



Caribbean Natural Resources Institute (CANARI)  
United Nations Food & Agricultural Organisation (FAO)  
**National Forest Programme Facility (NFPF)**  
project on  
**Participatory Forest Management:**  
**Improving policy and institutional capacity for development**



**Regional Seminar on Forest Policy**

26<sup>th</sup> February – 27<sup>th</sup> February 2007

Grand View Inn, Grenada

## 1. Background

The Caribbean Natural Resources Institute (CANARI) is implementing a project entitled “*Participatory Forest Management: Improving policy and institutional capacity for development*” under the United Nations Food and Agricultural Organisation (FAO) National Forest Programme Facility (NFPF). The overall goal of the project is to support the improvement of the socioeconomic and environmental benefits that can be derived from forest management by analysing, promoting and building capacity for participatory planning and management of forest resources at the regional, national and local levels. The project is being conducted in seven countries: Barbados, Dominica, Grenada, St Kitts and Nevis, Saint Lucia, St Vincent and the Grenadines and Trinidad and Tobago. Jamaica, which has its own NFPF project, is invited to participate in and contribute to regional activities.

The first year of the project focused primarily on four sets of activities:

- a review of the status of forest policy in all participating countries, which resulted in the production of seven country reports on policy and institutional issues and a capacity needs assessment, with a focus on participation and linkages between forest management and rural livelihoods;
- the formulation of national strategies to build capacity for participatory forest management;
- the conduct of a regional training course on participatory forest management (Dominica, July 2006);
- the formulation of a regional strategy, with the identification of case studies and other activities for Years 2 and 3 relating to linkages between participation, improved livelihoods and improved management.

These activities identified a number of capacity needs, many of them strikingly similar across the project countries, including the clear need for an improved policy environment and framework that would be characterised by:

- an explicit statement of forest policy (vision, objectives, programmes and actions);
- strong and functional linkages between forest policy and the other components of the national development policy framework, especially in relation to social development, poverty reduction, water management, rural development, and tourism;
- the translation of forest policy statements into effective and efficient policy instruments (laws, regulations, guidelines, codes of conduct, standards, etc.);
- explicit inclusion of the principles, goals and tools of participation in policy statements and instruments.

Even in Grenada where there is an explicit statement of forest policy, the need for an improved policy environment was still identified since there was a feeling among forest stakeholders that the policy framework remains weak and incomplete.

These findings led to the development of activities in Year 2 of the project to:

- conduct a review of the participatory forest policy process used in Grenada, its impacts, and the factors that have constrained or facilitated its implementation to **extract lessons on forest policy formulation and implementation that could be applied to designing and conducting national forest policy review and formulation** in the other project countries and the wider region;
- share these lessons through a seminar for senior policy makers and technical officers.

The review was completed in January 2007 and is available at [www.canari.org](http://www.canari.org). This report is a summary of the seminar where it was presented and discussed. The seminar was held as part of this review in the Grand View Inn in Grenada on 26<sup>th</sup> and 27<sup>th</sup> February, 2007 and was co-hosted by the Ministry of Agriculture, Lands, Forestry and Fisheries in Grenada.

## 2. Seminar goal and objectives

The seminar aimed to catalyse and support the review, development and implementation of national policies in the seven project countries that support forest management and livelihoods based on forest resources through:

- A presentation of the review of the forest policy process used in Grenada in 1997-1999, its impacts, and the factors that have constrained or facilitated its implementation, and analysis of the lessons and implications for the participating countries;
- a review of experiences in Jamaica with forest policy formulation and implementation;
- a review of the current status of forest policy, analysis of needs, and development of preliminary ideas for forest policy review and development in all participating countries;
- an identification of potential sources of support for forest policy review and formulation from development agencies and partners;
- a review on the NFPF project goal, objectives and activities and how project countries could participate in and benefit from planning and implementation.

The agenda is attached as Appendix 2.

## 3. Process & participation

The seminar was attended by representatives from Barbados, Dominica, Grenada, St Kitts and Nevis, Saint Lucia, St Vincent & the Grenadines and Trinidad & Tobago as well as several development partners, namely the the FAO, CANARI, the Caribbean Environmental Health Institute (CEHI), and the International Institute for Tropical Forestry (IITF) (see Appendix 1). Other development partners were invited but could not attend. They expressed interest and will be kept informed of key findings and outcomes. The original intention was to have participation from one senior policy maker (e.g. Permanent Secretary) and one senior technical officer (typically the head of the Forestry Department) from each project country to facilitate decision-making about national policy review and development. This was a strong recommendation made by representatives of project countries who attended the participatory forest management workshop help in Dominica in 2006. However, the seminar was attended

exclusively by one or two senior technical officers from each country, and no policy makers attended with the exception of the Permanent Secretary of the Ministry of Agriculture, Lands, Forestry and Fisheries in Grenada.

In the Opening Ceremony, representatives from the FAO, CANARI and the Forestry Department on behalf of the Government of Grenada welcomed participants to the seminar. Following the background to the NFPP project (see Appendix 3), including a report of progress to date and upcoming activities in the project countries, participants discussed their expectations from the seminar. Presentations were then made on experiences in national forest policy formulation and implementation, and lessons learned from these experiences for Grenada (see Appendix 4) and Jamaica (see Appendix 5). These were followed by a panel discussion on lessons learned from these experiences.

Brief presentations (attached as Appendix 6 through 10) were made in the afternoon of Day 1 and into the morning of Day 2 by the participants from each country on:

- the main experiences gained and lessons learned in participatory forest management (PFM);
- the main experiences gained and lessons learned with respect to participatory policy formulation;
- the current status of forest policy in the country;
- an analysis of whether the existing forest policy framework was adequate and up to date and if not, are there opportunities and plans to review policy;
- the main constraints that the country would face in its efforts to develop an appropriate policy framework for forest management and what kind of assistance would be needed.

Following this, presentations were made by FAO (see Appendix 11), CEHI (see Appendix 12), IITF and CANARI (see Appendix 13) regarding their current programmes and opportunities for partnering with countries for forest management and policy review.

At the end of the seminar, an analysis of key lessons learnt from the seminar (see Appendix 14) was presented by Yves Renard for wider discussion and validation. Finally, participants shared some preliminary ideas regarding national forest policy processes and integration of forest policy issues into wider national policy processes. Potential partners who could provide support for such initiatives were identified. It was recognized that this provided a basis for follow-up action under the NFPP project and some next steps (see Appendix 15) were reviewed.

#### **4. Status of forest policy in project countries**

A brief summary of the status of forest policy in each of the project countries is given in Table 1, as extracted from the presentations made by participants.

Table 1: Status of forest policy in project countries

<i>Country</i>	<i>Experiences with PFM</i>	<i>Experiences &amp; lessons with participatory policy formulation</i>	<i>Forest policy instruments</i>	<i>Forest policy framework analysis</i>	<i>Constraints, needs and opportunities for forest policy review</i>
Barbados			No specific forest policy	Forests addressed in sections of several pieces of relevant legislation, being implemented by several agencies.	Critical need because of high pressure for development. Forests are critical for land stabilization and as a resource for the tourism sector. Abandoned agricultural areas converting to secondary forest scrub.  Unsure as to extent of forest area.  Opportunities through current review of National Physical Development Plan and plans for Scotland District Development Plan and Authority.
Dominica	Some limited experienced with initiatives in forest industries, tourism, and watershed management. Lessons are that top-down approach to project planning leads to unsustainability and community forestry initiatives should not always be project-driven.	No experience	Policy drawn up in early 1950s. Existing Forest Policy never formally adopted and not a “working document” - not being strictly followed.	Several pieces of legislation, management plans for protected areas, government agencies’ plans. Several gaps in existing policy which needs revision to address current management needs. Forestry Department did internal review of legislation, held informal discussions on policy. Increasing establishment of protected areas is <i>de facto</i> policy.	Importance of forests for tourism – “nature isle”.  Constraints to revision are lack of enabling environment (e.g. institutional, budgetary); need to obtain support of policy makers at national level, technical personnel, public at large; need timely review of existing forest and related legislation.  Assistance required is financial, technical (Forest Policy Expert), and should include institutional strengthening.
Grenada	Forestry Department facilitates stakeholder participation in management.	Intensive and extensive participatory process 1997-99. Not fully implemented. Lessons regarding identification of roles and responsibilities and building capacity and planning for implementation. Also note influence of disasters on national priorities and the need for an enabling institutional framework.	Policy statement 1999 approved by Cabinet of Ministers and a 10-year strategic plan developed for the Forestry Department, with a new organisational structure and new staff positions.	Draft Protected Area, Forestry and Wildlife legislation needs to be enacted.	Need to address implementation gaps and building an enabling institutional framework.

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Saint Kitts & Nevis			No specific forest policy.	Primary legislation is National Conservation & Environment Protection Act (N.C.E.P.A.) 1987. Implementation by multiple agencies.	Forests not seen as important and are underutilized; need for re-education and ownership by stakeholders; potential value of forests for tourism and linkages with other sectors. Potential via OPAAL and other initiatives. Shift away from sugar industry means need to address land use. Critical need to demonstrate value of forest resources and seek support.
Saint Lucia	Experiences since the early 1980s, partnerships with community groups involved in fuelwood production, watershed management, nature tourism and conservation	CANARI facilitated policy review diagnostic in 2001.	No forest policy statement  Need for new forest management plan	Need for forest policy review and new forest management plan.  Legislation generally adequate but needs updating	Opportunity for development of a management plan via FAO Technical Cooperation Programme
St. Vincent & the Grenadines	Several initiatives to involve stakeholders in management, including Integrated Forest Management and Development Programme (IFMDP).	CIDA-funded attempt 1989-94 with limited participation of stakeholders and was not approved by government.	No working written policy in place. Establishment of IFMDP is <i>de facto</i> policy on community participation in management and beneficiaries paying for forest services.	Policy framework not adequate.	Need to address challenges of development, soil stabilization, and marijuana cultivation.  Need to develop a strategy to approach forest policy development in the context of existing policies both national and regional. Will require funding, development of in-house capacity.

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Trinidad & Tobago	Some limited experience in community participation in management. Moved from confrontation, to tolerance to acceptance (now). No formalized mechanisms.	No experience in participatory policy formulation. Lessons learnt re policy development: importance of political will, networking, capacity, enabling legal framework, consideration of stakeholder interests, and planning for sustainability	No current formally adopted forest policy. Last formally adopted 1942. Revisions 1981 and 1998 not adopted by Cabinet. National Environmental Policy and other relevant policy instruments.	Highly complex institutional framework, with multiple policies, pieces of legislation and implementing agencies. Often overlapping, conflicting. Gaps needs to be addressed e.g. implementation of obligations under international Conventions.	In Tobago, value of forests for tourism which is the main sector.  Ministry of Public Utilities & the Environment currently has plan to revise Forest Policy.

## 5. Key discussion points & lessons learnt

Lessons learnt were identified and presented for discussion and validation at the end of the seminar (see Appendix 14). These are expanded under thematic areas below.

### 3.1 What is a forest policy and why is it valuable

- Forest policy is not only or primarily about statements and laws; it is more importantly about:
  - roles and relationships:
    - clear roles for all partners;
    - empowerment / change in power relations;
    - capacities to perform respective roles; and
    - sustainability of inputs.
  - practice;
  - systems and arrangements to structure the practice and make the relationships work, including partnerships, co-management, tactical alliances, etc.
- Policy statements and instruments are useful to:
  - express consensus and reflect all views;
  - formalise and publicise roles and responsibilities, and make them sustainable;
  - ensure coherence and consistency;
  - guide implementation;
  - support advocacy and accountability;
  - enable enforcement;
  - provide the basis for monitoring, evaluation and adaptation.
- Forest resources are generally undervalued and it is important that the multiple values of forest goods and services are identified (including through using economic valuation) to “sell” the value of forests to all stakeholders. Benefits to diverse stakeholders need to be identified and communicated and this can be done via a policy process and policy statement. This was seen to be very important in all countries, but especially in countries such as Barbados and St. Kitts and Nevis, where there is low appreciation for the value of forest resources.

### 3.2 Forest policy and wider institutional frameworks

- Forest policy can be expressed formally and informally in various forms. Even when there is no formal policy statement, there are a number of instruments and processes that constitute a policy framework. For example, the forestry and related legislation, management plans for three national parks, and corporate plans for the Forestry Department and its parent Ministry all comprise a policy framework for forest management that reflects the value placed on forest resources by the country. Similarly, Saint Lucia does not have a single comprehensive Forest Policy but is guided by policies expressed in various statements for different purposes and periods.

- Often other policies and sectors take precedence, forests and forestry come last. But there are multiple pressing and complex issues in other sectors with implications for forest policy and forest management (including disaster risk). Soil erosion is a critical issue in Barbados and therefore forest management is a high priority.
- There is a disconnect between policy and practice, and the dominant political culture is often antagonistic to governance by policy.
- Capacity (public sector, civil society) for policy formulation as well as implementation is weak.
- It is important to articulate an integrated and coherent framework of policies and these include:
  - policy statement(s);
  - laws and regulations;
  - strategic plans, corporate plans, work plans and budgets;
  - management agreements;
  - institutional arrangements for policy management, implementation and adaptation (based on monitoring and evaluation), preferably participatory.

The forest policy process for Grenada resulted in the development of a policy statement, a 10-year strategic plan for the Forestry Department, a new organizational structure and new staff positions for the Forestry Department, a revised budget, annual work plans, and draft Protected Area, Forestry and Wildlife legislation.

- The role forest policy plays in catalyzing or facilitating the development of a coherent and enabling **institutional framework** for forest (and natural resource) management needs to be examined. A good policy would act to:
  - demonstrate the value of policy, help change the dominant governance culture;
  - advocate and support policy reform, especially in complementary sectors (e.g. land, water, tourism, rural development);
  - promote policy linkages;
  - build capacity for policy analysis, formulation and implementation;
  - advocate public sector reform;
  - advocate and support participatory governance.
- How forest policy development could be linked to broader national policy and planning objectives and even regional initiatives needs to be considered. Saint Lucia's Interim Poverty Reduction Strategy Paper and Social Policy both mention the contribution of natural resources in general, and forests in particular.
- National Action Plans, National Environmental Management Strategies and Environmental Management Policies are useful guiding frameworks that forest policy could fit within. This could be especially useful for countries such as Barbados and St. Kitts and Nevis where there is not a strong focus on forestry outside of the wider natural resource sector.



### 3.2 Process of forest policy review and development

- The points of entry to forest policy review/development can vary, policy formulation is not a linear process, and there is no need to reinvent the wheel. This iterative process was especially highlighted in the presentation on the Jamaica experience where the development of the new National Forest Conservation and Management Plan was halted while the Forest Policy was revised. This resulted in a stronger enabling institutional framework for forest management without conflicts between policy instruments.
- Forest policy review is on-going. On-going review is important to ensure that policy is adaptive and adapted so that it continuously responds to changing contexts, needs, opportunities and priorities. The new focus on nature-based tourism in Dominica demands a review of forest policy.
- The process needs to be informed by monitoring and evaluation.
- Forest policy review and development must engage all stakeholders (state, private sector, civil society, and people) and ongoing stakeholder analysis is critical to understand roles, responsibilities and interests. The level and type of participation will depend on capacity, which may need to be built. It must build partnerships and alliances and facilitate access to information, with strategic communication, *“if people do not own the resource, you have no policy”*. The policy process in Grenada is widely viewed as exemplary in its success at engaging a wide variety of stakeholders. Trinidad and Tobago is embarking on a participatory process of forest policy review which will seek to engage stakeholders from relevant government agencies as well as the private sector and civil society.
- The process requires the commitment of all groups and leadership.
- Forest policy review and development should start with and be informed by an analysis of the policy/political culture and should situate the policy process within the wider institutional context.
- Participation is not always accepted as a desirable and useful mode of policy making and governance.
- Policy processes need to be resistant to political influence.

### 3.4 Implementation of forest policy

- Policies need to be flexible and adaptable so that they can respond to changes in the institutional context and remain relevant. This was illustrated for example in the Grenada case where the priorities and context are very different after Hurricane Ivan and thus the Forest Policy needs to respond to these changes. In Jamaica, it was recognized that there were several new policy issues that thus required revision of existing policies.
- It is critical to bring policy and decision-makers on board to create enabling institutional environment for implementation. Political support is key. In Grenada, the participatory policy development process resulted in the development of a forest policy “community”.
- In order to plan for policy implementation, the process should:
  - define clear roles and responsibilities;
  - identify **capacity** needs and build capacity to fulfill roles and responsibilities;
  - develop clear targets and indicators to enable monitoring and evaluation of implementation.

In the Grenada case, it was noted that specific attention was not paid toward implementation of the policy and that the definition of roles and responsibilities and building the capacity of all key stakeholders to fulfill

these still needed to be addressed. The Jamaica Forest Policy includes a section on strategies and tools for implementation.

- Implementation of policy can be through various mechanisms, including annual work plans and budgets of Forestry Departments and Ministries. It was noted that although several countries did not have specific or current forest policy documents, there was still the clear expression of policies in the work plans, programmes and activities of the agencies. For example, the National Reforestation and Watershed Rehabilitation Programme in Trinidad and Tobago reflects a strong policy commitment to reforestation and community development. A similar commitment is reflected in the Integrated Forest Management and Watershed Development Programme in St. Vincent and the Grenadines.

### 3.5 Support for policy review and development

- Development partners in the region can and do provide specific technical assistance to support processes of forest policy review and formulation. Potential mechanisms and complementary initiatives identified included:
  - the FAO Technical Assistance Programme for countries and the National Forest Programme Facility (NFPF);
  - CANARI's Forests & Livelihoods programme funded by the FAO NFPF and the European Union;
  - CEHI's Integrated Watershed and Coastal Areas Management programme and Sustainable Land Management programme, which include the review and development of plans and policies and capacity building;
  - IITF's technical assistance for forestry research.

## **6. Next steps**

Participants put forward preliminary ideas for next steps on a forest policy review in their respective project countries as summarized in Table 2 below. Potential partners to provide technical and financial resources towards forest policy review and development were identified as follows:

- FAO
- CANARI
- IITF
- CEHI
- Department for International Development (DFID)
- Caribbean International Development Agency (CIDA)
- The Nature Conservancy (TNC)
- Organisation of Eastern Caribbean States (OECS) Environment and Sustainable Development Unit (ESDU) OECS Protected Areas and Associated Livelihoods (OPAAL) Project
- Inter-American Institute for Cooperation on Agriculture (IICA)
- Poverty Reduction and Social Investment Funds in project countries
- United States Agency for International Development (USAID) and Forest Service

- Caribbean Development Bank (CDB)
- Caribbean Regional Agricultural Policy Network

It was agreed that:

- CANARI would draft and circulate a report of the seminar.
- CANARI would compile a short policy brief on key lessons and best practices extracted from the analysis and discussions.
- CANARI and partner countries would work towards development of concept notes for forest policy review and the integration of forest issues into natural resource management policies as a deliverable under the regional NFPP project.
- CANARI would explore opportunities for wider sharing, including through Caribbean Foresters Conference in June 2008 in Dominica.
- CANARI would establish a Forests and Livelihoods Action Learning Group with representatives from all of the project countries and Jamaica. This is primarily to steer the new EU project but will also review the NFPP project's outputs and activities.

Table 2: Forest policy review needs and proposed actions in project countries

<i>Country</i>	<i>What are the needs?</i>	<i>Who will need to be involved?</i>	<i>What steps will need to be taken?</i>	<i>What support will be needed?</i>
Barbados	Need to manage land development in the light of pressures for conversion of agricultural land for development (especially tourism) .  Need to fulfill international Conventions.	The Ministry of Agriculture will lead the process and other key stakeholders include the tourism industry, Ministry of Planning, Ministry of Environment, and civil society.	A plan will need to be developed to produce a forest policy statement and to integrate forest policy perspectives into the Scotland District Development Plan, and the new land use plan. Recommendations for new organizational structures will be needed.	Technical assistance to evaluate extent of forests in Barbados.
Dominica	A modernized policy statement approved by Cabinet is needed.	Forestry Department will lead and other key stakeholders will be Ministry of Tourism, DomLec and Ministry of Legal Affairs.	A team will need to be formed to lead and plan the process.	Training in policy development, getting political buy-in, public consciousness and support, and access to resources to fund process. Potential source is FAO Technical Assistance Programme.
Grenada	Need to address gaps in current policy statement, including: obligations under international Conventions; defining roles and responsibilities; new issues and priorities post-Hurricane Ivan,; implementation; Forestry Department structure and wider institutional framework; and monitoring and evaluation.	Key stakeholders	Need to establish supporting instruments and mechanisms, including: Advisory Committee; submission of draft legislation to Cabinet; and drafting of accompanying rules and regulations.	Assistance needed with facilitating analysis and planning workshop.
Saint Kitts & Nevis	Need to develop forest policy in context of wider land use planning and needs for tourism. Currently no protection or zoning and lack of rules concerning forested private land. Issues are loose livestock in Nevis and abandoned sugar cane land in St. Kitts.	In Nevis, led by Ministry of Agriculture, Housing and Lands, with other key stakeholders being from tourism, planning and land use sectors.	Will need to educate government and other stakeholders on value of forests and analyse institutional arrangements including roles and responsibilities.  Linkages to tourism will be emphasized as a strategy to leverage support.	Technical assistance needed with policy formulation and assessment of what resources exist and what value they have.
Saint Lucia	Analysis the policy implications of participatory forest management being currently practiced.	To be determined by stakeholder identification and analysis.	Develop policy statements and guiding principles for forests and then wildlife.	Need technical assistance for facilitation and funding for workshops and consultations. Will approach FAO Technical Assistance Programme for support.

St. Vincent & Grenadines	Need policy to reflect commitment to livelihoods development, stakeholder participation and value of forest goods and services. A review of the IFMDP will take place 06/03/07.	Capacity building for civil society organisations (NGOs, CBOs) and small businesses critical.	Legislative review, development of a policy statement and revision of organizational structure.	Funding and technical assistance. Will approach FAO Technical Assistance Programme for support.
Trinidad & Tobago	Pressing development issues in T&T include tourism, industrial development, disaster risk reduction and adaptation, biodiversity conservation, threats from invasive species, obligations under international Conventions and changed values and aspirations of people and an active civil society.	Process being led by Ministry of Public Utilities and the Environment (MPUE). A consultant will be contracted to facilitate a participatory process of policy review. Tobago House of Assembly (THA) will need to play a key role and Tobago stakeholders will need to have an equitable say.	A forest policy statement is proposed. The project is awaiting final issuing of contracts. The policy should address roles and responsibilities.	Resources have been allocated by the Government of T&T.

**Appendix 1: Seminar Agenda**

Caribbean Natural Resources Institute  
FAO – National Forest Programme Facility  
Participatory Forest Management:  
Improving policy and institutional capacity for development  
**Regional Seminar on Forest Policy**  
**26<sup>th</sup> February – 27<sup>th</sup> February 2007**  
**Grand View Inn, Grenada**

***AGENDA***

Monday 26<sup>th</sup> February:

**Start 10:30 a.m.**

Morning:

- Opening ceremony (Government of Grenada, FAO and CANARI)
- Background to the project and confirmation of objectives and expectations (CANARI and FAO)
- Presentation of selected experiences in national forest policy formulation and implementation, and lessons learned from these experiences:
  - Grenada
  - Jamaica
- Panel discussion

Afternoon:

- Constraints, opportunities and preliminary plans: roundtable with presentation by each country, and discussion

**6:00 – 8:00 p.m. Informal cocktail reception at the Grand View Inn**

Tuesday 27<sup>th</sup> February:

**Start 8:00 a.m.**

Morning:

- Feedback from CANARI, FAO and funding and technical assistance agencies represented
- Development of country work plans (small group sessions and presentation to plenary)

Afternoon:

- Agreement on next steps
- Closure of meeting

**End of seminar 5:00 p.m.**

**Appendix 2 - Participants**
**REGIONAL FOREST POLICY WORKSHOP, GRENADA**

ORGANISATION	DEPARTMENT		FIRST NAME	LAST NAME	JOB TITLE	ADDRESS 1	ADDRESS 2	ADDRESS 3	COUNTRY	TEL: Work	TEL: Mobile	FAX	EMAIL 1
Food and Agricultural Organisation		Mr.	Claus-Martin	Ecklemann	Forestry Officer	UN House, FAO	Marine Gardens, Hastings	Christ Church	Barbados	246 426 7110		246 427 6075	Claus.Eckelman@fao.org
Ministry of Agriculture & Rural Development	Soil Conservation Unit	Mr.	Charleston	Lucas	Senior Agricultural Officer	Haggats		St. Andrew	Barbados	246 422 9192		246 422 9833	no e-mail
Ministry of Agriculture, Fisheries and the Environment	Forestry Department	Mr.	Arlington	James	Forest Officer, Acting Head	Botanical Gardens		Roseau	Dominica	767 448 2401	767 276 2146	767 448 7999	<a href="mailto:forestry@cwdom.dm">forestry@cwdom.dm</a>
Ministry of Agriculture, Fisheries and the Environment		Mr.	Ronald	Charles	Forest Officer	Government Headquarters	Kennedy Avenue	Roseau	Dominica	767 225 7763			<a href="mailto:forestofficerprotection@cwdom.dm">forestofficerprotection@cwdom.dm</a>
Agency for Rural Transformation (ART)		Ms.	Sandra	Ferguson	Secretary-General	P.O. Box 750	Marrast Hill	St. George's	Grenada	473 440 3440		473 440 9882	<a href="mailto:art@caribsurf.com">art@caribsurf.com</a>
Grenada Community (GRENCODA)		Ms.	Judy	Williams	Secretary-General	Depradine Street	Gouyave	St. John's	Grenada	473 444 8430		473 444 8777	<a href="mailto:grenco@caribsurf.com">grenco@caribsurf.com</a>
Ministry of Agriculture, Lands, Forestry and Fisheries	Forestry and National Parks Department	Mr.	Alan	Joseph	Chief Forestry Officer	Ministerial Complex	Botanical Gardens	St. George's	Grenada	473 440 2934		473 440 4191	<a href="mailto:fndp@caribsurf.com">fndp@caribsurf.com</a>
Ministry of Agriculture, Lands, Forestry and Fisheries	Forestry and National Parks Department	Mr.	Anthony	Jeremiah		Ministerial Complex	Botanical Gardens	St. George's	Grenada	473 440 2934		473 440 4191	<a href="mailto:co/fndp@caribsurf.com">co/fndp@caribsurf.com</a>
Ministry of Agriculture, Lands, Forestry and Fisheries	Forestry and National Parks Department	Mr.	Dean	Jules	Facilities Officer	Ministerial Complex	Botanical Gardens	St. George's	Grenada	473 440 2934		473 440 6197	<a href="mailto:co/fndp@caribsurf.com">co/fndp@caribsurf.com</a>
Ministry of Agriculture, Lands, Forestry and Fisheries	Forestry and National Parks Department	Mr.	Wilan	Hamilton		Ministerial Complex	Botanical Gardens	St. George's	Grenada	473 440 2934		473 440 4191	<a href="mailto:co/fndp@caribsurf.com">co/fndp@caribsurf.com</a>
Ministry of Agriculture, Lands, Forestry and Fisheries		Ms.	Lana	McPhail	Permanent Secretary	Ministerial Complex	Botanical Gardens	St. George's	Grenada	473 440 3386		473 440 4191	<a href="mailto:iana.mcphail@gov.gd">iana.mcphail@gov.gd</a>
Ministry of Health and Environment		Mr.	Chris	Joseph	Environmental Officer	Ministerial Buildings	Botanical Gardens	St. George's	Grenada	473 440 2846/2095		473 440 4127	<a href="mailto:min-healthgrenada@caribsurf.com">min-healthgrenada@caribsurf.com</a>
National Water and Sewerage Authority (NAWASA)		Mr.	Lorinston	Hosten	Assistant Manager	P.O. Box 392	Carenage	St. George's	Grenada	473 440 2155		473 440 4107	<a href="mailto:hostenl@caribsurf.com">hostenl@caribsurf.com</a>
Forestry Department		Ms.	Marilyn	Headley	Conservator of Forests	173 Constant Spring Road		Kingston 8	Jamaica	876 924 2125		876 924 2626	<a href="mailto:mheadley@forestry.gov.jm">mheadley@forestry.gov.jm</a>
International Institute of Tropical Forestry (IITF)		Mr.	Peter	Weaver		Jardín Botánico Sur	1201 Calle Ceiba	San Juan	Puerto Rico	(787) 766-5335		(787) 766-6302	<a href="mailto:pweaver@fs.fed.us">pweaver@fs.fed.us</a>
Ministry of Agriculture, Lands, Housing Cooperatives and Fisheries		Dr.	Kelvin	Daly	Director		Prospect	Nevis	St. Kitts & Nevis	869 469 5641		869 469 0839	<a href="mailto:pwilkin@niagov.com">pwilkin@niagov.com</a>
Ministry of Sustainable Development		Mr.	Ronel	Brown	Environmental Education Officer	Church Street	Basseterre	St. Kitts	St. Kitts & Nevis	869-465-2521	869 663 8341		<a href="mailto:kysr56@hotmail.com">kysr56@hotmail.com</a> ; <a href="mailto:planningspk@si">planningspk@si</a>

Caribbean Environmental Health Institute		Mr.	Chris	Cox	Senior Programme Officer	P.O. Box 1111	The Morne	Castries	St. Lucia	758 452 2501	758 285 1995		ccox@cehi.org.lc
Caribbean Natural Resources Institute (CANARI)		Mr.	Yves	Renard	Independent Consultant				St. Lucia	758 455 9725		758 454 5188	yr@candw.lc
Ministry of Agriculture, Forestry and Fisheries	Forestry Department	Mr.	Michael	Andrew	Chief Forestry Officer	Government Buildings	Pointe Seraphine	Castries	St. Lucia	758 450 2231	758 720 5260	758 450 2287	chiefforest@slumaffe.org
Ministry of Agriculture, Forestry and Fisheries	Integrated Forest Management and Development Programme	Mr.	Fitzgerald	Providence	Programme Manager	c/o Forestry Department	Campden Park	Kingstown	St. Vincent & the Grenadines	784 453 3340	784 526 3101	784 457 8502	fitzpro@yahoo.com
Caribbean Natural Resources Institute (CANARI)		Ms.	Sarah	McIntosh	Chief Executive Officer	Fernandes Industrial Centre	Eastern Main Road	Laventille	Trinidad & Tobago	868 626 6062		868 626 1788	sarah@canari.org
Caribbean Natural Resources Institute (CANARI)		Ms.	Nicole	Leotaud	Senior Technical Officer	Fernandes Industrial Centre	Eastern Main Road	Laventille	Trinidad & Tobago	868 626 6062		868 626 1788	nicole@canari.org
Tobago House of Assembly	Department of Natural Resources and the Environment	Mr.	William	Trim	Forester	Highmoore Centre	Wilson Road, Scarborough	Tobago	Trinidad & Tobago	868 660 7636	735-4351	868 639 5232	trim20031@yahoo.co.uk
Ministry of Public Utilities and the Environment	Forestry Division	Mr.	Gerard	McVorrán	Acting Conservator of Forests	Long Circular Road	St. James	Trinidad	Trinidad & Tobago	622-4860		868 628 5503	gerardtmcvorran@hotmail.com; forestry@tstt.net



## Regional seminar on forest policy

UN Food & Agricultural Organisation (FAO)  
Caribbean Natural Resources Institute



## Background to the project

### Participatory Forest Management: Improving policy and institutional capacity for development

*National Forest Programme Facility - FAO*

## Overall goal

- to support the improvement of the socioeconomic and environmental benefits that can be derived from forest management by analysing, promoting and building capacity for participatory planning and management of forest resources at the regional, national and local levels

## Project countries

- Barbados
- Commonwealth of Dominica
- Grenada
- Saint Christopher (St. Kitts) & Nevis
- Saint Lucia
- Saint Vincent & the Grenadines
- Trinidad & Tobago
- [Jamaica]

## Objectives

- build the capacity of forest stakeholders for participatory policy analysis, policy formulation and forest management through effective training, technical assistance, and regional and cross-sectoral dialogue;
- improve the institutional frameworks for participatory forest policy analysis, policy formulation and forest management, and the integration of forest policy in national sustainable development strategies, through the promotion and dissemination of lessons learned and best practices, technical assistance and training;
- develop and transfer methods for sustainable management of forest resources.

## Year 1 activities

- review of the status of forest policy in countries - production of seven country reports;
- formulation of national strategies to build capacity for participatory forest management;
- conduct of a regional training course on participatory forest management (Dominica, July 2006);
- formulation of regional strategy, with the identification of case studies and other activities for Years 2 and 3



## Activity 1, Year 2

- Review of the policy process used in Grenada, its impacts, and the factors that have constrained or facilitated its implementation (with the participation of other forestry departments)

## Activity 2, Year 2

- Provision of technical assistance to participating countries in the design of national policy processes, including communication with development partners and funding agencies

## Activity 3, Year 2

### Action Learning Projects:

1. strengthening civil society organisations
2. designing participatory institutional arrangements, selecting suitable management regimes, and developing and implementing management agreements
3. developing and sustaining forest-based businesses
4. community management of tourism resources

## Activity 3, Year 2

### Action Learning Projects

- identify 4 suitable local action learning projects
- collaborate with local partners in designing projects
- seek and assess proposals for the conduct of the projects and the provision of small grants or technical assistance
- supervise and assist project implementation via small grants and technical assistance

## Activity 4, Year 2

### Training-of-trainers workshop

- identify cadre of people with potential to become trainers and facilitators at national and regional levels
- design and conduct regional training-of-trainers workshop
- produce manual for trainers and disseminate via regional training organisations (e.g. ECIAF, University of Guyana) and through future CANARI training workshops

## Activity 5, Year 2

- First round of national training activities (3 countries)
  - design and conduct national introductory courses on participatory forest management in Barbados, Dominica and St. Kitts and Nevis

	<b>Year 3</b>
	<ul style="list-style-type: none"> <li>■ Action Learning Projects implementation &amp; assessment</li> <li>■ Small grants for civil society</li> <li>■ National training activities</li> <li>■ Final regional conference</li> </ul>

	<p><b>Regional seminar on forest policy</b></p> <p>Workshop overview</p>

	<b>Workshop goal</b>
	<ul style="list-style-type: none"> <li>■ to catalyse and support the review, development and implementation of national policies that support forest management and livelihoods based on forest resources</li> </ul>

	<b>Workshop objectives</b>
	<ul style="list-style-type: none"> <li>■ to review the forest policy process used in Grenada in 1997-1999, its impacts, and the factors that have constrained or facilitated its implementation, and identifying the lessons and implications for the participating countries;</li> <li>■ to review other experiences in forest policy formulation and implementation in the region;</li> <li>■ to develop a preliminary work plan for forest policy review and development in all participating countries;</li> <li>■ to identify potential sources of support for forest policy review and formulation from the FAO, CANARI and other development agencies and partners.</li> </ul>

	<b>Workshop outputs &amp; outcomes</b>
	<ul style="list-style-type: none"> <li>■ What are your expectations?</li> </ul>

## A brief review of Grenada's forest policy

Preliminary observations, lessons and implications

February 2007

## The purpose of this paper

- A basis for discussion, a starting point for collective analysis
- Based on a review of the literature
- And on interviews with a number of actors in Grenada
- Statements not attributed

## A few concepts and definitions

- Policy *process*, and the *outputs* of the process
- Policy *contents* (goals, objectives and strategies)
- Policy *instruments* (strategic plans, budgets, laws, etc.)
- Policy *adoption* and policy *implementation*
- Policy *outcomes* (that can come from the implementation of content or the process)

## The forest policy process in Grenada

- 1997 – 1999
- The TFAP process of the early 1990s
- EU funded regional study of forest policy, 1996 ~~1998~~
- BDDC/ODA involved in TFAP process, and committed to assist in implementation
- Design of the Grenada Forest Management Project (GFMP)

## Design of the forest policy process

- Led by Forestry Department (GFMP Project Manager)
- With an externally-facilitated Forest Policy Committee
- Studies and research papers
- Public awareness and sensitisation
- Consultation of stakeholders (community meetings, national workshops, questionnaires, phone-in programmes, individual discussions)
- Formulation of a number of outputs

## The outputs of that process

- A policy statement
- A 10-year strategic plan for the Forestry Department
- A new organisational structure and new staff positions
- A revised budget
- Annual work plans, based on stakeholder analysis
- Draft Protected Area, Forestry and Wildlife legislation

### **Changes in the outcomes of forest management since 1999**

- Some environmental and ecological outcomes
- Some economic outcomes
- Some social outcomes
  
- But outcomes not easy to identify and measure

### **The status of adoption of the policy outputs**

- Policy statement approved by Cabinet of Ministers (1999)
- Strategic Plan adopted by Ministry of Agriculture and DHR
- Staffing structure, job descriptions and recurrent budget approved by DHR (2001)
- Draft legislation not yet submitted for approval
- Instruments of stakeholder analysis still in use

### **Status of policy implementation**

- Little impact on national policies
- Radical change in mission and role of FD
- Legislation not yet in place
- New budget approved and introduced in 2001
- New staffing structure approved in 2000, acting positions between 2001 and 2006, appointments in 2006
- New programmes
- New projects, with new partnerships

### **Impacts of the process on FD's organisational capacity**

- Several benefits to the Forestry Department: skills, visibility, legitimacy, collaboration
- Image has however suffered from perception among partners that implementation is slow
- Formal training provided to FD staff
- Other tangible benefits of the GFMP
- No evidence of benefits to other units within Ministry of Agriculture

### **Impacts on organisational capacity of others**

- National NGOs benefiting from exposure to issues and potential role
- No evidence of impact of the process on community organisations
- Changes in the perceptions and attitudes of the general public
- Promotion of new concepts, such as co-management, livelihoods and ecotourism
- Generally, process has strengthened the participatory approach

### **Impacts of the process on institutional collaboration and policy linkages**

- Closer collaboration between Forestry and partners in government, private sector and civil society
- A forest policy "community"
- Several new partnerships, including a large number with external agencies

## Factors of policy adoption and implementation

- Both positive and negative factors can be identified, related to:
  - The policy process
  - The policy contents
  - The policy context
  - The capacity of the organisations involved
- The issue of National Parks, has it impacted negatively?

## Looking back at Steve Bass' recommendations (2000)

- Re-equipping the FD as a coordinator
- Encouraging other institutions to respond, and strengthening their capacity
- Extending the 'forest teamwork' approach from the office and workshop to the field
- Developing models for collaborative approaches to forest management
- Sustaining the 'policy community'
- Ensuring policy coherence with other sectors
- Getting engaged internationally

## Questions and tentative answers

- Was the process right? Right in what way?
- Is the process replicable?
- Is the forest policy being implemented, is the policy still alive?
- If the process was right, why is the policy not being implemented as effectively as it should?
- Can we identify some missing ingredients in the process and the contents?

## Are there lessons for all of us?

If the purpose of a policy process is to ensure that forest policy is formulated, adopted *and* implemented, what are the main lessons that can be extracted from Grenada's experience? What are the factors that contribute, either positively or negatively, to adoption and implementation?

# A Review of Jamaica's Forest Policy Process

Marilyn Headley  
Conservator of Forests  
February 2007

## Past Forest Policies

- Jamaica's first policy statement on record was in 1886, *Report Upon the Forests of Jamaica* by E.D.M. Hooper.
- Mr. A. Wimbush, Chief Conservator of Forests in India, submitted a *Report on the Forestry Problems of Jamaica*, in 1935
- The 2 reports had similar policy recommendations ... " to reserve, demarcate, survey, and protect against fire, theft, and trespass.

## Past Forest Policy (cont'd)

- In 1945 Christopher Swabey, Conservator of Forests, wrote what is considered first formal Forest Policy statement.
- The policy had 9 Basic Considerations – guiding principles.
- There were 4 recommendations, these were:

## Past Forest Policy

- Establishment of adequate areas of forest reserves under public ownership
- Development of the use of native timbers and other forest products to provide the highest possible proportion of the island's requirements.

## Past Forest Policy (cont'd)

- Encouragement of sound forests management on private lands
- Managing the reserves on the basis of conservation and development for multiple use

## Past Forest Policy (cont'd)

- In the 1980s there were 2 policy statements
  - 1 on forestry
  - 1 on soil conservation
- The statements asserted that forestry and soil con were essential disciplines if Jamaica's natural resources were to be managed and conserved.

## Past Forest Policy (cont'd)

- During the planning process for the NFAP in 1990 the 1984 policy statement was used.
- Focusing on 2 of the NFAP focus areas:
  - Forestry in Land Use
  - Fuelwood and Energy

## Present policy

- 1996 the *Forest Land Use Policy* was approved by Parliament, prior to the passing of the Forest Act, 1996.
- Section 1 sets out 7 subject areas:
  - Conservation and Protection of Forests
  - Management of Forested Watersheds

## Present Policy

- Management of Forest Lands.
- Promotion of Forest Lands.
- Forest Research.
- Public Awareness and Environmental Education.
- Forest Education and Training.

## Present Policy

- Section 2 – set out the roles and responsibilities of the 9 agencies involved in forest land use.
- Forestry Department was identified as the principal agency for the implementation and co-ordination of the activities to achieve the policy goals.

## Other National Policies

- The goals were aligned to those of the “higher order” policies – National Land Policy & National Industrial Policy.
- It was also aligned to the draft Watershed Policy

## National Forest Management and Conservation Plan (NFMCP)

- 1998 began the process of preparing the NFMCP as required by the Forest Act.
- 2000 a draft plan was widely distributed and a series of w/shops and meetings were held to obtain public input.
- Numerous comments were rec'd from these fora plus those from Govt entities and private citizens.



## NFMCP (cont'd)

- Major implications for Govt policy, and implementation of the Forest Plan.
- 20 policy issues were identified which the 1996 policy did not adequately address.
- They fall into 3 categories:
  - Governance
  - Investors
  - Stakeholder participation.

## Revised Forest Policy

- The previous issues were not addressed in the Forest Plan or the 1996 Forest Policy.
- Strategic options were developed for each.
- Forest Policy w/shop was held mid-2000, preferred options were identified.
- It was concluded that a revised Forest policy should be developed immediately.

## Forest Policy 2001

- 3 of the subject areas in the 1996 policy were retained in the 2001 Forest Policy.
- Conservation and Protection of Forests.
- Management of Forested Watersheds
- Management of Forest Lands .

## Forest Policy 2001(cont'd)

- 2<sup>nd</sup> section of the Policy contains strategies and tools for implementation.
- It incorporated the goals of the 1996 policy.
- 8 strategies and tools which will facilitate implementation of the NFMCP were identified.

## Strategies and Tools

- Community Participation
- Public Awareness and Environmental Education.
- Forest Research
- Co-operative Management Agreements

## Strategies and Tools (cont'd)

- Regulation of Forest Industries and Forest Land use
- Promotion, Incentives and Funding
- Forestry Sector Training and Human Resources Development.
- Planning and Monitoring.

## Lessons Learned

- Consolidation of the NFMCP was not possible without a complementary national forest policy.
- One does not necessarily need to precede the other.
- Policies are not sacred
- National goals and priorities change forest policies can be revised

## Lessons Learned

- The planning process for the NFMCP went through all the steps needed for development of a policy.
- NFMCP contains policy statements.
- 1996 Forest Policy lacked the policy tools to implement the NFMCP
- Goals and Objectives of the NFMCP are anchored in the revised Forest Policy 2001

## Lessons Learned (cont'd)

- Stakeholder involvement at all levels is critical.
- Incorporating comments and recommendations from the stakeholders usually enhance the document.
- Pausing the preparation of the NFMCP to revised the Forest policy aided the process.

CANARI AND FAO - SPONSORED

## Regional Seminar on Forest Policy

26<sup>th</sup> – 27<sup>th</sup> February 2007  
Grand View Inn, Grenada

### DOMINICA PRESENTATION

By Arlington James &  
Ronald Charles

Forestry, Wildlife & Parks Division  
Dominica

### Dominica's main experiences gained and lessons learned in Participatory Forest Management

#### Limited amount of experience:

- \* Cottage Forest Industries (harvest & replant)
- \* North-Eastern Timbers (harvesting & replanting)
- \* Petite Savanne (Firewood production for bay stills)
- \* Carib Territory Crayfish River Watershed Replanting Programme
- \* Wammae L'etang (tourism activity in protected area)

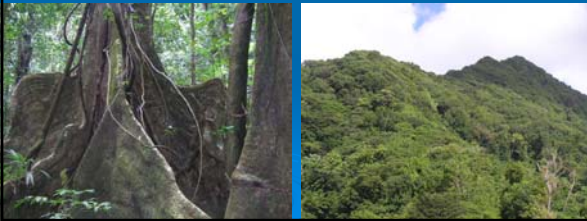
#### Lessons Learned

- \* Top-down approach to project planning lead to unsustainability
- \* Community forestry initiatives should not always be project-driven



### Dominica's main experiences gained and lessons learned w.r.t. Participatory Policy formulation

No experience or lessons learnt from participatory forest policy formulation



### Current status of forest policy in Dominica

- Drawn up in early 1950s
- Existing Forest Policy never formally adopted
- Not a "working document"; not being strictly followed

#### Main Instruments in place

- \* *Legislation* – Forest Act (1958), Forest Regulations  
– Forestry & Wildlife Act (1975)  
– National Parks & Protected Areas Act (1975), Regulations
- \* *Management Plans* - for 3 individual national parks; require revision  
- for Government Forest Estate
- \* *MOA&E and Forestry Corporate Plans (2-yr)*
- \* *Budget*

### Adequacy of Existing forest policy framework, and is it up to date?

- \* Existing Policy Focus: Forest Reservation, Forest Management, Forest Utilization, Research, Education, Private Forestry, Protection of Nature
- Does NOT address issues of wildlife, bio-diversity, bio-prospecting, watershed management, recreation, non-wood forest products,
- \* Needs Revision (to meet today's situation, e.g. nature/eco-tourism, land management, community management etc); formal adoption

### Any opportunities and plans to review policy?

- \* Informal / in-house discussions to review existing policy
- \* Internal review of legislation undertaken

### Main constraints that would be faced in Dominica's efforts to develop an appropriate policy framework for forest management

- \* Lack of enabling environment (e.g. institutional, budgetary,
- \* Obtain support of policy makers at national level, technical personnel, public at large
- \* Timely review of existing forest and related legislation

#### Assistance needed

- \* Financial
- \* Technical assistance (Forest Policy Expert)
- \* Institutional Strengthening



## Comments and Observations

- Lack of experience in forest policy formulation
- Participatory forest management should be encouraged, so as to empower local communities to take ownership in management of natural resources (forest)
- The Status Quo will have to be significantly reviewed to provide for that new thinking / *modus operandus* (Savings to be made on expenditures)
- If properly executed, participatory forest management can lead to a more equitable distribution of benefits from forests
- Rural communities should see forests as source of livelihood



## Forest Policy Development

ST. VINCENT & THE GRENADINES



## Participatory Forest Management

- Try to include Stakeholders in Forest management
- 1791 Kings' Hill Forest Reserve
- Community meetings
- Annual Education Programme



## Participatory Forest Policy

- Forestry Staff Involvement
- Limited Stakeholder Participation
- Since 1999 start to look at participatory involvement through the Integrated Forest Management project



## Policy (Where are we)

- Forest policy developed During CIDA/GovSVG Forestry Development Project
- Policy not accepted at Government Level
- Work with Existing Laws
- Development of the Integrated Forest Management and Development Programme (IFMDP)



## Policy Framework

- Not adequate
- No working written policy in place
- Challenges of development and impact on Forest and Forest Management
- Yes opportunities and plans for review



## Constraints

- Funding
- Strategy to approach
- In-house Capacity
- Policy development must not reinvent the wheel but look at the existing policies both local and regional



## Participatory Forest Management in Trinidad and Tobago

Regional Seminar on Forest Policy  
February 2007  
Grenada

### Experiences and lessons learned PFM

- No formal policy
- Limited experiences
- Mainly in relation to resource protection and monitoring
- Manatee Conservation Trust/Turtles on North East Coast/Reforestation by corporate citizens
- Evolution of ideas in relation to Relationship
- Confrontation/Tolerance/Acceptance/
- Collaboration

### Experiences and lessons learned PPF

- There has been no experiences in respect to Participatory Policy Formulation
- A draft statement was prepared in respect to a particular situation. This was however phrased in the form of a contract than a policy.
- Policy is normally stated then put out for public comment.

### Status of forest policy

- First forest policy in 1942
- Revision in 1981 never adopted by Government
- Revision in 1998 approved by Cabinet never formally adopted
- Over the last 10 years, much emphasis has been placed on the forestry sector in Trinidad and Tobago in national policy formulation and planning.
- Adoption of a National Environmental Policy;
- Inclusion of the forestry sector in the current 7-year National Planning framework;
- Preparation of 3-year and 9-year Forestry Sector Action Plans
- Plans for a revision of our Forest policy

- In the short to medium term, the following would be expected to contribute to forest policy formulation:
- Implementation of the ITTO Year 2000 Objective;
- Enforcement of revised forestry legislation;
- Definition and monitoring of criteria and indicators for sustainable forest management;
- Application of a new system of economic and environmental accounting;
- Stakeholder analysis
- Participatory approach

### Adequacy and opportunities

- There is need for policy revision
- Change in the demand for forest goods and services
- There are opportunities and in fact there are plans to review the forest policy in Trinidad and Tobago
- This reflect the wider variety of goods and services that are being demanded by the population mainly in the area of recreation and leisure activities



## Constraints and Assistance Needed to Develop and or Improve Policy Framework

- Some of the main Constraints may include:
  1. Lack of community based support.
  2. Funding to manage and effectively maintain natural and historical sites.
  3. Lack of education/awareness programmes.
  4. Research and analysis.
- Type of assistance needed to develop an appropriate framework might include:
  1. Seminars with Government officials to effectively revise and improve Forest Policies.
  2. Dialogue with Stakeholders, Farmers, Fishermen, Craft personnel, Non Governmental Organizations (N.G.Os) and Community Based Organizations (C.B.Os).
  3. Public Relations using print and electronic media.

## Other Comments and Observation

- Over the years forestry has not been regarded as a major income generating activity in the Federation of St. Kitts, due to our focus on the sugar industry. With the closure of the sugar industry, we are now forced to develop an effective conservation scheme to manage and sustain our new tourism industry and the forestry may be considered as a viable option.
- Efforts are afoot to build capacity in the area of forestry research and to designate the human resources to ensure that the forestry management policy is properly implemented.



# FORMULATION OF FOREST POLICY

## THE ST. LUCIA EXPERIENCE

### St. Lucia's experiences gained and lessons learned in Participatory Forest Management (PFM)

- The Forestry Department (FD) experience in Participatory Forest Management (PFM) includes the following projects :
  - FD/OAS&FD/CIDA; Fuel wood plantations, agroforestry plots and tree nursery with the Aupicon, Darban and Praslin communities.
  - FD Water Conservation Project/ Activity; 1995/96,
    - Five (5) Water-Catchment community based groups formed for creating awareness and promoting sensitization among all community members.
    - Two (2) of the 5 groups still functioning; Talvern and Thomazo Water Catchment Groups.
  - FD and Community Based Organizations (CBOs) managing forest resources through co-management agreements (CMAs): Gros Piton Tour Guide Association, Forestiére Tour Guides, Saltibus Development Committee.

### Main experiences gained and lessons learned in participatory forest management?

- **FD and Latanye Producers; participatory approach to latanye research involving government and private farmers partnership.**
  - Establishment of a multi-sectoral latanye task force.
  - Establishment of a latanye broom association, now called, Superior Broom Association (SBA).
  - Development of latanye project proposal in collaboration with SBA and the Task Force.
- **FD and Civil Society; Parrot census conducted along with local volunteers.**

### Main experiences gained and lessons learned in participatory forest management?

- Most PFM groups suffer from a lack of capacity which inevitably creates dependency on Government.
- Most PFM groups are voluntary based and that conflicts with a need for members to generate income.
- Weak private sector partnership to date in PFM.
- There is a critical need to define sustainability of the state's input, because most projects die with the end of external funding.

### St. Lucia's main experiences gained and lessons learned with respect to Participatory Policy Formulation (PPF)?

- Consultations held in the development of the Water and Education policies. However, no forum exists for participatory administration and monitoring of the resulting policies.
- There is a strong network of Community Development Officers (CDOs). However, no system of elected local government, and existing local government agencies are weak.
- This makes it difficult, for CDO involvement in PFM activities that include a forest management component;
- The Forestry Department only has limited authority over the management of forests and forest resource uses on private lands,
- Most community-based organizations do not have a legal status and lack technical and financial resources.

### What is the current status of forest policy in St. Lucia? What are the main instruments in place?

- The Forest, Soil and Water Conservation Ordinance (1946) (amended 1983) is the main legal instrument to guide forest management.
- Draft National Environmental Policy and a National Environmental Management Strategy
- Complex legal framework for the establishment and management of protected areas. Five institutions (*Forestry Department, Fisheries Department, National Trust, National Conservation Authority and Ministry of Physical Development*) have legal mandates in this domain;
- Interim Poverty Reduction Strategy Paper (IPRSP) and a Social Policy, both mention the contribution of natural resources in general, and forests in particular;

What is the current status of forest policy in St. Lucia? What are the main instruments in place?

- The Forestry Department does not have a single comprehensive forest policy document but has several statements for various periods and purposes.
- Priority objectives in the expired Forest Management Plan (1992-2002):
  - To prevent soil erosion and landslides,
  - To provide a reliable supply of quality water,
  - To provide a suitable environment for wildlife population
  - To provide recreational opportunities for present and future generations of St. Lucia.
  - Protect and conserve the natural resources for the protection of the environment and to obtain maximum utilization consistent with sustainable development.
- Forestry Department activities currently guided by the corporate plans, annual work plans and budgets of the Ministry of Agriculture;
- MAFF recently adopted a new agricultural sector policy. One component speaks to the management and conservation of the environment and the natural resource base.

What is the current status of forest policy in St. Lucia? What are the main instruments in place?

- No legislation specifically dedicated to establishment and operations of civil society and Non-Governmental Organizations;
- Tourism policy implicitly and explicitly promotes linkages between tourism, communities and natural resources;
- Multi-lateral Environmental Agreements (MEAs) of which Saint Lucia is a signatory all recommend consultative and participatory approaches,
  - *But the provisions of these MEAs are not adequately reflected in local policies or legislation*
  - *and there is limited capacity for implementation at the national level.*

Is the existing forest policy framework adequate and up to date? If not, are there opportunities and plans to review policy?

- **Proposed new 10-year Forest Management Plan:**
  - To articulate future resource management strategies
  - provide an update to current forest management policy
  - provide general guidance for future changes to forest management in St. Lucia. The Scope as articulated in that document is:
    - Policy and legislative review of the Forestry sector; Amended Forest, Soil and Water Conservation Ordinance; Wildlife Act.
    - Implement an island-wide inventory of timber and non-timber forest resources on both private and crown lands.
    - Develop a reference document for stakeholders to obtain information about future actions relating to land and water forest resource management,

What are the main constraints that your country would face in its efforts to develop an appropriate policy framework for forest management? What kind of assistance would be needed?

- Guidance and \$\$\$\$ (Financial and Consulting services).

Other comments and observations

- Saint Lucia would benefit from a systematic analysis of the relationship between poverty and forest resources, and entrepreneurial development;
- Need for increased efforts aimed at illustrating the values of forests and advocating participatory approaches to forest management.
- Saint Lucia's unique experience in participatory and collaborative natural resource management provides an opportunity:
  - to extract lessons and scale-up approaches
  - put in place the missing elements of the policy and institutional framework;
- There is an opportunity to integrate forestry issues in the education system.

### FAO's experiences in policy review and participatory policy formulation in the Caribbean

- takes time
- progress depends on national commitment
- policies don't appear to be designed - they are practised
- policies seem to emerge out of what is being practised

### FAO's role and resources to support participatory forest management

- Technical Advice (FAO is not a donor)
- TCP Projects
- TCP Facility funding of regional consultants
  - Dom Rep: Computer programme to prepare local forest management plans,
  - Belize: RIL project
- Telefood projects aimed to support local communities

### FAO's role and resources in policy review and formulation

- National Forest Programme Facility
  - Trust fund in FAO (funds we manage for Donors)
  - Countries in the Caribbean
    - Cuba, Jam, (Bel, Dom Rep) Regional (CANARI)
  - Supports forest policy relevant activities including policy review and formulation
    - Example: establishment of Jamaica Tree Growers association
    - Support to local Forest Management Committees

### FAO's role and resources in policy review and formulation (cont)

- TCP-Facility for FAO Representatives
  - Grenada drafting of the statutory rules and orders for the protected areas, forestry and wildlife legislation
  - St. Vincent updating of wildlife regulations (hunting schedules)
  - St. Lucia Facilitate the preparation of a new Forest Management Plan
- Telefood to develop participatory practices

# Role of CEHI and Experiences in Policy Development in the Caribbean

Regional Seminar on Forest Policy  
February 26<sup>th</sup> – 27<sup>th</sup>  
Grand View Inn, Grenada

Christopher Cox  
Senior Programme Officer



**Caribbean Environmental Health Institute**  
The Morne, PO Box 1111, Castries, St. Lucia  
Tel: 758 452-2501; Fax: 758 453-2721  
Email: [cehi@candw.lc](mailto:cehi@candw.lc); Web site: [www.cehi.org.lc](http://www.cehi.org.lc)

## CEHI mandate



- CEHI was established by the Governments of the Caribbean Community (CARICOM) in the late 1980's to respond to the Environmental Health and Management concerns of its Member States. Through CARICOM Protocols it is an Institution of the Community



- 16 Member States including all OECS countries



**Caribbean Environmental Health Institute**  
The Morne, PO Box 1111, Castries, St. Lucia  
Tel: 758 452-2501; Fax: 758 453-2721  
Email: [cehi@candw.lc](mailto:cehi@candw.lc); Web site: [www.cehi.org.lc](http://www.cehi.org.lc)

## 1. Agency Experiences CEHI mandate

### Result Areas:



- Integrated land, water and coastal areas management concepts & practices promoted at regional & national level
- Concepts & practices of Cleaner Production and Energy Efficiency promoted in the region
- Waste Management concepts & practices promoted at the regional & national levels
- Proper (agro-)chemical management practices promoted in the region
- EH Impacts of Disasters mitigated
- Workers Health conditions in the Caribbean improved
- Capacity & capability for EH Management improved
- Capacity & capability for delivering EH analytical services improved
- Linkages between EH and economic activities promoted among policy & decision makers



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## 2. CEHI Support – Relevant Areas to Participatory Forest Management and Policy Development

Related initiatives to Forest Policy Development



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## IWCAM / IWRM Activity areas

**RESULT AREA: Integrated land, water and coastal areas management concepts & practices promoted at regional & national level**

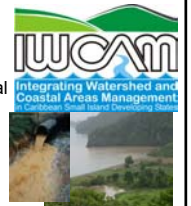
- Coordination of process development in integrated watershed and coastal areas management through demonstration
- Mainstreaming of sustainable land management within national development frameworks
- Promotion of Integrated Water Resource Management – IWRM planning; water augmentation (rainwater harvesting); water safety



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## PROJECT: Integrating Management of Watershed and Coastal Area Management in Caribbean SIDS

- Component 1:** Demonstration, Capture and Transfer of Best Practices;
- Component 2:** Development of IWCAM Process, Stress Reduction and Environmental Status Indicators Framework;
- Component 3:** Policy, Legislative and Institutional Reform for IWCAM;
- Component 4:** Regional & National Capacity Building & Sustainability for IWCAM;
- Component 5:** Project Management and Coordination



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## PROJECT: Mainstreaming and Capacity Building for Sustainable Land Management in LDCs and SIDS

- Enhance Individual, institutional capacities for SLM through improved institutional structures/functions, awareness raising
- Mainstream SLM principles into national development strategies
- Enhance technical support to improve project design, implementation and impact in support of SLM
- "Catalyze" UNCCD Nat'l Action Plan



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## Mainstreaming and Capacity Building for Sustainable Land Management in LDCs and SIDS Grenada Project

- Outcome 1: SLM mainstreamed into national development policies, plans and regulatory frameworks.**
  - Output 1.1: Planning and policy documents for integration of SLM into macro-economic policies and regulatory frameworks developed
  - Output 1.2: Revised National Physical Development Plan and National Land Use Policy incorporates SLM
  - Output 1.3: Revised legislative and regulatory instruments incorporate principles of SLM
- Outcome 2: Individual and institutional capacities for SLM developed.**
  - Output 2.1: Technical staff from Ministry of Agriculture (Forestry, Extension, Land Use Division), Physical Planning Unit, Communications & Works trained, and NGOs actively engaged in providing technical support and policy guidance on SLM to stakeholders
  - Output 2.2: Farmers and other resource users within the agricultural, construction, commercial, and tourism sectors trained and practicing SLM
  - Output 2.3: Public education and awareness strategy and support materials on SLM issues developed
  - Output 2.4: Inter-agency coordination mechanism for SLM established



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## Mainstreaming and Capacity Building for Sustainable Land Management in LDCs and SIDS Grenada Project

- Outcome 3: Capacities for knowledge management in support of SLM developed.**
  - Output 3.1: Computerized national Land Resources Information System (LRIS) within Land Management Agency established
  - Output 3.2: Information databases on land use, land tenure, land degradation, land zoning for Grenada (within LRIS) set up
  - Output 3.3: Monitoring and evaluation system for state of environment assessments established
  - Output 3.4: Technical staff trained in analytical applications for decision making to support SLM planning
  - Output 3.5: Technical staff in relevant stakeholder agencies trained in operation, maintenance and information-access of the LRIS
- Outcome 4: Investment planning & resource mobilization for implementation of SLM interventions elaborated.**
  - Output 4.1: Investment plans in key economic sectors (agriculture, tourism, construction, commercial) incorporate priority actions for SLM as defined in NAP
  - Output 4.2: Major sector incentive regimes that incorporate SLM, including Payment for Environmental Services (PES), established
  - Output 4.3: Strategy for donor resource mobilization implemented



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## 4. Financial, Technical Resource Availability

- IWCAM – US\$14 million GEF funding across all components (total project: US\$112M including co-financing)
  - 9 national demo projects approx US\$500,000 each
- LDC-SIDS SLM Portfolio Project: National Projects US\$500,000
- CEHI will provide technical backstopping and facilitate processes as necessary



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## 4. Financial, Technical Resource Availability

- CEHI currently has a staff complement of 17 persons of which 9 are senior professionals as well as laboratory technicians and para-professionals
- Technical expertise includes Sanitary/Environmental Engineering; Environmental Management; Information Management & EH Research; Laboratory Analyses; Public Awareness, Education & Communications; Project Development & Management; Resource Mobilisation
- Associates and interns – additional technical support (e.g Princeton, Nova Scotia, Germany, CERMES-UWI)



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## Thank You!

For more resources and information see our website at

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[www.iwcam.org](http://www.iwcam.org)



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## Practices and policies that improve forest management and the livelihoods of the rural poor in the insular Caribbean

CANARI *Forests and Livelihoods Programme* funded by the European Commission: Programme on Tropical Forests and other Forests in Developing Countries



## Geographic focus

Core	Dissemination of findings
Barbados	Antigua & Barbuda
Dominica	Bahamas
Grenada	Barbados
Jamaica	Dominican Republic
St. Kitts & Nevis	Haiti
Saint Lucia	Cuba
St. Vincent & the Grenadines	
Trinidad & Tobago	

## Budget

- EU Funding: €449,980 (US\$594,095) payable in 3 annual tranches,
- Co-financing (NFPF) = € 154,000 (US\$203,320)

## Objectives

Overall:

- To maximise the contribution of forests to the rural poor in the ACP countries of the insular Caribbean

Specific:

- To identify, promote, and build capacity for institutional arrangements which optimise the socio-economic contribution of forest resources to the rural poor of the insular Caribbean.

## Sub-objectives

- quantification and analysis of the direct benefits derived by the rural poor from non-timber forest products (NTFPs), timber and tourism in selected case study sites
- quantification and analysis of the indirect benefits derived by the rural poor from landscape beauty, biodiversity, soil conservation, water production, and carbon sequestration values in selected case study sites
- identification and promotion of institutional arrangements that optimise the socio-economic benefits to the rural poor

## Sub-objectives

- publication and dissemination to the main target audiences of methods, approaches and tools for forest management that optimise the socio-economic benefits to the rural poor
- a series of capacity building interventions to build skills and knowledge in forest management methods, tools and approaches to optimise the socio-economic benefits to the rural poor

## Activities

1. Facilitating sustainable stakeholder ownership and building a community of change agents via an Action Learning Group (ALG)
  - 8 core countries plus regional organisations
  - Representation from forestry, poverty alleviation and other sectors

First meeting some time in May 2007

## Activities

2. Identifying institutional arrangements which optimise socio economic contribution of forests via:
  - 2.1 small grants facility for civil society (NFPF)
  - 2.2 survey of different types of forest management arrangements to identify case studies for 2.3
  - 2.3 analysis of socioeconomic impacts of different types of forest management regimes
  - 2.4 development of recommendations for institutional arrangements for forest management

## Activities

3. Dissemination of learning and capacity building
  - 3.1 Produce promotional/capacity building materials
    - Print and audiovisual, key target groups, Spanish translation
  - 3.2 Facilitate regional workshop on policy and policy processes

## Activities

3. Dissemination of learning and capacity building (cont.)
  - 3.3. Conduct national capacity needs assessments
  - 3.4 Facilitate national capacity building workshops
  - 3.5 Facilitate exchange visits (teams of 5)

## Activity 2 Conceptual framework

1. **Factors determining a particular institutional arrangement and how they influence the generation and allocation of socio-economic benefits from forest resources:**
  - a) How different institutional arrangements evolve
  - b) The social, cultural and political forces that determine the landscape and options in which institutional arrangements evolve

## Activity 2 Conceptual framework

- c) Historical events and processes that have influenced the evolution of institutional arrangements (e.g. natural disaster, external funding, individual leadership contributing to a way of doing things that had an impact on policy and perceptions)
- d) The multi-levelled and overlapping institutions that actually comprise the arrangements
- e) How the arrangements work

## Activity 2 Conceptual framework

### 2. The socio-economic impacts of a given institutional arrangement on the rural poor

- a) What are the underlying assumptions of the arrangement regarding socio-economic benefits from the use of the resource?
- b) What socio-economic opportunities do the arrangements offer?
- c) What opportunities do they preclude?
- d) Do they impose any costs, including opportunity costs, on poor rural people?
- e) Are they benefiting other groups at the expense of the rural poor?

## Activity 2 Conceptual framework

### 3. The role that the level of stakeholder participation in an institutional arrangement plays in the generation and allocation of socio-economic benefits for the rural poor

- a) Through what mechanisms in participatory management arrangements are the rural poor able to negotiate and sustain socio-economic benefits?
- b) To what extent are the rural poor able to secure benefits in non-participatory arrangements?
- c) How do private or community management arrangements (including delegated management) compare with state-led arrangements in generating benefits for the rural poor?

## Typology of cases

- "above the ground": the formal, official, policy based institutional arrangements, i.e., national laws, agencies, policy directions and ways of operating
- ground level: how the resources are actually being managed on a day to day basis in accordance with a formal or semi-formal arrangement
- beneath the surface: the transient, unacknowledged or covert arrangements that may also affect both the resources and livelihoods

## Methodology

### 1. Conducting the survey

- Desk review
- Snapshots of official institutional arrangements
- Historical overview
- Key stakeholder perspectives
- Resource perspectives

## Methodology

2. Case study analysis (8 case studies)
3. Formulation of lessons and recommendations >
  - production of promotional/capacity building materials (Activity 3.1)
  - regional workshop on policy and policy processes (Activity 3.2)



## Forest policy in the Caribbean: preliminary lessons

*Regional seminar on forest policy  
Grenada, 26-27 February 2007*

### The context

- Other policies and sectors take precedence, forests and forestry come last
- The values – goods and services – of forest, and the need for forest policy, are not recognised
- Participation is not always accepted as desirable and useful mode of policy making and governance
- There is a disconnect between policy and practice, political culture antagonistic to governance by policy
- Capacity (public sector, civil society) is weak
- Issues are pressing and complex (including disaster risk)

Forest policy is not only, not primarily, about statements and laws, it is about:

- Roles and relationships:
  - Clear roles for all partners
  - Empowerment / change in power relations
  - Capacities to perform respective roles
  - Sustainability of inputs
- Practice
- Systems and arrangements to structure the practice and make the relationships work, including partnerships, co-management, tactical alliances, etc.

But we still need the policy statements and instruments:

- to express consensus and reflect all views
- to formalise and publicise roles and responsibilities, and make them sustainable
- to ensure coherence and consistency
- to guide implementation
- to support advocacy and accountability
- to enable enforcement
- to provide the basis for monitoring, evaluation and adaptation

### The national policy frameworks

- *"We may have more policy than we think"*
- Eventually, we need complete national policy frameworks, and these include:
  - policy statement(s)
  - laws and regulations
  - strategic plans, corporate plans, work plans and budgets
  - management agreements
  - institutional arrangements for policy management, implementation and adaptation (based on M&E), preferably participatory
- But the points of entry can vary, not a linear process, no need to reinvent the wheel

### The policy process, therefore:

- is an on-going process, informed by M&E
- must be designed and managed
- requires commitment (of all groups) and leadership
- must engage all stakeholders (state, private sector, civil society, people)
- must facilitate access to information, with strategic communication, *"if people do not own the resource, you have no policy"*
- must build partnerships and alliances
- should start with and be informed by an analysis of the policy/political culture
- must promote a better appreciation of the value of forest goods and services, thus need for research

And the policy process should help improve the larger context

- Demonstrate the value of policy, help change the dominant governance culture
- Advocate and support policy reform, especially in complementary sectors (e.g. land, water, tourism, rural development)
- Promote policy linkages
- Build capacity for policy analysis, formulation and implementation
- Advocate public sector reform
- Advocate and support participatory governance

Participatory Forest Management:  
Improving policy and institutional capacity  
for development

Next steps



## Action Learning Group

- Focus = Forests and Livelihoods
- Purpose
- Membership
- Functioning

## Action Learning Projects

- strengthening civil society organisations
- designing participatory institutional arrangements, selecting suitable management regimes, and developing and implementing management agreements
- developing and sustaining forest-based businesses
- community management of tourism resources

## Action Learning Projects

- identify 4 suitable local action learning projects
- collaborate with local partners in designing projects
- seek and assess proposals for the conduct of the projects and the provision of small grants or technical assistance
- supervise and assist project implementation via small grants and technical assistance
- document learning

## Training of Trainers

- May 2007
- Participants
- Workshop
- Manual

## National training activities

- May – July 2007
- Priorities
  - Barbados, St. Kitts & Nevis & Dominica
  - T&T, St. Vincent, Grenada, Saint Lucia

## Regional conference

- Timing 2008?

## Partnerships

- Communication with and role of Forestry Departments / focal agencies
- Communication with and role of Development Partners
  - National policy reports & capacity building strategies
  - Policy review / development
  - Projects and training
- Other relevant initiatives