the Secretariat for the AMC, and the Committee for the Greening of Negril. NCC implemented two community-based environmental initiatives for solid waste management and the establishment of a recycling center. NCC also undertakes a public awareness component of these projects.

This led the way in drawing on the best available talent in a "community", and not drawing exclusively on civil society groups, or private sector. It also highlighted the dependence of project interventions on existing governance mechanisms to support interventions at the community level

5.3 Lessons Learned/Recommendations

The implementation of the CR1 component of CWIP in Negril brings out some lessons in relation to governance. These include:

- The roles and responsibilities of all stakeholders needed to be clearly defined. Participants of the Animators Training Program needed to know whom they represented, what was involved in the training, and what were the realistic expectations after the training had taken place. With these all clearly defined participants would then sign an Agreement.
- Projects undertaking participatory methodologies will be faced with ideas being generated from bottom-up. Some are workable, while others are not. The decision to establish NCAS during the limited period of training may have been overly ambitious.
- The establishment of NCAS called for unrealistic commitment of resources from economically marginal persons. Projects by their nature have a predetermined life, while institutions are expected to have more sustainable characteristics. The stakeholders in any governance process developed in the life of a project can only out-live the project, if it sees itself as a part of a long-term solution, and not just a project implementation mechanism. NCAS was created out of a project, but had no clearly define role, except the expectation of being adopted financially by NEPT. CWIP both corrected this issue in other aspects of its work in Negril, and in its overall intervention in the other two sites. Firstly, the other activities in Negril used a broader concept of community, and therefore all stakeholders were involved, rather than just community residents. Secondly, all CR activities were more integrated, and thirdly, a multi-stakeholder's approach was used to prioritize actions.
- Later experience of CWIP shows that it learned from the Negril intervention not to depend on the capacity of a single agency, but where possible intervene with a diverse multi-stakeholder's grouping. Projects like CWIP have learned not to assume a supportive governance framework at the local level.
- The implementation of community interventions through NCC clearly provides an example of the benefits in using the best talents available to do the job, and open the door for a more receptive atmosphere to draw on skills, where-ever it could be found – NGOs, Private Sector, and/or State Agencies.
- Project intervention must work with existing processes and mandates to allow for sustainability. Demonstration models must be rooted in existing institutions to allow for sustainability

6.0 Strategic Partnerships in Ocho Rios

6.1 Ocho Rios Context

Ocho Rios is located in the parish of St. Ann on the island's now famous North Coast. St. Ann is an important parish in Jamaica's history. It was the site of several Taino villages prior to the arrival of Christopher Columbus, noted in history for having discovered the island in 1492. The Tainos, originally referred to as Arawaks, were thought to have had significant settlements throughout the parish in particular at Little River and at Seville. The rivers for which St. Ann is famous are thought to have contributed to the number of Taino settlements in the area.

Ocho Rios for some time was the popular port for economic activities, surpassing St. Ann's Bay that was developed in the 19th century primarily as a fishing port. The port at Ocho Rios also from around that time was used for requisitioning supplies as well as for exporting crops such as pimento, oranges and dye woods. At the beginning of the sixties Ocho Rios or 'Ochie', as the area is popularly called, was a village, residents in the area describe it as being very similar to Colgate, a small village at the western end of Fem Gully. The tourism potential of the area is credited to the foresight of Abraham "Abe" Issa, acknowledged as a pioneer in the development of Jamaica's hotel industry. Abe built the Tower Isle Hotel in 1949, which opened up the possibilities for tourism in the area and began the process of making a sleepy little fishing village into a tourist destination.

At present, Ocho Rios' popularity exceeds that of St. Ann's Bay, to the extent that one could easily believe oneself to be in the capital when in Ocho Rios. The Chamber of Commerce is located there, as are branch offices of several tourism related government agencies. However, St. Ann's Bay remains the administrative capital with the Parish Council and other parish administrative bodies located there. An accurate summation of the roles of both towns in relation to the parish is that Ocho Rios functions, as the economic capital of St. Ann while St. Ann's Bay is its administrative capital.

It has proved difficult to come up with a clear demarcation of the area known as Ocho Rios. Responses to questions of that nature appear to include areas in White River geographically defined as St. Mary and areas closer to St. Ann's Bay, the parish capital. It appears that as the population expanded, Ocho Rios became the hub for employment, shopping, and leisure activities, and communities began to see themselves as being integrally connected to the town. The St. Ann Parish Development Order Area identifies an area that it refers to as the Ocho Rios Local Planning Area. It describes the area as follows:

"Stretching from Reynolds Pier in the West to the White River in the East and extending southerly to include areas such as Colgate, Beecher Town and Union Pen. This area is consistent with the smaller area defined for CR I intervention."

In 1991 the Ocho Rios Local Planning Area had a population of 19,303, which represented an 8% increase over the 1982 figure of 17, 860. (Development Order, 1998)

Several rivers flow around or into Ocho Rios, they are the White River that borders St. Ann and St. Mary, Milford River that flows alongside the road to Parry Town and the Russell Hall River that flows into the Turtle River. Both the Milford and Turtle Rivers have been entombed at the head to provide water to parts of Ocho Rios. The UDC entombed the Milford River to provide water to Buckfield and other housing schemes while the Turtle River is said to provide water for the cruise ships. What now flow in both river courses are what residents call the 'overflow'.

Environmental issues identified in the Ocho Rios Area includes:

- The lack of land for residential purposes have led to serious squatting problem,

- With the number of persons moving into the area to seek employment, the housing stock is proving to be very inadequate,
- The squatter communities sanitation solutions are inadequate, leading to “kiting” (the practice of using scandal bags for human waste collection and disposing on adjoining premises), and
- Inadequate solid waste disposal.

6.2 CWIP use of Strategic Partners in Ocho Rios

In January 1999 CWIP commissioned an assessment of CR 1 performance in Negril. The resulting document, *Assessing CR1: Enhancing Participation for Environmental Management*, is suggested reading for those seeking to understand the evolution of this component. The ARD/CWIP team adopted many of the report’s recommendations in its approaches to starting work in the second project site. One theme was for the CWIP team to play more of a facilitation and coordination role, and do less direct implementation itself. Some key tasks for the second site as articulated in the January 1999 *CWIP Second Annual Work Plan* include:

- Conduct a stakeholders forum to help identify priorities and gather interest
- Identify strategic partners to administer funds for CBIs
- Facilitate a systematic environmental education program as the first entry activity
- Facilitate community animators training
- Facilitate community mobilization through local partners

This work plan also articulated six major assumptions that underlie CR 1, two of which relate directly to CWIP’s strategic partner system:

- Each CWIP target site will have partner organizations interested and committed to the improvement of the environment and willing to participate in opportunities provided through CWIP
- Organizational capacity for the management of grant funds exists or can be developed in partner organizations

6.3 Discovery Bay Marine Laboratory (DBML)

DBML is a semi-autonomous unit of the University of the West Indies under the UWI Centre for Marine Sciences (CMS). As the name implies, this is a research facility, a coastal data center. While it does some community education work, mainly in schools, its principle purpose is scientific.

6.3.1 Observations on DBML as a CWIP Strategic Partner

CWIP’s initial search for potential strategic partners did not include DBML, but rather focused on three other agencies CWIP considered most likely: Friends of the Sea (FOTS), St. Ann Chamber of Commerce (SACOC), and St. Ann Environmental Protection Association (STAEPA). SACOC was selected as a strategic partner to work with private sector organizations (PSOs).

In the search for a strategic partner for CBOs and NGOs, neither FOTS nor STAEPA were assessed at the time as close to qualifying for USAID certification. Both eventually became CBI grant recipients; however, a USAID-certified intermediary grant administrator was needed before CBIs could begin.

DBML did not have the profile that CWIP wanted in a strategic partner for the Ocho Rios area. It lacked the management expertise and the direct interest in community-level environmental action. What is more, it is located outside the boundaries of the project area

identified for this CWIP site. However, DBML had previously received and managed USAID funds and was USAID certified. Without viable alternatives available in the CWIP timeframe, CWIP proposed a strategic partnership to the Kingston-based CMS Director, and he accepted on behalf of DBML.

He understood DBML's roles vis-à-vis CBIs to be financial control of grants, monitoring activities, advising, and reporting to CWIP. In exchange DBML received funds for partial salaries, a vehicle and some equipment, plus staff training and assistance to cope with the demands of USAID accountability.

Note that salary support was mainly for existing DBML staff, except for a new community outreach officer based at DBML, who was to provide support services to CBI grant recipients and the communities they served. The first person hired for this post was reportedly not up to the task, and after a long interval without outreach services, a second, and more successful person was engaged.

CMS/DBML staff had greatly underestimated the time and effort required to administer CWIP's CBIs. Then, CWIP asked more of DBML than first expected. In addition, after DBML began working as a CWIP strategic partner, a new Director arrived at Discovery Bay. He had ambitious plans for new scientific initiatives of his own, only to find DBML administrative staff spending much more than the agreed 20% of their time on CWIP matters.

By all accounts, DBML's tenure as a CWIP strategic partner was stressful for DBML, the grant recipients whose funds DBML managed, and the CWIP team. Adding to the tension were: the complexity of USAID accounting requirements, the number of separate CWIP grants DBML administered (six at one point), Discovery Bay's physical distance from Ocho Rios, and the other demands on DBML administrative staff who were already fully engaged before CWIP arrived.

In the end, the CWIP strategic partnership arrangement with DBML was terminated three months early by mutual agreement. This happened at a time when the only remaining CBI under DBML administration was with an NGO that had recently gained its own USAID certification, Friends of the Sea.

6.4 St. Ann Chamber of Commerce (SACOC)

The Ocho Rios Chamber of Commerce was first registered in 1955, changing its name to the St. Ann Chamber of Commerce when it incorporated in 1984. Under the slogan "committed to progress", the Chamber's objective is: to promote and protect the trade, business, commerce, agriculture, industries and/or manufacturers and public welfare of and in the area. SACOC manages the local chapter of the local chapter of the Jamaica Hotel and Tourism Association secretariat. It has a small staff, an active general membership and a strong board.

6.4.1 Observations on SACOC as a CWIP Strategic Partner

Unlike the Negril Chamber of Commerce, SACOC has little interest in environmental issues, focusing instead on the more narrow commercial concerns of its members. It was a somewhat reluctant partner in CWIP, finally agreeing to become a strategic partner in exchange for a grant for its own institutional strengthening in preparation for eventual administration of CBI grants. CWIP helped it gain USAID certification and it enhanced the Chamber's office equipment.

SACOC understood its role to be assistance in the identification, development, advice and grant management of CBI-type activities in the coastal area of Ocho Rios, extending a few miles inland. Despite its efforts to generate community-based initiatives for CWIP from PSOs, SACOC could not come up with acceptable ideas. Plans to develop bat guano as organic fertilizer or for drying of fruit were rejected as not meeting CWIP criteria such as having an established group or affecting coastal water quality.

Eventually, a proposal for recycling water in vegetable production was received from Walkers Wood, which lies above Fern Gully, beyond the initial limits of CWIP's second site at Ocho Rios. CWIP rejected that notion but did agree to fund a newly formed group of pepper farmers to develop new plantings using less pesticides and more organic fertilizers, in cooperation with the well-established commercial firm Walkerswood Caribbean Foods, Ltd.

That was the only CBI developed under SACOC. Apart from CR 1, SACOC received a separate grant under a different CWIP CR to serve as secretariat for the wastewater advisory and monitoring committee (AMC).

6.5 Analysis of CWIP's Strategic Partnerships in Ocho Rios

At best, the DBML/CWIP strategic partnership was a rocky 'marriage of convenience' that managed to get the basic job of grants administration done, despite all the challenges. CMS/DBML leaders felt it impeded the rebuilding of DBML's core program by delaying new scientific initiatives. In the words of the December 2000 *Evaluation of USAID Jamaica's Environmental Program*:

"To give this umbrella NGO role to DBML, while convenient in the short run, is not sustainable in the long run, since this combination of outreach-oversight role is peripheral to the Lab's primary areas of interest and commitment. ... Its role [in CWIP implementation] should be significantly enhanced, but not in managing demand-driven, community based grants."

Funding a community outreach worker for CBIs within DBML as a strategic partner was in keeping with CWIP's second-site emphasis not directly implementing program activities that could be entrusted to local partners. Unfortunately a poor choice of personnel, who was not replaced in a timely fashion, reduced the effectiveness of outreach services.

CWIP support to bolster DBML's administrative capacities succeeded, but only partially. The two sides had difficulty agreeing on provision of certain needed services, such as technical assistance on computerized accounting. Perhaps more problematic was CWIP funding for administrative personnel which DBML considered insufficient once the workload became clear. Simply paying a small portion of current staff salaries (plus a part time bookkeeper) only made their workloads greater, from to their perspective.

Despite the difficulties in this partnership, both CWIP and DBML/CMS recognize the gains. DBML is much more attuned to the environmental community operating in its area, and has made contacts that will likely continue for various purposes long after CWIP ends. DBML/CMS leaders also learned to take more care in accepting funding offers, and feel ready to negotiate harder for terms that will make such arrangements work better. (In fact, during the assessment, they turned down offers of involvement in a new venue they deemed too far away and of their mandate – a healthy sign.)

FOTS is the 'poster child' for successful capacity building under CWIP's CR 1. It took full advantage of CWIP technical assistance, including training in fundraising techniques. It now has greatly broadened its programs and its financial base, which is a key element of long-term sustainability.

In sum, despite agency-specific difficulties with strategic partners at CWIP's second site, the project made significant strides to adjust for problems identified in Negril. Among the progress to note:

- The CWIP team did less direct intervention themselves
- A stakeholders group 'owned' more decisions
- Animator training was improved
- Environmental education was greatly upgraded
- The projects focused more on improving coastal water instead of income generation.

6.6 Lessons from CWIP's Strategic Partnerships in Ocho Rios

- Projects need to adjust and change if they are going to improve. Too often projects continue doing what they have been doing until told to do otherwise. ARD/CWIP, with the active support of the USAID SO2 team, insisted it could do better in Ocho Rios, and made the changes needed.
- Environmental Education requires investments in curriculum development, field testing, materials refinement, and teacher training. CWIP made these investments, and STAEPA made a huge effort to produce credible materials that have been used by an ever-wider audience.
- No matter how well developed systems may be, NGOs remain fragile creatures that can rise quickly and fall just as quickly. One unfortunate personnel choice, a leader's sudden departure, or other changes can alter a program's future or an agency's stability. On the other hand, the rise of FOTS, going from strength to strength, is inspiring evidence that CWIP's capacity building can make a huge difference in the life of a partner and those it serves.
- Sometimes making the best of a bad situation is all you can do. Once CWIP and DBML were harnessed together in a strategic partnership, it seems they could have worked harder to make the arrangement less difficult. In some ways they did, but opportunities to improve things were not always taken.

7.0 Community-based Initiatives in Ocho Rios

STAEPA - Development of Manual for Environmental Education and Delivery of Environmental Education to Various Community Groups within a Prescribed Area of Ocho Rios

At the Ocho Rios stakeholders' workshop held by CWIP prior to the start of the project there, nine main issues affecting the communities and Coastal Water Quality were identified. One of these was Environmental Education and proved to be in line with what CWIP had hoped for. STAEPA emerged as the most relevant NGO to conduct the Environment Education activities in the Ocho Rios area. A manual covering various environmental issues and including a chapter on Sustainable Development was to be developed in four months (May-August 2000) , tested during the next three months(September – December 2000) , rewritten and expanded (February – April 2001) and final presentations made to a new target group (April – July 2001).

Observations	Analysis	Lessons learned
STAEPA identified at stakeholders meeting staged by CWIP as most relevant NGO in area to conduct EE.	The accounts from CWIP had inadequate knowledge of the package he was supposed to be training the NGO to use.	NGOs hoping to get USAID grants must position themselves to account for these funds properly.
Institutional strengthening provided through provision of equipment and accounts training.	Some of the problems were caused because of the fact that STAEPA had no office of its own when the project started and equipment was not allowed in a person's home. This presented an awkward situation in which to get work done.	International Donors need to listen to host country workers.
NGO felt time too short but nevertheless completed manual.	The selection criteria for EE presenters was not well developed and this resulted in the choice of persons who lacked certain skills and confidence and to whom the volume of new material to learn was a challenge.	Good communication is essential to good management of projects.
NGO has not seen final edited version of manual.	CWIP's pressure to deliver and have the manual ready for use in Port Antonio seems to have taken precedence over capacity building and institutional strengthening.	
The persons trained as presenters were not effective.		
Communication with CWIP was problematic.		
According to STAEPA, CWIP has not recognized its efforts at institutional capacity building and was not receptive to the NGO's real need.		

DBML - Pimento Walk/Parry Town and Environs Solid Waste Management and Community Beautification Projects

The communities of Pimento Walk, Parry Town, Spring Piece and Snow Hill are located in the watershed area directly above Ocho Rios Bay. A major source of garbage within the community dumps is from households. The North Eastern Parks and Markets indicated that because of resource constraints, they were unable to provide a collection service to the area. In addition to the problem of solid waste collection and dumps within the communities, there are also a number of illegal dumps which contractors use to dispose of solid waste, as well as other categories of solid waste such as derelict vehicles that have a negative impact on the communities and pose potential public health risks. The purpose of the project was to provide an effective garbage collection system for the four named communities, in order to reduce the level of garbage in the environment which threatens the tourism sector, the economic base of the community and the quality of life of its citizens. At the stakeholder's meeting initiated by CWIP prior to start of its work in St. Ann it came out that the community had extensive knowledge of the problem and its negative impacts on the town of Ocho Rios and the Bay.

Observations	Analysis	Lessons learned
No formal community group existed before the project.	The project started on a very good footing.	You can't force a project on a group- they were not ready.
The partnership with CWIP saw the establishment of a Steering Committee for the project and the development of a project proposal.	However, even though Capacity Building seemed to have worked both for individuals and the group the time necessary to sustain this was underestimated.	Community members feel they did not get what they wanted and expected. That is, total involvement in implementation of project.
Unfortunately, the steering committee membership has now disintegrated.	Landscapers being hired from outside was a mistake. This was an opportunity to further build capacity and teach skills within the community. This action was not endorsed by the wider community people and led to resentment. Additionally, Contractors were not delivering and the Steering Committee's dissatisfaction with the project grew.	Communities have to be encouraged to develop and feel "Ownership of projects"
The Project idea came from the community members at the stakeholder's workshop.	Obviously not enough time was spent in educating members of community and in building their capacity to understand the importance of proper Solid Waste. Even though they seemed to understand the problem their actions suggest that they had made no commitment to the process and had not taken ownership of the project.	
Elements of the project included: Environmental Education Programme; Beautification; Garbage Collection.	The Project seems to have been CWIP driven to the detriment of the Community Development Process.	

Observations	Analysis	Lessons learned
14 Skips and 55 Garbage drums were put in place and it was agreed with NEPM that there would be a communal collection given the bad state of the roads and the limited resources available to them.	The Beautification projects are now halfway failed because of lack local contribution and interest.	
The Steering Committee had negotiated an agreement with the Parish Council to come under their Collection System in April 2001.	The Group lost interest in the project because of lack of involvement/ participation/ ownership.	
Plans were made for signage and a Best Kept competition within the communities		
Eleven illegal dumps were cleaned up by awarding contracts to persons with heavy-duty equipment.		
These illegal dumps are now resurfacing.		
Beautification Project put out to tender. –There was no time to help community interest develop the capacity to complete a proposal.		
One community champion now exists.		
Environmental Education programme was delivered by STAEPA.		
Two animators from the involved communities plus one from outside were also involved in the delivery of EE.		

St. Ann Chamber of Commerce - Walkers Wood Farmer Group

The Chamber was approached by Johnny McFarlane of Caribbean Foods on behalf of the Walkers Wood Farmer Group with a proposal for a Water Recycling Project. CWIP advised that this project was not feasible under its criteria for assistance and suggested the pepper project. The suggestion was adopted, the pepper project proposal developed and accepted and CARDI/UWI contracted for provision of technical assistance.

Observations	Analysis	Lessons learned
Pepper project suggested by CWIP because the proposed water project was not acceptable.	No capacity building for group development is evident.	Technical Advisor has to take into account indigenous knowledge.
A Farmer Group was put together for this project with Apple as leader.	CARDI as technical advisors had no confidence in project and threatened to pull support. This was de-motivating.	Projects need good support in technical areas.

Observations	Analysis	Lessons learned
Land provided by Caribbean Foods.	CARDI did not appreciate the needs of the group. Involvement with CARDI dictated type of pepper to be planted.	Too much rainfall damages "West Indies Red" peppers.
Caribbean Foods provided a ready market for the peppers.	Farmers de-motivated because CWIP Technical Advisor left project.	Capacity Building/Participatory approach was necessary for the farmers to learn how to work towards sustainability of the pepper project.
CWIP insisted on technical assistance from CARDI/UWI.	The project sees like an out-grower scheme set up to serve a private enterprise on private enterprise land.	Farming is a long-term proposition.
The Project never got sufficient seedlings but on the other hand, the land was not ready for them at time they had been promised.	Farmers should be listened to (CARDI said soil was not suitable for peppers but a bountiful yield was realized).	Perseverance will conquer – Project to grow pepper worked.
CWIP Technical Advisor's passion "contagious"	Farmers really believe that the continuation of the liaison person from CWIP would have made the project much better.	The Project needed a champion.
No coordinated approach with partners. The Technical Advisor's activities seemed extremely ad hoc.	Farmers enjoyed the experience in spite of the down falls.	Organizational Development Training would enhance the sustainability of this project.
No report from CARDI/UWI.		
Project being administered by CWIP.		
MOU signed.		
Sustainability now in question.		

8.0 Stakeholder Groups and Governance Structures of CWIP in Ocho Rios

Ocho Rios was the second site of the CWIP project. It began with a Rapid Rural Assessment, and an externally facilitated Workshop from October 13-14, 1999

8.1 Observations

8.1.1 *Governance Mechanism developed by CWIP's Process - Ocho Rios Stakeholder Workshop and the Development of Ocho Rios Environment Advisory Group (OREAG)*

A workshop using advance participatory methodology was conducted in Ocho Rios, with over 50 stakeholders to assist in determining priority activities that CWIP would work with in its second site

OREAG was established as an outcome of this participatory action-planning workshop. OREAG has served as a mechanism for coordinating and monitoring the implementation of CWIP actions in this area. OREAG established a Grant Review Committee, chaired by the representative of STAEPa, and included representatives from RADA, SDC, TPDCo, UDC, and a community representative from Pimento Walk. This committee had responsibilities for reviewing projects, and recommending them for approval.

Having worked together for some 18 months, and recommending for approval 11 projects totaling more than J\$25 million, OREAG had emerge has more than a project management mechanism. It had built up capacity and skills that were absent from any other multi-stakeholders processes in the parish of St. Ann. In fact, it had widened its network to include the neighboring St Mary. OREAG undertook a Workshop, with CWIP's support to assist it in determining what was its role after the exit of CWIP from Ocho Rios.

8.1.2 *Governance Mechanism developed by CWIP's Process - Ocho Rios Local Advisory Committee*

The Local Advisory Committee developed in Ocho Rios was chaired by STEAPA Community Officer, and made up of all agencies, and community representatives. This committee serves the purpose of reviewing and recommending grants.

8.1.3 *Strategic Partner- Discovery Bay Marine Lab (DBML)*

DBML administered an environmental education program with STAEPa, the Pimento Walk/Parry Town and environs solid waste project, and Friends of the Sea management plan.

DBML implemented eight projects for just under J\$20 million. These include projects with agencies whose mandate are more in keeping with the CWIP community objects than DBML's research mandate. However, DBML had the certification to deal with USAID funding, when neither STEAPA, nor Friends of the Sea did.

8.1.4 *Strategic Partner - St. Ann Chamber of Commerce*

The Ocho Rios Chamber of Commerce was registered in 1955 to facilitate the expansion of Ocho Rios from a "fishing village" to a business community, a vision that was expanded to include the entire parish of St. Ann. Hence the change of name in 1984 to the St. Ann Chamber of Commerce (SACOC). SACOC implemented the Walkers Wood Project. A total of three projects were implemented by SACOC at a value of J\$5.8 million.

8.1.5 Governance Mechanism developed by CWIP's Process – Pimento Walk Project Steering Committee

A Project Steering Committee made up of representatives from the four communities, NEPM, and other related agencies were established to monitor the implementation of this project. The Group appears to start off with much enthusiasm, but felt more economic opportunities should have gone directly to community members, and therefore the final buy in by the community was limited.

8.1.6 Governance Mechanism developed by CWIP's Process – Walkers Wood Farmers Group

The members of this project came together in an informal group to manage the input into this project. The group had very limited interaction as a group. A commitment was made that 15% of input would be held back to pay for the next years input. Several persons provided technical advice to this project. However, adequate attention was not given to indigenous knowledge, hence the conflict over types of pepper that could be grown.

8.1.7 Governance Mechanisms developed by CWIP's Process - Walkers Wood Project Steering Committee

The project also had the Steering Committee, established by DBML to monitor the implementation at a higher level. This Committee included RADA, and SDC.

8.2 Analysis

Learning from the experience in Negril, CWIP in Ocho Rios identified the Champions that would lead the implementation of activities, and used a Participatory process to gain their input, and prioritize actions.

In the absence of a strong PDC, or any existing Groups with a wide enough mandate, OREAG was established as a broad stakeholders forum to implement the CWIP program in Ocho Rios. Attempts were made to link this process with the emerging PDC, and to the Integrated Community Development process being undertaken by SDC to root it into existing mandates. CWIP again faced with the absence of any local governance process, found a mechanism to work with that had the integrity to gain all the stakeholders support. Although developed and supported for CWIP's purposes, OREAG had an agenda and mind of its own. Unlike NCAS in Negril this had a broad enough representation, and sufficient power-base to help determine its own direction

OREAG being established as a project tool drew its mandate from the very project through which it was established. With the closing out of the project in the OREAG's area, this informal grouping was now faced with determining its future. The Group examined its options, and determined up front that it would remain together. A facilitate Workshop, funded by CWIP was held to assist the Group to determine what it should become. The Group appears to have rejected being driven by the PDC, but will become apart of the PDC

8.3 Lessons Learned/Recommendations

The governance lessons learned from the implementation of the CWIP project in Ocho Rios included:

- There are limited governance mechanisms at the local level to facilitate community involvement in environmental or other development processes. However, stakeholders gathering can identify the main actors (Champions), and be used to build some amount of consensus

- Faced with lack of a local governance mechanism, projects can be creative in working with the local community to develop a multi-stakeholders partnership. This CWIP did very well in Ocho Rios.
- Multi-stakeholders groups that are formed by projects need not limit themselves to the activities of that project alone. The Workshop undertaken by CWIP in Ocho Rios prioritized activities that the communities agreed on. Then CWIP shared which ones its mandate allows it to tackle. The Partnership could then draw on other resources
- Multi-stakeholders forums created to assist projects in implementation can have a life after project activities are completed. CWIP had allowed enough independence and had transfer sufficient skills into OREAG for it to consider itself with a longer-term mandate than the project provided.
- A multi-stakeholders forum, even with limited mandates can emerge with sufficient commitment and skills from a project process to be sustainable as a local governance broker. The assembling of Champions can remain informal, so long as the project giving it mandate is active. It would however be useful to address this earlier in the project than it appears to have been done with OREAG
- Similar to Negril, CWIP and other organizations learned that a pure environmental intervention would not get buy-in from communities pre-occupied with survival (social and economic) issues.
- Governance mechanisms and project activities need to be integrated, and holistic. The CWIP's CRs, and strategies needed to be integrated. More attention also needs to be given to the original mandate of existing organizations to determine their core mandates, and how they can assist the implementation of a project. Attention must also be given as to their sustainability after the project
- Short-term interventions must exercise great care in taking on long-term commitment such as agricultural projects
- Governance and management structures created should include indigenous knowledge, and establish consensus as far as possible.

9.0 Strategic Partnerships in Port Antonio

9.1 Port Antonio Context

After the conquest of Jamaica by the British in 1655, Portland was one of the last of Jamaica's parishes to be settled. Although Port Antonio which later became its capital, was blessed with two natural harbors and was superbly located for trade and defense, reports of the difficult terrain and the constant threat of Maroon warfare deterred would be settlers. Eventually the Crown was obliged to offer major incentives including grants of land exemption and free food supplies before Port Antonio was officially established in 1723.

The Windward Maroons had their headquarters high in the mountains at Nanny Town virtually inaccessible to the British Soldiers who were in the area and were periodically slaughtered on their forays in the rainforest. In 1734 the British dragged swivel guns up the south side of the mountains and bombarded the settlement, scattering the maroons and forcing them south. Still the British couldn't flush them out, and five years later a peace treaty was signed giving the undefeated Maroon a semi-independent status that they retain today, as well as five hundred acres of land in the Rio Grande Valley on which they established Moore Town.

With the decline in the sugar industry in the nineteenth century, banana gained popularity. The turning point came in 1871 when Sea Captain Lorenzo Dow Baker took a shipload of bananas from Port Antonio to Boston in the United States and sold the entire stock. As the major banana center, Port Antonio boomed. Steamer lines and businessmen poured in from Europe and North America. In 1905 the first hotel was built on the Titchfield Peninsula. Cabin space on the banana boats was sold to tourists. The reign of the banana was to prove relatively short-lived, blighted by hurricane damage and Panama disease from South America. Tourism soon became a major revenue earner.

In its heyday, Port Antonio was an internationally recognized tourist port, with as many as six ships docking on a weekly basis. Port Antonio is also known for its picturesque scenery and has been used as the location for such movies as "The Mighty Quinn," 'Clara's Heart,' and "Lord of the Flies." Over time, for varying reasons, the ships reduce their number of calls to Port Antonio and in so doing; there was a major slump in the economy of Port Antonio and Portland.

9.2 CWIP use of Strategic Partners in Ocho Rios

By the time CWIP came to planning its third and final site, there was precious little time left in the life of the project. At the same time, the first two sites still demanded staff attention and other resources. Then USAID cut back CWIP's budget. Neither time nor resources allowed a full-blown program of strategic partners and pass-through grants for CBI.

In Negril, the community income-generating mandate of the original USAID work statement had oriented CWIP towards CBIs that resembled community businesses. Already in Ocho Rios money-making in CBOs had been replaced by a focus on activities with direct impact on coastal water quality, like solid waste management. Anticipating the short time available at the third site, CWIP had arranged for Port Antonio animators to be included in the Ocho Rios training. Environmental education, which was significantly advanced in the Ocho Rios CBI grants, was an obvious choice for the third site. And so the stage was set for a short, intensive, well focused, quick release CBI grants program.

9.3 Portland Environmental Protection Association (PEPA)

PEPA is an umbrella membership agency serving CBOs and individuals in Portland on environmental matters, and was engaged by CWIP to implement its activities in Port Antonio.

9.3.1 Observations on PEPA as a CWIP Strategic Partner

CWIP's two prime choices for strategic partners in Port Antonio were PEPA and the Portland Chamber of Commerce (PCC). Following an organizational assessment, CWIP decided that PEPA would require much less assistance to administer grants, and so it became the single strategic partner in Port Antonio.

PEPA played a role unlike any other strategic partners. Rather than administering CBI grants for activities of other NGOs or CBOs, PEPA itself was awarded two CBI grants. These grants, one for environmental education and the other for solid waste management, were nominally overseen by PEPA, with a project manager for each.

In reality, the two project managers were not integrated into PEPA's management structure, relating mainly to CWIP instead. PEPA was reportedly invited and even urged to take a more active role in overseeing these projects, but this did not happen. With the clock ticking down on the fifth year of the project, expediency dictated a 'get on with it' mentality, and the management of these twin ten-month projects was oriented towards CWIP.

Portland animators have been trained in Ocho Rios for work in Port Antonio. When they failed to fill the bill, the PEPA-administered projects hired two professionals to help with community mobilization, with positive results.

9.4 Analysis of CWIP's Strategic Partnerships in Port Antonio

PEPA's involvement in management of CBIs was superficial. The funds came through its books, but the well-qualified project managers handle their own affairs with little supervision from PEPA. PEPA itself seems to be the loser in this scenario, as it forfeited the positive association it might have had with these seemingly effective and appreciated community activities.

On the other hand, CWIP's use of PEPA for direct implementation of two grants, i.e., not making pass-through grants to other NGOs or CBOs, greatly sped up the grant-making process. This compares to months of delay that typically occurred with other strategic partnerships, when two layers of NGO capacity had to be built before the activities could get underway: the strategic partner and the actual grant recipient.

In Port Antonio CWIP reached its end point, both as the project's final site and as the culmination of its ongoing re-design process. For the grants program, this meant that the partner itself became the operator of the CBI. In fact, the grant holder, PEPA, did not even have to actively participate for the grants to work smoothly on education and action in garbage collection.

Consider how far CWIP had come. Remember the early days in Negril, when CWIP tried to support a rural chicken rearing operation, with occasional visits from independent animators, a local group with no real cohesion, and NEPT trying to manage the finances of both grant funds and the chicken business accounts. Now in Port Antonio the methodology came together, with focused use of environmental education, clear roles for animators who report to project managers, and a high likelihood of affecting coastal water quality in the process.

9.5 Lessons Learned in Port Antonio

- Education for environmental awareness and decision-making works.
- Strategic partners do not have to make pass-through grants to play useful roles in CBIs. Previously strategic partners had either been the grant administrator for other CBI recipients, or had worked on other CRs of CWIP. Now we have a strategic partner as implementer (passive as it turned out, but filling the role nonetheless).

- Community will participate in activities they feel worthwhile, without extensive pre-project involvement. In this case, sensitized by the messages of environmental education, communities were ready to help clean up their neighborhoods and work on long term solutions.

10.0 Community-based Initiatives in Port Antonio

PEPA - Environmental Education and Solid Waste Management

In February 2001, CWIP held a workshop with stakeholders (Portland PDC) to decide what projects should be implemented in the parish and who should implement them. Through this workshop four environmental priorities were determined: Solid Waste Management; Establishment of the Port Antonio Marine Park; Waste Water Management and Water Quality Monitoring. However projects identified for implementation included Fruit processing etc. The Executive Committee of the PDC established a task force to guide implementation of CWIP Projects in Portland. This task force chaired by the Chief Executive Officer of PEPA decided that Environmental Education was important in Portland and the idea of fruit processing was thrown out in it's favour.

Observations	Analysis	Lessons learned
PEPA was experienced in the delivery of EE.	The lack of integration (CWIP/PEPA) can result in communities not identifying with PEPA after CWIP is gone.	The ORS provides an objective analysis of PEPA's operation.
Staff affiliated with community projects employed directly to CWIP (No integration).	Projects were pre-determined.	Good relations result in good assistance
Project agreed on by task force – Stakeholder workshop had come up with different projects.	NGO also needed project for its own sustainability (pay staff etc.)	Communities have their own agendas.
There was a conflict of interests with the CEO of PEPA being the Chairman of the task force.	The first set of animators trained had no interest in volunteering. Additionally they had none of the required skills.	Motivating community people is not as easy as it seems.
PEPA already had USAID certification.	The ORS can be effective if the NGO already has the capacity to recognize its potential use. PEPA's needs brought out by the ORS needed money for implementation and this has been frustrating.	Lots of projects implemented in the past have done a great disservice – No capacity building. (Group organizational development, Leadership training, Group Dynamics etc.)
PDC-active in Pt. Antonio and Steering Committee for programme formed from that group.	The staff training provided by CWIP was useful and improved staff performance.	The time frame for delivery of Environmental Education has been a challenge. A much longer period of education is required for real effectiveness.
CWIP came to Pt. Antonio late and for this reason the task force felt at a disadvantage	Communities are not encouraged to develop "ownership of projects."	
Community Animators trained with Ocho Rios group- but these did not work out.	It is an excellent strategy to integrate the Environmental Education Programme with the Waste Management Programme.	
NGO used ORS to its advantage.		
Some training for Board done. A/C training was pre-determined by CWIP.		

Observations	Analysis	Lessons learned
Time frame for delivery of EE was a challenge. Much longer time needed for real effectiveness.		
EE Presenters were better trained than those seen in previous project areas.		
Animators “employed” to project and their work provided useful information.		
Staff who managed the projects were hired by CWIP and occupied different offices from PEPA.. Integration opportunities were not utilized sufficiently.		
Fishing beaches as well as communities are included in the Waste Management Programme.		
The Environmental Education Programme is integrated with the Solid Waste Management Programme.		

11.0 Stakeholder Groups and Governance Structures of CWIP in Port Antonio

Port Antonio is the third and final site listed for CWIP's intervention. A RRA, followed by an externally facilitated Workshop was held in Port Antonio to guide the intervention.

11.1 Observations

11.1.1 Parish Development Committee, (PDC)

The Portland PDC and its related Sub-Committees and Task Forces as well as other PDCs are being developed as a part of Local Government Reform in Jamaica, and supports GoJ's signature to Local Agenda 21. The PDC is a multi-stakeholder forum made up of Local Authority, State Agencies, Private Sector, Civil Society Organizations and Community Representatives. Its composition is very similar to that of OREAG developed by CWIP in Ocho Rios. The Parish of Portland is the pilot parish for implementing Local Sustainable Development Planning (LSDP).

11.1.2 Governance Mechanism developed by CWIP's Process - Port Antonio Stakeholder Workshop and CWIP/PDC Task Force

A planning process utilizing Advanced Participatory Methods was conducted in Port Antonio to assist stakeholders to prioritize activities to be supported by CWIP in this area. CWIP tried to use this extensive process already on the ground and not "reinvent the wheel".

A multi-stakeholders Task Force was established, chaired by PEPA's CEO, and reporting to the Environmental Committee of the PDC.

11.1.3 Strategic Partner - Portland Environmental Protection Agency (PEPA)

The two projects implemented by PEPA valued just over J\$4.6 million. PEPA was the implementing agency, chaired the Task Force than monitored the projects, and had the lead role in the PDC.

11.1.4 Governance Mechanism developed by CWIP's Process - Solid Waste Advocacy Group

The Solid Waste Advocacy Group was established out of the consultative process in Port Antonio to implement agreed solid waste activities. Portland had reached a point of being 'meeting fatigue' with the different participatory processes that were on the ground in that parish.

Although so much facilitated activities had previously taken place in Portland, CWIP had to support the formation of a new group to implement its solid waste program. This again highlights the thinking and operating in "boxes" by most groups. Many State Agencies working at the local level creates a governance mechanism that support their work, rather than attempt to use what already exist.

11.2 Analysis

Parish Development Committees are now established in every parish in Jamaica, and are at different stages of development. These have received excellent stakeholders buy-in. Portland being the pilot parish for Local Sustainable Development Planning (LSDP) is considered one of the parishes with a more advanced PDC. This gives the process a mandate, but no real shift in resource allocation has taken place to support this local participation process in governance. Some levels of frustration and disengagement in the process are now taking place in Portland.

CWIP came into that setting had attempted to work with the existing networks already in place. CWIP entered Portland with an extremely short timetable. Although the project benefited from the structures already in place, those had significant limitations. Most of the work already done was building governance structures at the parish-basis. There was little in place to assist to guide a project with very specific mandate. The hope that CWIP would assist the PDC and SDC in building of specific Development Areas may not be materializing, as the expected outcome/s of each Agency is independently designed and not tied to a Parish and/or National Planning process

Portland is a parish with a small population, and a small leadership base. The same persons are involved in almost all initiatives. This is very true for PEPA whose board members are active in most things including the PDC. Real potential for conflicts of interest arise, requiring greater attention to transparency and accountability. There is a perception among some stakeholders, that PEPA's role was not always as transparent, as it should be. PEPA was face with this when it was the implementing agency for the CWIP Solid Waste Project, the chair of the Task Force established to advise on this, and had a lead role in the Environmental Sub-Committee of the PDC.

11.3 Lessons Learned/Recommendations

The lessons learned in governance from the implementation of the CWIP project in Port Antonio includes:

- Donors and central government agencies design projects for local communities without much consultation, if any at all, with local authorities, NGOs, or CBOs. Participatory processes are needed not just for the implementation of projects but for the entire project cycle, inclusive of conceptualization.
- Projects supporting and using participatory methodologies for implementation will be welcomed and will receive community endorsement. They will also face high degrees of cynicisms, since many of the bearers of the virtues of participatory messages today, where yesterday's implementers of very centralized approaches that fostered dependency. A public education and awareness-building component is a pre-requisite for all new projects, more so for those utilizing shifts in governance processes.
- The sustainability of these projects cannot be guaranteed unless the participation includes all aspects of the project cycle, and are supported by an enabling environment. This includes a shift in mindset from a highly centralized management to a decentralized engagement, and adequate resources to support the process.
- These projects are not developing around a National or Parish plan. It is therefore difficult to piggyback on existing projects to implement new ones. Projects should not be designed in vacuum, but should address national and local priorities in a more integrated way.
- Greater roles must also be given to developing the capacity of the local authorities, so that they can play a more effective role in implementing projects at the local level
- Although CWIP was cognizant of governance work being done/already done in Portland, and consciously tried to work with those, it did not make the entry any easier. The processes on the ground are very agency-driven rather than community or local authority-driven
- Transparency and accountability in participatory process must be used to inform all decision. It is useless to talk about these and not use them in our operation. CWIP had to draw on PEPA for its Port Antonio activities. Other projects also draw on PEPA. It is there incumbent on PEPA to always put itself in the most transparent position possible. For a new mindset in participatory local governance to take place, key agencies must mentor

the process by making sure that they do everything possible to provide transparent and accountable leadership

- The presence of multiply groups, or the dominance of one group does not mean more efficient governance processes. In fact it often leads to competition over scarce resources, and high levels of turfisms. Without a real shift in mode of operation, projects will go through an implementation stage, and then disappear without leaving anything sustainable behind.

12.0 Project and National Governance Mechanisms

12.1 Observations

12.1.1 Governance Mechanism developed by CWIP's Process - CR1 Advisory Sub-Committee

An Advisory Committee was established to provide technical and management advises to CWIP on the implementation of the CR1 component of this project. This group pulled together strong and knowledge individuals, with changes in the local level composition depending on the site that CWIP was active in. This was/is a multi-stakeholder group that was established by the CWIP process to address the “big pictures’ – national and sustainable, while other groups created by the project was more site specific. However, their impact on the implementation of this component of the project appears to be minimal.

12.1.2 National Environment and Planning Agency (NEPA)

NEPA is the Government of Jamaica's agency that conceptualizes, gain USAID's interest, and had the responsible for monitoring the implementation of this project. NEPA had responsibility for providing office space, and other local commitment to the project.

12.1.3 Governance Mechanism developed by CWIP's Process - The Inter-Agency Steering Committee

NEPA and CWIP established an Inter-Agency Steering Committee that met every six months to advise on the implementation of this project. This group dealt with management issues, and screened and graded sub-grants. It include all major State, Private Sector and Civil Society Agencies involved in the project. This is a project-level governance mechanism.

12.1.4 Governance Mechanism developed by CWIP's Process – Project Implementation Committee (PIC)

The PIC was/is the highest governance mechanism established to implement this project. It was made up of USAID, NEPA, and the COP of the contracted agency – ARD.

At the policy level, the CEO of NEPA, the COP of CWIP and the SO2 Team Leader of USAID developed their own mechanisms, and chemistry that provided strategic direction for the project. NEPA also had a Project, Programs and Policy Branch/Division that linked the operation of the project to NEPA.

12.2 Analysis

The Table below provides an analysis of the governance mechanisms developed and/or utilized by CWIP to implement its CR1 Component.

The CWIP project worked with 19 governance mechanisms at the local and national levels in order to implement its CR1 component of the project. Some twelve of these mechanisms were created by the project, with ten of those specifically established to implement CR1. The Inter-agency Steering Committee, and the Project Implementation Committee were developed a project level.

Analysis of Governance Mechanisms by Location and how Developed

Name of Mechanisms	Developed by Project	Utilized by Project	Total
Negril			
1. Community Animators Training Program and Negril Community Animators Society	YES		
2. Strategic Partner – NEPT		YES	
3. Strategic Partner - Negril Chamber Of Commerce (NCC)		YES	
4. Negril Local Advisory Committee	YES		
Ocho Rios			
5. Ocho Rios Stakeholder Workshop and the Development of Ocho Rios Environment Advisory Group (OREAG)	YES		
6. Ocho Rios Local Advisory Committee	YES		
7. Strategic Partner - Discovery Bay Marine Lab (DBML)		YES	
8. Strategic Partner - St. Ann Chamber of Commerce		YES	
9. Pimento Walk Project Steering Committee	YES		
10. Walkers Wood Farmers Group	YES		
11. Walkers Wood Project Steering Committee	YES		
Port Antonio			
12. Portland Parish Development Committee, (PDC)		YES	
13. Port Antonio Stakeholder Workshop and CWIP/PDC Task Force	YES		
14. Strategic Partner - Portland Environmental Protection Agency (PEPA)		YES	
15. Solid Waste Advocacy Group	YES		
National			
16. CR1 Advisory Sub-Committee	YES		
17. National Environment and Planning Agency (NEPA)		YES	
18. The Inter-Agency Steering Committee	YES		
19. Project Implementation Committee (PIC)	YES		
Total	12	7	19

13.0 Recommendations for Replication of CR 1 Initiatives, Methods and Governance

13.1 Community Animators

The initiative to use Community Animators is commendable as they can prove to be the “backbone” of community-based initiatives. Persons who possess animation expertise usually have unique backgrounds and skills, which assist them in working with everyone from grassroots organizations to municipal politicians in providing healthier communities.

In the Jamaican context, where the use of ‘animation’ is relatively new and evolving as a community development tool, we need to exercise care to ensure that our animators are qualified resource persons who have expertise in community development, strategic planning and facilitation. They must be able to work closely with communities to identify and provide training and development requirements.

In the case of Negril, the animation initiative failed because the animators were under-qualified, inadequately trained and developed the attitude that they were ready for the market and could demand high salaries. Additionally persons in communities implementing projects who felt they should have been paid for their contribution were further angered when they learnt that outside animators were paid from the sub-grant intended for the community. It must be noted that a portion of such grant were in fact intended to provide honoraria for animators, as a way of covering these direct service costs.

Learning from the Negril experience, CWIP in Ocho Rios extended animation training to 28 days. Animators were more carefully chosen and where possible represented communities within which projects were being implemented. It is reported that animators were useful in delivering environmental education and awareness lessons to persons involved with the Pimento Walk/Parry Town community-based initiative implemented through DBML. However, as community members have begun to lose interest in this project and with the demise of the steering committee, one wonders about the effectiveness of these particular animators who reside that community.

Although Port Antonio had sent volunteers to the Ocho Rios animator training session, these were of no benefit to CWIP projects in that town. Two left the area and the other two proved less than competent. But recognizing the worth of community animation if properly executed, the CWIP EE and Solid Waste Management Projects in Port Antonio hired two staff members for that role. So far they have performed according to expectations. The lesson learned here is that for this important function to be effective it cannot be attached to volunteerism.

Recommendation: Animators working outside their community of residence should be paid and treated as the professionals they are. Another kind of training should be developed for local community leaders, to improve their skills in group dynamics, running a meeting, participation, and so forth. The two concepts should be kept distinct, as both are important.

13.2 Environmental Education

Environmental education and awareness programs are important forerunners to the implementation of projects in which address environmental issues. This is ably demonstrated in the PEPA/CWIP project in Port Antonio, as the delivery of EE programs has served to make community residents more conversant with the hazards of improper solid waste disposal methods as well as catalyzed commitment to solid waste management projects.

It is important that the person delivering EE Programs is conversant with the material being presented and well prepared. The PEPA/CWIP project ensured this criterion was met through their selection process, and appealed to persons who already had teaching skills to participate.

On the other hand, EE programs were not all so well received in Ocho Rios as the some of the presenters were not completely conversant with the subject.

In Negril, it appeared that if EE programs had been implemented before the community based-initiatives were attempted, community members would have had greater appreciation for the goals of each project.

Recommendation: EE should be integrated into community-based initiatives, with attention paid to tailoring the curriculum messages to the project's intent.

13.3 Organizational Ranking System (ORS)

CWIP looked at ideas from other agencies' work in assessing institutional systems and performance, and tailored a tool to its needs. It proved a most useful tool, both to indicate areas needing assistance, and to track an agency's progress in strengthening itself.

Some informants for this assessment felt that the term 'ranking' in the title was a bit off-putting, as it inferred that CWIP personnel were grading their agency's competence. In fact, the tool was used in a joint diagnostic exercise between CWIP and its various partners. Still, a more neutral term could take the sting out of being marked up or down by another agency. And yes, it does have to be used with considerable sensitivity.

Other agencies in Jamaica have expressed interest, and so there is at least the prospect of some uniformity among donors' institutional assessment techniques, which could facilitate exchanges of information.

Recommendation: ORS, perhaps by another name, deserves to be used more widely, as a guide to any agency wishing to improve itself.

13.4 Recommendations for Local Governance

Some of these ideas are repeats from earlier findings, but are reiterated here as recommendations:

- Projects should make every effort to include ideas being generated from bottom to inform decisions.
- Projects should identify Champions to assist in implementing activities. However every attempt should be made to move that informal gathering to a more formal setting during the life of the project
- Projects should try to assist groups to develop integrated plans, and then focus on their own mandate
- Governance and management structures created should include indigenous knowledge, and establish consensus as far as possible.
- Participatory processes should be encourage not just for the implementation of projects but for the entire project cycle, inclusive of conceptualization.
- Transparency and accountability in participatory process must be used to inform all decision, especially in situation where conflict of interest is possible.
- USAID should continue to engage PSO as a positive force in implementing environmental projects
- GOJ Agencies and Donor Projects should work through multi-stakeholder partnership such as the PDC where possible to implement their interventions

- Attempts should be made to strengthen the capacity of local government entities (Parish Councils and Municipalities to undertake their planning and governance mandates
- Local authorities need to be provided with resource allocations from relevant central government agencies. They also need greater control over the management of resources generated at the local level
- CWIP Year 6 should work through local governance and planning entities with existing mandates (some not yet in place) to implement its 3G – Gullies, Garbage, and Governance strategy

13.5 Grants Program

As was discovered during the de-briefing for this assessment, opinions vary widely on the appropriateness of the strategic partnership system that was the cornerstone of CWIP's grants program. The assessment team can only express its own findings from studying CWIP. These findings are based partly on a 18-month study of USAID grant making mechanisms across Africa by the assessment team leader, and on his involvement with a half-dozen other such projects, and partly on opinions of interviewees in Jamaica. It appears that CWIP's use of a series of NGO strategic partners to administer grants, while expedient under these unique circumstances, was expensive, inefficient, time-consuming and probably unnecessary.

While grant-making projects typically develop one single, purpose-specific grants management unit, CWIP in effect created five such units. Some of these only managed one or two pass-through grants, some none at all. Moreover, this role may have had negative repercussions for some partner agencies' core programs and relationships.

It also meant that other kinds of coordination functions were not developed with these agencies under CWIP's CR1, since moving and managing money trumps any other kind of activity. It is impossible to be the on-site banker and also have a peer relationship in networks, stakeholder meetings or other inter-agency forums.

A theme of the CWIP experience that the reader who reaches this point will have no doubt already encountered in this report is that the time and effort it takes to build NGOs' and CBOs' capacities were underestimated in the project design, and then again during implementation. Like the elusive term 'sustainability', institutional capacity is obtained along a continuum, not in absolute terms in the relatively brief life of a grants program; but it is a work in progress that requires considerable attention.

Capacity building and the CWIP grants program must be discussed together, as the latter cannot exist without the former. Even though CWIP was not designed as a capacity building program, this became an aspect of CR 1 as soon as the decision was made to use strategic partners as grant administrators. What is more, the CBI grant recipients, even apart from money management skills, needed to understand how to put a project design together and then implement it when the funds come. That alone made CWIP a capacity builder.

A basic question that comes up in any grant-making program is the continuity of activities, or even the continuation of the grantee itself, after the funded program ends. The never-ending search of resources among Jamaican NGOs attests to the need for skills development in fundraising to diversify revenue sources and develop financial security.

Recommendations

- Future grant-making projects should have a single grants management unit, most logically as an integral part of the project management set-up, and avoid burdening local NGOs with this task.

- Strategic partnerships with leading local NGOs should explore other kinds of coordinating roles that are more in keeping with their individual mandates, rather than focus on administering funds for USAID and its contractors.
- Capacity building must be part of most grant programs, although the level of investment in time and other resources will depend on the objective of the project.
- Environmental agencies in Jamaica should have access to means of developing their skills in grant-based fundraising, and should be assisted with enlarged access to off-island sources of funding.

CWIP

Coastal Water Quality Improvement Project