

# CARIBBEAN NATURAL RESOURCES INSTITUTE (CANARI)



THE NATIONAL  
FOREST PROGRAMME  
**FACILITY**



## Report on the fourth meeting of the Forests and Livelihoods Action Learning Group (ALG)

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## Executive Summary

### Introduction

CANARI's **Forests and Livelihoods** Action Learning Group (ALG) held its fourth meeting (ALG 4) in Saint Lucia on 11-13 February 2009.

CANARI's **Forests and Livelihoods** programme concentrates on research and capacity building activities designed to maximise the contribution of forests to improving the quality of life of poor people in rural communities in Caribbean islands. The ALG is a multi-sectoral group that includes individuals from key national and regional institutions and civil society organisations (CSOs) who can contribute skills, knowledge and experience to research and capacity building on forests and livelihoods and who are in a position to share learning on project findings within their countries, institutions and sectors. The group includes representatives from technical and financial support agencies, forest management agencies and agencies involved in poverty reduction and rural livelihoods.

The meeting focused on:

- advancing the analysis of the findings arising out of project activities such as the action learning projects, case studies, and field trip;
- developing the capacity of the ALG to craft communication strategies; and
- refining the design of the small grants programme.

### Crafting messages about forests and livelihoods

Determining how best to communicate project findings was a cross cutting aspect of all sessions. The facilitators engaged ALG members in an iterative process of identifying key messages and target audiences and then reframing the messages to effectively link to the particular interests of each target audience. For selected messages, participants also practiced developing a communications objective, identification of appropriate communication products and pathways, and the people most likely to be 'allies' of and 'opposers' to the content of the messages.

Examples of messages included:

- Simple application and reporting formats for grants can advance organisational development without compromising transparency ... **targeted at donors.**
- 'Politicise' your message (i.e. make it policy-relevant) but be cautious about partisan politics ...**targeted at change agents, CANARI.**
- Start up NGOs and CBOs need systematic accompaniment over a longer period than the typical project time frame, including skills/ capacities that may not reside in the partner or government agency ...**targeted at government agencies, donors and all who provide support to NGOs.**
- "Livelihoods is not about making a living... it's about living" ...**targeted at all.**

### Small grants programme

The ALG assisted with the finalisation of the design of the small grants programme and several members agreed to support CANARI in identifying CBOs that met the criteria, mentoring CBOs in completing their applications, and reviewing the applications.

### **Field trip**

The field trip to Fond Gens Libre was valuable as it highlighted issues which the ALG had not previously encountered or discussed. The Gros Piton trail is a public resource, managed by the Forestry Division, which in the 1990s coordinated a USAID-funded initiative to develop a community-based tour guiding group. However, after the initial project ended, the tour guiding group collapsed as a result of lack of capacity and support. The tour guiding activity was then taken over by an individual entrepreneur, known as Gros Piton Tours, who took over the promotion and management of the tours, including additional development of infrastructure, and training and employment of community members as guides. This arrangement is endorsed by the Forestry Division although there is no formalised co-management agreement and the Forestry Division derives no direct benefits. Most members of the original tour guiding group are now employed by the Gros Piton Tours. However, ALG members perceived these tour guides to be disempowered and not actively engaged in improving the non-financial livelihoods assets of the community. ALG members characterised the situation as one in which the formal institutional partners have abandoned some of their institutional responsibilities, mainly due to human and other resource constraints. ALG members were also concerned about the apparent lack of transparency about, and the inequitable distribution of, Gros Piton Tours profits. This has also resulted in a widespread perception in the country that the public resource is not providing significant benefits to the people of Saint Lucia.

### **Recommendations to Forestry Department**

The following options were suggested by the ALG to improve the equity, transparency, accountability and legal framework for the management of the Gros Piton Trail and the operations of Gros Piton Tours:

**Option 1:** Reactivate the Gros Piton Management Committee and the community-based organisation which originally conducted the tours. Specifically, the active involvement of the Ministry of Social Transformation would be necessary to assist with reactivating and building the capacity of the CBO and providing it with appropriate resources.

**Option 2:** Use a Government/Cabinet-appointed taskforce to address the issues.

**Option 3:** Government sign a memorandum of understanding with Gros Piton Tours that is legal, transparent and accountable and specifically:

- declares the interests of all parties;
- facilitates the sharing of profits;
- clarifies objectives and benefits; and
- identifies conflicts of interest and procedures for addressing them.

### **Lessons learned**

Lessons learned from ALG 4 include the following:

- Forestry is as much (if not more) about managing people as about managing natural resources.
- Systematic participatory processes can improve the functioning and structure of multi-sectoral Management Committees.
- Natural resource management committees are most effective when they contain a mix of government, private sector and NGO representatives. The formal management authority should consider rotating the chairmanship among all stakeholders rather than always acting as chair.

**Emerging outcomes of the ALG process:**

- Built ownership of the process by members, reflected in the expanded terms of reference they developed at ALG 4 and their willingness to engage actively in the small grants component.
- Increased capacity in communications of ALG members.
- Validation of the role of the ALG in contributing to local-level projects, based on the report from the St Vincent ALP mentor that the ALG 3 field trip had significantly motivated Partners of the Environment.

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## **LISTS OF ACRONYMS AND ABBREVIATIONS**

ALG	Action Learning Group
CANARI	Caribbean Natural Resources Institute
CBO	Community Based Organisation
CSO	Civil Society Organisation
EC	European Community
EU	European Union
FAO	Food and Agricultural Organisation of the United Nations
GEF	Global Environmental Facility
GPT	Gros Piton Tours
GPTGA	Gros Pitons Tour Guiding Association
HERITAS	Heritage Tourism Association
IFMDP	Integrated Forest Management and Development Programme
LFMC	Local Forest Management Committee
NFPF	National Forest Programme Facility
NGO	Non Governmental Organisation
PMA	Pitons Management Area
SDF	Soufriere Development Foundation
SMMA	Soufriere Marine Management Area

## SECTION 1 - INTRODUCTION

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### 1.1 CANARI'S FOREST AND LIVELIHOODS PROGRAMME

The Caribbean Natural Resources Institute (CANARI) is a regional organisation dedicated to working at multiple levels to develop, test, promote, support and encourage local, national and regional efforts aimed at improving resource management and the livelihoods of those who depend on a given resource through inclusive, participatory management approaches.

The organisation's principal means of achieving these objectives is by working with local organisations to build their capacity to contribute to poverty reduction and environmental management. One of CANARI four major programmes is **Forests and Livelihoods**, which concentrates on research and capacity building activities designed to maximise the contribution of forests to improving the quality of life of poor people in rural communities in Caribbean islands.

The programme is currently supporting two main projects, as follows:

- A regional project on **Participatory Forest Management: Improving policy and institutional capacity for development** is being implemented in partnership with the forestry departments of the project countries of Barbados, the Commonwealth of Dominica, Grenada, St Christopher (Kitts) and Nevis, Saint Lucia, St Vincent and the Grenadines and, Trinidad and Tobago, with funding support from the Food and Agriculture Organisation of the United Nations' (FAO) National Forest Programme Facility (NFPF). The Jamaica Forestry Department has its own NFPF funding but participates in and contribute to the regional activities. This project is being conducted over the period 2006 to 2010.
- A second regional project on **Practices and policies that improve forest management and the livelihoods of the rural poor in the insular Caribbean** is funded by the European Commission. The project is being conducted in Barbados, the Commonwealth of Dominica, Grenada, Jamaica, St Christopher (Kitts) and Nevis, Saint Lucia, St Vincent and the Grenadines, and Trinidad and Tobago, over the period 2007 to 2010.

### 1.2 THE REGIONAL ACTION LEARNING GROUP

The European Commission-funded project on **Practices and policies that improve forest management and the livelihoods of the rural poor in the insular Caribbean** includes the formation of a group of change agents known as the regional Action Learning Group (ALG) on **Forests and Livelihoods**. The ALG is the main mechanism through which CANARI analyses and disseminates learning derived from Forests and Livelihood programme activities.

The ALG is a multi-sectoral group that includes individuals from key national and regional institutions and CSOs who can contribute skills, knowledge and experience to research and capacity building on forests and livelihoods and who are in a position to share learning on



project findings within their countries, institutions and sectors. The group includes representatives from technical and financial support agencies, forest management agencies and agencies involved in poverty reduction and rural livelihoods.

The strength of the group lies in its independence, range of experience, non-bureaucratic and participatory approach, and the participation of motivated people who can disseminate learning and shape opinion. See Appendix 1 for the ALG Concept Note.

### **1.3 MEETING OBJECTIVES AND AGENDA**

The objectives of ALG 4 were as follows:

1. To **share experiences of and findings** from the main project components of the ***Forests and Livelihoods*** programme and any other relevant initiatives in the region relating to the use of forests for socio-economic benefits.
2. To **extract lessons** on institutional arrangements that optimise the socio-economic benefits to the rural poor from forests, and specifically about:
  - the types of institutional arrangement that are proving most effective;
  - the environment and external driving forces;
  - the internal driving forces/key capacities
  - the type of livelihood benefits that are accruing to the poor and how they can be equitably distributed;
  - what makes local initiatives sustainable.
3. To develop the key elements of a **communication strategy** for the ***Forests and Livelihoods*** programme, including:
  - key messages;
  - main target audiences;
  - media (products and pathways);
  - timing; and
  - how the effectiveness of the communications will be evaluated.
4. To make **recommendations regarding the implementation** of existing projects and activities under the ***Forests and Livelihoods*** programme, and specifically the:
  - small grants programme;
  - remaining national workshops.
5. To identify specific actions that ALG members, in their role as change agents, will take to support project implementation and disseminate learning.
6. To identify **priority needs** for the development of new projects.
7. To identify the **location** and **focus** of the **fifth ALG meeting**.

A copy of the meeting agenda can be found in Appendix 2.

There were 21 participants from Trinidad and Tobago, Saint Lucia, Jamaica, St. Vincent and the Grenadines, Dominica, Grenada and Barbados. A participant list can be found in Appendix 3.

## **SECTION 2 – OPENING, REVIEWS AND UPDATES**

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### **2.1 OPENING CEREMONY**

Gaspar Andrew, Chief Forestry Officer of the Forestry Department of Saint Lucia and ALG 4 meeting co-host, welcomed all to the meeting. He recalled the success of the third ALG meeting and expressed his hope that ALG 4 would equal or surpass the previous meeting in terms of discussions and lessons learned.

Sarah McIntosh, CANARI's Executive Director, welcomed all to the meeting and specially the local attendees Darnley Auguste, Deputy Permanent Secretary of the Ministry of Agriculture, Lands, Forestry and Fisheries; Christopher Cox, Acting Programme Director of the Caribbean Environment and Health Institute; Crispin d'Auvergne, Chief Sustainable Development and Environment Officer, Sustainable Development Office, Ministry of Physical Development and Environment; Ananias Verneuil, Technical Assistant of the Integrating Watershed and Coastal Area Management Project; Ricky Quinlan, Budget Analyst, Office of the Budget, Ministry of Finance; and John Victor, Rural Liaison Officer of the Soufriere Development Foundation.

She noted that CANARI particularly welcomed the opportunity to work again in Saint Lucia, its home for many years and the site of several of its most interesting and enduring project activities. She explained that while CANARI had always worked on forest and livelihoods issues, the development of a specific Forests and Livelihoods programme was new. The ALG had become an integral part of the programme and had developed into a unique and dynamic institution that far exceeded CANARI's original expectations. It now constitutes a committed network of individuals which could serve as a useful model for other regional processes of analysis, learning and dissemination of findings.

Mr Auguste gave the feature address on behalf of the Minister of Agriculture, Lands, Forestry and Fisheries. He described the delicate balance between the need to manage natural resources effectively and the pressures of economic development. The Forestry Department manages 23,000 hectares of Forest Reserve which, if not managed effectively, would have negative impacts on water quality and quantity. Poor management would reduce the availability of water for both agriculture and tourism which in turn would affect the economy and food security. Development therefore needs to be carried out in a manner that is participatory and sustainable. The decision to have fisheries, agriculture and forestry all under the same Ministry was intentional in order to reduce the impact of unsustainable fishing and agriculture on the environment.

Mr Auguste stated that Saint Lucia's definition of development should be holistic rather than just about economic development. Since development is about people, and sustainable livelihoods are central to that development, the criteria for assessing the degree of development should include indicators such as the level of crime, the behaviour of people and the practice of equity.

He concluded by welcoming everyone on behalf of the Government and wished the ALG a successful meeting.

## **2.2 WELCOME AND INTRODUCTIONS**

ALG members introduced themselves and stated their expectations of the meeting as summarised below:

### **Capacity building in CBOs**

- To better understand how to build the capacity and sustainability of CBOs.

### **Capacity building in forestry departments**

- To identify what skills forestry departments in the region need to better manage resources and promote sustainable livelihoods of rural communities.

### **Communication**

- To identify how research can be effectively disseminated and used in policy formulation/how research can be mainstreamed in decision making.
- To further develop the communications strategy for the Forests and Livelihoods programme.
- To build communication skills.

### **Institutional arrangements**

- To observe the institutional arrangements in Saint Lucia for forest management.

### **Livelihoods**

- To identify strategies to make resource management in Fond Gens Libre more participatory.

### **Participatory approaches (practical and process)**

- To learn new techniques that can move the forestry department from just managing the physical resource to include managing livelihoods and people issues and developing community linkages.

In line with CANARI's practice of making meetings as participatory as possible, participants were asked to volunteer for the roles of chairperson, rapporteur and assessor of people's well-being (colloquially known as the maco or suss).

## **2.3 MEETING OVERVIEW**

Participants reviewed the objectives of the meeting and the agenda.

The facilitator, Sarah McIntosh, explained that communication would be a cross-cutting theme throughout the meeting. Consequently, participants would be encouraged during and after each session to note key messages and target audiences and add them to the evolving communication strategy on the wall. She reviewed with participants the communications

strategy and list of audiences initiated at the second ALG meeting and provided a handout on developing communication strategies and plans (see Section Appendix 5).

## 2.4 REFINING CONCEPTS

The facilitator reviewed the concepts of action learning and livelihoods, and the purpose and role of the ALG for the benefit of those attending for the first time (see also Appendix 8). She noted that ALG members had expanded their original terms of reference to include:

- creating strategies to help society to recognise the importance of forestry;
- facilitating joint and cross sectoral analysis;
- learning from and building on efforts in individual countries;
- catalysing and facilitating consensus building among countries.

### **Research framework**

The research framework was presented (see Appendix 8) and the facilitator suggested that the following question be included, which is also being addressed under CANARI's Civil Society and Governance Programme:

*What are the factors that contribute to making a local organisation **sustainable**?*

The ALG discussed the feasibility of addressing this question and agreed to include it in the field trip analysis.

### **Livelihoods**

ALG members suggested and subsequently agreed that the list of livelihoods assets (physical, human, natural, political, financial and social) be expanded to include cultural assets as a separate category, since they contribute to an understanding of how a group relates and responds to development initiatives. Other assets identified by the group that could be incorporated under the existing categories or defined as separate assets included:

- self identity and a sense of worth (the Gouyave Fish Friday in Grenada was cited as an example of an activity centred around livelihoods which had raised the community's sense of self-worth);
- self confidence;
- personal empowerment;
- personal potential;
- social relations and standing; and
- acceptance and respect or status.

**Action:** CANARI to modify the definition of livelihoods assets to include the cultural component.

## 2.5 REVIEW OF THE THIRD ALG MEETING

Hema Seeramsingh presented a review of the third ALG meeting held in St Vincent (see Appendix 8 for slides). Highlights from that meeting included:

- updates on projects being conducted under CANARI's **Forests and Livelihoods** programme;
- discussions on how to approach the small grants component;
- initiating the communication strategy by identifying potential audiences for communications products;
- identification of potential case studies;
- review of the programme research questions;
- field visit to community-based forest management activities in Zion Hill, Chateaubelair and Richmond in St Vincent.

Recommendations coming out of field trip were submitted by CANARI to the Ministry of Agriculture, Forestry and Fisheries. Fitzgerald Providence, Forestry Department in St Vincent stated that the recommendations provided by the ALG were both well-received by the Government and eye-opening.

## 2.6 GROUP UPDATES

ALG members shared information about relevant activities in which they had been involved since the last ALG meeting. Highlights included the following:

### **Capacity building**

- **Training programme:** Forestry Department in Grenada is in the process of developing a training programme for community groups in interpretation, tour guiding and plant identification.

### **Infrastructure to support Forests and Livelihoods**

- **Trail development:** The Forestry Department in Grenada is working with the Grenada Rural Enterprise Project to complete a trail from Grande Etang to Apres Tote and Apres Tote to Cocodee.

### **Participatory management planning**

- The **management plans** for the Aripo Savannas, Trinidad, completed through a participatory process, are being implemented by the relevant agencies (Forestry Division, Environmental Management Authority) as best they can with limited finances.

<p><b>Action:</b> Robyn Cross will prepare lessons arising out of the participatory development of the management plans for the Aripo Savannas for wider audiences in the region.</p>
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### **Participatory processes**

- **Participatory information gathering:** The Department of Natural Resources and the Environment, Tobago is supporting a project on community based information gathering and mapping in the Belle Gardens wetland.
- **Participatory development of geo-tourism map:** National Geographic is in the process of preparing a geo-tourism map in collaboration with the Government of Grenada. A participatory assessment of resources and assets in five communities in Carriacou is currently being executed. Activities include workshops, establishment of community groups and participatory resource mapping. The intention is that the development of the map will support tourism development which in turn can result in livelihood benefits. This process is being documented and the Government is seeking financial support to ensure documentation is completed.
- **Inclusion of participatory natural resource management in the university curriculum:** Neemedass Chandool will be including the principles of participatory forest and protected areas management in the curriculum of the University of Trinidad and Tobago.

### **Sustainability of CBOs**

- **Learning from challenges:** The Dominica Forestry Department is seeking to learn from the challenges experienced with the co-management arrangement at Warmmae Letang, as documented in Perry Fingal 2009 (see <http://www.canari.org/docs/Warmmae%20Letang%20final%2025%203%209.pdf>). Instead, of trying to revitalise the Warmmae Letang group, the Forestry Department and partner agencies are working with the Laudat Village Improvement Committee. There is potential for funding support from the UNDP GEF Small Grants Facility to support projects proposed by the group.
- **Sustainable financing:** Michael Barrett, Jamaica Forestry Department, has been working on ensuring that there is sustained funding for CSOs involved in forest management, such as the Local Forest Management Committees (LFMCs). In Jamaica, the Government is re-examining the country's sustainable development priorities in order to develop projects that can be funded under the Social Investment Fund.
- **Reviving dormant CBOs:** Noel Bennett had been working on reviving the Dolphin Head Trust, which had become dormant since the field visit at the second ALG meeting. The reasons came as no surprise to ALG members who had identified at the time the over-dependence on the Executive Director and lack of succession planning, although she had announced her imminent departure. The focus now is on empowering the group and developing it as an LFMC.
- **Sustaining CBOs:** Noel Bennett updated the ALG on the status of the six LFMCs that have been established to date:
  - Cockpit country LFMC is managing a Jam\$6.1 million project that includes training and capacity building.
  - Rio Tinto LFMC has developed a local management plan.
  - Northern Rio Minho LFMC received funding from the Forest Conservation Fund to prepare a Local Forest Management Plan for the Bull Head Forest Reserve, which is in final review stage.
  - Buff Bay LFMC, the most mature of all the LFMCs, is managing a Jam\$5.1million project involving three schools and 75 farmers.
  - Pencar LFMC received assistance from USAID to erect a greenhouse at their nursery site. They will be providing fruit and timber seedlings to the Buff Bay LFMC.

**Action:** It was agreed that, subject to adequate funding being available, the proposed case study of the Buff Bay LFMC should be expanded to include a description of the evolution of the LFMCs and the processes used to establish and maintain them.

## 2.7 UPDATES ON FORESTS AND LIVELIHOODS PROJECTS

Hema Seeramsingh provided updates on CANARI's existing and proposed projects under the *Forests and Livelihoods* programme for analysis.

### 2.7.1 Action learning projects

**Table 1:** Status of Action learning projects

GROUP AND STATUS	MENTOR FEEDBACK	LESSONS LEARNED
<p><b>Partners of the Environment, St Vincent</b></p> <p>On track, nearing completion.</p>	<ul style="list-style-type: none"> <li>• ALG visit was a significant motivator for the CBO.</li> <li>• The process was emotionally fulfilling for the mentor.</li> <li>• Use of the media to promote successes, even small ones, was key to mobilising buy-in and support.</li> <li>• Support of government agencies (MPs and PSs) very important.</li> <li>• Wider community mobilisation occurred.</li> </ul>	<ul style="list-style-type: none"> <li>• Value of selecting committed mentor who was emotionally invested in the outcome.</li> <li>• A small tangible practical project can build capacity for and catalyse bigger things as people “jump on the bandwagon” of success (e.g. international coastal cleanup).</li> <li>• Use of mentor can facilitate achievement of complementary objectives e.g. building institutional capacity, improving literacy etc.</li> </ul>
<p><b>Sundew Tourguiding Services, Trinidad</b></p> <p>On track, finalised strategic plan, next steps to do more capacity building coming out of plan.</p>	<ul style="list-style-type: none"> <li>• Through the mentorship process, the focus of the ALP shifted from improving the legislative framework for co-management of the Aripo Savannas to inner reflection and strategic planning designed to address organisational weaknesses and gaps (which were part of the reason the formal management agencies were hesitant to engage in more structured arrangements)</li> </ul>	<ul style="list-style-type: none"> <li>• Trust facilitates progress towards objectives. The group chose a facilitator for the strategic planning who they trusted and with whom members had an existing close relationship. That mentoring relationship has evolved into longer term support.</li> </ul>

<p><b>Nature Seekers, Trinidad</b></p> <p>Project not started due to unusual circumstances where the manager of the group was seconded to a large scale project called Turtle Village that required a significant time commitment. Nature Seekers will now be working closely with mentor to plan and execute the ALP.</p>	<b>THE WAY FORWARD</b>
	<ul style="list-style-type: none"> <li>• Encourage use of an external facilitator to provide support in conceptualising the way forward in a more participatory manner.</li> <li>• The facilitator will focus on ensuring wider consensus and input on the project.</li> </ul>

Recommendations from the mentors included:

- use participatory video to document a case study on the Partners of the Environment;
- document and promote the mentoring experience to other agencies;
- host a regional training of mentors workshop with UNDP GEF Small Grants Programme as a possible partner;
- evaluate the impact of mentoring on a project versus in comparison to similar circumstance where there is no mentoring; and
- groups awarded ALPs should be able to apply for a Forests and Livelihoods small grant.

With respect to the Partners of the Environment, Fitzgerald Providence added that while partisan politics has affected implementation of the project, there has been progress and partnering with other stakeholders including other CBOs. ALG members felt that the feedback that their visit had motivated Partners of the Environment provided additional validation of the work of the ALG.

It was suggested that CANARI try to foster communication among ALP groups. However, there was some doubt as to how useful this would be given the very different stages of development.<sup>1</sup>

## 2.7.2 Case studies

Two draft case studies were circulated in advance to participants (see Appendix 4)<sup>2</sup>

- **Warmmae Letang, Dominica** examines the impacts on community livelihoods of the co-management arrangements for the Freshwater Lake (Warmmae Letang) in the Morne Trois Pitons National Park in Dominica, which was designated a World Heritage Site in 1998.
- **Grande Riviere, Trinidad** examines impacts on community livelihoods of the forest management arrangements for approximately 35 square kilometres of forest in the Grande

<sup>1</sup> **Afternote:** A CBO forum is planned as part of regional conference 2010 and CBOs may also be included in exchange or study visits.

<sup>2</sup> **Afternote:** The final version of the Warmmae Letang case study is now available at <http://www.canari.org/docs/Warmmae%20Letang%20final%2025%203%209.pdf> .



Riviere area, 80% of which lies within Matura National Park; much of this is undisturbed forest, home to a rich variety of wildlife.

Discussion on the case studies led to a discussion about the whether CBOs need formalised agreements for co-management relationships. Varying views were expressed as follows:

**Table 2:** What works in the region: formal or informal institutional arrangements?

ISSUE	FORMALISED ARRANGEMENT	INFORMAL ARRANGEMENT
<p><b>WHEN IS IT NEEDED?</b></p>	<p>Formal arrangements, such as memoranda of understanding, may be dictated by external requirements e.g. to conduct tours on the lake in Warmmae Letang in Dominica, insurance was required, and this could only be obtained under a formal arrangement.</p> <p>There are other examples of successful formal arrangements such as the partnership between the Forestry Department and the LFMCs in Jamaica.</p>	<p>Informal arrangements can work effectively provided there is trust, sustainability and security of tenure e.g. the forest management arrangements in Fondes Amandes (ALG1 field trip) and turtle protection arrangements in Grande Riviere and Matura, which become <i>de facto</i> co-management</p> <p>These groups started out wanting formalised relationships but no longer perceive this as a hindrance as their sense of security derives in large measure from the national and international recognition they receive.</p>
<p><b>FUNDING</b></p>	<p>Formal arrangements can be an advantage in terms of securing funding, but there are exceptions like Nature Seekers in Trinidad which has no formal written co-management arrangement but has been extremely successful in securing funding from a variety of sources.</p>	
<p><b>GENESIS AND SUSTAINABILITY</b></p> <p><b>Who initiated these groups - the community, the government or another civil society organisation?</b></p>	<p>Research indicates that self-generated groups tend to thrive better than groups which are initiated from outside.</p> <p>If an external body initiates a group, it must commit to providing long term support in order to ensure the long-term sustainability of the group. This has proven difficult in instances where the initiating agency, typically the forestry department, is itself under-resourced and/or has little experience of NGO management and entrepreneurship.</p> <p>Informal relationships may work better in the long term in the region especially when groups have a strong relationship with a formal organisation; this builds security, nurtures relationships and provides for continued support.</p>	

Updates were also provided on proposed future case studies:

- The case study of the National Reforestation and Watershed Rehabilitation Programme in Trinidad will be initiated if the new Director and Ministry under which it falls are in agreement.
- Nicole Brown will be the main author of the LFMC case study in conjunction with Noel Bennett.

### 2.7.3 Study visits

In discussing the proposed study visits, the ALG made several recommendations:

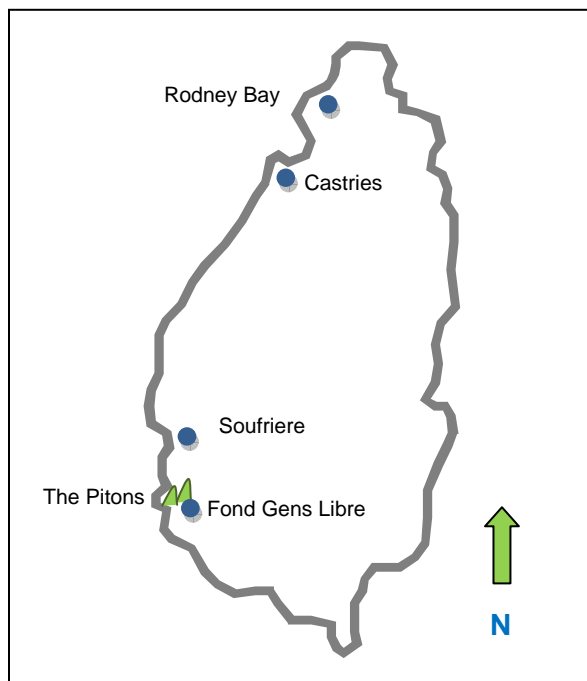
**Recommendations:**

- Consider the FAO technical assistance facility to complement the study visits.
- Review the Kellogg Leadership Programme as a potential model.
- Consider hosting in-country study visits for Jamaica (e.g. LFMCS).
- Regionally, bring case study groups together to share lessons learned.

## SECTION 3 – FIELD TRIP

### 3.1 FIELD TRIP BACKGROUND

The field trip was to the community of Fond Gens Libre which is located at the base of the Gros Piton, the larger of the two pitons located in the south west of Saint Lucia. They are a part of the Pitons Management Area (PMA) which extends over 11 square miles and also includes the town of Soufriere, the nearby coral reefs and sulphur fumeroles and hotsprings. The entire PMA was declared as a World Heritage Site in 2004. The land-based part of the PMA is managed by the Soufriere Development Foundation (SDF) and the marine portion is managed by the Soufriere Marine Management Area (SMMA).



**Figure 1:** Outline map of Saint Lucia indicating the location of the Pitons

During the 1990s, Saint Lucia was a beneficiary of the USAID-funded Environmental and Coastal Resources (ENCORE) project. This focused on the implementation of small projects designed to promote partnerships between government, the private sector and communities in the sustainable use of natural resources. One project, which focused on assessing the nature and heritage tourism potential of the west coast, identified the Pitons as promising for recreational and nature tourism activities.

The Forestry Department, the Saint Lucia National Trust and the Soufriere Regional Foundation then collaborated with the Fond Gens Libre community to upgrade the Gros Piton trail and develop basic amenities to foster sound management of recreational and tourism activities on the Gros Piton. The project included an inventory of the flora and fauna of the area, the erection of interpretive signs, construction of an interpretation centre with amenities, training of guides, production of information brochures and the establishment of a multi-stakeholder management committee.

The Forestry Department also catalysed the development of a CBO called Gros Pitons Tour Guiding Association (GPTGA) in keeping with its objective to empower the local community to participate in the conservation and management of the area. The community's livelihoods had previously revolved around pig rearing and other forms of agriculture and pig rearing was not considered compatible with ecotourism activities.

The multi-stakeholder management committee, chaired by a member of the Soufriere Development Foundation, was mandated to support GPTGA's capacity development. However, it never fully met its mandate, in part as a result of changes in membership and several agencies (including the Forestry Department) being too under-resourced to fully commit to it.

GPTGA became dormant and the tour guiding activity was taken over by an individual entrepreneur, Jimmy Haynes who operated under the name of Gros Piton Tours (GPT). GPT actively promoted the tours, developed some additional infrastructure, and trained and employed community members as guides. Some of the changes include improved street lighting, drainage, horticulture and the construction of facilities to host concerts. This new arrangement has been informally endorsed by the Forestry Department

Stakeholders in Saint Lucia have expressed concern about the management of the area and access to the trail by GPT in terms of:

- GPT's arrangement with Forestry Department, which allows GPT to derive profits from the use of state resources without a clear management agreement that could ensure some of the profits being returned to the state or used for management of the area;
- the political power of GPT's owner;
- conflict of interest because GPT's owner is also on the Boards of the Heritage Tourism Association and the Soufriere Development Foundation;
- lack of financial transparency by GPT in terms of profits made from tours;
- no direct financial benefit to the people of Saint Lucia from tours conducted on Gros Pitons;
- lack of equitable profit-sharing with the community.

### **3.1.1 Preparatory work by the ALG**

Participants were divided into small groups to focus specifically during the field trip on analysis of the following elements of the research framework:

- **External/ enabling factors:** What external factors (social, political, economic, cultural etc) have influenced the type of institutional arrangement? Have these been enabling or challenging?
- **Institutional arrangements:** What are the institutional arrangements and to what extent do they contribute to providing socio-economic benefits for the rural poor?
- **Capacity:** What are the existing capacities (world view, culture, skills and knowledge, financial resources, equipment etc.) of the various actors at the different levels of the institutional arrangement that contribute to the poor deriving socio-economic benefits? What are the gaps?
- **Livelihoods:** What are the actual and potential livelihood benefits that the community partner organisations are deriving from the arrangement?

All groups agreed to address as a cross-cutting issue the question of how the **sustainability** of the community based partner organisation(s) could be improved.

## **3.2 OBSERVATIONS AT FOND GENS LIBRE**

ALG members observed the following in the community and on the trail:

### **Community**

- There is a paved path into the community with a box drain and lighting along the path.
- The area adjacent to the path is landscaped allowing for close up views of the homes of the community members along with calabash trees and ornamental plants.
- In addition to the main interpretation centre constructed under the ENCORE programme, facilities were erected to support Saint Lucia Jazz Festival activities including a kitchen, dining areas, a stage and chairs strategically positioned on the nearby hill.
- The people of the community are bi-lingual, speaking Kwéyòl to each other and English to tourists. Some also said they speak French.

### **Trail**

- The trail is clearly defined and allows for secure footing.
- The tour guides said that there is an emergency crew that is activated in case of injury.
- Guides are equipped with cell phones.
- The guides were open and shared information, including some aspects of the geography and ecology of the area. Overall, the ALG felt that the level of interpretation was poor but it was not clear if this was in part because the group was not considered standard tourists.

## **3.3 PANEL DISCUSSIONS**

The panel was chaired by ALG member Zakiya Uzoma-Wadada and the panellists were:

- Michael Bobb, Acting Deputy Chief Forestry Officer of the Forestry Department;
- Felix Finisterre, ALG member, formerly head of Saint Lucia Heritage Tourism Programme and Member of Parliament; and
- Jimmy Haynes, owner of GPT, chairman of HERITAS and deputy chair of SDF.

Attempts had been made to identify a member of the community as a panellist but this proved impossible. Panellists were invited to present their viewpoints and subsequently responded to questions from the ALG.

### **3.3.1 Summary of presentations by panellists**

#### **Michael Bobb:**

- discussed the livelihoods potential of the site and the weak capacity of the community, the management committee and the Forestry Department (no officer working in the area for over a year) to leverage on that potential;
- noted that Gros Piton Tours had the capacity and access to resources to manage the site at a time when Forestry Department could not do so;
- expressed his hope that the management process could become more transparent and structured, with greater benefits accruing to the community.

#### **Felix Finisterre:**

- stated that the public institutions such as SDF, HERITAS and Forestry Department had failed in their mandate to support the work of GPTGA and provided a historical perspective to support his statements.

#### **Jimmy Haynes:**

- agreed with other panellists about the failure of institutions to support GPTGA and in turn the community;
- outlined his ideas for a 'new' form of sustainable or community tourism that encourages government to engage with the private sector to co-manage attractions and employ community members;
- noted that GPT sees itself as filling the vacuum created by the lack of input from the management committee and in particular providing marketing and management skills. It facilitated the certification of 35 guides to national guide levels 1 and 2, using an in-house training programme with SDF, which was specifically developed for persons with low literacy levels and who couldn't communicate with visitors in English. He stated that in 2008 there were over 5500 summit attempts. He characterised the work of GPT as '15 years of hard work in managing families as employees.' He also noted that people had once been ashamed to say they came from Fond Gens Libre but now they felt pride in their community.

### **3.3.2 Question and answer session**

#### **Who is "we"?**

Jimmy Haynes was asked who was encompassed in the term "we" in his presentation. He responded that "we" refers to the Fond Gens Libre community with GPT as a tool to manage the resources of the community to bring about social development.

#### **Structure of GPT**

GPT was described as a for-profit company but with no shareholders. The name is registered but it was not clear whether or how the company itself is legally constituted.

### **Hiring of staff by GPT**

Positions in GPT are filled via word of mouth; with requests being made to Jimmy Haynes or via applications. There are 10 full-time staff; two part-time staff, two trainees and two occasional staff, all but one of whom are from the community.

### **Safety**

All guides carry cell phones, are trained in first aid and CPR. The company also has emergency climbers on standby.

### **GPT expansion into new areas**

GPT's focus is on tourism only. Tourism could well decline due to the current global economic recession but GPT has not considered expansion into other sectors such as agriculture. The reason given was that land tenure in the community is unclear.

### **Contribution of GPT to the community**

GPT's contribution to the community includes Jimmy Haynes' vision and built capacity in marketing, book keeping, knowledge on environmental issues and tour guiding, leading to a reduction in charcoal production, cutting trees and sand mining. The strengths of the tour guides include their physical endurance. Merle, for example, was the tour guide of the year for 2008, having climbed to the peak 168 times. Another strength of the group lay in the fact that they are all part of a family and pool together for community benefit and they are proud of the accomplishments of GPT.

### **Sustainability of GPT**

Jimmy Haynes stated that if he was no longer associated with GPT, it would continue as the Administration Officer (who is a community member) manages the day to day business. The current relationship with Forestry Department is informal but the arrangement is not expected to change.

### **User fees**

The ALG asked if there were user fees to access the site and what was done with these fees. The group was informed that a fee of US\$30 is charged to visit the site and all monies go to GPT, except the tour fee paid to guides the exact value of which was not be confirmed.

### **If GPT never existed...**

... it is unlikely that the community would have derived so many livelihood benefits such as:

- tour guides are now earning EC\$12,000 per year via employment with GPT;
- all homes now have flushing toilets and electricity due to infrastructure upgrades initiated by GPT to support the tourism product; and
- bank accounts were set up by GPT for all employees.

### **If GPT became a legally recognised stakeholder...**

Legality would mean that there would be a formal and recognised structure, accountability, transparency and participation by others. Depending on the relationship that the government entered into with GPT, it could include requirements for a portion of fees charged for visiting the site be returned to the state for the benefit the people of Saint Lucia.

### **The role of the Forestry Department**

A Forest Officer had at one stage been stationed in the community for about a year but he may not have had all the requisite competencies to help build local capacity. Management by the

Forestry Department had mostly been crisis management but Forest Officers thought that many of the roles it had played were really the responsibility of the SDF.

### **Resolving the issues**

Michael Bobb expressed the view that the Gros Piton Trail management arrangements could be resolved among the key stakeholders, (HERITAS, GPT, Forestry Department, SDF), provided that they are prepared to meet and agree to work together to manage the Gros Pitons as a multi-million dollar resource. He anticipated that this would happen by mid-March 2009.

## **3.4 SUMMARY OF GROUP DISCUSSIONS**

Following the panel discussions, GPT tour guides, Michael Bobb, Jimmy Haynes and SMMA representative Nadia Cazaubon, joined the ALG small groups to analyse the key research questions (External Factors, Institutional Arrangements, Capacities and Livelihoods).

### **3.4.1 External factors**

The group reviewing the external factors focused mainly on the influence of GPT as an external actor. It noted that although GPT's role might lack legitimacy, it could not be ignored and strategies should be developed for addressing the key concerns.

### **3.4.2 Institutional arrangements**

The institutional arrangements for the Gros Pitons tour guiding were weak as there seemed to be little carry-over from the ENCORE project and several groups were no longer functioning effectively.

**Table 3:** Level of organisational participation in tour guiding activities at Fond Gens Libre

<b>Functioning today</b>	<b>Functioning today but not fully participating</b>	<b>No longer functional or minimal operations</b>
GPT	SDF Forestry Department HERITAS MOST	GPTGA Multi-stakeholder management committee

### **3.4.3 Capacity**

The table below summarises the discussions.

**Table 4:** Existing and required capacities of institutions supporting the management of tour guiding on the Gros Piton Trail

<b>Institutions</b>	<b>What exists</b>	<b>Needed</b>
<b>Tour guides</b>	<ul style="list-style-type: none"> <li>• Training done by GPT and Forestry Department in first aid, CPR, basic interpretation of flora and fauna, language proficiency, history and geography</li> </ul>	<ul style="list-style-type: none"> <li>• Management and accounting</li> <li>• Marketing</li> <li>• Conflict resolution</li> </ul>
<b>SDF</b>	<ul style="list-style-type: none"> <li>• Financial resources</li> <li>• Rich natural resource base</li> </ul>	<ul style="list-style-type: none"> <li>• Staffing</li> <li>• Accountability and transparency</li> </ul>

<b>GPT</b>	<ul style="list-style-type: none"> <li>• Management and marketing skills</li> <li>• Vision and passion</li> </ul>	<ul style="list-style-type: none"> <li>• Legal, formal structure</li> <li>• Greater engagement and empowerment of community</li> </ul>
<b>Forestry Department</b>	<ul style="list-style-type: none"> <li>• Technical expertise</li> <li>• Some human and financial resources</li> <li>• History</li> </ul>	<ul style="list-style-type: none"> <li>• Additional resources needed</li> <li>• Poor institutional arrangements</li> </ul>
<b>PMA</b>	<ul style="list-style-type: none"> <li>• Legal status</li> <li>• Resources (subvention)</li> </ul>	<ul style="list-style-type: none"> <li>• Proper management and leadership</li> <li>• Community involvement</li> </ul>
<b>Community Development Committee</b>	<ul style="list-style-type: none"> <li>• No community association - dormant</li> </ul>	<ul style="list-style-type: none"> <li>• Need to resuscitate the community development committee</li> </ul>
<b>Ministry of Social Transformation</b>	<ul style="list-style-type: none"> <li>• No Community Development Officer in Soufriere</li> </ul>	<ul style="list-style-type: none"> <li>• Need presence/ programme</li> </ul>

### 3.4.4 Livelihoods

The group working on livelihoods issues asked Jimmy Haynes and tour guide Damascus questions on how the quality of life had changed in Fond Gens Libre and what were potential beneficial changes.

**Table 5:** Actual and potential livelihoods benefits

<b>LIVELIHOODS ASSET</b>	<b>ACTUAL BENEFITS</b>	<b>POTENTIAL BENEFITS</b>
<b>SOCIAL</b>	<ul style="list-style-type: none"> <li>• secondary and tertiary education opportunities offered by GPT to children in the area</li> <li>• greater <b>sense of pride</b> and identity from the community</li> <li>• reduced migration of community into the urban areas for jobs</li> <li>• health benefits from working in a clean environment and in an active job (instead of a sedentary one) <ul style="list-style-type: none"> <li>○ the guides shared stories about their mothers who climbed the Gros Piton to harvest yams and of their grandparents who have lived well into their nineties</li> </ul> </li> <li>• the family benefits when parents work closer to home</li> <li>• training and education for guides</li> </ul>	<ul style="list-style-type: none"> <li>• there is potential for greater recognition of history and culture of the community</li> <li>• history is a source of strength and unification</li> </ul>
<b>FINANCIAL</b>	<ul style="list-style-type: none"> <li>• regular income for families</li> <li>• improved disposable income of families has assisted in local business development</li> <li>• guides have bank accounts through efforts of GPT</li> <li>• increased savings as a result of having salaries go to bank accounts</li> </ul>	<ul style="list-style-type: none"> <li>• there is potential for: <ul style="list-style-type: none"> <li>○ new trails such as a “Carib walk”; and trails to the ruins of sugar plantations and other historical sites</li> <li>○ Increased production and sales of craft items from clay potters and basket weavers</li> </ul> </li> </ul>



	instead of cashing pay cheques	<ul style="list-style-type: none"> <li>○ <b>cultural expression</b> and recreational opportunities in terms of craft, music (jazz festival), food, sport and in the use of the local rivers</li> </ul>
NATURAL	<ul style="list-style-type: none"> <li>• reduction in carbon footprint of the community as they work in the area rather than travelling to Castries</li> <li>• significantly more environmental awareness as related to sand mining from the rivers, deforestation, animal husbandry and marijuana cultivation</li> </ul>	<ul style="list-style-type: none"> <li>• can benefit from increased environmental education and development that is environmentally friendly</li> </ul>
PHYSICAL	<ul style="list-style-type: none"> <li>• infrastructural development including retaining walls and buildings, lighting, water supply</li> </ul>	
POLITICAL	<ul style="list-style-type: none"> <li>• community well known (even in the region)</li> </ul>	<ul style="list-style-type: none"> <li>• could lobby for community development</li> </ul>

The ALG thanked the community, the guides and other stakeholders for their participation and promised to make recommendations to the Forestry Department and forward the report to stakeholders.

### 3.5 REVIEW OF FIELD TRIP

On the day after the field trip, the ALG discussed key issues arising from the visit.

#### **Food catering**

During the panel discussion, Jimmy Haynes had expressed dissatisfaction with CANARI's decision to use an outside caterer so ALG members questioned CANARI's rationale for this. CANARI explained that it tries to ensure that field trips conducted under its programmes result in some form of financial benefit to the communities and CBOs visited, for example, through payment for tour guides and the catering of meals. Catering for the field trip was done by an outside caterer based on reconnaissance done on CANARI's behalf before the meeting when it was established that the community did not have the capacity to cater for a large group. This was confirmed by the fact that for large groups GPT also has food delivered from a hotel outside the community.

#### **Lack of participation**

ALG members expressed the view that the activities of GPT at Fond Gens Libre are not participatory. One member described GPT's owner as a 'don', who appears to be controlling significant resources and the profits derived from the use of these resources.

#### **Gender**

It appeared from the visit that the majority of tour guides were female. The ALG perceived that this might have both positive and negative impacts:

**Table 6:** Positives and negatives of having more female tour guides

<b>POSITIVES</b>	<b>NEGATIVES</b>
<ul style="list-style-type: none"> <li>• more money entering the family</li> <li>• women are more likely to sit in class for training</li> </ul>	<ul style="list-style-type: none"> <li>• males would tend to speak their minds; but women may not</li> <li>• the bargaining power of women may not be strong</li> </ul>

However, it was later established that there are an equal number of male and female tour guides and the fact that most were females just reflected the roster for the day.

### **The development of infrastructure**

The group commented on the significant and visible physical development in the community, some of which had been implemented by GPT to support tour guiding to the benefit of the wider community. ALG members queried whether, in the absence of GPT, government agencies would have done something similar or whether the community would have remained under-developed.

### **Tour guides – interpretation, demeanour and empowerment**

While the levels of interpretation on the tour were considered low by ALG members, they appreciated that the guides were not communicating in their first language, Kwéyòl. Although GPT guides appeared professional, in comparison with tour guides encountered on other ALG field trips, they seemed detached from the environment around them and less personally involved. They had identified some additional needs in the community, such as a library and homework centre etc. It had not been possible to determine whether the community was empowered to demand more (from GPT and the government agencies) than the opportunity to earn an income.

### **Financial transparency and legal issues**

The ALG questioned the lack of financial transparency displayed by GPT and surmised that, if financial information is not shared with the Forestry Department, then it is unlikely that this information is shared with the community. GPT is a registered name but the company is not registered as a limited liability company. Instead, it appears to operate as a sole proprietorship and is therefore not required to send accounts to the government.

### **Dereliction of duty by institutions**

ALG members felt that a situation where a for-profit company is allowed to operate exclusively and independently within a World Heritage Site reflects a dereliction of duty by the Forestry Department and other institutional partners, and by extension, by the Government of Saint Lucia. It was suggested that the Forestry Department could have contracted Jimmy Haynes to provide capacity development for GPTGA, but Forestry representatives explained that such an arrangement would be impossible since it would require high level government approval.

### **Lack of capacity in the community**

ALG members perceived that community members lacked the capacity to express their needs, to make decisions, and to self-mobilise to protect potential livelihoods benefits. GPT has stepped into this situation and maximised the potential of the site. It was felt that the lesson to be derived from this is that communities need a high level of sustained support when building their capacity to derive improved livelihoods from the sustainable use of natural resources.

### **World heritage status**

ALG members noted that World Heritage Sites are usually declared in areas that have a certain level of organisation to support conservation, protection and wise use. There are other more organised sites in the region such as the Garrison in Barbados, which are having difficulty gaining World Heritage status. It was therefore difficult to understand how management of the Pitons could be in such a disorganised state, while the SMMA and Sulphur Springs were being better managed.

### **Conflicts of interest**

The ALG was concerned about the conflicts of interest between Jimmy Haynes' role as owner of GPT and his position on the boards of HERITAS and SDF. Concerns revolved principally around:

- the potential for GPT to receive funding from HERITAS or SDF;
- the potential conflict between his personal interest in retaining exclusivity for the Gros Pitons tours and maximising revenue for GPT versus the formal responsibilities which SDF should be exercising.

### **Are the concerns related to the scale of the benefits?**

One ALG member also questioned whether there would be so much concern about GPT and Jimmy Haynes' role if the profits being derived from the arrangement were at subsistence level as they have been in some of the other field visit sites. After discussions the group agreed on the following:

- financial reward should not be at the expense of equity and participation;
- a strong leader, as in the case of GPT and Dolphin Head, can result (intentionally or unintentionally) in lack of empowerment of the group as whole.

### **The role of the Forestry Department**

Historically, the Forestry Department in Saint Lucia has not addressed social issues as they lack relevant skills and this is seen as being the purview of the Ministry of Social Transformation. However, it was recognised that forests cannot be managed effectively if people are not managed and therefore forestry departments and forestry training institutes need to rethink their focus and skill sets.

## **3.6 RECOMMENDATIONS TO FORESTRY DEPARTMENT**

The ALG suggested the following recommendations to the Forestry Department in Saint Lucia:

1. Forestry Department management planning needs to encompass the fact that managing forests is about managing people. While relevant capacity may not exist internally it could consider contracting external trainers and building its own skills in relevant areas.

The wider group of institutions that manage the World Heritage Site may also require training in skills such as conflict management, rural sociology, community development and mobilisation, and business management. It is particularly important that those responsible for promoting and supporting the establishment of CBOs have practical experience of NGO management and where applicable, entrepreneurship.

2. To solve the issue of lack of equity, transparency, accountability and legality in terms of GPT's operations, the following options are suggested:

**Option 1:** The management committee and the on-the-ground support of the Ministry of Social Transformation should be reactivated to revitalise GPTGA and must be appropriately resourced.

**Option 2:** Use a Government/Cabinet-appointed taskforce to address the issue

**Option 3:** Develop a memorandum of understanding between the Forestry Department and GPT that:

- declares the interests of each party;
- describes how profits will be shared;
- is legal, transparent and accountable;
- includes clarified objectives and benefits; and
- addresses conflicts of interest.

3. Forestry Department should develop a position paper that details the management conflicts and the international repercussions of a failure to manage the World Heritage Site. This document can be used as the impetus to start a national debate on the way forward.

## **SECTION 4 – COMMUNICATIONS STRATEGY**

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### **4.1 CRAFTING A COMMUNICATION STRATEGY**

The discussions over the course of the meeting yielded the following key messages:

#### **Institutional arrangements and capacity of institutional partners**

- Formal co-management arrangements should be accompanied by sustained efforts to develop mutual trust and respect, and must be accompanied by capacity building of both the local organisation and the overall institution.
- Informal co-management arrangements can work where CBOs and government agencies partner for mutually beneficial outcomes.
- Time is needed for building relationships between institutional partners.
- Start up NGOs/ CBOs need systematic accompaniment over a longer period than the typical project time frame, including the building of competencies that may not reside in the partner agency. Such accompaniment and mentoring is about building long-term capacities and relationships and it takes a long time
- As a community group grows, its capacity increases, but its needs also change and it may continue to require accompaniment including capacity building in a wider range of competencies.
- Regular meetings contribute to the cohesion of organisations (but members must perceive that they add value).
- Mentorship succeeds (lesson from ALPs).
- Simpler reporting and application formats can advance organisational development without compromising transparency (CANARI's earlier small grant experience).

### **Small grants programmes**

During the discussions described under Section 5, the ALG identified key messages to donors who administer small grant programmes:

- Overly complex projects can hinder groups from development.
- Simple application and reporting formats for grants can advance organisational development without compromising transparency.
- Mentoring is a solution for achieving grant success.

## **4.2 MESSAGES SPECIFIC TO THE RESEARCH QUESTIONS**

Elements of a communication strategy for each of the research areas were developed in small working groups as summarised in Tables 7-10 below.

**Table 7:** External Factors

Key messages	Communications objective:	Target groups:				Products, pathways and monitoring and evaluation:
<b>External factors</b>						
<p>1: All stakeholders need to understand their roles, responsibilities and the benefits to be derived from the arrangement.</p> <p>2: All stakeholders must buy in to and accept ownership of the process if it is to be effective.</p> <p>3: Reporting formats should facilitate accountability and transparency and also inform the monitoring and evaluating process</p>	<p>To advocate for a well articulated and clear policy with respect to use and development of public assets, which defines the roles of and relationships among all stakeholders and which creates buy in and sets out clear roles and responsibilities</p>	Policy makers, wider community, donor agencies				Not completed
		<b>Allies (Collaborate With)</b>	<b>Opposers (Defend Against)</b>	<b>Interested Parties (Keep Informed)</b>	<b>Indirect Associates (Monitor Activities)</b>	
		<p>Implementers</p> <p>Policy makers</p> <p>Donor agencies</p>	<p>Implementers</p> <p>Potential/ private developers</p> <p>Tree huggers</p> <p>Other stakeholders with personal agendas</p> <p>People who have not bought in to the message</p>	<p>Researchers</p> <p>Academics</p> <p>National and international organisations</p> <p>Donors</p>	<p>Could not identify any</p>	

**Table 8:** Institutional Arrangements

Key messages	Communications objective:	Target groups:				Products, pathways and monitoring and evaluation:
<b>Institutional factors</b>						
1: The development of a sustained efficient and effective participatory management arrangement is time-consuming and often requires the development of skills, knowledge experience and other capacities to bring the arrangement to fruition	To communicate the message to relevant stakeholders to ensure mobilisation of required resources:  Key points: 1: Relationships are built over the long term  2: Development / deployment of relevant skills when necessary  3: Institutional arrangements rely on trust and should reflect a balance of power  4: Capacities, which may not necessarily be “book knowledge”, contribute to the effective functioning of the management arrangement	Technical support agencies; Community development officers; Policy makers; Donors				Not completed
		<b>Allies</b>	<b>Opposers</b>	<b>Interested Parties</b>	<b>Indirect Associates</b>	
		Colleagues  Other ministries  Communities  CSOs  Cabinet	Other ministries CSOs	International donor and research organisations  People of the country Senior decision makers of the administration	International organisations  Donor research  Cabinet  Inter ministerial committees  Regional authorities	

**Table 9: Capacity Factors**

Key messages	Communications objective:	Target groups:				Products, pathways and monitoring and evaluation:
<b>Capacity Factors</b>						
<p>A CBO should be focused on a need for the area and a vision, which can be dynamic. There should be frequent assessment of the work done to implement training and capacity building. Overall few opposers are Evaluation should focus on both outputs and outcomes. Self identification of needs by rural CBOs may produce limited results; input from technical people to facilitate and stimulate communities to identify needs is recommended</p> <p>1: Community groups should be organised around a self-identified need/ vision which may change over time {development of the vision may require external facilitation}</p>	<p>To sensitise and inform relevant agencies on effective approaches to capacity buildings {including mentoring}</p> <p>Key points:                      1: There should be frequent assessment and evaluation of effectiveness and relevance of programmes                      2: Training and capacity building must be continuous                      3: In planning capacity building programmes, cultural, environmental, social, economic and demographic factors must be considered</p>	Technical support agencies; Community development officers; Policy makers; Donors				Not completed
		<b>Allies</b>	<b>Opposers</b>	<b>Interested Parties</b>	<b>Indirect Associates</b>	
		Media	None	Political directorate	Policy makers	
		Political directorate		Media	Donor agencies	
		CBOs		CBO	Media	
		Technical support agencies		Technical Support agency	Private sector	
		Public officers		ALL		
		International bodies				
		Advocates				
		NGOs				
		Donors				
		Youth				



**Table 10:** Livelihoods Benefits

Key messages	Communications objective:	Target groups:				Products, pathways and monitoring and evaluation:		
<b>Livelihoods Benefits</b>								
1: Livelihoods is not about making a living... it's about living" (Rex Nettleford)  <b>Social marketing byline:</b> CONTENTED PEOPLE BUILD COMMUNITIES; COMMUNITIES BUILD COUNTRIES	To communicate that 'livelihoods' is not only about money	Technical support agencies; Community development officers; Policy makers; Donors				<b>Audience</b>	<b>Products</b>	<b>Pathways</b>
		<b>Allies</b>	<b>Opposers</b>	<b>Interested Parties</b>	<b>Indirect Associates</b>	CBOs	Word of mouth – face to face	Forest officers
		Ministry of Agriculture / Forestry	Politicians (who are interested in giving handouts to ensure patronage)	Ministry of Social Transformation	UNESCO Soufriere hotels		Video documentary	Local television Meetings
		Ministry of Tourism		Community Development	Restaurants		Radio programmes in local language	Radio
		Tour operators			Shops		Drama in action Cultural wake	Youth groups Schools drama groups
					Boat/ bus operators		Govt	Policy brief - focus on financial crisis as attention getter
						Political Directorate	Video documentary	Cabinet presentation; Cabinet committees Persons who can influence politicians to create a ground swell of interest
<b>Monitoring and evaluation:</b> Examine changes in non monetary financial benefits in the community: <ul style="list-style-type: none"> <li>• Education levels</li> <li>• Infrastructure - street lights, drains, health centres</li> <li>• Environmental impact - reduced carbon footprints</li> <li>• Health benefit - life span of rural persons, healthiness of people in rural communities (lack of lifestyle diseases etc)</li> <li>• Social improvement – benefits to family life of parents working near home (separated families, children being reared by grandparents while parents migrate for work)</li> <li>• Aesthetics – beautification of the surroundings and its maintenance</li> <li>• Community image and pride</li> </ul>								

**Action:** CANARI will convert learnings arising out of the four ALG meetings and convert these into communications messages. The ALG is asked to volunteer to assist in developing communications messages.

The review of the group work presented above yielded best practices for the development of future communications:

- objectives should be action oriented;
- there will not always be all of the following: allies, opposers, interested parties and indirect associates;
- messages should convey to the target audience why is of interest/benefit to them.

**The following lessons were also agreed regarding the process of communicating:**

- Use existing policy processes to get messages out and strike while the topic is 'hot'.
- "Politicise" the message (i.e. make it relevant to policy or a current topic of debate) but be cautious about partisan politics.
- The economic crisis may provide opportunities to re-link to traditional practices and cultural linkages to the environment.
- Identification of and building on traditional relationships between communities and their natural resources can accelerate or stimulate sustainable management.
- Sometimes "no news is good news" can be a desirable aspiration, at least in the early stages of building an institutional arrangement for sustainable forest management. Premature publicity can create expectations (internal and external) disproportionate to the capacity to meet the expectations.

The discussion about traditional relationships between communities and their natural resources the suggested addition of a research question, ***What is the impact of cultural traditions/norms/ values on community based management of natural resources?***

## **SECTION 5 – SMALL GRANTS PROGRAMME**

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The ALG was invited to review and refine the structure of the small grant programme, by defining their role in the selection and accompaniment process, by identifying potential grantees, and reviewing the concept note and application form.

It was agreed that in order to be considered for selection, groups must:

- have a structure;
- be registered (either legally or, for example, with a Ministry);
- have reporting systems;
- have a mechanism for public participation;

- have a bank account in the name of the group, which indicates the existence of by-laws, minutes and signatories (CANARI should request the names of the signatories).

If a group would otherwise meet the small grant criteria but does not meet the above, it must be willing to meet these conditions before money is disbursed.

CANARI and the FAO representative clarified the following:

- Groups will be invited to submit proposals based on identification of groups by CANARI, ALG members and other partners.
- There will be a single call for proposals
- Disbursement of the grant will normally be 30% on signature; 50% on submission of the work programme and 20% on acceptance of the final report.
- Eligible activities include:
  - workshops
  - mentoring
  - other capacity building
  - preparation of small studies

The grant is not primarily intended for materials and equipment which should be a maximum of 20% of the total although materials to facilitate capacity building (e.g. stationery for a workshop) could exceed this.

The FAO and Barbados-based UNDP GEF Small Grants Fund (SGP) are mutually supportive of each other so these small grant funds can be considered as co-financing in a larger GEF SGP proposal.

The following ALG members volunteered to form the review panel:

- Noel Bennett
- Neila Bobb-Prescott
- Marcella Harris
- Zakiya Uzoma Wadada

The following ALG members agreed to provide support, including assistance with proposal development:

Trinidad and Tobago	Zakiya Uzoma Wadada
St Vincent and the Grenadines	Fitzgerald Providence
Dominica	Minchinton Burton and Marcella Harris
Saint Christopher (St Kitts) and Nevis	To communicate with John Guilbert and Milton Lawrence
Grenada	Gordon Patterson
Saint Lucia	<i>To be identified</i>
Barbados	<i>To be identified</i>

A preliminary list of the organisations that will be invited to submit small grant proposals is attached at Appendix 6.

**Action:** ALG members may provide additional names up to Friday 27 February 2009.

**Action:** ALG members Noel Bennett and Fitzgerald Providence will prepare a one-page note of lessons learned from the small grants awarded to community groups under the CANARI payments for watersheds services project.

## SECTION 6 – CONCLUSIONS AND NEXT STEPS

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### 6.1 NEXT STEPS FOR RESEARCH AND COMMUNICATIONS

Sarah McIntosh outlined the proposed next steps:

#### Research

##### Conduct exchange visits/ study tours

- CANARI can consider use of the FAO technical advice facility for financing regional consultancies to gain additional funding for exchange visits and study tours.
- Pathways of exchange other than the physical movement of people should be considered, e.g. by using social networking and other modern technologies.
- The Environmentally Sensitive Areas Stakeholder Management Committees would benefit from observing examples of participatory protected areas management in the region. It would be beneficial to look at the creativity used in islands with resource limitations to manage natural resources.

##### Prepare additional case studies

###### Written

- Outline of the evolution of LFMCs (Jamaica)
- National Reforestation and Watershed Rehabilitation Programme (Trinidad)
- Jamaica Tree Growers Association – suggested as a potential case study

###### Audio visual

- Partners of the Environment, St Vincent

##### Activities of other agencies

- CANARI plans to present a paper at the World Forestry Congress (based on the abstract presented to the ALG)

##### Other CANARI programmes

- Linkages between the other CANARI programme areas need to be more systematic and streamlined

## Communications strategy

- ALG**
  - ALG Members share their plans/opportunities to disseminate learning and other opportunities to publicise project findings with CANARI and each other
- Volunteers**
  - Volunteer to participate in further development of the communication strategy: Robyn Cross

## 6.2 CANARI AND ALG ACTION ITEMS

Action items arising out of ALG 4 include the following:

### CANARI's to do items

- Case studies**
  - Expand the proposed case study of the Buff Bay LFMC to include a chapter on the evolution of the LFMCS and the processes by which they have been established and maintained.
- Livelihoods**
  - Develop a handout the expanded ALG concept of livelihoods assets.
- Communications strategy**
  - Include youth as a separate key audience (to the list developed at the ALG 3 meeting) when developing the communications strategy.
  - Develop communication messages based on the outputs of the past ALG meetings. *ALG to support.*
- Future meetings**
  - While the current ALG is focusing on forests and livelihoods, CANARI will ensure that there will be opportunities for linking forests and livelihoods to climate change in future meetings.
  - Begin with analyses of lessons learned e.g. trust as an issue between CBOs and institutional partners.

### ALG to do items

- Participation**
  - Robyn Cross to prepare lessons arising out of the participatory development of the management plans for the Aripo Savannas for wider audiences in the region.
- Small grants**
  - Noel Bennett and Fitzgerald Providence to prepare a one-page note of lessons learned from the small grants awarded to community groups under the Payments for Watersheds Services project.
  - ALG members to provide additional names for small grants before Friday 27 February 2009

## 6.3 ALG RECOMMENDATIONS

Recommendations of the ALG arising out of ALG 4 include the following:

- Communications**
  - It was recommended that the ALG consult with audiences that it may not be intimately familiar with to test messages.

- Exchange visits**
- To complement exchange visits:
    - consider the FAO technical assistance facility
    - review the Kellogg Leadership Programme as a possible model for Jamaica, consider hosting in-country study visits
    - regionally, bring case study groups together to share learnings
- Small grants**
- ALG can look for synergies for synchronised form of reporting with UNDP

## 6.4 EVALUATION

The verbal and written evaluation revealed the following (see Appendix 7 for full evaluations):

Overall, ALG members felt that the meeting had been a useful avenue for exchanging ideas and learning from other experiences on how to better maximise socio-economic benefits to rural poor in our respective countries.

### Content

- Many members felt that the process of developing the communication strategy was very useful and intend to apply the principles in their own working environments.
- Overall, the small group work on communications strategy and the sessions analysing the field visit were most useful.
- Given the nature of the case, there could have been more discussion on private sector management of public resources and conflicts arising.
- To the ALG, some of the most important things learned from the meeting included:
  - Members of community must be involved in initiating CBOs to ensure the sustainability of such organisations.
  - If governments fail to act, other actors may appear to fill the vacuum and gain benefits from state resources.
  - Participatory process is time consuming and support agencies need to accept this.
  - Capitalise on networking opportunities.
- ALG members will promote the idea of mentoring of CBO projects.

### Process

- *ALG members suggested that:*
  - when field trip locations are located far away from the meeting venue, travel should start at 7 am and preparatory work should occur the day before. The rapporteur and maco reporting could occur en route to the field trip site;
  - more time was needed for discussions especially in evaluating the findings of the field trip and in developing communications messages;
  - the first day could be a longer working day to ensure that the final day is not rushed
  - more communication is needed between meetings
  - CANARI seek further funding to expand the programme beyond the current project timeframes, given its importance in fostering greater forest-based livelihood opportunities for rural poor.

### Date of next meeting

The next ALG, subject to confirmation, will be hosted in Grenada at a date to be announced.

## APPENDIX 1 – CONCEPT NOTE

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Working Document for Forests and Livelihoods Action Learning Group (ALG)  
**Forests & Livelihoods Action Learning Group**  
**Concept Note**  
Caribbean Natural Resources Institute (CANARI)

### Context

The focus of the development community in Caribbean Small Island Developing States (SIDS) currently revolves primarily around the Millennium Development Goals (MDGs) and the need for adaptation to climate change, yet paradoxically little attention is being paid to the critical role of forests in contributing to these objectives. National Poverty Reduction Strategy Papers (PRSPs) rarely reflect the contribution of forests to human well-being, either in terms of environmental services or the goods on which many people depend for food, medicine and revenue generation. Similarly, while practice on the ground is changing, formal forest policy in most countries has not been reviewed or revised to reflect the actual or potential role of forests in ensuring environmental sustainability (MDG7) or contributing to livelihoods.

However, the need to explore and optimise the linkages between forests and livelihoods is evident. Rural poverty has increased in many Caribbean SIDS as a result of the decline of the banana and sugar industries. While tourism is being advanced as the main economic alternative, it also contributes to an increased demand for the services provided by forests, notably water. Predicted climate change trends in the region, such as sea level rise and, in the Greater Antilles, drier rainy seasons, make it all the more pressing to develop interlinked sustainable forest management and rural livelihood strategies.

Implementation of strategies to manage forest goods and services for development of sustainable rural livelihoods must take place in an institutional context that facilitates integrated and cross-sectoral policy making, planning and management. However, forest management institutions in Caribbean SIDS remain for the most part both highly centralised and isolated. Links to policy and decision-makers in cross-cutting areas such as rural development, entrepreneurial development and poverty alleviation remain weak and there are few examples of integrated planning to address the increasing and competing demands on the forest resources, for example for tourism and residential development.

There is also a need for more systematic evaluation and documentation of the socio-economic impacts of various forest management strategies. For example, most participatory forest management schemes are premised on the assumption that this will provide benefits for the communities and community members involved, yet few quantify their socio-economic objectives so there is little other than anecdotal evidence to support this.

### Forests and Livelihoods Programme

The **vision** of CANARI's *Forests and Livelihoods* programme is:

Optimised contribution of forest goods and ecological services to sustainable livelihoods of the rural poor in Caribbean SIDS.

The overall **goal** of the programme is:

To identify, analyse, promote, and build capacity at the regional, national and local levels for institutional arrangements and management of forest resources which ensure the sustainable use of forest resources and optimise the socio-economic contribution of forest resources to the rural poor of the insular Caribbean.

The programme focuses on research and capacity building activities designed to maximise the contribution of forests to improving the quality of life of poor people in rural communities in Caribbean islands. The programme looks at the contribution of forests in terms of both 'forest goods' (e.g. timber, craft materials, medicinal plants) and 'ecological services' (e.g. preventing soil erosion, contributing to improved water quantity and quality, providing landscape beauty). The programme's definition of livelihoods also goes beyond just the ability for people to earn money from forest resources (although this is important) to include other aspects of quality of life including individual's and community's access to a range of other important assets – natural, social, human and physical (for example a clean environment, basic social services and infrastructure, opportunities for recreation and relaxation).

There are currently two main projects under this programme to which others will be added as research gaps or opportunities are identified:

- A regional project on ***“Practices and policies that improve forest management and the livelihoods of the rural poor in the insular Caribbean”*** funded by the European Commission's Programme on Tropical Forests and other Forests in Developing Countries [2007-2009]. The project is being conducted in the following countries: Barbados, Commonwealth of Dominica, Grenada, Jamaica, Saint Christopher (St. Kitts) & Nevis, Saint Lucia, Saint Vincent & the Grenadines, and Trinidad & Tobago.
- A regional project entitled ***“Participatory Forest Management: Improving policy and institutional capacity for development”*** [2006-2008]. This project is being implemented in partnership with the forestry departments of the project countries, with funding support from the Food and Agriculture Organisation of the United Nations (FAO) through its National Forest Programme Facility (NFPF). The project is being conducted in the following countries: Barbados, Commonwealth of Dominica, Grenada, Saint Christopher (St. Kitts) & Nevis, Saint Lucia, Saint Vincent & the Grenadines, and Trinidad & Tobago. Jamaica, which has its own NFPF project, is participating in and contributing to regional activities.

### **Purpose of the Action Learning Group**

The multi-sectoral regional Action Learning Group (ALG) on Forests and Livelihoods is a mechanism established under the EC-funded project on ***“Practices and policies that improve forest management and the livelihoods of the rural poor in the insular Caribbean”*** that will be applied to CANARI's entire ***Forests and Livelihoods*** programme.

ALG members will collectively analyse project findings and will also play an important role as catalysts for change in their respective countries and in the region through dissemination of project findings to their organisations and institutions. This will be the core group from which a shared understanding will develop across the region on institutional arrangements (policies, practices, legislation, structures, etc.) approaches that optimise the socio-economic benefits to rural poor from forests.



## **Objectives of the Action Learning Group**

The ALG will:

- validate, analyse and distill learning on institutional arrangements (policies, practices, legislation, structures, approaches, etc.) that optimise the socio-economic benefits to rural poor from forests from the findings of the EC, FAO project and any other relevant projects in the region, whether implemented by CANARI or other members of the ALG;
- disseminate, advise on dissemination and apply where appropriate learning on institutional arrangements (policies, practices, legislation, structures, approaches, etc.) that optimise the socio-economic benefits to rural poor from forests to their organisations and institutions

## **Composition of the Action Learning Group**

The multi-sectoral Action Learning Group comprises individuals from key national and regional institutions who can contribute skills, knowledge or experience to research and capacity building on forests and livelihoods and who are in a position to serve as “change agents” by sharing learning on project findings within their countries, institutions and sectors. The group contains representation from government, private sector and civil society, including forest users, from the forestry and poverty reduction and rural livelihoods sectors and other relevant sectors (e.g. tourism, agriculture) in the 8 core countries that have been selected as the focus of this project, as well as representatives of relevant regional organisations and technical and financial support agencies.

The strength of the ALG will lie in its independence, range of experience, non-bureaucratic and participatory approach, and the participation of motivated people who can disseminate learning and shape opinion. Action Learning Group members are therefore invited primarily in their individual capacity.

## **Roles and responsibilities**

ALG members shall:

- attend twice-yearly ALG meetings and participate in other ALG communications (e.g. via e-mail);
- participate in other project activities such as development of promotional materials and the training workshops;
- review and contribute to the analysis of the findings of projects under CANARI's **Forests and Livelihoods** programme;
- assist with the identification of other research or capacity building needs in relation to forests and livelihoods;
- disseminate, shape opinion and apply project learning and identify opportunities for linkages and dissemination of learning within their own sector, country, or regional or international initiatives in which they are involved.

CANARI shall:

- facilitate twice-yearly ALG meetings and other ALG communications (e.g. via e-mail);
- lead on and facilitate participation of ALG members in development, implementation, monitoring and evaluation of projects under the **Forests and Livelihoods** programme;
- lead on and facilitate participation of ALG members in analysis of the findings of projects under CANARI's **Forests and Livelihoods** programme;

- lead on and facilitate participation of ALG members with the identification of other research or capacity building needs in relation to forests and livelihoods;
- develop communication products for dissemination, including by ALG members;
- lead on and facilitate participation of ALG members in dissemination of learning within sectors, countries, and regional or international initiatives.

### **Process of Action Learning**

The ALG will function through a range of individual and collective actions (e.g. semi-annual meetings, phone and email communications, and utilisation of a project website as a means of information exchange).

The action learning process is being used because it can facilitate:

- addressing problems and issues that are complex and cannot be easily resolved;
- finding solutions to underlying root causes of problems;
- determining new policy and strategic directions or to maximise new opportunities;
- generating creative ideas.

The action learning process is characterised by:

- acquisition of relevant knowledge;
- experiential learning;
- collaborative learning in groups;
- creative complex problem solving.

## APPENDIX 2 – MEETING AGENDA

### Forests and Livelihoods Action Learning Group Meeting Bay Gardens Inn, Rodney Bay, Saint Lucia February 11-13, 2009

#### DRAFT AGENDA

#### Wednesday 11 February

10:00 a.m.	Opening Ceremony	
10:45 a.m.	BREAK	
11:00 a.m.	Welcome and introductions Allocation of roles for the meeting	Sarah McIntosh
11:15 a.m.	Objectives and overview of meeting Brief review of project objectives and research framework Brief recap of purpose of ALG and role of ALG members	Sarah McIntosh
11:45 a.m.	Recap of third ALG meeting in St Vincent Identification of key messages from ALG 3 and target audiences Sharing on what has been learnt and done by ALG members to apply learning on institutional arrangements that optimise socio-economic benefits from forests to the rural poor	Hema Seeramsingh/ Sarah McIntosh  All
1.00 p.m.	LUNCH	
2.00 p.m. incl. coffee/tea break	Brief update on progress on implementation of projects under <b>Forests and Livelihoods</b> programme: Action Learning Projects/mentoring Case studies (Warmmae Letang and Grande Riviere Update of other relevant activities: Research and participatory protocols for Montserrat Dept of Environment  Review and discussion of emerging research findings and lessons learned from process Identification of key messages and target audiences	Hema Seeramsingh Sarah McIntosh
4:00 p.m.	Introduction to field trip case study and the wider institutional framework	Michel Andrew
4:30 p.m.	Close	

6:30 p.m. Cocktail reception at Bay Gardens Inn or Hotel (to be advised)

#### Thursday 12 February

8:00 a.m.	Review of Day 1  Orientation and small group preparation for field trip and allocation of leaders for small group work	Rapporteur  Hema Seeramsingh/Zakiya Uzoma-Wadada
9:00 a.m.	Field trip to Fond Gens Libre community hosted by the Gros Piton Tour Guiding Association and Pitons Tours: Introductions Outline to local stakeholders the purpose of the visit	Michel Andrew

	Walk part of the trail	
12:00 p.m.	LUNCH	
1:00 p.m.	Panel discussion on evolution of the initiative Small group work to analyse lessons from Fond Gens Libre experience (ALG members and national and local stakeholders) Small group presentations and plenary discussion)	Panel = (Chair: Zayika Uzoma-Wadada; Panellists: Michael Andrew, Felix Finisterre, Jimmy Haynes, Community member of GPTGA)
3:30 p.m.	Summary, thanks and close	Zakiya Uzoma-Wadada/Hema Seeramsingh
5:30 p.m.	Return to Rodney Bay	

### Friday 13<sup>th</sup> February

8:00 a.m.	Review of field trip and overall analysis of lessons learned	Rapporteur Sarah McIntosh/Zakiya Uzoma-Wadada
9:00 a.m.	Recap of lessons from the ALG 1-4 field trips and the case studies, with regard to Capacity Livelihoods benefits Institutional arrangements External and internal driving forces What makes local initiatives sustainable  Key messages emerging from these field trip and other cases	Sarah McIntosh and Hema Seeramsingh
10:00 a.m. Including break	Small group work to craft a communication strategy for one selected message per group	Groups
11:00 a.m.	Small group presentations and plenary discussion	Sarah McIntosh Groups
11.45 a.m.	Review and refine the structure of the small grant programme Concept note Identification of potential grantees Application process Role of ALG in selection and accompaniment process	Hema Seeramsingh
12:45 p.m.	LUNCH	
1.45 p.m.	Next steps for research and communication strategy CANARI Additional case studies World Forestry Congress Poverty and conservation learning group newsletter Linkages with other CANARI programmes ALG Members share their plans/opportunities to disseminate learning and other opportunities to publicise project findings	Sarah McIntosh
3:00 p.m.	Evaluation	Sarah McIntosh
3:30 p.m.	Close	

## APPENDIX 3 – PARTICIPANTS LIST

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### ALG Members

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## **APPENDIX 4 – CASE STUDIES**

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### **CANARI**

#### **FORESTS AND LIVELIHOODS PROJECT**

#### **CASE STUDY**

#### **WARMMAE LETANG GROUP, DOMINICA**

Prepared by Betty Perry-Fingal  
May 29, 2008

### **ACRONYMS**

CANARI – Caribbean Natural Resources Institute

CDB – Caribbean Development Bank

COMPACT - Community Management of Protected Areas Conservation Project

DDA – Discover Dominica Authority, Inc.

DHTA – Dominica Hotel and Tourism Association

DOMLEC – Dominica Electricity Services Company, Ltd.

DYEO – Dominica Youth in the Environment Organisation

ETDP – Eco-Tourism Development Programme

EU – European Union

GEF – Global Environment Facility

NAYA – National Youth and Agriculture Association

NDC - National Development Corporation

SGP – Small Grants Programme

UNESCO – United Nations Educational, Scientific and Cultural Organization

WLG – Warmmae Letang Group, Inc.

WHS - World Heritage Site

EXECUTIVE SUMMARY (to follow)

### **1. INTRODUCTION**

This case study examines the impacts on community livelihoods of the co-management arrangements for the Freshwater Lake (Warmmae Letang.<sup>3</sup>) in the Morne Trois Pitons National Park in Dominica, which was designated a World Heritage Site in 1998.

The co-management arrangement was brokered between four main agencies:

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<sup>3</sup> Literally “rowing lake” in Kweyol

- the Ministry of Tourism and the Forestry Division of the Ministry of Agriculture, Fisheries and Forestry which share the responsibility for managing the World Heritage Site;
- the Warmmae Letang Group (WLG), a specially formed community-based organization, located in the village of Laudat, engaged in revenue-generating tourism activities at the lake under Memoranda of Understanding/agreements with the formal management agencies.
- United Nations Educational Scientific and Cultural Organization (UNESCO) through its Community Management of Protected Areas Conservation Project (COMPACT), which was established in 2001 to test community-based approaches to managing natural resources in and around six World Heritage Sites.

The case study reviews the nature of the institutional arrangements, the enabling factors and challenges, and their impacts on the benefits to the local community. It then seeks to distil some lessons and recommendations both for this specific initiative and for other Caribbean initiatives that seek to link forest management with generation of benefits to the rural poor.



The case study is one of a series of case studies under CANARI's Forests and Livelihoods Programme which seek to analyse the relationship between the institutional arrangements for forest management (including the process of developing the arrangements) and the livelihood benefits derived by the rural poor. Specifically, the case study is an output of a regional project entitled ***“Practices and policies that improve forest management and the livelihoods of the rural poor in the insular Caribbean”*** funded by the European Commission's Programme on Tropical Forests and other Forests in Developing Countries [2007-2009]. This project is being implemented in Barbados, Commonwealth of Dominica, Grenada, Jamaica, Saint Christopher (St. Kitts) & Nevis, Saint Lucia, Saint Vincent & the Grenadines, and Trinidad & Tobago. It is anticipated that the lessons learned will be of relevance to other Caribbean islands..

## 2. CONTEXT AND LOCATION

### 2.1. Dominica

The Commonwealth of Dominica is located in the Eastern Caribbean, between the islands of Martinique and Guadeloupe. Its total area is

754 square kilometers, and its population was estimated at 69,625 at the last census in 2001.

Dominica's economy has historically been based on agriculture but since the mid-1990s, the focus has increasingly been on tourism development as an alternative source of foreign exchange and job creation. The period from 2000-2008 marked a transition from crisis (primarily as a result of the decline of the banana industry) to relative stability but without any significant growth in Gross Domestic Product (GDP).

Funds to develop the island's tourism potential have been sourced primarily from the Caribbean Development Bank (CDB) and the European Union (EU), with the main emphasis on infrastructure development in eco-tourism sites around the country.

### 2.1.1 The tourism sector in Dominica

Dominica has historically not seen itself as a prime tourism destination, often citing its lack of white sandy beaches as a prohibitive barrier. In the 1990's, with the decline of agriculture, more specifically bananas, some serious efforts were undertaken to develop Dominica's nature tourism. Several cruise ship berths were built with the aid of international assistance, and the Caribbean Development Bank funded upgrades for a number of the more popular attractions, including the Freshwater Lake.

Over time, the number of cruise ship arrivals has increased steadily. Some 400,000 cruise ship visitors are expected for the 2008-2009 season. In the meantime, the number of stay-over visitors has not increased dramatically. Tour operators thus tend to focus their attention on the cruise ship business. The downside is that the cruise ships generally only operate in the Caribbean from October through May. In developing the project proposal for WLG, the assumption was made that most of the business would come from the cruise ships.

Over the past ten years, various initiatives undertaken by the Government have put a priority on community-based tourism. The primary focus, however, has been on development of infrastructure with significantly less attention paid to nurturing the community-based projects and assisting local residents in acquiring the skills needed to develop a successful tourism product. Very little attention has been paid to linking the community-based projects with the other players in the industry.

A new tourism policy, Tourism 2010, was launched in 2005 and includes a vision that states: "Dominica will pursue sustainable tourism that enriches the lives of all citizens by creating economic, social and cultural opportunities, protecting the natural resources and scenic, heritage and cultural features of the country, nurturing community involvement in tourism at sustainable levels, and by creating career paths for the young people of Dominica." One of the policy's guiding principles is to ensure that local communities play a meaningful role in the tourism sector.

## **2.2. Morne Trois Pitons National Park and World Heritage Site**

The Morne Trois Pitons National Park, which is located in the southern half of Dominica, was created by the National Parks and Protected Areas Act in 1975 and inscribed as a World Heritage Site in 1998. The Park has been described by UNESCO as comprising the best remaining examples of volcanic island eco-systems remaining in the Caribbean. The Park is 25 square miles in area and protects active volcanic areas, mountains, wildlife, clear streams, various types of tropical rainforest as well as the Freshwater Lake, which is the subject of this case study.

### 2.2.1 Institutional arrangements for the management of the National Park

When the Site was inscribed, primary responsibility for managing it was placed with the Ministry of Tourism while responsibility for the National Parks has remained with the Forestry Division within the Ministry of Agriculture, Fisheries & Forestry. This divided responsibility, which is described in more detail in Appendix 1, applies to all Dominica's eco-tourism sites that fall within protected areas.

### 2.2.2 The Freshwater Lake and village of Laudat

Laudat is the nearest village to the Freshwater Lake and the home of the Warmmae Letang Group. It is located about 4.2 kilometres west of the Lake at an elevation of about 760 metres above sea level (see Figure 1).

The 2001 census estimates the population of Laudat at 342 but villagers believe it has dropped to about 300. The level of poverty and indigence in the area is about average for Dominica at 12% and 11% respectively. A number of the villagers have been engaged for many years in providing tours to sites within the National Park. About two dozen are employed by the Rainforest Aerial Tram. A handful of others are engaged in farming but most of the population travels daily to the capital, Roseau, for jobs in the public and private sectors.

Despite Dominica's strong local government system, Laudat is too small to have a Village Council. Instead, there is a Village Improvement Committee (VIC), a relatively informal entity that has functioned intermittently since its inception.

Laudat is well-situated to take advantage of the growing emphasis on nature tourism given its proximity to Dominica's main natural attractions. It is the most popular starting point for hikes to the renowned Boiling Lake and the village road also leads to trails to the Freshwater Lake, the Titou Gorge, the Boeri Lake, the East Coast Lookout, Morne Micotrin and Morne Watt. Laudat is also located along the historic Chemin L'Etang (Lake Road) trail, the former east-west coast 'main road' which east coast villagers had to use to reach Roseau prior to the construction of motorable roads in the 1960s,

Laudat's proximity to some of Dominica's most dramatic attractions has meant that a number of villagers have worked as tour guides for many years. The guides have generally operated independently while some work for Roseau-based tour operators or the Rainforest Aerial Tram, also located near Laudat. Several efforts have been made to encourage the guides to form an association, but these have not been successful.

In 2003, the Rainforest Aerial Tram opened at the outskirts of the village. The Tram employs twenty-five individuals in varying capacities, including maintenance and cleaning. It employs five locals as guides and another thirteen from outside the area. The Tram is aimed primarily at cruise ship passengers and closes down in the off-season. Recently it has developed tour packages, but these have not included the Freshwater Lake.

There is one guesthouse in the area. The other tourism-related activity engaged in by villagers is vending drinks, snacks and souvenirs to visitors who pass near the village.

Laudat also has the potential to increase its agricultural output at a time when new attention is being paid to agriculture in light of the steeply rising cost of imported food. The Laudat area is

not appropriate for banana farming but is good for growing cocoa and coffee, vegetables, root crops and raising small animals. These are all products that can link directly to the tourism sector and, in particular, to the food service offered by WLG.

### **2.3. The Warmmae Letang co-management arrangement**

#### **Chronology of development of Warmmae Letang Co-Management Arrangement**

- 1975: Morne Trois Pitons declared a national park under the National Parks and Protected Areas Act (1975)
- 1996-2000: Physical improvements made around the Freshwater Lake
- 1998: Morne Trois Pitons National Park inscribed as a World Heritage Site
- 2001: COMPACT established in Dominica
- 2002: Warmmae Letang Group formed as a community group and registered with the Village Improvement Committee
- June 2002: WLG submitted proposal to COMPACT
- January 2003. WLG proposal approved
- November, 2004: WLG incorporated as a not-for-profit company under the laws of Dominica (a prerequisite for disbursement of COMPACT funds)
- December 2004: Initial tranche of funds disbursed
- April 2005: Three-year agreement signed with Forestry to allow use of the Lake area (not clearly delineated- an issue recently raised by Forestry)
- September 2005: Three-year lease signed between WLG and Ministry of Tourism for use of part of the Ministry's facility near the Lake.
- February 2005 First WLG report to COMPACT
- 2006: Visitor fee reduced from US\$2 to EC\$2 (US\$.74)

#### **2.3.1 Inception phase**

In response to the new restrictions imposed under the designation as a World Heritage Site, the communities around the Site were encouraged by COMPACT to develop new eco-tourism initiatives. One such initiative was development of The Warmmae Letang Group (WLG). The initiative was also in keeping with the direction being pursued by the Ministry of Tourism, which was implementing a multi-year EU-funded Eco-Tourism Development Project, a project aimed at spreading the benefits of tourism to communities around the country.

When COMPACT was launched in Dominica in 2001, the Coordinator carried out meetings with communities bordering on the World Heritage Site to inform them about the goal of the Project, which was to identify livelihood opportunities using a community-based approach. He encouraged them to develop proposals that could be funded. In December of that year, a capacity building session was also held for communities interested in pursuing this opportunity. In the case of Warmmae Letang, the members of the community subsequently formed a group and proposed the concept of operating a boating project on the Freshwater Lake. Boating had

been done on an individual basis before this, but this was the first effort to turn it into a commercial venture.

The boating concept was first suggested by the Group's current Managing Director. He believed strongly in the project's potential, envisioning that it would bring hundreds of tourists to the Freshwater Lake. He even imagined building a wedding chapel on a small island in the middle of the lake. Working as tour guides for the lake was appealing to a number of community members who were already doing tours to various sites in the National Park.

The COMPACT Coordinator held several meetings with the group as they attempted to sort out the details of the project and decide on a group leader. The Coordinator recalled that early on there was an intense power struggle within the group that only ended when the other contender for leadership decided to drop out of the group, leaving the current Managing Director in charge. The original group included 13 members but had dropped to nine by the time the proposal was submitted to COMPACT. By this stage, the group had formalized its structure, electing a chairman (later to become the Managing Director), a deputy chairman, a secretary and a treasurer. They had also registered as a community group with the Village Improvement Committee.

After several unsuccessful attempts by the group to prepare a proposal, the Coordinator determined that the group members did not have the capacity to develop an acceptable proposal, and he employed a consultant to prepare the proposal on their behalf. This proposal was submitted in June, 2002.

### 2.3.2 Implementation phase

With the assistance of the COMPACT Coordinator and the consultant, the project proposal was submitted and then approved by COMPACT's Steering Committee in January 2003. The long-term objective of the Project was described as "development of an eco-tourism product that would impact positively and in a sustainable manner on the Morne Trois Pitons National Park and, in so doing, generate income for the group members and the village community".

The eco-tourism product was to include hiking and boating as well as operation of a small restaurant. The EC\$81,355 (US\$30,132) grant obtained from COMPACT in 2003 was to be used for training group members about the area's flora and fauna, how to conduct boat tours safely, group dynamics, project management and key aspects of the hospitality sector. It was also to cover the cost of boating equipment and kitchen equipment as well as preparation of a marketing plan. The group members were expected to contribute "sweat equity", i.e. their labour and management skills on a voluntary, unpaid basis. If successful, many villagers were expected to benefit in terms of income from participating as tour guides, employees in the restaurant and suppliers of produce and craft items.

Conditions for accessing the funding included a requirement that WLG register as a not-for-profit company and enter into formal agreements with the Forestry Division and the Ministry of Tourism for access to the Lake area and use of the facility there.

It was not until November 2004, with the help of an advisor described by group members as "a prominent person of the Roseau Valley", that WLG successfully registered as a company. The advisor then introduced them to an official of the Eco-Tourism Development Programme who conducted a community meeting on the benefits of eco-tourism and offered the group her

encouragement. The first tranche of funding was finally disbursed to the group in December 2004

When the group submitted its first report to COMPACT in February of 2005 (see Box 2), training in boating had begun, and plans for training in tour guiding, first aid, project management and implementation, group dynamics and the tourism industry were in place.

**Box 2: WLG's report to COMPACT: February, 2005**

WLG's first report to COMPACT stated that the reality was much different from what had been anticipated. WLG described the challenges it had faced as being primarily bureaucratic red tape, citing the need to negotiate agreements with both the Ministry of Tourism and the Ministry of Agriculture/Forestry Division before it could begin operating.

WLG claimed it had received very little support from the Local Coordinator of COMPACT after the project approval was granted. According to the Report, "The Warmmae Letang Group was repeatedly being criticized of being divided and troublesome, by the Local Coordinator."

By early 2005, group members had completed several areas of training, including identification of local flora and fauna, kayaking, boating, first aid, project management, group dynamics and key aspects of the tourism industry. WLG had not yet started offering tours but appeared to be ready to begin.

WLG reported to COMPACT at this time that it had popular support in the community and had established good relationships with a number of other institutions. An important partner was Whitchurch Tours, a key player in Dominica's cruise sector, which agreed to include the Group's tours in its marketing to the cruise sector.

### 2.3.3 Institutional arrangements for management of Freshwater Lake

#### **Forestry Department and Ministry of Tourism**

The management arrangements are complex as a result of the divided responsibility between the Forestry Department and the Ministry of Tourism for management of all of Dominica's eco-tourism sites that fall within protected areas. The result is that:

- WLG has a lease agreement with the Ministry of Tourism for use of the facility on-site which does not specify usage rights in any detail. WGL has a separate agreement with the Forestry Division (see Appendix 2) giving permission to carry out designated activities within the National Park. The agreements were signed in 2005 and are for a period of three years.
- The two Ministries have established a Working Group that meets periodically to discuss areas of mutual concern.

#### **COMPACT**

The COMPACT programme is another key player in these management arrangements. It required that the community group register as a not-for-profit company and to enter into agreements with the Forestry Division and the Ministry of Tourism for access to the Lake area and use of the facility there before any funds would be disbursed. It also was responsible for

overseeing implementation of the project it funded. COMPACT therefore had and has an important degree of influence, even control, as to how the WLG operates.

### ***Discover Dominica Authority***

The Discover Dominica Authority (DDA) is responsible both for enforcing standards for providers of tourism services and for marketing Dominica. DDA also offers tour guide training and did train WLG's members. DDA recently conducted a needs assessment for this and several other community-based projects. The DDA is interested in seeing how it can assist with better coordination and cooperation among the players in the tourism sector.

### ***Tour operators***

Two tour operators had established relationships with WLG, Whitchurch Tours and Wacky Rollers. Both depend primarily on the cruise sector for their business. They marketed the Warmmae Letang tours to the cruise lines and arranged tours on behalf of the cruise ships.

### **2.3.4 Key project activities and outcomes**

The enabling or preparatory activities focused mainly on:

- registration of the community group as a non-profit company;
- negotiating formal written contracts with the Forestry Department and the Ministry of Tourism;
- accessing the COMPACT grant;
- training of WLG members including in identification of local flora and fauna, kayaking, boating, first aid, project management, group dynamics and key aspects of the tourism industry;
- establishing relationships with tour operators

Activities specific to trying to achieve the objective of the community-based tourism initiative focused on providing boat and kayak tours on the lake, hiking tours on the trails, and providing catering services at the Visitors Centre.

The results of the activities since the official commencement of the project under the lease agreements are unclear. According to WLG's Managing Director, the project has survived this long on the sale of tours to locals and the sale of food. He stated that the business does not depend on the cruise sector. He could not supply precise numbers for the project's operations, but it is clear that the projections in the project proposal for visitor numbers were far from being achieved.

Interviews with WLG's Managing Director, both former and present COMPACT Coordinators, Forestry officials, officials from the Ministry of Tourism and Discover Dominica Authority, and several tour operators revealed a common perception that the performance of the project has been very disappointing (see Appendix 3 for detailed description of the current status of relationships between WLG and its partners). Most WLG members have dropped out and others hired to act as guides have left as well. While ten tour guides completed the training and qualified for certification by the NDC, most of them left the group after the disappointing performance of the project in the first year. The remainder left more recently. Several who took other jobs still help out when they have free time. Some of the women who worked in the kitchen stayed the longest. At the time of writing, the Managing Director and his wife are the only ones continuing to participate in the project.



### **3. KEY ENABLING FACTOR AND CHALLENGES CONTRIBUTING TO THE OUTCOMES OF THE PROJECT**

#### **3.1. Enabling factors**

##### 3.1.1. Growing focus on tourism development as driver of the economy

Dominica's economy over the past eight years has gone from a state of crisis to a period of relative stability but still lacks any significant growth. As the banana industry has continued to struggle, the Government's plans have looked increasingly to tourism as an alternative source of jobs and foreign exchange.

Since the mid-nineties, the Government of Dominica has been seeking and obtaining funds to develop its tourism potential. The primary sources of funds have been the Caribbean Development Bank and the European Union. Most of these funds have gone to develop infrastructure in eco-tourism sites around the country.

The Government recently developed a new tourism policy, *Tourism 2010*, which contains a vision that focuses heavily on natural resources and community involvement. The vision states: "Dominica will pursue sustainable tourism that enriches the lives of all citizens by creating economic, social and cultural opportunities, protecting the natural resources and scenic, heritage and cultural features of the country, nurturing community involvement in tourism at sustainable levels, and by creating career paths for the young people of Dominica."

One of the Policy's guiding principles is to ensure that local communities play a meaningful role in the tourism sector. A project like that of the Warmmae Letang Group is in accord with the stated policy and as noted earlier, Laudat, is well-positioned to take advantage of the emphasis on nature tourism given its proximity to Dominica's main natural attractions

##### 3.1.2 Donor Initiatives and funding support for communities

As noted above, the Government has successfully received assistance from the Caribbean Development Bank and the European Union to advance its policy goal of developing eco-tourism. More recently, the Government has received funds from the European Union to develop a National Trail, a project intended to further enhance the eco-tourism product. The National Trail will link to trails in the Freshwater Lake area.

In line with the Government's efforts, the COMPACT Project and the GEF Small Grants Project have also encouraged communities around the island to take advantage of local natural attractions to provide economic opportunities for community members.

However, while communities have been encouraged to get involved with tourism, the investment needed to nurture these groups through the early stages of their development has not matched the investment in infrastructure. Most of the groups have struggled once the original support from the Government or the donor agency has ended.

##### 3.1.3 Access to key influential persons

WLG, or at least its Managing Director, successfully used key influential persons to help it move forward during the early stages. Such key persons include:

- The past and current COMPACT Coordinator
- An advisor, described by the group as "a prominent person of the Roseau Valley", who helped the group to successfully register as a company. The advisor then introduced them to an official of the Eco-Tourism Development Programme.

Although these contacts provided significant short-term benefits, one interviewee indicated that over-reliance on the political process may have been to the detriment of long-term institutionalised arrangements.

### **3.2 Challenges**

Some of the key challenges facing the WLG are inherent to the project and some relate to the individuals involved and their skills and commitment to the project's success.

#### **3.2.1 World Heritage Site**

In spite of the funding that the World Heritage Site facilitated, operating within the World Heritage Site has presented the WLG with some challenges because of the need to strictly limit the types of activities that may take place within the WHS. The National Parks, by law, must close at 5:00 pm. Groups who have asked to hold moonlight picnics by the Lake have had to be turned away.

#### **3.2.2. Seasonality of Tourism**

The seasonality of the tourism business in the Caribbean has also been a drawback for the WLG. For the 2008-2009 season, only one cruise ship will be docking in Dominica between May 1 and October 31. The Rainforest Aerial Tram has closed for the entire period. The Tram and most tour operators lay off their staff during the off-season. For a group like WLG, with its small visitor numbers, this long lay-off period, would be devastating, especially if it was depending on cruise business as anticipated in the original project.

#### **3.2.3 Institutional arrangements**

Although the Memoranda of Understanding (MOU) with the government agencies could be counted as an enabling factor, the process of obtaining these and the reservations of both agencies about the arrangements must be counted among the challenges. The MOU between Forestry and WLG (Appendix 2) was the result of a Cabinet decision, which WLG's Managing Director described as, "an uphill battle that required intervention at the political level". The tone of the agreement itself reveals some concern on the part of Forestry officials about the co-management concept. The reminder, in bold, that this is a World Heritage Site implies that officials had some reservations but were compelled to comply with the Cabinet decision.

WLG's Managing Director also noted that the Ministry of Tourism officials were less than eager to lease facilities to WLG, presumably because of doubts about the group's ability to run a successful business. Nevertheless, an agreement was eventually reached. The agreement is consistent with the Ministry's policy of encouraging community-based tourism and was followed up with technical assistance from the Ministry's staff.

The reservations of the two key government agencies in allocating even this level of rights and responsibilities because of concerns regarding the capacity of the CBO are significant. It is uncertain whether in practice additional rights and responsibilities would have been allocated if WLG had proven its capacity to assist with management.

#### **3.2.4 Leadership**

The group's leader, the Managing Director, has undoubtedly demonstrated a consistent commitment to the project. He continues to try to meet the company's outstanding commitments, soldiering on after all his members have departed. He described the early problems the group faced in getting agreements to use the Lake and facilities as "boulders in the road." He was determined to overcome them and eventually did, relying heavily on political

support to succeed. This reliance may, however, have been to the detriment of building a sound working relationship with the officials with whom he had to work.

At some point in this process, it appears as if the Managing Director's commitment to the project led him to believe he owned it. This made it difficult for him to accept advice from others and prevented him from reaching out to potential partners who could have helped him develop a customer base. Suggestions to partner with a tour operator, for instance, were seen as attempts at a hostile takeover.

While it was reported that some group members left when they felt the Managing Director was not being fair with them, it does not appear that these members challenged him directly or were prepared to take on additional responsibilities. Others simply left when the project failed to produce sufficient income. The Managing Director apparently made no serious effort to re-engage these members and relied on hiring staff instead. The community concept got lost along the way.

This trend is not unusual within the Dominica (or indeed Caribbean) NGO community; as noted by the former COMPACT Coordinator, "the answer is to drop out, not to try to change things, once the leader is viewed as being unfair."

### 3.2.5 Governance and participation of WLG members

Twelve villagers, five men and seven women, first formed the group to develop the project for the Freshwater Lake. By the time the project proposal was submitted to COMPACT, the group included just nine members. By 2007, the group was down to two men and four women. Presently, just the Managing Director and his wife are still actively participating. Over the life of the project, as many as twenty community members either participated in or supported the group.

The former COMPACT Coordinator recalls meeting with a sizable group of enthusiastic villagers in 2001 and 2002. He facilitated several meetings where he assisted in resolving conflicts. The Group selected the present Managing Director as their leader in a democratic process. In 2004, group members were still attending meetings and participating in training sessions. By the time the present Coordinator took over in 2005, however, the Group had lost most of the men. He recalls meetings were only with the Managing Director and three of the women, including the Group's Secretary. The Secretary, who also acted as office manager, remained with the Group until a recent maternity leave.

Group members elected officials to handle the various tasks of governance when the company was registered in 2004, but it does not appear that the officers assumed the relevant roles and responsibilities of their positions. The Treasurer, for instance, never took responsibility for the Group's finances.

There is a consensus among stakeholders that the inability of the Group to generate adequate revenue within the first year to provide a reasonable income to the members was the root cause of the sharp decline in participation. Several stakeholders also attribute the failure of the Group to improve its performance, and therefore the level of participation over time, to the attitude of the Managing Director, who was described as consistently resistant to accepting advice and suspicious of other's motives.

In his 2005 Report to COMPACT, the Managing Director acknowledged that the Group was being criticized as being divided and troublesome. At the time, the COMPACT Coordinator was being told by members that the Managing Director was not being fair with them.

At least one stakeholder involved in the early efforts to help the Group get established felt that the presence of grant funds created a certain amount of jealousy within the community. She reported that negative feelings may well have been fuelled by the large, unauthorized expenditure for a second-hand vehicle.

### 3.2.6 Capacity building

Although some initial training was done, it was only in the inception phase rather than ongoing and there does not appear to have been an assessment of or funding for emerging capacity building needs.

### 3.2.7 Unrealistic expectations of livelihood benefits in the short-term

It appears that the expectations of the livelihood benefits in the first couple of years may have been unrealistic in spite of the initial COMPACT feasibility assessment. It should be noted, however, that the COMPACT advisors do not have specific tourism expertise. On the other hand, the advisor from the Ministry of Tourism did identify the need for more capacity building in order to achieve the full potential, but did not have the resources to provide it.

However, there is a general consensus that the project is still viable if properly managed and attempts are underway to re-launch it under the auspices of a newly composed Village Improvement Council, which is in the process of developing a new business plan.

## **4. DEGREE AND TYPE OF PARTICIPATION AND IMPACTS ON LIVELIHOODS**

### 4.1 Type of participatory arrangement

The management arrangements are governed by formal written contracts specifying use of the forest and related resources by WLG. However, these contracts only provide for use and do not give the CBO rights to participate in management decision-making. As such, it can be characterised as a fairly low level of participation where WLG is given controlled permission to carry out specified activities that will fulfil objectives of the Government. This is characterised as 'functional participation', where participation is seen by external agencies as a means to achieve project goals, especially reduced costs. People may participate by forming groups to meet predetermined objectives related to the project. Such involvement may be interactive and involve shared decision-making, but tends to arise only after major decisions have already been made by external agents. At worst, local people may still only be co-opted to serve external goals".(Bass et al 1995) The management objectives and activities are carefully specified by the government agencies and WLG must operate within these conditions. It also appears that WLG's capacity to participate was extremely limited at the outset and that little attempt was made to build this during the project period.

### 4.2 Livelihood Benefits and Costs

The limited records and reports from the project make the benefits and costs difficult to quantify but the following represent those that emerged from the desk review and interview process.

#### 4.2.1 Human (e.g. education, skills, knowledge, health)

In terms of human development, the Project can claim some success. Ten tour guides qualified for certification by the NDC and received training in safe boating operations, including CPR. The women who operated the kitchen and dining facilities have significantly improved their skills and are now capable of offering professional-level catering services. The Managing Director indicated that he has learned a great deal about the challenges of managing a tourism

business. However, there is no data as to whether these skills were applied elsewhere once the project became dormant.

#### 4.2.2 Social (e.g. family, community and wider social networks and relationships)

Laudat is a small community. Almost all of the residents have long historical connections with the village as well as numerous family ties among each other. This has often led to the creation of factions who compete for control of the limited resources in the area. In the case of the WLG, such a split did occur, and suspicions about each other's conduct and motives continues some five years after the project was first approved. The women members, who provided the food service, in contrast appear to have formed a successful subgroup and did remain with the project long after most of the men had departed.

The Group lacked skills in conflict management so that rather than deal with differences in an open manner, members would simply leave and voice their complaints to others. A cost to the community has been the animosity and suspicion created between the Managing Director and many of the former group members.

#### 4.2.3 Physical

The physical improvements around the Freshwater Lake were made independently of the Group's project and were part of the earlier CDB tourism development project. Through that project, the Government developed a reception facility with car park and had a good quality road built over the 2.5 miles between Laudat and the Lake. These improvements did not lead to success in the project but do remain available if this project can be revived or if another entity is given the right to use the Lake. The Ministry of Tourism has had plans for several years to provide some additional infrastructure, including a boathouse and vending booths. The contracts are being finalized, and the expectation is that the additions will be in place by the end of 2008.

#### 4.2.4 Political (access to and influence over decision-making processes)

The Managing Director led the negotiating processes with the key Government agencies responsible for the area. While he has complained about the difficulties of the negotiations, he feels that he was able to establish effective relationships with key agencies and with political leaders in the area. The former COMPACT Coordinator believes the Managing Director's over-reliance on political leaders may have been to the detriment of establishing effective working relationships with key officials in the Forestry Division and the Ministry of Tourism. This appears to be borne out by his reluctance to contact these officials for guidance or assistance when the project ran into difficulties.

#### 4.2.5 Financial

The financial benefits of the project appear to have been minimal, just enough to keep the project afloat for the three year period of the agreements with Government. During the WGL's better days, benefits accrued to some of the villagers who were able to sell eggs, chicken, vegetables and ground provisions to WGL. WGL also employed persons as tour guides and security guards who were not Group members and contracted with locals for transport. The overall financial impact of these activities was modest at best and has become minimal as participation in the Group has dwindled.

#### **Box 4 The Project Numbers**

The project proposal used a tour price of US\$27, assumed that with three boats and three kayaks, they could accommodate up to 24 persons at a time and assumed that the Group would be operating at 80% of its carrying capacity within the first year. The proposal also took account of seasonality and dropped that to 20% in the off-season.

Forestry put a limit of 30 persons per hour on the Lake. Assuming 6 hours of operation, the capacity would be 180 persons a day.

When they started operating, WLG was charging \$US20 a person. When added to the tour operators' charges and the cruise ship's mark-up, the charge to the customer reached US\$90. This forced WLG to drop its price further, negotiating a fee of US\$14 for Whitchurch and US\$10 for Wacky Rollers.

Even with the reduced fees, the potential is there to earn US\$1,000 a day at 50% of capacity just from cruise passengers. Stay-over visitors and local groups would supplement those numbers.

The Managing Director reports that the project is in debt and that he is struggling to continue offering services in an effort to pay them off. He secured a loan of EC\$2,164 from a local insurance company to cover the cost of repairs to the jetty and the boats, and it is questionable whether he will be able to repay it. Some income was generated by the project, both for the members who remained and the several who were employed. The overall impact of income from the project has been modest, but exact figures are not available. The potential of the tour guiding aspect of the project still seems viable based on the figures in Box 4 below. No figures were available for the catering aspect but it appears that it covered its costs and made a small surplus.

The Managing Director feels he has personally sacrificed considerable potential income by remaining with the project for so long.

Although the area was protected prior to the designation as a World Heritage Site, local community members traditionally used the area for hunting, fishing, farming and logging under the supervision of the Forestry Division. Once the Park became a World Heritage Site, most of those activities were prohibited so this may represent a livelihood cost to the villagers; however no estimates are available on the scale or value of these activities.

Villagers have continued to use the Park for hiking and for fishing. The Lake has been stocked with two types of tilapia.

#### 4.3 Allocation of benefits

It is difficult to assess the benefits that accrued to the wider community but most seem to have been targeted directly to members. The benefits to the group members have been primarily in skill development and gaining a better appreciation of what is needed to succeed in the tourism industry. Skills development was fairly well distributed among the members, except that it seems that only the Managing Director played a leadership role and benefited from the learning related to business management.

One of the most significant costs of the project's failure to develop a successful tourism operation is the increased scepticism on the part of key Government officials and members of the community itself about the value and wisdom of community-based tourism projects, especially those within protected areas. While the official pronouncements continue to speak in

favour of this approach, the individuals working with the communities express concern about the level of handholding necessary and the lack of resources to provide that level of support over the longer term.

While there is a consensus that the concept of the Group's project has potential benefits, there is agreement that the Group, as now constituted, cannot continue and would not be able to realize any of those potential benefits. The danger is that the resource will be turned over to a Roseau-based tour operator who may or may not employ local community members in its operation.

#### 4.4. Sustainability of the revenue-generating activities

The project has supported jobs such as tour guide, caterer, security guard and bus driver. All are potentially sustainable once the product is properly packaged and the necessary marketing is done. The number of sustainable jobs might be few at the beginning but could grow over time as the business is developed. While Dominica's tourism sector relies heavily on the seasonal cruise business, there is a consensus that the Lake could do much more to attract local and regional visitors in the off-season by expanding the nature of activities. There is considerable opportunity for using the area for educational purposes with respect to the history and geology of the area and its bio-diversity.

### **5. Lessons Learned**

The lessons learned from the Warmmae Letang co-management arrangement are consistent with those from a number of other community-based tourism projects in Dominica and throughout the Caribbean (Geoghegan 1997). Geoghegan highlighted a number of pitfalls and identified factors that contributed to making such projects successful.

Of particular relevance to the Warmmae Letang Group are the identified characteristics of a sustainable community tourism project, which were not carefully considered at the inception of the Warmmae Letang co-management arrangement. These characteristics include:

- mechanisms for gathering baseline data and ongoing monitoring and evaluation;
- project based on a realistic assessment of institutional capabilities;
- project success to be independent of factors affecting traditional tourism;
- project is resilient and has an independent base of support and channels for marketing;
- existence of a pre-identified market for its products and services; and
- being economically viable and having a strategy to achieve financial autonomy.

The Warmmae Letang experience presents five main lessons and recommendations which are likely to be applicable to other collaborative forest or protected area management arrangements in the Caribbean islands.

#### 5.1 Community-based tourism projects must be viewed and developed as businesses

A non-profit/NGO governance structure and world view does not optimise the outcomes of a community-based tourism project where success depends on a business-like approach. Either a for-profit company or a cooperative would be more appropriate. During the development stages of the project, both in planning and early management, someone with related business experience should be involved. This person may be a mentor rather than a member of the group, but the individual must be in a position to make effective recommendations to the group.

There should be a realistic timetable for the business to get started and grow. Only the minimal number of persons needed to get the business started should be employed at the outset. This number can expand once the business is on a sound footing.

#### 5.2 A tourism business requires attention to product development and marketing in order to succeed

The Warmmae Letang initiative failed to pay sufficient attention to this aspect of the business, apparently believing that an attractive natural resource would attract visitors and encourage them to spend their money with minimal effort by the community. Tourism is a highly competitive business that requires constant tuning, revising and expanding in order to respond to customers' needs and desires. Getting and keeping customers requires the use of a variety of strategies, including outreach, promotion and advertising. With the limited resources available to community-based projects, it is imperative that they use existing networks and develop partnerships with other players in the sector if they are to reach customers in sufficient numbers to be profitable.

#### 5.3 A tourism product that is located within a protected area presents special challenges.

Protected areas are by their nature prized assets and likely to attract visitors. Likewise, because the public interest requires that activities within these areas be carefully controlled, a tourism project within a protected area is subject to a range of restrictions. Research must be done in advance to find out what the restrictions are and which agencies must be consulted before the project can proceed. When planning a project within a protected area, the community will need assistance with the negotiations with the relevant governmental agencies and will need to allow the time necessary for those negotiations to be concluded. In the case of Warmmae Letang, obtaining a Cabinet decision, a time-consuming and highly political process, was required before approval could be given for the group to access the area.

#### 5.4 Internal conflict may derail the project unless there is an agreed set of rules and processes and the capacity to implement them.

While not all scenarios can be foreseen nor all conflicts avoided by having clear rules that are understood and agreed to by all members, there are well-established fundamental rules that all organizations rely on to help keep things running smoothly, which were not set in place for WLG. These include:

- establishing norms on regular group meetings with agendas and minutes;
- agreeing on the process for selecting and changing leadership and for resolving differences that may arise;
- determining how responsibilities will be shared among members;
- policies for how decisions regarding expenditures will be made and how revenue and expenditures will be recorded and reported. Transparency with finances is critical to keeping the trust of both members and donors.

#### 5.5 A community-based tourism project is unlikely to reach its full potential within the average 1-3 year project timeframe, so will need support and assistance for several years

The time needed for a community-based project to become fully independent may vary somewhat, but experience has shown that these projects need time to develop. During this early phase, the group should have access to ongoing training and technical assistance. The group needs a mentor who can also act as an intermediary with those high-level government



officials and urban businessmen who may be intimidating to rural people. The mentor may also need to intervene periodically to keep the project on track and help resolve internal conflicts.

## **6. SPECIFIC RECOMMENDATIONS FOR WARMMAE LETANG CO-MANAGEMENT INITIATIVE**

### **6.1 Restructuring of WGL**

As noted in the lessons and recommendations above, a non-profit structure is not optimal for the development of a collaborative entrepreneurial small scale tourism enterprise of the kind envisaged at Warmmae Letang. A cooperative or for-profit structure would be preferable. Dominica has a fairly strong cooperative history and has both a Government department and a national level organization that can provide technical support to help in developing a cooperative.

Additionally the scepticism of community members would have to be overcome after the disappointment of the initial WGL experience. Recommended interventions would include a visioning exercise, a strategic planning initiative and a series of training and technical assistance interventions aimed at improving skills in group process, conflict management, product development and marketing.

### **6.2 Reviewing and revising the institutional arrangements**

It is recommended that the current formal and informal arrangements be reviewed in a participatory fashion, with revisions being made if needed to enhance transparency and accountability and enhance livelihood benefits.

The Government has been discussing for some time the development of a National Park Service, vesting full management authority for the National Parks in one entity. Were this to become a reality, the institutional arrangements would be simplified for co-managing the Freshwater Lake. In the meantime, the Forestry Division remains supportive of allowing the community to retain management of the area. At the time of writing, it is not clear whether the Ministry of Tourism is also willing to continue the lease arrangement for the facilities used by the community group since it feels the Group has not lived up to its commitments and has required too much hand-holding.

The other important aspect of institutional arrangements that must be handled differently is the development of close working relationships with other key players in the tourism sector, including the key Government entities, the DHTA and individual hotels and tour operators.

### **6.3 Seek additional sources of external assistance for WGL**

#### **6.3.1 Financial**

While Phase II of the COMPACT Project may have funds that could otherwise have been available for the Group, the failure to account for the funds already received make that highly unlikely. The only way these funds could be made available would be if a newly structured organization whose members had proven management/business skills were to take over the project. Likewise, the Group's track record makes it unlikely that other donor funds would be available to them.

Assistance for a new entity could come from COMPACT or Friends of the World Heritage Site. The Dominica Social Investment Fund is also potentially a source of grant assistance to the community, but the project would have to be broad-based and focused on reducing poverty with an emphasis on young people. Indirect beneficiaries, such as those providing produce for the kitchen would have to be included.

### 6.3.2 Marketing

The Discover Dominica Authority is interested in assisting the community-based projects by helping them develop better relationships with the rest of the sector. They are also encouraging the DHTA to do more to promote the community-based activities.

### 6.3.3 Partnerships

The Forestry Division remains committed to the concept of community involvement in managing the Freshwater Lake and would provide support in negotiating a new agreement if the group can be reconstituted in a way that gives them confidence that the group is likely to succeed.

The GEF/SGP/COMPACT office is encouraging the formation of an association of the communities around the World Heritage Site so that they can support each other.

The DHTA and the Rainforest Aerial Tram are two local entities that offer possibilities for developing tour packages and doing joint advertising.

Both the National Association of Youth in Agriculture (NAYA) and the Dominica Youth in Environment Organisation (D-YEO) have developed projects for the community. The NAYA project for sheep raising is underway while the proposal for holding an Oxygen Festival at the lake is still in development. Both organizations are interested in assisting the community and are looking at other possibilities, such as an agro-tourism project with a focus on cocoa processing.

## 6.4 How benefits could be measured on a consistent basis

It should be fairly straightforward to measure the benefits of the Warmmae Letang initiative on a continuous basis although funding would need to be allocated for this and for the collection of some baseline data. A perceptions and expectations study within the wider community would be a useful baseline against which to measure the overall achievements of the group in terms of benefits accruing to the wider community. It would also identify areas in which the group may need to improve its transparency and accountability to group members and, where appropriate, the wider community.

Financial benefits can be measured by tracking the number of visitors, the amount visitors spend at the site, and the number of community persons deriving income from the project, through wages or sales. This can be further broken down into tourist visits, local visits and special events. However, this would require the implementation of a comprehensive yet simple record-keeping system, which WLG does not yet have in place.

Other indicators of social or human livelihood benefits can be measured by the number of participants in the group, the numbers benefitting from training and how the skills are applied in and outside of the group, the various roles participants play in the organization, the number of regular meetings held, the keeping of appropriate records, and the transition in leadership over time.

The sustainability of the project can also be evaluated by looking at the number and quality of the organization's relationships with key stakeholders, including political, governmental, donor, and private sector players, especially those in the tourism sector.

#### 6.5 How can benefits be optimized and costs minimized?

The general and specific recommendations above are all intended to contribute to optimising livelihood benefits and minimising costs. However, the following can be considered as critical to any initiative of this kind:

- an upfront analysis of the potential for the success of the project, both in terms of the potential use of the resource and the capacity of the group to create value from the resource, A baseline survey of community expectations and perceptions of livelihood needs and priorities would also be useful;
- development of a coherent plan for the implementation of the project which takes account of the existing strengths and weaknesses of the institutional partners and seeks to build on the former and address the latter;
- clear roles and responsibilities for the institutional partners, whether formalized or not, combined with systematic efforts to build trust between all key partners.

#### **REFERENCES CITED**

Bass, S., B. Dalal-Clayton and J. Pretty. (1995) Participation in Strategies for Sustainable Development International Institute for Environment and Development. Environmental Planning Issues No. 7.

Geoghegan, T., Rural Development through Heritage Tourism: Guidelines for the Caribbean. 1997. Caribbean Natural Resources Institute.

#### **PERSONAL COMMUNICATION**

Mr. Eustace Bertrand – Managing Director, Warmmae Letang Group, Inc.

Mr. Dave Williams – Superintendent of National Parks, Forestry Division

Mr. Cyrille John - Assistant Forestry Officer

Mrs. Esther Thomas - Permanent Secretary, Ministry of Tourism, Legal Affairs & Civil Aviation

Mrs. Martha Joseph – (former) Community Tourism Business Development Officer

Ms. Gloria Shillingford, UNESCO Representative

Mr. Errol Harris – (former) Coordinator of COMPACT

Mr. Albert (Panman) Bellot – Coordinator of COMPACT and GEF/SGP

Mrs. Doreen Francis – Director of DOMSAVE and Finance Officer-COMPACT

Ms. Maxine Alleyne – Marketing Officer, Discover Dominica Authority, Inc.

Ms. Lolita Raffoul – Marketing Officer, Discover Dominica Authority, Inc.

Ms. Samantha Letang, Quality Assurance Officer, Discover Dominica Authority, Inc.

Mrs. Judith Pestaina, hotelier and former President, Dominica Hotel and Tourism Association

Ms. Amber Rolle, Manager, Wacky Rollers (WRAVE Inc.)

Ms. Connie Guiste, Marketing Officer, Whitchurch Tours

Mr. Rawlins Bruney – Chief Engineer, Dominica Electricity Services Company, Ltd.

## APPENDIX 1

### STAKEHOLDER ANALYSIS

<b>Stakeholder</b>	<b>Overall Role, Rights &amp; Responsibilities</b>	<b>Responsibilities Re: WLG</b>	<b>Comments</b>
Division of Forestry	Supervision of National Parks; Enforcement of National Parks and Protected Areas Act (1975), the Forest Act (1958) and the Forestry and Wildlife Act (1976)	Make regular inspections of the area, approve initiatives to be undertaken by WLG, provide direction on the upkeep of the trail, discipline members who violate Forestry regulations and engage in regular meetings with WLG's management	Forestry has carried out regular inspections; meetings have been with one of two group members only; MOU officially expired April 30, 2008; Forestry has not taken a position on extending or re-negotiating the MOU (Attachment 2)
Ministry of Tourism	Implementation of the Government's tourism policy; primary responsibility for managing the World Heritage Site; management of facilities located at eco-tourism sites; participating in developing tourism standards; providing guidance to community-based tourism projects	Compliance with lease agreement for part of the facility located at the Freshwater Lake; providing technical assistance to WLG re: business development	Lease agreement due to expire September 1, 2008; Ministry has noted that WLG is required to provide 3 months' notice of intent; Ministry has not stated if it will continue the Lease; work is about to begin expand the facilities at the lake
Discover Dominica Authority	Coordination of development of tourism standards and enforcement of established standards; providing training in tourism-related activities, such as tour guiding; managing and destination marketing	Provide tour guide training and certify guides; conduct needs assessment; offer advice on how to improve marketing effort; assist in establishing relations with others in the tourism sector	DDA has recently taken a more active role in identifying the needs of community-based tourism projects and assisting in meeting those needs, e.g., co-sponsoring a community tourism workshop

<b>Stakeholder</b>	<b>Overall Role, Rights &amp; Responsibilities</b>	<b>Responsibilities Re: WLG</b>	<b>Comments</b>
COMPACT	Encourage sustainable livelihood activities; enhance capacities of community-based organizations and NGOs in co-management of protected areas; encourage cooperation and partnerships among stakeholders; encourage innovative technological approaches to community monitoring of natural resources and share lessons learned	Providing funding and guidance to WLG in meeting its objective of providing sustainable livelihoods for community members based on appropriate use of the natural resources of the WHS	There has been a breakdown in relations because of the lack of financial accountability for funds disbursed. The COMPACT Project, being implemented through the GEF Small Grants Programme, does not have the Human Resource capacity to meet the project's stated objectives
UNESCO	Establish a local Steering Committee for the WHS to provide guidance on the management of the WHS	Providing guidance on how to optimize the benefits of the WHS while protecting its integrity; encouraging mutual support among communities bordering the WHS	The Steering Committee was once actively engaged in looking for ways to promote the WHS and attractions like the Freshwater Lake but has been dormant since 2005
DOMLEC	Authorized to access water for hydroelectricity and carry out works at the Freshwater Lake in furtherance of that right	Consulting with WLG re: any activities that affect the Lake and its water level	There has been little or no communication between DOMLEC and the WLG
Warmmae Letang Group. Inc.	Authorized to use the area around the Freshwater Lake for boating and hiking; required to collect visitor fees and account for same to Forestry; authorized to use part of the facility for an office and to provide a food and beverage service; required to maintain property and provide security	WLG is obliged to maintain the site and to issue site passes and collect fees on behalf of Forestry from visitors. The amount has been reduced from US\$2 to EC\$2 (US\$.74) per person. WLG is also to maintain the building and provide 24 hour security.	Relations with other stakeholders have deteriorated significantly over the course of the last three years

<b>Stakeholder</b>	<b>Overall Role, Responsibilities &amp; Rights</b>	<b>Responsibilities Re: WLG</b>	<b>Comments</b>
Tour Guides	Provide tours to visitors	As group members, the guides were obligated to use the training they had received to enable WLG to offer high quality tours	By dropping out of WLG as soon as they did, the guides seriously undermined the success of the project.
Village Improvement Committee	Propose and implement development projects in the community	Act as a facilitator between the leadership of WLG and other community members	The VIC has not yet intervened in the project but some interest in seeing what can be done to save the project for the community has been generated as a result of the case study.

## APPENDIX 2

### MEMORANDUM OF UNDERSTANDING BETWEEN THE FORESTRY, WILDLIFE AND PARKS DIVISION AND WARMMAE LETANG GROUP INC.

Date: 14 May 2005

Re: Approval for Warmmae Letang Group Inc. to operate their boat rowing project on the Fresh Water Lake subject to terms and condition their (sic) within by the Forestry, Wildlife and Parks Division as directed by Cabinet Decision for the duration of three (3) years effective April 1, 2005.

This is an agreement between Warmmae (sic) Letang Group Inc. (first party) and the Forestry, Wildlife and Parks Division (second party). Both parties have agreed to honour this agreement. Warmmae Letang Group Inc. should honours (sic) these following conditions stipulated therein:

- (A) Inspections will be carried out by designated forestry officers when necessary. These inspections include the site, account, operation and where needs be, request from the National Parks Superintendent and Director of Forestry.
- (B) Cleanliness should be maintain (sic) at all times around the designated site and will not be at the cost of the division.
- (C) All visitors/clients must be in possession of an appropriate user fee before the group can rendered it (sic) services to any potential clients. Park Wardens are to be engage (sic) fully in the operations of the Group.
- (D) Safety Precaution must be of paramount importance in the group's operations, example the wearing of life vests during the tour.
- (E) Site Integrity should be maintain at all time (sic) – **Remember** – this is a “**World Heritage Site.**”
- (F) The group is responsible for the payments of all utilities assign (sic) to them or under their jurisdiction.
- (G) Any new initiatives to be undertaken and any unusual incident/s taking place or observe (sic) should be communicated at the soonest possible time to the Forestry Division



- (H) No loud music allowed, infra structural development, plants introduction etc must not take place within any National Park of Dominica.
  
- (I) Group members should be familiar with SRO 54 of 2004.
  
- (J) Instructions will be given from a time to time basis from Forestry Division Officers during their monitoring activities.
  
- (K) A monthly royalty be paid to the Forestry Division by the group amounting to one (\$US2.00) per person receiving any of the services being provided by the group. Such will be considered as an Environmental Rehabilitation Fund to safeguard resource use and any environmental disaster possibly to occur due to the presence of human activities on such a fragile ecosystem.

The Forestry Division should honour these following conditions stipulated therein:

- (A) Supervising of the site regularly.
  
- (B) Providing directives in the upkeep of trail specifically.
  
- (C) Discipline group member (sic) and the company by extension who violate stipulated rules and Regulations.
  
- (E) Engage in meeting the group management committee/leadership regularly.

Parties: Warmmae Letang Group Inc. and Forestry, Wildlife and Parks Division both agrees (sic) to the above

Eric Hypolite – Director of Forestry, Wildlife and Parks	Date
Eustace Bertrand	
Date	
Director - Warmmae Letang Group Inc.	

## **APPENDIX 3**

### **STATE OF RELATIONSHIP BETWEEN WLG AND ITS MAJOR PARTNERS AS AT MAY 2008**

Interviews with WLG's Managing Director, both former and present COMPACT Coordinators, Forestry officials, officials from the Ministry of Tourism and Discover Dominica Authority, and several tour operators revealed that the actual performance of the project has been very disappointing. Most members of the group have dropped out and others hired to act as guides have left as well. The Managing Director and his wife are the only ones continuing to participate in the project.

#### 2.3.4.1 Human Resources

While ten tour guides completed the training and qualified for certification by the NDC, most of them left the group after the disappointing performance of the project in the first year. The remainder left this past year. Several who took other jobs still help out when they have free time. Several of the women who worked in the kitchen stayed the longest.

#### 2.3.4.1 Evolution of institutional arrangements and relationships

##### Relations with COMPACT

COMPACT encouraged the group to form and develop the project, but by the time WLG submitted its 2005 Report to COMPACT, the Group complained that the then Coordinator had not been sufficiently helpful. An early dispute with COMPACT had arisen when the Managing Director used funds to purchase a second-hand vehicle, an expense outside the approved budget. Financial accounting has remained an issue throughout the life of the project.

The present Coordinator has expressed frustration in attempting to obtain a report on the use of the grant funds. No reports have been submitted since the first one in February of 2005. While the Managing Director contends that he provided COMPACT with a bundle of receipts and cancelled cheques, the Coordinator has told the Managing Director that this is not an acceptable form of reporting.

The Coordinator is aware that the group has suffered because of its limited capacity to manage conflict and to take the steps needed to keep the group together but feels he does not have the expertise or resources to assist the group with these problems.

##### Relations with Forestry

The Memorandum of Understanding between Forestry and the WLG (Attachment 2) was developed by the former Director of Forestry. The current Director and the Superintendent of Parks have had little involvement with the project and very little information about the Group and how the project has evolved over the past several years.

The Forestry Officer responsible for regularly visiting the site reported that he has had difficulty meeting with WLG's Managing Director for the past six months as he has not been at the site. The Officer has been unable to inspect the WLG's books or collect the funds due. He understands that the number of visitors has dropped significantly over this period. On the positive side, the Officer noted that the site has been well-maintained since WLG took over, and the litter is being managed well.

The Managing Director has acknowledged that his relationship with the Forestry Division has broken down. His explanation is that he does not have enough funds to pay the EC\$2 fee due to Forestry, but he acknowledged that he has made no attempt to discuss the problem with Forestry officials. The Superintendent of National Parks has indicated that he understands the project has encountered difficulties and has stated a willingness to waive the fees temporarily if approached.

Disputes between the Managing Director and Forestry officials have also developed regarding what activities are appropriate for the Lake. The Managing Director proposed putting in a second jetty, an initiative Forestry opposed, and he wants to use electric motors for days when the wind is too strong for rowing, also a proposal unacceptable to Forestry. He has also suggested developing the island in the middle of the lake into a wedding chapel but has not pursued that idea.

#### Relations with the Ministry of Tourism

The Ministry of Tourism is leasing part of the facility it manages at the Freshwater Lake to WLG. The Ministry has also employed a Community Tourism Business Development Officer to work with community-based tourism projects around the country. WLG's relations with the Ministry of Tourism are minimal at this time primarily because of recent changes of personnel within the Ministry. The Community Tourism Business Development Officer who had worked with the Group over a period of years has moved on, and no one else in the Ministry has assumed responsibility for that role. The Officer noted that while working with the group, she often found them either unable or unwilling to adopt suggestions for developing the business. She noted that all of her meetings were one-on-one with either the Managing Director or one of the women, suggesting that the group concept was no longer operational.

An official of the Ministry has expressed frustration with the WLG's current situation citing the group's unrealistic expectations of instant success and their inordinate need for hand-holding and pampering. The official acknowledged that the group needs assistance to get back on track.

#### Relations with Discover Dominica Authority

The Discover Dominica Authority (DDA) is responsible both for enforcing standards for providers of tourism services and for marketing Dominica. DDA also offers tour guide training and did train WLG's members. DDA recently conducted a needs assessment for this and several other community-based projects and concluded that they suffer from many of the same problems, especially in the area of marketing. According to one officer, the Group doesn't understand the basic things and needs to be spoon-fed. There is also a perception that the Managing Director is the wrong person for the frontline role. The DDA is interested in seeing how it can assist with better coordination and cooperation among the players in the tourism sector.

#### Relations with Tour Operators

According to the Managing Director, the project has survived this long on the sale of tours to locals and the sale of food. He stated that the business does not depend on the cruise sector. He could not supply precise numbers for the project's operations, but it is clear that the projections in the project proposal were wholly unrealistic.

Without staff to row the boats and act as tour guides, the project has not been able to provide reliable service to the cruise sector. The two tour operators who had established relationships with WLG, Whitchurch Tours and Wacky Rollers, reported having similar experiences. Both

depend primarily on the cruise sector for their business. They marketed the Warmmae Letang tours to the cruise lines and arranged tours on behalf of the cruise ships. Over the past six months, they would arrive on-site only to be told that they could not be accommodated despite having notified the Managing Director in advance.

One of the operators, Wacky Rollers, reported that this happened several times, leading the manager to become concerned about the impact such actions have on her company's reputation. She tried various attempts to assist WLG in improving its product, but she found resistance to accepting her advice. She also found that the quality of the tours being offered fell below par as more recently, the guides, who were not from the village and didn't seem to have been fully trained, have not been providing information on the area and have seemed uninterested in connecting with the visitors in any meaningful way.

#### Relations with Others

The DDA is encouraging the Dominica Hotel and Tourism Association (DHTA) to do more to promote community-based activities. The DHTA has also recognized that it could be doing more to work with the community projects.

Another NGO, the Dominica Youth in the Environment Organisation (DYEO) has submitted a project proposal to the Friends of the World Heritage Site for an Oxygen Festival featuring sporting activities at the Lake as a way of promoting it to Dominicans.

When ready to pdf, insert Warmmae Letang final 25 3 9.pdf from S:\CANARI Electronic Filing System\5 Research\5.3 Policy Research\5.3.32 EU Forest and Livelihoods Project\5.3.32.3 Case Studies\5.3.32.3.1 Warmmae Letang

## APPENDIX 5 – COMMUNICATIONS STRATEGY AND PLANNING

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### Note on Communication Strategy and Planning

Previous Forests and Livelihoods ALG meetings have briefly talked about developing a communication strategy. At the fourth meeting, we intend to make this a cross-cutting theme that will be picked up each time we identify key research findings and lessons learned.

This note recaps some of what is expected in the development of a communication strategy. Its purpose is to outline the basic communication skills and techniques that will facilitate effective communication, both by CANARI and by ALG members within their organisations, institutions, sectors and countries.

Given the CANARI Forests and Livelihoods programme objectives, our most likely reasons for wanting to communicate are to:

- influence policy (including informal policy/practice);
- change ‘world views’ and behaviour;
- inform the design of institutional arrangements and organisational governance structures;
- inform the design of capacity building initiatives to address identified gaps;
- share information with other researchers and practitioners; and
- gain support from technical and donor agencies for further research and capacity building.

### Strategic Communication

Strategic communication is often defined as: getting the **right message**, through the **right media**, to the **right audience** at the **right time** and with the **right effect**. CANARI further breaks down the right media into **products** and **pathways**. The following is an adaptation of a document produced by Carmel Haynes of UWI CERMES for a recent meeting of regional fisherfolk organisations, which was co-facilitated by CERMES and CANARI.

### The Right Audience

Clearly identify those audiences or key stakeholders with whom you need to communicate to achieve your objectives and make sure you dedicate the necessary resources to reaching them.

The best audiences to target in order to achieve an objective may not always be the most obvious ones, and targeting audiences such as the media may not always help achieve your objectives.

Your primary audience is the group of persons you have must reach if you want to solve 80% of the problem. However, this is not to say that you do not need to engage with your secondary audiences as well, especially if those audiences group can influence your primary targets to make the change in attitude or behaviour that you want.

One way of analysis your audiences is as follows:

Communication objective:			
Allies (Collaborate With)	Opposers (Defend Against)	Interested Parties (Keep Informed)	Indirect Associates (Monitor Activities)

### **The Right Message**

Do not simply re-state your goals. Create a comprehensive case covering all the key messages, and emphasise the different elements of the case for different audiences. To maximise impact you should summarise the case in three key points which can be constantly repeated.

Your message should be designed to influence your target audience (“what’s in it for them”, what are the benefits to them), not based on your own knowledge and beliefs. The best messages are short and simple. Strategic targeting and consistency are the keys to getting messages across.

Create a message that your audience will understand and that is:

- Simple
- Clear
- Up to date with its facts
- Attention grabbing
- Reveals information that is little known or poorly understood

Deliver a consistent message to an audience through a variety of channels over an extended period of time. Keep saying it over and over!!

### **The Right Media (products and pathways)**

Choosing the right media for a particular message will be determined by a combination of factors, including:

- What are the costs?
- Do the target audiences have access to the chosen medium?
- Is the medium simple to use?
- Is the medium credible?
- Does it encourage participation?
- Does it allow for long-term dissemination?
- Is it consistent with your objectives?

Past CANARI research indicates that face-to-face communications are generally the most effective but also the most expensive and not always feasible.

### **Types of media:**

- Newspapers
- Television
- Leaflets
- Pamphlets

- Newsletters
- Radio
- Chat rooms
- Wiki technology (most popular example being Wikipedia)
- E-mail
- E-mail lists
- Text messages
- Websites
- Web advertising
- Blogs
- Theatre and the arts
- Corporate communications

### **Types of pathway**

A single product can be delivered to the target audience in multiple ways. For example, a video could be shown on television; screened just for the target audience with subsequent discussion, uploaded to your website or YouTube. Similarly, a leaflet could be emailed in electronic format, mailed in hard copy, given out at a relevant conference or handed over at a one-on-one meeting with a key stakeholder.

It is important that the message is delivered by a source the audience finds credible.

### **The Right Time**

Most of the time, decisions that are to be formally adopted are made through five main steps:

- Proposal from within (or occasionally outside) the decision-making body
- Formal introduction of the proposal into the decision-making process
- Deliberation
- Approval or rejection
- Implementation or return to the previous stage

Attempts to influence or advocate need to take account of the timing of policy-related activities. Interventions are likely to be most effective when conducted during **key crises**, as part of **major international processes**, or at **key events**.

Ongoing/regular communications updates on activities are also opportunities to influence, particularly if you can demonstrate the impact of previous communications/ interventions

### **The Right Effect**

- What is the right effect will be determined by the objectives you set yourself, but are likely to include:
- Did you achieve the support you need to create the change you wanted?
- Did you create a positive change (i.e. change that supported your goal instead of obstructed it)?
- Is the positive change sustainable?



## **APPENDIX 6 – POTENTIAL SMALL GRANTEEES**

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Potential grantees were identified as follows:

<b>St Vincent and the Grenadines</b>	<b>Trinidad and Tobago</b>
<ul style="list-style-type: none"> <li>• Zion Hill/ Barouille Tourism Group</li> <li>• Partners of the Environment</li> <li>• Keepers of the Environment</li> <li>• Fancy Farmers Unity Co-op</li> <li>• Greenhill Sport and Cultural Organisation</li> </ul>	<ul style="list-style-type: none"> <li>• Sundew Tourguiding Services</li> <li>• Nariva/ Kernahan Action Group</li> <li>• Plum Mitan Action Group</li> <li>• Anse Formange (Tobago)</li> </ul>
<b>Saint Christopher (St Kitts) and Nevis</b>	<b>Barbados</b>
<ul style="list-style-type: none"> <li>• To check with John Guilbert and Milton Lawrence</li> </ul>	<ul style="list-style-type: none"> <li>• To check with Giles Romulus, Judi Clarke and Keith Laurie</li> </ul>
<b>Dominica</b>	<b>Saint Lucia</b>
<ul style="list-style-type: none"> <li>• NEWCPT – turtle group wanting to do forest tours</li> <li>• Cochrane group – eco village</li> <li>• Laudat village group (former Warmmae Letang group)</li> <li>• Indian River guides</li> </ul>	<ul style="list-style-type: none"> <li>• Talvan watershed management committee</li> <li>• Mabouya watershed management committee</li> <li>• Tomazo watershed group</li> <li>• Beekeepers</li> </ul>
<b>Grenada</b>	
<ul style="list-style-type: none"> <li>• Apres Tout</li> <li>• Clozier group</li> <li>• 1 group from St David</li> <li>• 1 group from Carriacou</li> </ul>	

## APPENDIX 7 – VERBAL AND WRITTEN EVALUATION

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### Verbal Evaluation

ALG members shared the following thoughts on the fourth ALG meeting:

#### CONTENT

- The ALG process stimulates the exchange of ideas while conducting analysis
- CANARI was congratulated on developing the vision for the ALG and for staying the process
- It is important to analyse the reasons why NGOs fail and the consequences for example in terms of:
  - what can happen in the absence of government partnering
  - the public/ private sector interface
  - are personalities an issue
- Neila Bobb-Prescott is seeking a new management system for Buccoo Reef which has experienced failure issues similar to GPTGA. She was prompted by the ALG to develop a multi-sectoral management committee for the Main Ridge Environmentally Sensitive Area Stakeholder Management Committee that is not chaired by government.

#### PROCESS

- It was suggested that a maco be selected for the day before the meeting starts to capture group synergies and issues that can be addressed by the logistics coordinator.
- The ALG felt that the discussion time for sessions was too short.
- When field trip locations are located far away from the meeting venue, it was suggested that travel should start at 7 am and preparatory work should occur the day before. Rapporteur and maco reporting could occur en route to the field trip site.

### Written Evaluation

#### USEFULNESS OF THE MEETING

Of 12 evaluations received, 11 attendees felt that the meeting was useful; while one person was unsure. When asked to explain the usefulness (or lack of) of the meeting, one attendee stated that they did not learn anything new, while the following are some of the positive responses that were received:

- *Can be more objective when dealing with community based initiatives*
- *This forum provided an opportunity to analyse processes that are vital to the development of livelihoods in rural communities.*
- *The field trip demonstrated that livelihoods benefits goes far beyond financial benefits in terms of employment but indicates that improvement in quality of life and community development is integral.*
- *The development of the communication strategy was very useful and I will apply the principles.*
- *The meeting was a useful avenue for exchanging ideas and learning from other experiences on how to better maximise socio-economic benefits to rural poor in our respective countries.*
- *Being able to share success and failures, the field trip taught many lessons.*
- *The meeting gives me time to listen and think.*
- *The meeting highlighted the complexity of issues that interact to impact on the lives of people in the Caribbean.*
- *The field trip is a rich case that provides real examples of forests and livelihoods issues.*

### **MOST IMPORTANT THINGS LEARNED**

The ALG stated that the following were the most important things learned from the meeting:

- *People must first be provided with the capacity to be able to manage their natural resources successfully.*
- *The learning experience created an opportunity to group ideas that are necessary to design tools needed to develop community based organisations.*
- *Government institutions fail to achieve objectives on many occasions because the process of engagement of developing committees /management structures lacks commitment and sustainability.*
- *Participatory decision making and consensus is of paramount importance.*
- *Don't allow a "don" culture to be developed.*
- *Members of community must be involved in the process of the formulation of CBOs to ensure the sustainability of such organisations.*
- *Bottom up approach of needs identification is more essential to the sustainability than a top down approach*
- *The importance of involving communities to take a broader stand in development of livelihood projects and needs for greater involvement of responsible government organisations in ensuring success of community livelihood projects*
- *Jimmy Haynes' role and activities is interesting and could be a case study on the failure of government agencies.*
- *The role of capacities at all levels is important in the success of project.*
- *It is important to ensure that institutional arrangements are appropriate to the circumstances and environment related to the implementation of the project.*
- *Analyse the information received from community group members because it may not always be accurate. You may be told things they think you want to hear.*
- *Try to engage small business support organisation in forestry projects.*
- *If governments fail to act, some actors may arise, to fill the vacuum and questions may arise as to whom the benefits accrue.*

### **ENJOYABLE ASPECTS**

As was the case with previous ALG meetings, the field trip and the panel discussion were the high point for the group; other enjoyable aspects included the following:

- *The overall opportunity to broaden personal ability to use participatory process in resource management.*
- *The opportunity to interact and share with colleagues from across the region and to visit another community based project.*
- *Reminding members of intentions stated in the past ALG with requests for feedback.*
- *The post-field trip discussions and analysis.*
- *The overall format which is participatory, has strong theoretical underpinnings and practical applicability.*

### **MEETING DISLIKES**

The following problems were encountered by the ALG members:

- |            |   |
|------------|---|
| Content    | • <i>Given the nature of the case, there could have been discussions on private sector management of public resources and conflicts arising</i> |
| Field trip | • <i>More interactions with the community at Fond Gens Libre would have been</i>  |

*preferable* [CANARI made attempts to do this, but was unsuccessful as there is no functioning CBO in the community]

- Time
- *The first day was very long*
  - *Some contributions were long winded*
  - *More time should have been spent on developing the communications strategy*
- Logistics
- *Meeting room lighting was poor*
  - *Lack of internet access in the hotel rooms* [there was internet access at the hotel; guests needed to request DSL cables from the front desk – this information was not communicated to ALG members in a timely fashion]

**MOST USEFUL SESSIONS**

The most useful aspects of the meeting in the view of the ALG member were the field trip activities and panel discussion, other useful sessions included:

- *Sessions analysing the field visit*
- *Small group work on communication strategy*

**SUGGESTIONS FOR IMPROVEMENT**

ALG members suggest the following improvements:

- *More time is needed for discussions especially in evaluating the findings of the field trip*
- *Spend time **in the workshop** developing and discussing communications messages*
- *For the field trip, participation from other actors would have been useful; particularly those from areas surrounding the Fond Gen Libre*
- *Members of the local community, Gros Piton Tour Guiding Association and Piton Tour should be present at the meeting* [invitations were sent; the community did not have the capacity to participate, GPTGA is dormant and Jimmy Haynes was unable to attend the meeting]
- *Provide better engagement with local community based organization* [explained above]

**WORKSHOP RATINGS**

ALG members rated the workshop as follows:

	Very Good	Good	Fair	Poor
Clarity of objectives	4	8		
Content	7	5		
Materials	6	7		
Facilitation	8	4		
Field trip	8	4		
Relevance to your needs	6	6		

**ONE ASPECT FROM THE MEETING THAT ALG MEMBERS WILL APPLY**

- *Tolerate the fact that the participatory process is time consuming.*
- *Capitalise on networking opportunities.*
- *A better analysis of the community and individual involved in livelihood issues is needed.*

- *I will continue to use the participatory approach in my classes at ECIAF (UTT) – continue to encourage and work with community groups in managing the resources.*
- *Communication strategy (some of information given can be used to guide future communication activities).*
- *Structure of the ALG and organisation for community meetings.*
- *Promoting the idea of mentoring with projects involving CBOs with which my organisation works.*
- *Mentoring and evaluation should be a consistent components during project activities.*
- *The various issues related to the development of CBOs.*
- *It is important for people's capacity to manage be developed before they are allowed to plan on their own or it is quite possible to experience failure in certain cases.*

#### **ONE ASPECT THAT WOULD PREVENT ALG MEMBERS FROM APPLYING IDEAS DISCUSSED AT THE MEETING**

When asked "what would prevent you from applying the ideas discussed in this meeting?" ALG members stated the following:

- *Policy decisions of the government*
- *Capacity challenges particularly in terms of trained personnel*
- *Time constraints due to work load*
- *A lack of will*
- *Governments bureaucratic processes and political interference*

#### **TRAINING NEEDS OF YOUR ORGANISATION**

Training needs expressed include:

- *Project writing*
- *NGO management*
- *Interpretive skills development*
- *Socio-economic aspect of determination and development of livelihoods*
- *Institutional strengthening*
- *Training in conflict management*
- *Proposal writing*
- *Communication skills*

#### **RECOMMENDATIONS FOR CANARI'S FORESTS & LIVELIHOODS PROGRAMME**

- |         |   |
|---------|---|
| Content | <ul style="list-style-type: none"><li>• <i>A structured approach to analysing lessons learned to date which would be applied to case studies to follow and facilitate inclusion of new/additional lessons</i></li><li>• <i>Evaluate and document results of ALG learning and implementation of lessons learned.</i></li></ul>   |
| Process | <ul style="list-style-type: none"><li>• <i>Possibly make the first day a longer working day to ensure that the final day is not rushed</i></li><li>• <i>Resolve issues from other meeting before via email etc</i></li><li>• <i>The last day not rushed to meet travelling schedules</i></li><li>• <i>Should have had a greater amount of time/facility for analyzing lessons learnt</i></li><li>• <i>Sessions are too long, prefer 50 minute sessions with 10 minute</i></li></ul> |

*breaks*

Outputs

- *Proper documentation of important discussions is needed as information generated may be relevant to others.*

Between meetings

- *More communication between meetings*


Process replication

- *Highly interesting group learning exercise. Needs to be repeated with different groups of people*
- *Extend the program to the school system. It can create a great impact*
- *Seek further funding to expand the lifeline of the programme given its importance in fostering greater livelihood opportunities for rural poor around forests*
- *The ALG is an excellent model and mechanism for learning through the exchange of ideas, experiences, expertise and applying those to analyse which stimulate change and willingness to adopt new and creative ways to our world*

## APPENDIX 8 – SLIDES USED IN THE MEETING

**Forests and Livelihoods**  
Action Learning Group  
Rodney Bay, Saint Lucia

11-13 February 2009




**CANARI**

who we are...  
and our roles

- Sarah – Facilitator/programme coordinator in Nicole's absence
- Hema – Co-facilitator/rapporteur/logistics


*Welcome to the fourth ALG meeting under CANARI's Forest and Livelihoods programme.*



let's get to know each other even better...

### Introductions

- Name
- Country
- Organisation
- What do you do there?
- Tell us what you would like to get out of this ALG.



### Important Info


- In case of emergency...
- If you have any problems...
- Each day 3 ALG members will act as:
  - Chairperson
  - Rapporteur
  - Maco

**Volunteers?**




**Forest and Livelihoods**  
**Fourth Action Learning Group meeting**

Objectives and overview of the meeting





**Useful reference documents for this session**

- Agenda
- Forests and livelihoods ALG concept note (August 2008)
- Definition of key concepts (ALG 3)
- Note on communication strategy and planning




**Objectives of the meeting**




1. To **share experiences and findings** of the EC, FAO project and any other relevant projects and initiatives in the region on using forests for socio-economic benefits, whether implemented by CANARI or other members of the ALG;

Photos courtesy Howard Nelson



**Objectives of the meeting**





2. To **extract lessons** on institutional arrangements that optimise the socio-economic benefits to the rural poor from forests, and specifically about:

- the types of institutional arrangement that are proving most effective;
- the environment and external driving forces;
- the internal driving forces/key capacities
- the type of livelihood benefits that are accruing to the poor and how they can be equitably distributed;
- what makes local initiatives sustainable.

Photos courtesy Howard Nelson




**Objectives of the meeting**


3. To develop the key elements of a **communication strategy** for the Forests and Livelihoods programme, including:

- key messages
- main target audiences
- media (products and pathways)
- timing
- evaluation of effectiveness

Photos courtesy Howard Nelson



**Objectives of the meeting**




4. To make **recommendations regarding the implementation** of existing projects and activities under the **Forests and Livelihoods** programme, and specifically the:

4. **small grants programme;**
5. **remaining national workshops**






## Objectives of the meeting



5. To identify **specific actions that ALG members will take to support project implementation and disseminate learning** in their role as change agents;
6. To identify **priority needs** for development of new projects.
7. To identify **location and focus of fifth ALG meeting**




## Forests and Livelihoods Action Learning Group



Composition:

- Multi-sectoral
- Representation from the 8 project countries and regional organisations
- **Individuals** selected for their capacity to act as opinion shapers/change agents



## Role and responsibilities of ALG members


- Attend twice-yearly ALG meetings
- Review and contribute to the analysis of the findings of projects under CANARI's Forests and Livelihood Programme
- Assist with the identification of other research or capacity building needs in relation to forests and livelihoods
- Disseminate, shape opinion and apply project learning within and across sectors, nationally and regionally





## Role and responsibilities of ALG members

ALG members further identified their role and responsibilities as:


- creating strategies to help society to recognise the importance of forestry
- facilitating joint and cross sectoral analysis
- learning from and building on efforts in individual countries
- catalysing and facilitating consensus building among countries:



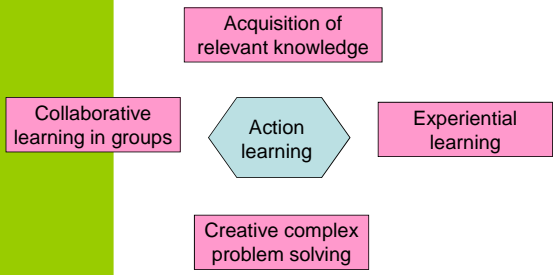
## Why action learning

- To address problems and issues that are complex and cannot easily be resolved
- To find solutions to underlying root causes of problems
- To determine new policy and strategic directions or to maximise new opportunities
- To generate creative ideas



## Characteristics of action learning



Adapted from Revans



## Research framework

### 1. Environment/external forces (enabling and disabling)

- What factors (social, political, economic) have influenced the type of institutional arrangement?



## Research framework

### 2. Institutional arrangements: (policies, laws, organisational structures, relationships, agreed practices and processes)

- How does the level of participation by rural poor stakeholders in a given institutional arrangement influence the generation and allocation of livelihood benefits to the poor?



## Research framework

### 3. Capacities: (internal capacities of partners in the arrangement)

- What are the capacities needed by actors at various levels of the institutional arrangement to ensure that socio-economic benefits are accruing to the rural poor?



## Research framework

### 4. Livelihood benefits

- What are the specific livelihood assets accruing to the rural poor under these institutional arrangements?




## Livelihoods

- **Physical:** standard of housing, access to transport, infrastructure, equipment, amenities)
- **Human:** capabilities, skills, talents, health, education
- **Natural:** ownership or access to natural resources including land, water and ecosystem services.



## Livelihoods

- **Political:** power, access to and influence over decision-making processes, existence of democratic systems.
- **Financial:** income, savings, investment, access to credit, material)
- **Social:** family, community and relationships built through social networks




## Research framework

**5. What are the factors that contribute to making a local organisation sustainable?**




*Forest and Livelihoods*  
*Fourth Action Learning Group meeting*

**Report on ALG 3**





## Meeting Highlights



*...at Zion Hill*


- Updates on component projects
- Field trip to Zion Hill and Chateaubelair
- Discussions on the approach to small grants
- Introduction to communications strategy
- Identification of potential case studies
- Review of research framework questions



## Outputs

Recommendations of the ALG on the CBO, Partners of the Environment, were submitted by letter to the Forestry Department including:

- Perform studies on
  - socio-economic and cultural profile of the communities
  - feasibility of alternative forest-based livelihood opportunities
- Twin CBOs so that they can share experiences and support each other
- Train (CBO), sensitise (community) and educate (public)
- Consider subsidies



## Outputs (continued)

- Clear recommendations and consensus on the method of delivering small grants
- Selection of potential case studies (NRWRP, Fond Gens Libre and Buff Bay LFMC)
- Selection of St Lucia as the meeting venue for the next ALG to facilitate a visit to Fond Gens Libre.



## Key lessons emerging

### CAPACITY BUILDING

- Building the organisational and technical capacity of a CBO requires patience and time – usually more than typical project timeframe
- *Database needed to share information on the needs of CBOs*
- Providing CBOs with business development opportunities is key to building sustainable organisations
- Succession planning in a CBO is a key need as where there are leadership and succession planning problems, project failure followed


*...Calder Williams of Partners*




## Key lessons emerging


### INSTITUTIONAL ARRANGEMENTS

- Arrangements between government and CSOs need to incorporate some flexibility, particularly in start-up phase.
- Funders want CSOs to have formal arrangements/ agreements with government agencies




## Observations

- Current methods of valuing natural resources do not include the valuation of inherited knowledge in communities that use natural resources, and this is disempowering when trading off among livelihoods options at the national level



## Key audiences identified

*... enjoying the waterfall*



Target Audience	Rank
•Rural Communities	1
•Media	2
•Political directorate	3
•CBOs	4
•Private sector	5
•Technical support agencies	6
•Senior public officers	7 =
•International bodies	
•Advocates	9
•NGOs	10 =
•Donors	




*Forest and Livelihoods*  
*Fourth Action Learning Group meeting*

### Group sharing and updates





## Some highlights on what ALG members were planning to do

- Minchington will be using a multisectoral approach to work with Warmmae Letang
- Neila will utilise the approaches on forests and livelihoods in development of two protected areas in Tobago - Main Ridge and Buccoo Reef



- Dread will be assisting in the development of a geo-tourism map for Grenada in conjunction with the National Geographic Society. He will channeling ALG learnings into the planning stages.
- Nemedass is expected to move into urban forestry and will continue to support participatory approaches.
- Nicole will be studying monitoring and evaluation at the Commonwealth Foundation for three months in early 2009.




- Zakiya began a thesis on participatory approaches in the Caribbean
- Noel and Michael plan to work with Dolphin Head Trust; also Michael will be identifying sustainable sources of financing for CSOs




*Forest and Livelihoods*  
*Fourth Action Learning Group meeting*

**Action Learning Projects**

### Status


GROUP	STATUS
Partners of the Environment, St Vincent	On track, nearing completion
Sundew Tourguiding Services, Trinidad	On track, finalised strategic plan
Nature Seekers, Trinidad	Project not started; will be working closely with mentor to plan and execute



### Mentor feedback

*Partners of the Environment*

- ALG visit was a significant motivator for CBO
- The impact of the process on the mentor – emotionally fulfilling, “pores raised” “so engaging” “I can't keep away” “I'm intoxicated emotionally”
- Use of the media to promote successes (even small ones) key to mobilising buy-in and support
- Support of government agencies (MPs and PSs) very important
- Wider community mobilisation occurred.



### Lessons learned

*Partners of the Environment*


- Value of selecting committed mentor who was emotionally invested in the outcome
- A small tangible practical project can build capacity for and catalyse bigger things as people “jump on the bandwagon” of success (e.g. international coastal cleanup)
- Use of mentor can facilitate achievement of complementary objectives e.g. building institutional capacity, improving literacy etc



**Mentor feedback**

- Through the mentorship process, the focus of the ALP shifted from improving the legislative framework for co-management of the area to inner reflection and strategic planning designed to address organisational weaknesses and gaps.


*Sundew  
 Tourguiding  
 Services*



**Lessons learned**

- TRUST facilitates progress towards objectives:** Group chose strategic planning facilitator who they trusted and with whom members had an existing close relationship. That mentoring relationship grew into longer term support.

*Sundew  
 Tourguiding  
 Services*




**What happened?**

- Unusual circumstances where the manager of the group was seconded to a large scale project called Turtle Village that required a significant time commitment

**The way forward**

- Encourage use of an external facilitator to provide support in conceptualising the way forward in a more participatory manner.
- The facilitator would focus on ensuring wider consensus and input on the project.

*Nature  
 Seekers*




**Recommendations (from mentor meeting)**

- Use participatory video to document a case study on the Partners of the Environment.
- Document the mentoring experience and promote.
- Hold regional training of mentors workshop (UNDP GEF SGP possible partner)
- Conduct comparative evaluation of the impact of mentoring versus none.
- Groups awarded ALPs should be able to apply for a Forests and Livelihoods small grant.




**Forest and Livelihoods  
 Fourth Action Learning Group meeting**

Case studies: Warmmae Letang, Dominica and Grande Riviere, Trinidad

**Warmmae Letang Case Study**

- Examines impacts on community livelihoods of the co-management arrangements for the Freshwater Lake (*Warmmae Letang*) in the Morne Trois Pitons National Park in Dominica, which was designated a World Heritage Site in 1998.







### The main stakeholders

- The **Forestry Division** of the Ministry of Agriculture, Fisheries and Forestry which is responsible for managing national parks;
- The **Ministry of Tourism** has primary responsibility for managing the World Heritage Site (WHS) and management of facilities at ecotourism sites, including the infrastructure at Warmmae Letang.



### The main stakeholders

- the **Warmmae Letang Group (WLG)**, a specially formed community-based organization, located in the village of Laudat, engaged in revenue-generating tourism activities (food and beverage services, boating, tour guiding) at the lake under lease/MOU with the Ministry of Tourism and the Forestry Division.




### The main stakeholders

- **United Nations Educational Scientific and Cultural Organization (UNESCO)** which designates World Heritage Sites, through its **Community Management of Protected Areas Conservation Project (COMPACT)**, which was established in 2001 to test community-based approaches to managing natural resources in and around six World Heritage Sites.

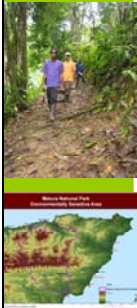


### Other identified players


- Laudat Village Improvement Committee
- Discover Dominica Authority:
  - responsible both for enforcing standards for providers of tourism services and for marketing Dominica. Trained WGL in tour guiding
- Tour operators
- UNDP GEF Small Grants Programme
- DOMLEC



### Grande Riviere case study



- Examines impacts on community livelihoods of the forest management arrangements the approximately 35 square kilometres of forest in the Grande Riviere area, 80% of which lies within Matura National Park.
- Much of this is undisturbed forest, home to a rich variety of wildlife including protected species red howler monkey (*Alouatta seniculus*), ocelot (*Felis pardalis*), and piping guan (*pipile pipile*), locally known as the Pawi.



### Key stakeholders

- **Forestry Division:** responsibility for management of state forest and forest reserve including patrolling and enforcement.
  - National Parks section manages Matura National Park (MNP)
  - Wildlife Division is responsible for wildlife management. In the early 1990s, conservation training for Pawi and Leatherback turtles conservation led to community co-management of turtle nesting beach in Grande Riviere



### Key stakeholders

- **National Reforestation and Watershed Rehabilitation Project** [2005-2015] (NRWRP) works with community groups (some pre-existing, some specially created) to replant degraded rainforest and protect watersheds and enhance skills and livelihoods.
- **Environmental Management Authority (EMA)** responsible for coordination of environmental management. EMA designated MNP as an Environmentally Sensitive Area (ESA), established the MNP Stakeholder Management Committee and has funded research in the area.




### Key stakeholders

- **Grande Riviere Tourism Development Organization (GRTDO)**, which manages NRWRP, turtle co-management (including turtle tours), forest tours, and tourism information centre.
- **Ministry of Tourism and Tourism Development Company**, which formed GRTDO as umbrella group of several CBOs and owns/constructed Visitor Centre (after lobbying by GRTDO)




### Other identified players

- Other community groups, which form or formed part of GRTDO (e.g. cultural groups)
- Local hotel (3) and guesthouse owners
- Private land owners within MNP
- Forest users
- Tourists




### Enabling factors - external

<p><b>Warmer Letang</b></p> <ul style="list-style-type: none"> <li>• Designation as WHS</li> <li>• Selection of Dominica for COMPACT</li> <li>• Willingness of Forestry and Tourism to sign agreement/lease</li> <li>• Access to infrastructure</li> <li>• Buy-in from DTA/tour operators</li> </ul>	<p><b>Grande Riviere</b></p> <ul style="list-style-type: none"> <li>• Creation of NRWRP</li> <li>• Excellent NRWRP area manager with strong values of participation, improving livelihoods</li> <li>• Pre-existing built trust between GRTDO and Forestry</li> <li>• Turtles attracting a high level of tourists visiting the area</li> <li>• Supportive hotel sector</li> <li>• Visitor centre</li> </ul>
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### Challenging factors - external


<p><b>Warmmae Letang</b></p> <ul style="list-style-type: none"> <li>• High level of scepticism from Forestry and Tourism about WGL capacity &gt; low level of mutual trust</li> <li>• Divided responsibility between Forestry and Tourism</li> <li>• Inadequate COMPACT HR capacity</li> <li>• Capacity building for WGL not sustained</li> <li>• Over-optimistic feasibility study?</li> </ul>	<p><b>Grande Riviere</b></p> <ul style="list-style-type: none"> <li>• NRWRP has no inherent sustainability</li> <li>• Limited NRWRP and Forestry human resources to support GRTDO</li> <li>• No formal co-management agreements under NRWRP (or turtles)</li> <li>• Remoteness</li> </ul>
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### Enabling factors – internal (capacity)


<p><b>Warmmae Letang</b></p> <ul style="list-style-type: none"> <li>• Leader with good political connections</li> <li>• Competencies in key areas (tour guiding, food and beverage)</li> </ul>	<p><b>Grande Riviere</b></p> <ul style="list-style-type: none"> <li>• Several people with strong leadership skills, including at least one with good political connections</li> <li>• High capacity in co-management, tour guiding and conservation</li> <li>• Established governance structure/medium organisational skills</li> </ul>
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### Enabling factors – internal (capacity)

<p><u>Warmmae Letang</u></p>	<p><u>Grande Riviere</u></p> <ul style="list-style-type: none"> <li>• Clear vision (even if not written down)</li> <li>• Sufficiently empowered to drive the NRWRP process (e.g. selection of trees, inclusion of trails)</li> <li>• Culture of continuous applied learning</li> <li>• Excellent communication and advocacy skills</li> </ul>
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### Challenging factors - internal

<p><u>Warmmae Letang</u></p> <ul style="list-style-type: none"> <li>• Over-dominant leader</li> <li>• Low organisational management skills</li> <li>• Low conflict management skills</li> </ul>	<p><u>Grande Riviere</u></p> <ul style="list-style-type: none"> <li>• Not legally registered (just with Ministries) – may limit certain types of funding</li> <li>• No strategic plan to ensure sustainability post-NRWRP (but aware of need)</li> </ul>
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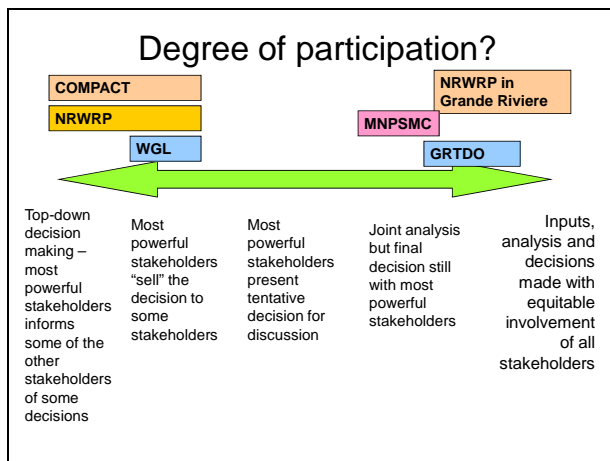

### Institutional arrangements

<p><u>Warmmae Letang</u></p> <ul style="list-style-type: none"> <li>• MOU with Forestry (but a bit sketchy on details)</li> <li>• Lease agreement with tourism for use of facility (details not known)</li> <li>• No formal arrangements with tour operators</li> </ul>	<p><u>Grande Riviere</u></p> <ul style="list-style-type: none"> <li>• No legal basis for formal co-management agreements</li> <li>• ESA Act and proposed Forest and PA policies place strong emphasis on participation &gt; Matura National Park Stakeholder Committee (advisory)</li> </ul>
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### Institutional arrangements

<p><u>Warmmae Letang</u></p>	<p><u>Grande Riviere</u></p> <ul style="list-style-type: none"> <li>• GRTDO has agreement with NRWRP (but no written contract) to             <ul style="list-style-type: none"> <li>– replant/maintain 25 acres of forest per/yr</li> <li>– develop/maintain 52 miles of forest trails (4 separate trails)</li> </ul> </li> <li>• NRWRP provides             <ul style="list-style-type: none"> <li>– management fee</li> <li>– workers' salaries</li> <li>– technical assistance/training</li> </ul> </li> </ul>
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### Livelihood benefits

<p><u>Warmmae Letang</u></p> <ul style="list-style-type: none"> <li>• Access to land for tour guiding/boating (N)</li> <li>• Access to restaurant facility, boats (P)</li> <li>• Tour guide training (H)</li> <li>• Revenue [but intermittent, not sustained] (F)</li> </ul>	<p><u>Grande Riviere</u></p> <ul style="list-style-type: none"> <li>• Access to land for tour guiding, planting incl. fruit trees (N)</li> <li>• Enhanced watershed/ ecosystem services (N)</li> <li>• <i>Management of Visitor Centre</i> (P, S)</li> <li>• Enhanced skills for core group and training for more members of community (H)</li> </ul>
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## Livelihood benefits

**Warmmae Letang Grande Riviere**

- Political power (but squandered/ may have had negative consequences?) (P)
- Consistent employment for 35 (NRWRP) and occasional/seasonal for 24 guides
- Equipment (P)
- Access to Green Fund (F)
- Wider community network of people engaged in forest management (S)
- Enhanced political power (P)



## Discussion questions

**Are the local groups sustainable?**

- If so, what are the factors that have contributed to this sustainability?
- If not, what would it take to make them sustainable?


**ALPs AND CASE STUDIES**

- What were the key findings/lessons for you?
- How would you convey these to others? (key messages)
- Who should get these messages? (key target audiences)
- How should we get the messages across? (products/pathways)




## Forest and Livelihoods Fourth Action Learning Group meeting

**Research and participatory protocols for  
 Montserrat Dept of Environment**


## Project Highlights

- Based on an existing relationship with the Department of Environment, Montserrat, CANARI was approached to develop a participation strategy for the island and a research protocol
  - The participation strategy was intended to guide future public participation in the work of the Department
  - The research protocol was intended to assist the island in better controlling and managing what research occurs on the island and how the findings are disseminated



## Process

- CANARI used participatory processes to engage stakeholders in Montserrat including:
  - Initial and final workshops for key government, civil society and private sector representatives
  - Call-in radio talk shows
  - Press release
  - One-on-one meetings with key persons in government
  - Emailed questionnaires to researchers and organisations that conduct research on the island



## Process (continued)

After the initial workshop; drafts were prepared and taken back to the group for validation and finalising

### Outputs

- A participation strategy for Montserrat
- A research protocol for resource managers
- A research protocol for researchers


### Interest

- Interest by Belize and Suriname in the research protocol



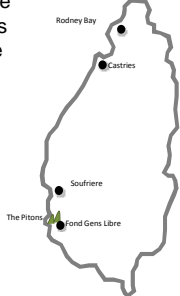
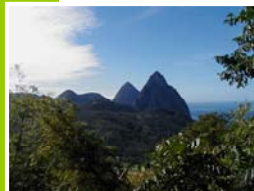

*Forest and Livelihoods*  
*Fourth Action Learning Group meeting*

**Field Trip**


## Meeting Highlights

- The field trip will be to the community of Fond Gens Libre located at the base of the Gros Piton

## On the field trip we will:

- ... **meet with** community members from Fond Gens Libre, the Fond Gens Libre community group, the Gros Piton Tour Guiding Association, GPTGA and the Gros Piton Tours (a private company)
- ...**visit the community**, walk part of the trail
- ...**have a sumptuous lunch**



## After lunch:

- ...**have a panel discussion** to learn more about the evolution of the initiative and hear the perspectives of different stakeholder groups
- ...**divide into small groups to discuss key issues** including: the internal and external drivers for the initiation and ongoing implementation of the Fond Gens Libre tour guiding initiative; institutional arrangements; actual and potential livelihood benefits that direct stakeholders and the wider community are deriving from the arrangement; the capacity of the partners and capacity gaps; and how the sustainability of GPTGA could be improved.



## Communication group exercise

- Develop a communication strategy for what you consider to be the most important message, including
  - The communication objective
  - 3 key points you want to make
  - Target audiences (use table as in handout to analyse)
  - Suggested products for each target audience
  - Suggested pathways for each target audience
  - How you would evaluate the impact


•Using the key messages already identified as a basis

## Target audience analysis

**Communication objective:**

Allies (Collaborate With)	Opposers (Defend Against)	Interested Parties (Keep Informed)	Indirect Associates (Monitor Activities)

<b>Activity: Communication enhancement between RFO and NFOs including speed and direction</b>			
<b>Allies (Collaborate With)</b>	<b>Opposers (Defend Against)</b>	<b>Interested Parties (Keep Informed)</b>	<b>Indirect Associates (Monitor Activities)</b>
NFOs (especially their secretaries)	Ministers of agriculture who perceive other stakeholders as more important	Potential and actual international and regional donors and technical agencies	Communication providers (concerning rates and levels of service)
Communication providers (internet, phone) as service sponsors	Anti-organisation fish buyers (vendors and processors)	General public	Postal service
Fisheries Divisions as intermediaries	Employers of NFO staff (on occasion)	Ministers of agriculture who are pro-fisheries	



## Exchange visits

- Budget of approximately \$50,000
- Originally conceptualised as
  - 8 study tours each of 8 people
  - Exchanges with local hosts providing accommodation and meals in community
- Meeting with EU early March and Year 2 reporting offer opportunity to discuss a reconceptualised version.