

THE CARTER CENTER



**Collaboration and Consultation
on Land Use in Guyana:
Final Project Report**

*Deborah S. Davenport
for the
Global Development Initiative*

Working Paper Series

**One Copenhill • 453 Freedom Parkway
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The Carter Center would like to acknowledge the following organizations whose generous support allowed for the completion of this project: the Turner Foundation, the Mott Foundation, and the W. Alton Jones Foundation. Although the report reflects the views of The Carter Center only, the Center would like to acknowledge with appreciation and respect its four project partners: the Government of Guyana, the University of Guyana, the Guyana Environmental Monitoring and Conservation Organization, and the World Resources Institute.

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Preface

Between August 1995 and July 1996, The Carter Center engaged in the Project on Collaboration and Consultation on Land Use in Guyana which was designed to initiate public dialogue in Guyana on land use. The project's main output was a Baseline Document on Land Use in Guyana which was intended to represent not only a technical or government view of issues pertaining to land use in Guyana but also the end product of an effort to enhance public dialogue on these issues.

The process of preparing the Baseline Document stressed local participation with the hope of establishing a model of coordination and consultation between policy-makers and the public. The document's recommendations focus on several issues related to land use, and reflect an overarching concern that land-use planning become a national priority. These issues include regional equity, sustainable utilization, economic efficiency, and environmental protection. The document forms a critical step toward establishing implementable guidelines for resolving land-use conflicts, coordinating multiple land uses, and encouraging local participation in land-use decisions. Specific recommendations include: creation of a land-use authority with responsibility for coordinating national land-use planning, updating and coordinating all legislation dealing with land use in Guyana and the bodies responsible for implementing it, and a comprehensive data base and permitting system to cover all aspects of land use.

As one of five project partners, The Carter Center undertook the financial administration and logistical work required to implement the Project on Consultation and Collaboration on Land Use in Guyana. The following pages focus on the project's participatory processes, based on the experiences of the project director responsible for its completion. It is hoped that this document will serve as an aid not only for understanding the Baseline Document on Land Use but also for evaluating its significance and the success of the project as a whole.

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The Carter Center

Collaboration and Consultation on Land Use in Guyana

Final Project Report

Executive Summary

The Project for Collaboration and Consultation on Land Use in Guyana was undertaken between August 1995 and July 1996 as a result of a collaborative effort between The Carter Center, the Government of Guyana, the University of Guyana, the Guyana Environmental Monitoring and Conservation Organization, and the World Resources Institute. The project underwent two phases: first, the development of a draft baseline document, then a period of public consultations throughout the country, using the document as the basis for discussion.

The end result was a Baseline Document on Land Use in Guyana, which reflects a wide range of Guyanese views on the current situation regarding land-use policy, particularly on issues pertaining to Guyana's hinterland regions. Contributors to the document included government agencies with authority over land use, other representatives of governmental and nongovernmental organizations, and the participants in the local consultations held in the 10 regions of Guyana and a two-day National Consultation held in Georgetown, the capital of Guyana, in May, 1996. The document was presented to the Prime Minister of Guyana in August 1996, for use in formulating national land-use policy.

This report on the project's process begins with background information and a brief chronological review of the project's execution. These sections are followed by a summary of lessons learned and a final assessment and conclusions. Specific project documents to which the report refers are included in the Appendices.

Background: Goals and Objectives of the Project

The Project on Collaboration and Consultation on Land Use in Guyana was a cooperative effort between The Carter Center, the Government of Guyana, the University of Guyana, the Guyana Environmental Monitoring and Conservation Organization, and the World Resources Institute. It began as a result of discussions in Guyana in late 1992 and early 1993 between Carter Center staff and representatives of governmental and nongovernmental bodies concerned with Guyanese environmental issues. The final outcome, a Baseline Document on Land Use in Guyana, was the result of many months of proposal development and almost a year's work in fulfilling the aims of the project partners and all the various individuals and organizations involved.

The aims of the project as originally conceived were straightforward: to initiate public dialogue on the issues surrounding land use in Guyana through a process of public consultations, with a goal of "provid[ing] input which could assist the government in the formation of sound environmental and land use laws and policies," as an early Carter Center discussion paper put it. These objectives developed out of environmental concerns of individuals in Guyana and at The Carter Center. They also reflected President Carter's desire to develop a holistic approach to assistance which would focus the attention of several of the Center's programs on furthering development in Guyana in order to contribute toward the institutionalization of democracy in that country after its October 1992 Presidential election.

At initial meetings with Guyanese governmental and nongovernmental representatives, a number of common concerns were expressed, including four that formed the basis for the aims of the project: 1) the need to forge sustainable national development policies which could preserve Guyana's forests and valuable biological heritage yet also meet economic development objectives; 2) the need to develop local capacity to plan, implement, and monitor sustainable development activities; 3) the need to promote environmental awareness and public participation in decision-making; and 4) the need to address specific concerns such as those related to logging and mining concessions and their effects on health and safety, as well as the land rights of rural communities and indigenous peoples.

To address these goals and related issues in a comprehensive, inclusive manner, Prof. Clive Thomas, director of the Institute of Development Studies (IDS) at the University of Guyana (UG) asked The Carter Center for assistance in planning a series of conferences on land use in Guyana. The Carter Center agreed to become involved, along with the Government of Guyana, the Guyana Environmental Monitoring and Conservation Organization (GEMCO), and later the Washington D.C.-based World Resources Institute (WRI). Gradually, a proposal was developed which formed the foundation for the land-use project undertaken in 1995-1996.

As the project proposal evolved, several further objectives were added. As a result of discussions with potential donors and the link with WRI, the goal of producing a

document of lasting value was added. This document would form the basis for discussion at the consultations and would be modified as necessary as a result of such discussion. Thus the aim of producing a Baseline Document on Land Use was included in the proposal as the primary focus for project activities. Along with this broad document, more specific scientific research was brought in as a project goal through the link with WRI, which already had an interest in assisting in this area. The goal of achieving collaboration within a steering group composed of representatives of the many stakeholder groups with an interest in land-use issues in Guyana, was highlighted through discussions both with WRI and donor agency representatives. Finally, the need to emphasize government collaboration in the project in order to increase the project's contribution to future policy-making on land use, was brought into focus through discussions with donor agencies. A reflection of this was the aim expressed in the final proposal of establishing a body to perform as the National Steering Committee for this project which then would carry on with land-use policy review and other activities even after the project's completion.

One aim that was suggested early in the development of the project proposal was to focus specifically on assistance to the native Amerindian communities. It was eventually decided that a broader perspective might contribute more benefits to this sector, as it held the potential to create opportunities for members of Amerindian communities to engage in dialogue with individuals from other stakeholder groups, thereby building capacity to participate effectively in multi-party discussions. However, it also was decided that the project should concentrate on issues of particular significance in Guyana's hinterlands, given the amount of attention already being paid to the more populous regions. This new focus enhanced the project's relevance for Amerindian communities and placed emphasis on Amerindian participation. Finally, at the request of the government counterpart, Mr. Navin Chandarpal, a proposal to provide training to Amerindian representatives was added. This was originally intended to enhance Amerindian capacity to participate in the consideration of policy formulation and to provide technical skills that could be useful in Amerindians' efforts toward demarcation of their lands.

In its final version, the project proposal provided for the following: 1) A governmental Technical Working Group composed of representatives of government departments that deal with issues involved in natural resources and land use. This group would be responsible for drafting a Baseline Document for consideration at public consultations with a small amount of compensation for administrative costs. 2) A National Steering Committee composed of representatives of governmental and nongovernmental organizations with an interest in land use. This committee would guide the overall process and provide peer review of the draft document. 3) A series of up to 20 village-level consultations, with a prior process to familiarize inhabitants with the project and the issues involved. 4) A national consultation on land-use issues in Guyana, including representation from the village-level consultations. 5) A short training session for village representatives to build capacity to participate in the consideration of policy formulation and learn technical skills relevant for land surveying and demarcation. 6) More detailed scientific research, including case studies, on specific issues. (See Appendix I for the proposal.)

Many of the project's aims were primarily centered around questions of process, such as building democratic processes through development of a model for organized public discussion toward a specific outcome. Ultimately, this ambition and the more substantive mission of providing a document to contribute toward government policy-making on land use constituted the project's two distinct overall objectives.

Chronological Review

The Project on Collaboration and Consultation on Land Use in Guyana began in August 1995. From the start of implementation, modifications were made to the project design as specified in the proposal. One of the first actions was the establishment of a link with the Natural Resources Management Project (NRMP) being undertaken by the Government of Guyana with the assistance of the German aid agency, GTZ, given the great similarity between the planned actions for one section of that project and the land-use project. The land-use project took over implementation of the activities comprising Sub-section 4.5 of the NRMP Operational Plan on land-use policy analysis and recommendations. As with the link previously formed with WRI for similar reasons, the land-use project promised to deepen the process of public consultation beyond that proposed in the NRMP. (See Appendix II for the aims and activities of Sub-section 4.5 of the NRMP Op Plan.)

A second modification was the contracting of a consultant to draft the Baseline Document to alleviate the lack of manpower within the governmental Technical Working Group (TWG). Due to the government's primary role in formulating the document and its policy of avoiding the use of foreign consultants if possible, a Guyanese land-use planner, who already had the government counterpart's trust, was contracted. A portion of the funds earmarked for administrative costs for the TWG were used to create this consultancy.

A third change was an augmentation of The Carter Center's presence. Donor agencies urged The Carter Center to undertake the project's logistical and particularly financial administration during the development of the proposal. In the end, this necessitated a more direct role and greater staffing for The Carter Center in Guyana than had been estimated.

Development of the Baseline Document

The project officially commenced with the first meeting of the National Steering Committee (NSC) at the beginning of August 1995. After months of effort to agree on organizations to be invited to participate on the NSC for overall guidance of the project, the project partners approved a list of 18 different governmental and nongovernmental groups. (See Appendix III for a list of participating organizations and their representatives.)

One problem that arose in creating a National Steering Committee was a historical split between Amerindian organizations. The project partners agreed to invite only one representative per sectoral group in order to maintain efficiency. This entailed a

discussion with officers from three groups in Georgetown representing Amerindian interests. This had a fortunate outcome in that they were able to agree on one representative and a deputy. A recently formed Amerindian umbrella network was not represented at that meeting, but its director eventually became a regular participant of the NSC as a representative of the Ministry of Amerindian Affairs. Splits among and within Amerindian groups during the course of the project threatened to leave it without effective Amerindian representation. However, these problems were addressed with no lasting negative consequences.

At the NSC's first meeting, questions arose regarding participation by "observers." Although GTZ is not a Guyanese organization, it was invited to send an observer to the NSC in light of its role in the NRMP project with which the land-use project was linked. One or two agencies also sent more than one representative to the first NSC meeting despite explicit language in the initial invitation asking for one delegate from each group in order to keep the NSC manageable and ensure fair representation of the interests involved. Fairness was of course an especially relevant issue for the Amerindian representative; if other organizations were allowed to send more than one representative there should be no reason for requiring that the three Amerindian organizations be represented by one individual. It was stressed again that organizations could send only one participant, but on a few occasions one or two groups sent more than one. Additional representatives were therefore accorded "observer" status. The co-chairs asked that only one person speak for a group at the meetings, but apart from this, there was little difference between full participants and "observers."

The NSC met six times throughout the course of the project and succeeded in achieving a satisfactory rate of participation by most invited groups. The only continual absences were on the part of representatives of the Institute for Applied Science and Technology of the University of Guyana and of the political opposition. Although the opposition was represented at one meeting, it was made clear that some political issues were involved in the opposition's general lack of participation.

Regarding NSC leadership, although the project had originated in the University of Guyana Institute for Development (IDS), the desire to encourage government support of the project required that the government take a lead role in the process. A joint partnership between the nongovernmental partners and the government was intended even from the beginning, and it was specified in the final version of the project proposal that a governmental and a nongovernmental representative would co-chair the NSC. However, only the government counterpart sent the invitations to NSC meetings and it was left to the NSC at its first meeting to select a nongovernmental organization (NGO) co-chair as called for by the proposal. At the first meeting the IDS Director was nominated to be co-chair. The co-chair position was made institutional and was filled by the IDS deputy director for most of the project's duration.

A substantive difficulty that arose with the establishment of the NSC was achieving government acceptance of the concept that the NSC should have authority to review sections of the Baseline Document before the full draft was completed. A compromise was reached at the eleventh hour to allow the land-use consultant to draft two sections

before the second NSC meeting. A follow up meeting would then be held to both review changes to those sections and present a first draft of the third and final section of the document. Thereafter, NSC meetings would be required to pass approval on the final draft before making it public and guide the remainder of the project.

At its first meeting, the NSC was introduced to the land-use project and informed about the relationship between it and the larger NRMP. The NSC's second meeting took place at the end of September 1995, after completion and submission of Sections One and Two to the NSC member organizations (two copies in many cases in case of substitution of representatives). After the NSC discussed the document, agreed changes were made and underlined for further review. Section Three was submitted in time for the third meeting, at which time changes to Sections One and Two were reviewed.

The consultant's contract called for the Baseline Document to be completed by the end of October. However, some delays occurred mainly due to the TWG's review and approval of each section before it went to the larger group. The entire draft was not finalized until December. Upon the NSC's approval, a shorter version, or Summary Document, was drafted for ease of reading. The decision to provide this shorter document was made particularly to facilitate understanding and thereby encourage broad participation at the local consultations.

Additional Research

In addition to giving input on the Baseline Document and having power of review over it and power of approval over the course of the project's consultative phase, the NSC was responsible for selecting topics for additional research. Several possible subjects for research were suggested in the draft of the Baseline Document itself. The NSC members then made comments and recommendations which included: a study of the effects of pollution on ground water, as proposed by the opposition representative; a study of Amerindian land uses, as proposed by the nongovernmental Amerindian representative; and a project to complete a soils map of Guyana which had been initiated some 30 years earlier, as proposed by a representative of the Ministry of Agriculture.

The NSC gave these three topics preliminary approval. The consultant drafting the Baseline Document to formulate Terms of Reference then became responsible for them. The Terms of Reference for the project on ground water called for a time line of two years, which was known to be far beyond the project's time and financial constraints. The ground water project was thus scrapped. The other two studies were allocated about two months each, with the aim of feeding into the National Consultation and the final version of the Baseline Document. They would thereby not only add to the government's collection of information about land use in Guyana and thus to policy-making in this area, but also would contribute to the public education necessary for building the open participatory processes the project intended to foster. It was the NSC's general desire to employ local consultants rather than international ones. The group authorized the project partners to identify consultants for the two approved research projects and advertisements were run in the two major newspapers to make the selection process transparent.

Both studies incurred severe delays which hampered their ability to contribute to the sum of knowledge on land use in Guyana as much as had been hoped. However, sufficient progress was made on the soils mapping project for it to be presented to the participants of the National Consultation in early May 1996. The project partners finished and approved it in August. As for the research on Amerindian land uses, the project partners did not approve any candidates for the consultancy and they asked the consultant who had drafted the Baseline Document to form a team to carry out this research. This was beset by continual delays and questions as to the quality of work submitted, due primarily to a lack of sufficient time to devote to it. Although the deadline was extended, the head of the research team ultimately notified The Carter Center of his inability to complete the work.

Consultation Phase

During the drafting of the Baseline Document, planning was initiated for the project's consultative phase. The proposal partners made a preliminary identification of prospective communities in which to hold the local consultations. First they consulted the Amerindian representative and the deputy Amerindian representative on the NSC, as well as personnel at the University of Guyana with an interest in Amerindian affairs. Thanks to these individuals' knowledge of the interior, the project partners arrived at a list with twenty suggested locales. The partners then met with The Honorable Vibert de Souza, minister of Amerindian Affairs, and produced a second list. While the first list focused on geographical distribution, the second brought into consideration the socioeconomic conditions of particular locales. With NSC approval, the small group then met to produce a final list of 16 locations based on the above criteria plus a consideration of where land-use issues and conflicts were known to exist. The NSC approved these at its fourth meeting. At that time, two other locales were added to augment the number of mixed communities represented and to ensure that at least one consultation was held in each of Guyana's 10 regions.

One potential source of conflict arose in selecting a facilitator for the local consultations. This role would entail conducting meetings and would require skills in fostering dialogue in a neutral, constructive manner and in handling any friction that might arise. For this task the government co-chair nominated the same consultant contracted to draft the Baseline Document, who was in fact employed in the office of the government counterpart. This risked compromising the neutrality of the process, but it also had a potential advantage in having the government official in charge of land-use planning involved in the local consultations, as he would hear public comments directly. The NSC raised no objection to his candidacy. Later, as a result of still further work being proposed for the land-use expert, his position on the consultation team was modified to that of "technical advisor," to take responsibility explaining the Baseline Document at the consultations, and a new facilitator was sought. This allowed for selection of a more neutral facilitator. When no nominations were forthcoming from other NSC members, the director of The Carter Center's Georgetown office took on the job, with NSC approval.

Two other Carter Center staff completed the consultation team, handling reporting and logistical duties. This four-person team from Georgetown was augmented by local assistants for each consultation. First, in an improvement over the project proposal, as suggested by the government counterpart and approved by the NSC, local sensitizers were selected to be trained to familiarize their communities with the project and the Baseline Document to help build trust that would lead toward more open discussions. The identification of prospective sensitizers for the various communities was left to government officials. Eighteen village captains were eventually identified with NSC approval, one for each consultation.

In addition, a proposal for regional assistant facilitators was introduced in case the facilitator could not fulfill his role at any of the consultations and to provide additional local knowledge. In the end, no assistant facilitator filled this role. However, most did provide very welcome logistical and administrative help. Six nongovernmental community leaders from villages in the general vicinity of each consultation were identified with the assistance of the Amerindian Research Unit of the University of Guyana. Both groups of assistants were paid stipends for their work on the project.

One other change from the project blueprint as put forth in the proposal affected the consultations indirectly. The government did not accept a line item for a brief workshop on building skills in meeting facilitation. Although such a workshop would have potentially provided very useful information and capacity-building in this specialized area, the fact that it was not supported meant that a small amount of funding was released for other purposes.

A preparatory training session for sensitizers and assistant facilitators was held in February, just outside Georgetown. A two-day session had been anticipated, but due to difficulties in scheduling, it was reduced to one day. The original target date also was postponed due to the government's desire to tie the training session in with another meeting scheduled in Paramakatoi for the first week in February. The author of the document led the training session, as he was the most familiar with it. (See Appendix IV for the agenda for this training session.)

The local consultations took place between February 28 and April 12, 1996. After a learning process during the first two meetings, the agenda for the local consultations became fixed (see Appendix V). The Summary Document, rather than the full Baseline Document, was distributed at the meetings to guide the discussions, but copies of the much longer Baseline Document were made available for those participants interested in studying the subject in more detail. There were usually several requests for the longer version. Participants at each local consultation chose two delegates to represent their areas at the National Consultation. This was intended to deepen the consultation process by ensuring that villages each had a voice at the National Consultation.

Although the final proposal stated that the consultations would be held at the village level, a desire grew to involve representatives from as many communities as possible in order to broaden the process. This caused some confusion, as transportation costs for sensitization and participation for inhabitants of outlying areas had not been budgeted.

Luckily, this additional transportation requirement did not involve tremendous numbers of people, so funding was provided when requested.

The consultation process posed challenges from the beginning. A sudden change in the availability of the contracted technical advisor necessitated a temporary change in the team's composition and postponement of the final two consultations. Most other difficulties were generally the result of a shortage of communication and transportation facilities in the country. Despite these problems, all 18 planned consultations took place, and more than 1,000 people outside Georgetown were consulted in the course of the process. Individual reports of each consultation were made, which included participants' comments. Copies of these reports were distributed to local representatives and were used in revising the Baseline Document in preparation for the National Consultation. In addition, an Annex containing all the comments was added to the Baseline Document.

Training Session in the Basics of Land Surveying

Training that the government counterpart had proposed was included in the final proposal as a six-day training session for local representatives to be linked to the National Consultation. The representatives chosen at each local consultation attended this training session immediately prior to the National Consultation. Despite obstacles in communication and transportation, 33 of the 36 selected representatives either attended or sent substitutes, which was a much higher proportion than had been predicted. Over time, the subject matter for the training session was modified into a technically oriented introduction to basic skills for land-surveying.

Carter Center contracted staff took the lead in putting together the training session when government personnel who originally claimed this role were unable to do so. The Carter Center was fortunate to have staff familiar with the subjects involved and acquainted with instructors in fields related to surveying. Government personnel also provided a guided tour of the Department of Lands and Surveys for the group of trainees, including map rooms not open to the public. A detailed report on the training session and a copy of the curriculum, was provided by the Carter Center staff member who took the lead in organizing the session (see as Appendix VI).

National Consultation

The National Consultation was held May 13 - 14, 1996. Appendix VIII shows the agenda provided to all participants. Changes in this agenda were made during the course of the meeting to allow more time for group discussions and the roundtable session. Dr. George Walcott, former vice-chancellor of the University of Guyana, was asked to serve as facilitator. He ran both days of meetings and provided comments on the draft report. His stature within Guyana and his skills undoubtedly had a positive influence on the National Consultation's outcome.

A report of the National Consultation was drafted as the meeting progressed, for discussion by the participants at the end of the second day. The report's primary purpose was to put the comments made at the consultation in writing. Due to a lengthening of the

roundtable discussion, less time was allocated for this activity than is shown on the agenda. The loss of time for discussion of the draft report was compensated by giving participants time after the consultation to submit comments on it by telephone or in writing, which several participants did (see Appendix IX for a copy of the finalized report).

At its last meeting, the NSC reviewed a final draft of the Baseline Document, which included a second Annex of comments from the National Consultation. In July 1996, bound copies of the final version were disseminated to the NSC, sensitizers, assistant facilitators, and local representatives, along with a letter of thanks from Mr. Chandarpal and the final report from the National Consultation. Copies of the Baseline Document also were made available to the public upon request. In early August, representatives of the project partner organizations approved the completed soils mapping work. Four project partner representatives presented the Baseline Document to The Honorable Samuel Hinds, Prime Minister of Guyana, signaling full completion of the project.

The local representatives were requested to submit written comments on their impressions of the Training Session on the Basics of Land Surveying and the National Consultation, as well as their ideas for follow-up. Of the 33 participants, 23 responded. Copies of these response sheets were provided to the Government of Guyana.

This account was compiled with reference to written materials produced during the course of the development and execution of the proposal, including internal Carter Center documents.

Lessons Learned

In the course of planning and implementing this project, several situations arose that provided an opportunity to gain experience in handling certain situations. The success or failure of efforts to cope with these situations may provide useful insights for consideration in future endeavors.

The Proposal Stage

- The proposal experienced many delays before it was finalized and ultimately did not receive specific donor funding. Several factors contributed to this including inexperience on the part of probably all the individuals who worked on it in writing such a proposal, a lack of Carter Center personnel with time to devote to the proposal during critical periods, and the fact that so many people were involved in the planning stage including representatives of the five partner organizations. Carter Center management is owed a debt of gratitude for their continued belief in the project, which allowed un earmarked internal funds to be used to carry it to completion.
- The number of project partners and the project proposal's failure to obtain donor funds raises the question of whether the problems associated with undertaking a

project requiring such a consensual effort are too great to overcome. However, insofar as the failure to receive funding was associated with the large number of project partners, this may have been alleviated by better addressing the need for full collaboration between all the partners from the beginning of the proposal development process. Several attempts were made to produce a project proposal including efforts produced entirely within The Carter Center as well the passing of a proposal produced by two of the three Guyanese partners through the Center to prospective donors. The final proposal was the result of more direct collaboration between Carter Center staff working in Guyana with the Guyanese partners and WRI. While many viewed this proposal favorably, it failed to receive direct funding at least in part because so much time already had passed since the project was first conceptualized. The need for involvement and consensus among all project partners from the beginning of the proposal writing process probably requires a commitment to developing the proposal in-country with the host country partners.

Budget Issues

- In the process of formulating the proposal, budget, and budget narrative, it was difficult to estimate all the expenses that would be incurred. Many choices had to be left for the NSC to make during the course of the project such as the number and locations of local consultations and the method of sensitization. It was necessary to estimate the highest reasonable amount of funding that might be needed and to set this as a limit. For example, the budget allowed for up to 20 consultations but the NSC decided to hold 18. A noteworthy achievement given these difficulties is that the project was completed under budget.
- The fact that expenses were not budgeted for travel and accommodation to allow residents of outlying areas to attend local consultations raised a concern about fairness in that not everyone who would have come if reimbursed was given the opportunity to do so.
- Guyanese project partners complained of not being given access to the full budget including The Carter Center's internal budget. They were provided with a "Working Budget" showing in-country and direct costs other than internal Carter Center costs, but their concerns centered around potential differences in local and international salaries and the cost of running The Carter Center office in Georgetown. The fact that the Carter Center funded the project internally provides a reasonable refutation to any notion that the Center was taking money that should have been used for the project's substantive work to pay for its own running costs, however.
- One complaint that The Carter Center heard from a project partner late in the process was that the local nongovernmental partners had not received organizational benefits in the form of capacity-building or new resources. Such benefits had been included in earlier versions of the proposal, such as a line item for a Guyanese "National Coordinator" to be based with one of the nongovernmental partners. Carter Center personnel were aware of this desire for particular benefits to flow from the proposal

for the local partners, but it was also clear that Carter Center management of the project's finances would have been difficult to combine with administrative management by another body.

The National Steering Committee (NSC)

- It was difficult to maintain a limit of one representative per organization in the NSC. It was decided to designate one as a participant and any other(s) as "observers" in the minutes, although this did not entirely prevent observers from speaking occasionally at meetings.
- By the end of the project, neither the representative nor the deputy representative of Amerindian organizations on the NSC were full representatives of either of their respective Amerindian organizations. No negative consequences for the project were discerned, but the fact that there was so much other Amerindian involvement in the project probably mitigated any possible negative effects.
- There was some lack of continuity within the NSC. Invitations to sit on the NSC were originally sent to the directors of government departments and other organizations. While some heads did attend, a few organizations sent two, three, or four different representatives to different meetings. Also, there were at least two organizations for which non-attendance was the norm. One consequence of the need to allow for substitute representation was the question of how to ensure that all potential participants of each meeting had access to materials beforehand for discussion. At first this was addressed by sending two copies of materials to organizational heads. However, this did not suffice so eventually a list of heads and regular attendees evolved, each of whom received separate copies of materials (see Appendix III).
- Although the NSC included a representative of the Association of Guyanese Environmental Media, no NSC spokesperson was named to handle press inquiries. Such a position would have been useful for handling inquiries resulting from the press announcements. As it was, this task fell to the director of The Carter Center's Georgetown office, which was inconsistent with the desire to keep a low profile for the Center.
- Unfortunately, the proposal's aim of institutionalizing the NSC as a consultative body that could continue to deliberate land-use issues as they arise was not pursued, despite calls for this at the final NSC meeting, including by the nongovernmental co-chair. Even before the NSC was constituted, representatives of GTZ had voiced support for using the same body to fill the role of the consultative group called for in the National Resource Management Programme (NRMP) Operational Plan. At the NSC's final meeting, the GTZ representative reiterated that the body should be reconstituted to continue the NRMP project. This was not possible without government support. However, a recent project document for the NRMP notes the existence of a Steering Committee on Land Use on which "all the relevant government agencies and the

concerned interest groups are represented.” This gives at least an indication that the work of the NSC has been continued in some form.

Local Consultations

- One reason for delays after the project was finally launched was that the NSC was not brought together to discuss steps until three months into the project process. This primarily was due to government hesitation. There were perpetual questions as to whether the consultation process would be allowed to take place or be carried to full completion. The government must be given credit for overcoming its hesitancy as the project progressed and giving full backing to the consultations in the end.
- Complaints were made about the difficulty of absorbing all the information presented at the preparatory training session for sensitizers and assistant facilitators in a short time span, as mentioned above. This problem might have been allayed by sending more written introductory materials, such as the Summary Document, to prospective participants with their letters of invitation. The project partners decided not to do this, thinking it might confuse rather than enlighten. Given comments later received about the difficulty of even the Summary Document (see below), this may well have happened and might have discouraged some from participating. Alternatively, it would have helped to have two days for the session as originally planned, as participants would have more time for questions and absorption of the material.
- During planning for this preparatory training session, the project partners asked the trainer to prepare a short paper outlining the project process for prospective sensitizers and assistant facilitators to be distributed at the session, but this was not done. While he presented information about the project to participants orally, written materials might have eased some confusion. This information gap was somewhat ameliorated in follow-up letters sent to the local assistants after the training session by the project director.
- Very short notice was given for the training session for sensitizers and assistant facilitators and for some consultations. This mainly was caused by communications difficulties but also by delays in obtaining government agreement on when and where it would be held.
- The sensitizers' or assistant facilitators' exact roles and how they would perform their functions evolved only after the process of selecting them began, although at the preparatory Training Session they were given Summary Documents to distribute during the familiarization process. Having a clearer idea of their functions from the beginning might have helped to ensure that assistants were chosen who could perform their logistical duties. For most consultations this was not a problem, but a few assistants were from areas too far from their consultation's location to be able to completely fulfill their tasks. Fortunately these problems were not insurmountable, but they did increase the cost of the process.

- It proved useful to have two local assistants named for each consultation. The difference between having village government heads as sensitizers and nongovernmental representatives as assistant facilitators resulted in slightly different perspectives, although in several cases the assistant facilitators themselves were former village captains. In addition, the duties that evolved for each differed somewhat, although distinctions were not rigid. Finally, in some cases where one or the other was for some reason unavailable it helped to have a back-up. The team that traveled from Georgetown to hold the local consultations was fortunate to have one or both of these assistants at every consultation. This unquestionably enhanced the level of openness with which residents greeted the exercise.
- There was a lack of communication with some regional authorities, which created an uneasy situation in some areas such as Mainstay and Mabaruma. All regional executive officers (REOs) should have been notified about the project, as consultations were held in all 10 regions of Guyana. Indeed, the director of The Carter Center's Georgetown office asked for contact information in December 1995 to keep regional authorities informed. The government counterpart claimed responsibility for communicating with them, but no action was taken on this. In some cases, it appeared that political differences between the regional and national governments might have been a factor in this omission.
- It might have been helpful if The Carter Center had budgeted for a multiple-band radio and an operator for communications with areas outside Georgetown. Alternatively, with a longer time span for holding the local consultations, communications and transportation might not have caused such problems and might have ameliorated the disruption caused by the sudden absence of the technical advisor during the process. On the other hand, a longer time span would entail other costs.
- Several requests for letters to excuse absences for attending consultations were received from teachers and other government employees who were working on the project as assistant facilitators. These were forwarded to government representatives, but no action was taken. The project director wrote a note for one assistant facilitator.
- One disappointment was that mixed communities did not have more mixed representation at the local consultations. In general, focus remained on Amerindians, probably as a result of the emphasis put on Amerindians during the preparatory training session for sensitizers and assistant facilitators. Even in several locations where the sensitizer was not Amerindian, such as Lethem, the sensitization process was directed towards Amerindians.
- Some complaints were received about the difficulty of words used in the local consultations. One criticism was that the Summary Document was too difficult for many participants to understand. A non-Guyanese participant voiced this concern at one of the consultations. There may have been other criticisms that were not received due to Amerindians' reticence around people from outside their own communities. From then on, the technical advisor used simpler words in his presentation and

explained the more complicated ones. At another consultation, the regional chairman commented on the difficulty of the words in the project's name, "Collaboration and Consultation." It was noted that seeing these words on the banner at a consultation might make some participants ill at ease.

- The agenda's format as it evolved for the local consultations proved very useful for encouraging wide participation, particularly by including time for small group discussion of general questions presented by the technical advisor. Many participants, especially women, seemed to express themselves more freely in small groups where their comments were recorded and conveyed to the large group by a spokesperson. On the other hand, this format did not prompt the technical advisor to respond to participants' views or comments, perhaps because it did not encourage connections to be drawn between the information contained in the Baseline Document and the situation facing participants in specific areas. For example, although there were complaints that Amerindian land rights do not include subsurface mineral rights, the technical advisor did not respond to this after the first meeting, at which he explained that the mineral rights to all lands in Guyana are vested in the State.
- The non-Guyanese participant at one consultation, a North American, caused some concern for the technical advisor. She came to a local consultation with a group from a nearby village at their invitation. She actively participated in the meeting, leading her small discussion group and acting as its spokeswoman. Carter Center staff felt they had no authority to silence her, as she was invited by the local inhabitants for whom the consultation was being held and no limitations had been placed on attendance or participation. There also was a practical question of how she could actually have been prevented from speaking without causing a disturbance. In the end, the comments she made for her group were not noticeably different from other comments previously heard. However, it would have been preferable to hear the comments from the local inhabitants themselves.
- It was interesting to note differences between communities in their levels of familiarity with outsiders or with consultative mechanisms. Residents of Santa Rosa in particular, the largest Amerindian community in Guyana and one that receives a great deal of attention from outsiders, were by far the most outspoken. Conversely, in some communities where comments were made about neglect by both regional and national government, participants seemed enormously grateful for being consulted at all about issues of great importance to them.
- A P.A. system probably would be useful for the local consultations. Because most locations had little or no access to electricity, continual attempts were made without success to obtain a P.A. system that could run on batteries. A P.A. system with a generator was carried to several consultations, but it was not satisfactory, mainly because the generator made so much noise that speakers without access to the microphone could not be heard. The rough travel conditions also threatened to damage the equipment, and it eventually was decided to forego a P.A. system altogether.

- A more serious question arose with the government's request to postpone the last five local consultations due to the technical advisor's absence. Could this have been avoided or handled differently? A compromise was reached; for the next three meetings, one of the other project partner representatives served as facilitator and another team member presented the document. The final two meetings were postponed by one week.
- One important aim of the local consultations was to establish a good flow of information. To this end, the materials used were successful: a colorful banner to attract attention and lend weight to the proceedings, a flipchart for notes, and paper, pens and copies of the documents for distribution. It was always a challenge, however, to try to estimate the number of participants and cater for up to three meetings in one trip within the weight restrictions of traveling.
- The educational aspect of the consultations turned out to be crucial to the whole process. Although prospective participants were supposed to be familiarized with the project and the documents before the consultations took place, they gave many appreciative comments on the technical advisor's excellent explanation. His explanation probably contributed substantially to the level of participation and discussion achieved in the consultations.
- It might have been useful to have had a rigorous method by which to judge whether the sensitizers had performed their duties adequately. As it was, participants' comments on preparations for the meetings were taken as some indication. Few complaints were heard, and the team was informed of preliminary meetings that took place in many areas before the main consultations. These familiarization efforts seemed to make some difference; a participant of one consultation who had not been sensitized at all came to the meeting with an atypical expectation of what its topic was to be.

The National Consultation

- Preparations for the National Consultation brought new issues to the fore, such as whether the project would raise any concrete ideas for solutions to some of the problems cited and for next steps toward a land-use policy. At a meeting of project partners, the government counterpart proposed including a category of "Next Steps" for discussion at the National Consultation. The facilitator of the National Consultation and other project partners also expressed a strong desire to take up this subject at the meeting. However, such concrete thinking was not prevalent at the two-day meeting, nor were any proposals followed up to any real degree in the concluding Roundtable of the National Consultation.
- If real discussions on concrete matters had been undertaken, it could have increased public awareness of the difficulty of deciding on appropriate action. Facing that reality might help people to accept more readily any genuine attempts made to find

solutions and increase support for them. One example of an issue on which concrete discussion could have and arguably should have taken place was the question of exploratory logging permits for foreign timber companies which the government is currently pursuing. Such discussion would have been particularly relevant for inhabitants of areas of the country in which these explorations are to be made. Criticisms made about the government's failure to consult the populations of affected areas before undertaking memoranda of understanding with the timber companies in question could thus have been answered, if not completely avoided.

Research Consultancies

- Numerous difficulties resulted from efforts to undertake scientific research as part of this project. Perhaps the main source of these problems was that the research studies were added to the project well over a year after the original proposal was conceived, as an outcome of bringing WRI into the project. This aspect of the proposal suffered perhaps because of its late addition to the project or because the idea's originator became occupied with other work and because a separate WRI proposal in which it originally was included did not receive funding. It was not forgotten that the original request for the inclusion of such research in the project did not come from the Guyanese partners. The fact that there was no explicit statement of how the research was intended to link to the final output of the project may also have substantially reduced its significance in the minds of the project partners, the consultants, and the NSC, although some members asserted its importance to the overall project on various occasions.
- Severe delays occurred in both the research on Amerindian land uses and the effort on soils mapping. In general, the delays might have been connected to:
 - The fact that the NSC could not discuss research topics until three months into the project which forced the search for consultants to be conducted over the December holiday and delayed the awarding of the consultancies.
 - The fact that the consultancies had to be advertised twice due to insufficient response, which itself might be attributed to a lack of qualified local bidders.
 - The question of whether the schedules for the research projects were realistic in the first place.
 - The question of whether the time line for the entire project was realistic.

Could the problem of delays have been addressed or prevented? It might be possible to make more explicit the connection between research and the project it is designed to augment, thus giving an incentive to finish the research in time to have it fit into project's output.

- In addition to general delays, the soils mapping research fell prey to a different, perhaps unavoidable delay due to the often mentioned disarray of government departments with authority for safekeeping of maps, particularly the Lands and Surveys Department.
- In light of the limited number of qualified Guyanese consultants, should international consultants be considered for a research consultancy if a Guyanese consultant is not available for full-time work? The Guyanese wish to allow as much project funding as possible to flow to Guyanese individuals and groups. This should be one aim of any project undertaken. However, even though the host country has capable and experienced citizens, there is a limit to the amount of work that a finite number of people can do. For example, even if a country has a resident citizen who is eminent in a particular field it does not mean that the country has the capacity to undertake work in that field that would require 10 qualified people. A major reason for the failure to complete the research on Amerindian land uses within this project probably was that this limitation on human capacity, in terms of time, was ignored.
- If candidates for consultancies are to be limited to citizens of the host country, should other limitations be placed on eligibility? For instance, the issue of conflict of interest might encourage the feeling that members of a project's steering committee or the group of project partners should not be eligible for a consultancy. However, in the case of Guyana, with its small population and the therefore small number of qualified people in any particular field, there would not be many Guyanese experts outside the NSC from whom to select consultants. It might be useful to consider a narrower limitation such as excluding consultants from consideration for a contract if they already have a contractual relationship to the project. The dynamics of either of these relationships can put pressure on the other and on additional aspects of the project.
- Ultimately the overall goals of a project must be prioritized. Assuming that research itself or another substantive goal is paramount, then if no acceptable proposal is received from any host-country national who meets the eligibility requirement, perhaps the consultancy should be opened to applications from international consultants. If there are international consultants willing to undertake the work within the financial limits of the project, the fact that they are international should not determine their eligibility. If this is allowed, there is a risk that the research may not be completed at all. In such a case, the host country receives neither the benefit of new information nor increased capacity.
- The question arose whether The Carter Center should establish a policy of awarding advances for expenses incurred by host-country nationals in the course of doing research in that country. The team leader for that research requested an advance, and an extraordinary grant was permitted with the condition of fulfillment of the preliminary requirements laid out in the contract for the research. However, with delays and questions as to quality of research, that possibility ceased to exist. The question remains: what effect this might have on the possibility of establishing an explicit policy on such advances?

Relationship with the National Development Strategy Project

- The land-use project did not take place in isolation from other Carter Center activities. The Center-wide experiment to provide holistic assistance through several of its programs led to initiation of at least four other different projects in Guyana. The one with the closest connection to the land-use project was the project to formulate a National Development Strategy (NDS). This project developed from discussions on Guyana's international debt and its relationship with international donor agencies. The formulation of an NDS was seen as a way for Guyana to set its own course rather than have conditionalities dictated to it, and Carter Center assistance was requested and provided for this task. The NDS project began in mid-1995, just as the land-use project got underway.
- The fact that the much larger and more ambitious NDS project was undertaken simultaneously with the land-use project had advantages and disadvantages for the smaller project:
 - The existence of two long-term Carter Center-assisted projects in Guyana provided a good reason for setting up a well-equipped office. If the land-use project had been executed in isolation, it probably would not have benefited from such facilities which would probably have greatly lowered its chances of completion.
 - Some overlap between the two projects occurred, both in the personnel working on them and in the subjects they touched upon, particularly the fact that both aimed to deal with policy issues related to land and natural resources, but with different approaches. One reason for these overlaps was that they were initiated by two different separate Carter Center programs at different times.
 - The Carter Center wanted to keep the projects separate, especially in the beginning and, later, within the Georgetown office. The Center's attempts to distinguish the land-use project and the NDS may have fostered a perception of a lack of coherence among Carter Center programs.

Separation of the two projects probably was significantly influenced by the fact that the projects had different counterparts from two different government branches, each with different agendas and goals.

General Points

- One significant factor for the land-use project was the large role played by the government's land-use expert. Not only did he write the Baseline Document, but as a trusted advisor to the government counterpart, he acted as the day-to-day government representative for the project and took charge of identifying sensitizers and setting the schedule for the local consultations. He also ran the training session for sensitizers and assistant facilitators, acted as technical expert for the local consultations, and

attempted the proposed study on Amerindian land uses. The project benefited immeasurably from having such a close link to someone that the government counterpart trusted so deeply, but it would have increased the project's democratic nature to involve other people in some of these roles. This highlights the potential for conflict between the desire to maintain control for greatest efficiency and the desire to foster such ideals as collaboration, participation, and consensual decision-making.

- At times the project partners seemed to lack a sense of commitment to the project. This is perhaps linked to some project partners' complaints about a lack of capacity-building for them or funding for their participation in the proposal's final version. The issue of incentives has arisen in other projects, such as the NDS (for instance, with the question of how to maintain participation on technical working groups in that project) and may benefit from further consideration.
- There is a sense among some international donors that the Government of Guyana is tempted to accept offers of aid without consideration for coherence among projects. Certainly far too many demands were made on some host-country individuals involved with the land-use project, particularly government officials, and these were at least partly the result of simultaneous projects and the shortage of qualified Guyanese to work on them. These factors may have contributed to a perceived lack of commitment. On the other hand, perhaps donors and international organizations, such as The Carter Center, sometimes contribute to this frustrating situation by their desire to push their own agendas.
- One significant factor in the project's successful completion was having capable Guyanese professional staff at The Carter Center's Georgetown office in the form of the office director, who had an insider's understanding of the country, its society, and its politics.
- The Carter Center's logistical role fostered a perception of the Center as a liaison between the project and the public. Should aid agencies try to discourage this type of perception? The Carter Center tried to lessen this perception, but given its aims of neutral facilitation and encouragement of open processes perhaps there was no other group that could better assume this liaison role. Regardless, the perception of The Carter Center as a liaison between the public and the project resulted in a higher profile for the Center than might have been preferred considering it is a non-Guyanese organization.
- One alternative that has been considered is to provide staff or a consultant to work directly in one of the local partners' offices. Indeed, the budget for the position of a national coordinator in an early version of the proposal was not dissimilar to this idea. The national coordinator envisaged at that time, however, was to be Guyanese and was to be second to one of the nongovernmental partners. Later, it appeared that any coordinator provided by the Center, if not working out of a Carter Center office, probably would have had to work in a government office and certainly could have

been either Guyanese or non-Guyanese. It probably was best for neutrality's sake and for the Center's liaison role that it maintained a separate office.

Assessment and Conclusions

As previously noted, the goals and objectives pursued in the Project for Collaboration and Consultation on Land Use in Guyana might be grouped in to two categories - process and substance. An evaluation must consider whether the project met the goals set for it in the proposal, but it also can take a broader view by assessing the goals themselves. Finally, an assessment of the project one year after its completion can provide insight on the sustainability of what were seen as its achievements at the time of conclusion. The following thoughts are intended to contribute toward assessing the project in these terms.

From the beginning, the project's primary goals focused on expanding and institutionalizing democratic processes in Guyana. These included fostering trust and collaboration between government officials and nongovernmental actors, formatting a broad-based body of stakeholders to make decisions on the project's progress (the National Steering Committee) and institutionalizing this body into the longer term to address land-use issues as needed, initiating public dialogue on issues of widespread concern, and establishing a model for public consultation.

This project also can be seen as a test of whether efforts to expand democratic processes can be instrumental for achieving more tangible, substantive goals. The project's originators aimed to contribute to government policy-making on land use to further their desire to preserve forests, achieve economic development objectives, build capacity, increase environmental awareness, and address specific concerns on the effects of logging and mining on health and rural communities' land rights. The project was based on a belief that developing a participatory process was essential for making the right decisions on these issues which potentially could affect the entire society. The goal of producing a document to be used in formulating government policy on these issues provided a link between the broad categories of process and substance objectives. Recommendations made in the document would gain their legitimacy by reflecting consensus achieved through the process of consultation and dialogue among disparate stakeholder groups.

The success or failure of the project in these terms depends somewhat on the successful completion of processes into which this project fed. This may only be measurable in the longer term. It may be noted that although the WRI proposal for Action for a Sustainable Amazonia did not receive funding in the end, the Natural Resources Management Project is still going at this writing.

Process goals

In one sense, the land-use project can be judged a success in meeting process goals insofar as the activities undertaken for it were in fact completed. The achievement of more specific goals also may be judged, however. Regarding the fostering of trust and collaboration, insofar as government officials were persuaded to take actions as a result of

the project, the project may be said to have succeeded in building government trust in the process. Government hesitation, especially in the beginning, in agreeing to some of the actions necessary for the project to succeed indicates some mistrust of the processes involved. One example was the government counterpart's reluctance to allow the NSC to have input on the Baseline Document before the full draft was completed. Another may be the fact that plans for public consultations went through numerous delays and changes.

It was not just government that had to be brought into a collaborative effort, however. Having five equal partner organizations meant that at times decisions had to be taken that were difficult for one or more of them. The work of the NSC, a group representing around 20 governmental agencies and stakeholder groups with widely divergent interests, also required the building of a spirit of collaboration. It was at times challenging to carry out actions requiring agreement by so many partners and consideration of the views expressed by NSC members. The fact that the partnership and the NSC survived the entire process intact, with comparatively little friction, and achieved the completion of the project through a consensual process may be the project's foremost achievement.

Collaboration and coordination among aid organizations also became important, as it became clear that similar interests of different organizations could otherwise lead to duplication of activities and inefficient use of resources, particularly the human resources of Guyana. Some positive results were attained in coordinating activities of The Carter Center, GTZ, WRI, and even, on two occasions, the World Bank's National Protected Areas System. These collaborative relationships developed between the organizations involved in the land-use project endured for the life of the project.

With the formation of the NSC, hopes were expressed that this broad-based stakeholder body would be established as an ongoing consultative group on land use. Indeed, such a group was already envisaged for the NRMP. Unfortunately, for reasons that remain unclear, the NSC ceased to formally exist at the end of the project. While some ad hoc consultative meetings have continued as needed as part of the NRMP with some of the same participants, unanswered questions remain as to the NSC's present status. In terms of the land use project's intended influence on the development of mechanisms for democratic participation in Guyana, this is perhaps its greatest failure. A surprising achievement, however, was the institutionalization of the Government's Technical Working Group which was created for the project. This group has since been formalized under a new name, the Natural Resources and Environment Advisory Committee, but its function remains similar - to bring together heads and representatives of government departments responsible for various aspects of decision-making on land-use issues and increase the coherence of government actions in this area.

Other elements of the project may also be counted as successes. It generally is acknowledged that a new level of public dialogue was initiated on issues surrounding land use in Guyana. Several members of the NSC and numerous participants of the consultations remarked that this was the first time such a comprehensive dialogue had been held in hinterland and Amerindian communities. While not scientifically obtained, these comments may serve as some indication of the project's success in fostering consultation and participation.

One aim of any participatory process is transparency. The consultative process used in the land-use project had two important goals: 1.) all views should be given an opportunity to be heard, and 2.) all participants should feel that they were being listened to. To that end, all comments were noted in writing, on tape, and on flip charts in view at the consultations themselves. Reports then were produced for each consultation, which included all comments, and were distributed for review. The comments from these reports were incorporated into the Baseline Document as annexes, one for the local consultations and one for the National Consultation, and into the Baseline Document itself. Also, videotapes were made of the last local consultation and the National Consultation.

One negative aspect of the attempts to be transparent, as noted by several NSC members, was the need to use an enormous amount of paper, mainly in producing the series of drafts of the Baseline Document and copies of it and the Summary Document for the consultations. This had budgetary implications. Another significant aspect of the using a written document is its potential to narrow discussion to an unacceptable extent. However, in the case of the land-use project, this risk was counterbalanced by the fact that a more tangible output from the consultation process was produced than would have been likely from unstructured discussions.

It is relevant that attempts were made to ensure the written document for these consultations was produced through transparent means, with the involvement of the NSC. The document also helped to raise public awareness of the issues, the causes of land-use conflicts in Guyana, and the government's views of these causes and their solutions. An understanding of issues is vital to effective participation. This explicit statement of government views may increase its commitment to action, at least insofar as the government may be held accountable for those statements. The fact that the government's views appear together with comments from the public may also set a good precedent.

In the larger picture, the process used in this project established a model for public consultation that could contribute to future work. A series of local consultations were conducted, based on discussion of a document produced through a collaborative process. At each such consultation, two representatives were selected and brought to the capital, where a longer National Consultation was held. All consultations were open to the public and entailed a mechanism for prior familiarization with the project and its aims. A broad-based steering committee made all final decisions on when and where local consultations were held, how to familiarize prospective participants with the process, and who would undertake the facilitation and familiarization work for the consultations. The fact that other ventures in the same country have replicated elements of this model, notably the ongoing NDS process, indicates that it has been judged effective. As the project mainly focused on organizing a process for public consultation, the success of this aspect of the endeavor is significant.

Substance Goals

As to whether the land-use project contributed to more substantive aims, a few achievements can be cited from the list of objectives described above.

The preservation of forests, which formed one of the project's original aims, may have been enhanced by the heightened awareness of causes of forest loss that was engendered by the project. The project's impact on forests and on development efforts more generally, must be seen in terms of the ongoing effort to develop a land-use policy for Guyana. This is being undertaken in relation to the NRMP, of which the Project for Collaboration and Consultation on Land Use formed a part. The extent to which the land-use project will contribute toward the NRMP's final outcome will have to be based on a future judgment of that project's success and an assessment of how much it can be attributed to the land-use project. A distillation of salient points from the Baseline Document into an "Action Plan" for the development of a land-use policy represents one action toward this. Although still very rough, it indicates the government's willingness to push forward with development of a coherent land-use policy. This may be difficult, given that concrete land-use policy formulation will require the devotion of scarce human resources and even greater political will. Another question that may arise is how to ensure that any eventual policy will reflect the public's views on topics discussed during the land use project's consultative process or on more specific questions that arise in the future such as the current issue of exploratory timber permits.

One great achievement of the project was capacity-building, not only in the general increase in public awareness of land-use issues but also specifically in the training that took place as an introduction to basic techniques for land surveying. Comments received from local representatives who took part generally were very favorable and appreciative. Perhaps more significantly, the trainees were identified as prospective candidates for further projects and training on the basis of the knowledge they acquired during that session. A two-day introductory training session for the NPAS project was held for the same local representatives immediately after the National Consultation on Land Use.

While the focus of the training session for local representatives moved away from a discussion of skills for effective participation, as had been put forward in the project proposal, this goal generally was furthered for everyone who participated in any of the consultations, insofar as the consultation process contributed to their understanding of the issues and conflicts involved in land use in Guyana. Comments received indicating that this was the case provide evidence that the project fulfilled this aim. Public education is not only necessary for effective participation, it can increase support for any government action taken in developing a land-use policy if the action is perceived to be a credible way of addressing the issues raised. This in turn may strengthen the political will to carry out such actions.

If the stated goal of building environmental awareness is defined as recognition of an area in which human demands on an environmental resource are too great for all demands to be met, the fact that land-use issues and conflicts in Guyana were the subject of this process indicates their importance as an environmental issue and the project's success in

raising awareness on the issue. The scientific research designed to feed into the project may be considered one aspect of this educational process. The project's success in meeting this educational goal is not complete, given the abandonment of one of the studies proposed. However, the completion of the soils mapping project represents a notable addition to the sum of knowledge available in Guyana. The fact that the preliminary findings of this research were presented at the National Consultation also contributed to public education.

Specific concerns about the effects of logging and mining in local areas were raised in some areas, but the project's focus moved away from attempting to deal with particular local issues toward trying to develop a broad view of the national situation regarding land use and land-use policy in Guyana. From this perspective, the project did not fulfill this goal. However, on the issue of addressing specific concerns on rural land rights, the training session in the basics of land surveying attempted to help local communities receive skills to assist with demarcation of their territories. The training was too brief to give participants qualifications as surveyors, but those who participated now have enough understanding to be able to, as one instructor put it, judge whether professional surveyors perform adequately in a demarcation exercise and to provide assistance.

Finally, a document was successfully produced through the land use project that could potentially contribute to the formulation of government policy. Given there was no attempt to reach agreement on any specific areas of conflict, the document reflects a very low level of consensus on general concepts and the situation as it exists, not on recommended solutions to specific problems. This is a weakness, but perhaps the project could not have achieved any more than this given its short time span and the realization that politics--the give-and-take efforts between individuals and groups with different interests to reach agreements that benefit all--is a slow process.

This project primarily was process-oriented. It did not attempt to radically transform Guyanese opinion regarding the appropriate level of control over land-use decisions or authority for addressing land-use conflicts. No technical assistance was offered other than funding for a Guyanese land-use planner whose views are accepted and supported within the Government's Technical Working Group. The project's purpose remained one of enhancing the ability of the Guyanese to exchange ideas and viewpoints and through this exchange enhance their understanding and their ability to reach solutions.

The aims of participation and consensual decision-making conflict at some level. It is well recognized that the greater the diversity of participants in a discussion, the less likely a consensus will be reached. One donor representative commented early in the proposal preparation stage that developing any consensus was too ambitious a goal for this project. However, a low level of consensus did emerge on the general directions for land use policy reform which holds some potential to improve the land situation in Guyana. Coordination of land-use laws and land use decision-making bodies is needed, and this project has increased public appreciation of this. In addition, the fact that some consensus was reached and that the process of dialogue has begun may contribute to the continuing process of democratization in Guyana. These are worthwhile achievements.

APPENDIX I

Proposal and Budget Narrative, June 7, 1995 A Proposal for Collaboration and Consultation on Land Use in Guyana

Office of the President,
Government of Guyana

The University of Guyana
Monitoring
Organization

The Guyana Environmental
and Conservation

The Carter Center

The World Resources Institute

Executive Summary

The five partner organizations propose to collaborate to contribute to the development of a land use policy for Guyana. A draft land use document will be produced which will be used as a baseline document for consultations with a broader cross section of Guyanese society, thereby increasing participation in formulating land use policy. The initiative will help to generate public involvement in the government's efforts toward the sustainable development of Guyana's natural resources. This will complement ongoing activities such as those being undertaken by Tropenbos, Iwokrama, FAO and ODA/IDB work on shore zone management and land tenure, the GEF initiative to establish a national park system, and the GTZ initiative for a natural resources management plan. It will also form a vital component of the broader development strategy for Guyana which is being prepared by the Ministry of Finance with the assistance of The Carter Center.

Background

Guyana is a country with a small population (805,000), a low level of economic development, and an extensive natural resource base. The population is ethnically very diverse, with Indo-Guyanese (51%), Afro-Guyanese (43%), and nine distinct Amerindian groups. Guyana has the highest per capita debt in the Western Hemisphere and one of the lowest per capita incomes (US\$430) in Latin America. Guyana's history of almost exclusively coastal zone activity has left the country with 99% of its forest cover intact (an estimated 80% of the country's land area) and an extremely low average of human population density in the hinterland. Guyana's poverty threatens to encourage environmental degradation from activities such as uncontrolled mining and logging and illegal trade in tropical wildlife. While increased development efforts are essential to Guyana's future prosperity, they do open Guyana to the risk of unregulated exploitation which contributes little to national well-being. Therefore, attention should focus on sustainable development which will satisfy short-term as well as long-term economic development goals.

Sustainable development has been hampered by several factors in the past, including 1) a serious shortage of local people trained in natural resource management; 2) a lack of environmental policy and legislation to guide the development process and protect essential resources; 3) institutional weaknesses in public and private sector organizations that are responsible for the management and coordination of natural resources; 4) relative neglect by some international donors, NGOs, and private investors; and 5) a lack of common understanding or dialogue within Guyana on what is meant by sustainable development, and 6) a lack of mechanisms to ensure local public input into the process of developing solutions for the challenges Guyana faces.

Following a return to democratic government and greater concern to address the potential economic, social, and environmental crises facing the country, the Government of Guyana (GOG) is in the process of reviewing policy in all sectors, to seek means of revitalizing the economy and rebuilding the national infrastructure. A key component of the GOG strategy is to promote the development of the hinterland, particularly the forestry, mining, and agriculture sectors. Although the previous administration initiated this activity, this represents a shift from earlier policy which focused development activity primarily in the coastal zone and periphery of the capital, Georgetown, with only a few low-intensity logging and mining operations in the hinterland.

The GOG has stated that development in Guyana should be carried out following the principles and accords adopted at the United Nations Conference on Environment and Development (UNCED) in June 1992; that is, the development pattern should be sustainable, with a balance between economic, social and environmental aspects. The challenge is to address Guyana's desire to develop policies for the management and utilization of its natural resources while at the same time guaranteeing the sustainability of those resources. Several bilateral and multilateral aid agencies, international financial institutions, and private organizations have demonstrated an interest in assisting Guyana to achieve sustainable development. Guyana's commitment to sustainable development has important implications. Policy options should be identified and implemented, pointing to the need for a participatory and transparent process of consultation and policy dialogue between different interest groups, public and private, combined with systematic analysis of the key options which policy makers might pursue.

Proposal Objectives

It is the desire of the Government of Guyana to establish a technically sound land use policy to promote sustainable development for the country, based on the best information available and having broad public support. Such policy will then guide the production of further plans and projects to enhance the development and management of Guyana's natural resources, feeding into the broader process of developing a natural resources management plan currently being undertaken with the assistance of GTZ. The initiative described in this proposal aims to facilitate the formulation of such a land use policy for Guyana through an open process of collaboration among experts within the Government of Guyana, non-governmental technical experts, and other members of the Guyanese public with a stake in land use policy.

The utilization of expertise possessed by Guyanese citizens both within and outside the Government will help to ensure the technical soundness of the policy produced. In addition, the contribution of technical expertise and multiple viewpoints from within and outside the government will increase the ownership of the final product by the groups involved in its creation, thus augmenting its effectiveness. This endeavor will contribute to dialogue on sustainable development in Guyana and help lead to a transparent and participatory process of policy formulation which will enhance the Government's mandate.

The detailed objectives of this initiative are to:

- 1) Produce an initial phase of input toward the development of a land use policy for the Government of Guyana.
- 2) Initiate a multi-stakeholder dialogue through a consultative National Steering Committee (NSC) which will provide input to the Government policy-drafting process.
- 3) Identify gaps in knowledge requiring further study, and support strategic research on key issues as identified in the multi-stakeholder policy dialogues.
- 4) Establish broader public dialogue on land use policy through a set of local-level open consultations at various locales in Guyana to solicit review and comment on the baseline document. The consultations will be concentrated in parts of Guyana where there is the greatest need for consensus building.
- 5) Provide information and data on current patterns of land use and land use policy in Guyana to the range of stakeholders.
- 6) Provide opportunities for information-sharing and consciousness-raising on the precepts of sustainable land use and its various implications in Guyana.
- 7) Increase facilitating capacity through a two-day workshop on conference facilitation.
- 8) Promote and conduct training of community leaders and representatives on issues that will enable them to participate more effectively in the policy-making process, e.g. land demarcation techniques and computer-based information systems.
- 9) Provide administrative support to a government Technical Working Group (TWG), for the purpose of facilitating activities required in the drafting of this document, including assistance with meeting and secretarial costs and funds for research as needed.

This proposal supports the general objective of bilateral and multilateral donors (such as GTZ, ODA, IDB, and the World Bank) to stimulate increased broad-based participation in the development process by promoting dialogue between the range of members in the

public and private sectors. The partners in this project will take measures to establish and maintain regular contacts with any other project activity that is related to this one and establish an informal mechanism for consultation as appropriate. In addition, by creating fora for identification and discussion of land use issues, the project creates an opportunity to identify economic growth activities in the natural resources sector.

Proposal Partners

The effort to develop a land use document will be led by a Technical Working Group composed of high-level participants from a number of ministries and agencies of the Government of Guyana which deal with land use issues. This Group has already been formed and includes representatives of the Planning Unit of the Guyana Natural Resources Agency, the Lands and Surveys Department, the Mining Commission, the Forestry Commission, the National Energy Authority, the Ministry of Amerindian Affairs, and the Environment Unit.

Non-governmental Guyanese partners in this proposal include the University of Guyana, coordinated by the Institute of Development Studies (IDS), and the Guyana Environmental Monitoring and Conservation Organization (GEMCO). Non-Guyanese partners are The Carter Center and the World Resources Institute. Each of the partner organizations involved in producing this proposal brings unique assets to the effort: The Institute for Development Studies (IDS) is the oldest research institution, with the largest reservoir of experience in this area, in Guyana; it studies social and economic issues and provides consultancy services to the GOG and other organizations within the country. Other departments at the University of Guyana, such as the Amerindian Research Unit, also have research interests in issue areas surrounding land use and an expressed interest in this proposal.

The Guyana Environmental Monitoring and Conservation Organization (GEMCO) is a scientifically-oriented NGO with interest in conservation and sustainable use of Guyana's natural resources. It has consulted with relevant government agencies and the private sector on environmental issues such as wildlife conservation and the amelioration of negative impacts of logging and mining on the natural environment and human communities.

The non-Guyanese partners, WRI and The Carter Center, share the goals of assisting local efforts in developing countries to increase transparency and participation in their processes of policy formulation for sustainable development. One of the explicit themes of Carter Center work is the goal of increasing the participation of all groups in decision-making. The Carter Center has wide experience in facilitating conferences in such areas as forests and the environment and health and the environment. This proposal stems from such experience as well as from long-term discussions in Guyana on land use issues, particularly those affecting the hinterland.

WRI, for its part, is building on its globally-recognized expertise in providing objective, apolitical studies of environmental challenges. WRI's participation in this project will be undertaken within the context of the "Action for a Sustainable Amazonia" project,

coordinated by the pro tempore Secretariat of the Amazon Cooperation Treaty (Guyana is one of eight participating countries). This context is important because many issues which Guyana needs to address cross international boundaries (one example is the new road from Lethem, on the Brazilian border, to Georgetown). The project outlined here will build upon and enhance the "Action for a Sustainable Amazonia" initiative to establish a policy environment conducive to achieving sustainable use and conservation of forest ecosystems in Amazonia.

Proposed Activities

The Government has appointed a Technical Working Group, made up of senior government officials, convened by the Guyana Natural Resources Agency and chaired by the Advisor to the President on Science, Technology, and the Environment. The TWG will draft a baseline document on land use which will contain an analysis of land use issues and options available, as seen by the relevant Government ministries and agencies.

Simultaneously, a National Steering Committee will be established by the five partner organizations. The NSC will be chaired jointly by the Advisor to the President on Science, Technology, and the Environment and one non-governmental representative to be identified by the NSC, with the membership of other organizations representing the major stakeholder groups concerned with land use issues, including government, private sector (mining and logging), community groups, indigenous peoples, environmental and social NGOs, as well as national research institutions. The document prepared by the TWG will benefit from regular input from the NSC, thus capturing current expert opinion on the issues and needs facing land use in Guyana. With limited initial resources, the selection process for assembling this Committee has already begun, through consultations among the partner organizations in this proposal.

Activities to be undertaken by these two groups include the following:

- 1) In spearheading the exercise, the NSC will interact with the TWG to indicate and discuss priorities, concrete steps, time frames etc. The NSC and the TWG will meet initially to prepare a detailed workplan for the project, specifying activities within a nine month timeline and confirming the roles and responsibilities of the different project participants. The NSC will solicit the input of other interested parties on the land use policy through pre-consultations and will have the authority to establish sub-committees on specific issues as it deems appropriate. The NSC will serve as a conduit for information between these groups and the TWG.
- 2) Research and case studies will be undertaken to identify needed policy reforms and contribute to the policy formulation process. These activities will be performed by experts chosen by the National Steering Committee, in consultation with the TWG through the Co-chair.
- 3) The NSC will be responsible for preparations for a series of local-level consultations using the work of the TWG as a baseline document. The purpose of

these consultations will be to 1) familiarize participants of the consultations with the baseline document and other issues raised through the supplementary research, 2) identify concerns of particular relevance in various parts of the country, 3) provide an opportunity for dialogue between parties with competing interests in the different regions, and 4) produce collective input on the draft policy. These consultations will be conducted by a facilitator to be identified by the NSC with the aid of the proposal partners.

- 4) Through the consultation process, communities will nominate representatives to participate in a training seminar. This seminar will include technical training on, for example, the use of Global Positioning Systems technology for land line demarcation and computer-based information systems to facilitate community access to national data bases, as proposed under the GTZ initiative, and other subjects that will enable them to participate more effectively in the policy-making process.
- 5) The TWG will produce a final version of the document based on comments received from the local consultations.
- 6) A national-level consultation will be held to review the redrafted document. Target participants would be drawn from groups such as the following:

Presidential Advisory Office
Ministry of Regional Development
Ministry of Amerindian Affairs
Ministry of Agriculture
Guyana Environmental Protection Agency
Guyana Natural Resources Agency
Guyana Forestry Commission
Department of Lands and Surveys
Government banking sector
Guyana Geology and Mines Commission
Hydromet Department
Water regulatory agency
University of Guyana
NGOs
Amerindian associations
Forest Products Association
Guyana Gold and Diamond Miners Association
Private Sector Commission
Guyana Manufacturer's Association

- 6) The outcome of this entire process will be an initial phase toward the development of a land use policy that will guide efforts towards the sustainable use of natural resources. The resulting recommendations can also feed into to the long term development strategy being written by the GOG with the assistance of The Carter Center.

- 7) It is expected that this process will have a duration of nine months, at the end of which the NSC would remain in existence to further the achievements of this initial phase in an appropriate manner.

Expected Outputs

1. A body of information and recommendations on land use which will help to guide the Government of Guyana's actions and decisions toward sustainable development of Guyana's natural resources.
2. A framework which may prove useful for longer-term coordination of information on work in areas related to land use.
3. Enhanced local capacity to assess policy options and present them to policy makers, including in particular enhanced capacity and practical training for indigenous and other target groups.
4. The building of a national institution, the NSC, which is capable of continuing work on land use issues.
5. A tested model for policy dialogue among multiple stakeholders and GOG policy-makers which can contribute toward viable policy formulation in this and other sectors.

Roles of Proposal Partners

Government of Guyana: will provide high-level expertise from within the Government to form the Technical Working Group responsible for drafting and revising the baseline document on land use.

IDS and GEMCO: will contribute to coordinating the work of the National Steering Committee, facilitate its outreach to other groups within Guyana both during the development of the draft land use document and through helping to organize open consultations to review the document, and contribute research for the project.

The Carter Center: will be responsible for financial administration and coordination between this and other projects, including the Carter Center's long-term development strategy assistance project. The Center will also provide liaison services as needed to coordinate linkage between the Technical Working Group and the National Steering Committee. In addition, the Center will perform other organizational and managerial duties as appropriate.

WRI: will coordinate the training program for local representatives, and provide technical support for commissioning suitable case studies and other research from which useful insights can be drawn in the preparation of the land use document.

* The University of Guyana is represented by a subcommittee coordinated by the Institute of Development Studies and composed of representatives of the following departments:

Department of Geography
Environmental Studies Unit
Amerindian Research Unit
Faculty of Technology
Faculty of Agriculture
Faculty of Natural Sciences
Department of Architecture

Proposal for Collaboration and Consultation on Land Use in Guyana

Budget Narrative

Steering Committee Meetings

Preparations for the joint NSC/TWG meeting at the end of May will be coordinated by Carter Center staff at The Carter Center office in Georgetown; the cost for this work will consist of the necessary staff travel involved.

Technical Working Group

The TWG will be responsible for producing a paper analyzing issues in land use policy from the perspective of the ministries and agencies involved, the current state of information, and the options available. This paper will be used as a baseline document on which to receive public input. The TWG will meet regularly to coordinate the sections being drafted by its various members. Because this work is considered to fall within the mandate of day-to-day Government responsibilities, it will not be funded through this proposal; however, a small fund will be made available to the Government for contingency purposes, such as assistance for incremental administrative and meeting costs and additional research as needed.

The TWG will share completed sections of its draft document with the NSC once a month for comment and input. NSC input will be transmitted to the TWG through the personal report of the Advisor to the President on Science, Technology, and the Environment and through the minutes of the NSC meeting.

This drafting process is expected to take four months.

Case Studies

During the drafting of the TWG document, the NSC, with the assistance of WRI as required, will also identify areas for further research and commission consultants to undertake this research. Research is expected to include case studies and/or data gathering. The research budget includes funding for local and international consultants: consultancy fees and per diem for five weeks' time each for four local experts, and consultancy fees, per diem, and travel expenses for four weeks' time each for two international experts.

Meeting Costs

During the latter half of the document drafting process, the NSC will meet more often in order to make preparations for a series of local-level public consultations. These local consultations will be undertaken upon completion of the baseline document, in order to

increase public input on the document and to foster dialogue and consensus-building among local stakeholders with varied interests. The consultations will consist of two parts: 20 1/2-day pre-consultation meetings and 20 day-long open consultation meetings. NSC preparations will entail

- 1) identifying and commissioning a national facilitator to undertake the full consultations,
- 2) selecting an international consultant to present a 2-day workshop on conference facilitation,
- 3) identifying consultation sites in each region of the country, 4) publicizing the project through any available media, such as newspaper, radio, and/or flyers, and 5) sending representatives, or "sensitizers", to these locales to host the pre-consultation meetings.

Workshop on Facilitation

The 2-day workshop on facilitation will take place prior to the beginning of the public consultation process in order to assist in capacity-building in this area and help to ensure a successful process. The workshop will be open to all members of the NSC and TWG, the national facilitator, the sensitizers, and the reporter, and will include a stipend for the national facilitator's attendance.

Pre-Consultations

The pre-consultations will closely follow the facilitation workshop. At these meetings, the sensitizers will provide information on the project in order to attract local interest and increase awareness of the potential for public contribution to the ultimate formulation of land use policy. The pre-consultations will necessitate travel to each of the villages identified to present the baseline document and the other research for review and further study. Each of these meetings will involve three days' Carter Center staff time and travel between villages (transportation and 60 days' per diem in total for two sensitizers conducting 10 pre-consultations each).

Community Consultations

For the full local-level consultations, a national facilitator will be commissioned to conduct a day-long meeting in each of the identified villages in order to receive responses to the draft document and the other research. The budget for these includes 40 days' local consultancy fees plus travel and per diem, and travel and per diem for back-up support, including reporter. (Travel will be undertaken by the most time-efficient means for these consultations.) Lunch will also be provided for all participants. During these local consultations, interested community leaders and representatives (two from each local consultation) will be identified to take part in a national consultation on the land use document, to be preceded by a week-long training seminar to enhance their skills for participating in the consideration of policy formulation.

After the local consultations have taken place, the Program Assistant will work for two additional weeks to produce a compilation of the comments received for use by the TWG. These comments and the commissioned research papers will form input for a revised version of the baseline document. The TWG will work for one month to complete this

revision. This revision will be presented to the NSC which will then call a national-level open consultation to review the revised draft.

Training

A six-day training seminar for community leaders and representatives will then take place. This will be conducted by an international consultant, working with a local counterpart who will have two days of preparatory training beforehand. Coordination of this training program will be the responsibility of WRI, under the auspices of the NSC. It will have a budget for one international and one Guyanese educational consultant to conduct a six-day program for 40 participants (two from each village), travel and expenses for the participants, training facilities, and preparation expenses.

National Consultation

The national-level open consultation will take place immediately following the training seminar. This conference will review the TWG's revised document, and will be convened for two days, in Georgetown, with a Guyanese facilitator and the participation of the entire NSC, the TWG, and WRI and Carter Center staff. Transportation and per diem are included for the WRI representative. The budget for the national consultation also includes rental of a conference room, audio/visual technical support, and supplies and equipment. The participants in the training seminar will be invited to stay in Georgetown to participate in this national consultation; funding will be provided to offset expenses incurred through this additional stay.

The product of the national consultation will be a compilation of the comments received, which will be distributed to the attendees and other interested parties. After the NSC reviews this compilation, the TWG will be responsible for pulling together the results of the entire exercise into a final document on land use which will thus constitute an initial phase toward the formulation of a land use policy for Guyana. This initial phase document is expected to contribute to the policy-making processes being undertaken by the Government of Guyana, including the projects currently being assisted by the German aid agency, GTZ, and The Carter Center.

Technical and Logistical Support

The NSC will have responsibility for final decisions on matters of process, such as research needed, number and scheduling of consultations, and locales in which consultations will take place. Technical and logistical support will be provided by The Carter Center and WRI. The Carter Center will coordinate and manage the development of the proposal, its submission to donors, and related logistical and administrative requirements.

A project director, at .5 FTE for 10 months, shall oversee The Carter Center's participation in the overall process, with extended stays in Guyana as necessary to ensure its successful outcome. A Guyanese national shall be employed at .75 local FTE as program assistant for The Carter Center Guyana office for the ten month duration of this

project to help with logistical work, to act as reporter for all meetings requiring reporting services, and to compile consultation results. The services of this program assistant will also be made available to the Government of Guyana to provide logistical support as required. Additional support will be provided from The Carter Center Guyana office at a rate of .25 FTE, and from the Atlanta office at a rate of .1 FTE, for 10 months. WRI will provide assistance at a rate of 2 FTEs for one month. A budget is also provided to help meet general costs which are associated with the project, including communications and office supplies for The Carter Center offices in Georgetown and Atlanta.

APPENDIX II

Natural Resources Management Project/Guyana Operational Plan (extract)

Result:

4. Policy guidelines and legislation on natural resources management drafted.

Activities:

4.5 Analyze current land use policy and practice:

- 4.5.1 Review legislation relevant to land use.
- 4.5.2 Analyze institutional setting.
- 4.5.3 Determine decision-making process and participants in practice.
- 4.5.4 Prepare recommendations for improvements.

APPENDIX III

Collaboration and Consultation on Land Use in Guyana National Steering Committee

INVITEES	REPRESENTATIVES
Mr. Navin Chandarpal, Special Advisor to the President on Science, Technology, Natural Resources, Energy, and the Environment	Mr. Andrew Bishop
The Honourable Samuel A. Hinds, Prime Minister of the Cooperative Republic of Guyana	Ms. Michelle Carter
The Honourable Minister Vibert DeSouza, Minister of Amerindian Affairs	Mr. Vivian Fredericks
Mr. Prabhu Sookraj, Permanent Secretary Ministry of Agriculture	Mr. Harold Ramdin
The Honourable H. Desmond Hoyte, Leader of the Opposition	Dr. Kenneth King
Mr. Brian Sucre, Director Guyana Geology and Mines Commission (GGMC)	
Mr. Clayton Hall, Commissioner (Ag.) Guyana Forestry Commission (GFC)	
Mr. Joseph O'Lall, Executive Chairman Guyana Natural Resources Association (GNRA)	
Prof. Clive Thomas, Director Institute of Development Studies, University of Guyana	Dr. Dev Rawana
Mr. Roshan Habibullah, Director Institute of Applied Science and Technology (IAST) University of Guyana	
Ms. Janette Forte, Head, Amerindian Research Unit Faculty of Arts, University of Guyana	
Prof. Nazeer Ahmad, Director National Agriculture Research Unit (NARI)	Mr. David Fredericks
Dr. Joshua Ramsammy, Guyana Environmental Monitoring and Conservation Association (GEMCO)	
Mr. David Persaud, President Forest Products Association of Guyana (FPA)	Ms. Mona Bynoe
Mr. Tony Shields, Executive Secretary Guyana Gold and Diamond Miners Association (GGDMA)	Mr. David Bacchus
Mr. Fazal Ally, General Secretary Rice Producers Association (RPA)	
Ms. Leah Hibbin, Director Tourism Association of Guyana	
Mr. Earl Bousquet Association of Guyanese Environmental Media	Mr. Berkeley Houston
Ms. Jean La Rose (representing Amerindian interests)	
Ms. Deborah S. Davenport The Carter Center	Mr. Rayman Mohamed
Dr. Michael Fischer (Observer) Natural Resources Management Project	

Appendix IV

COLLABORATION AND CONSULTATION ON LAND USE IN GUYANA

TRAINING FOR SENSITIZERS AND ASSISTANT FACILITATORS

Anglican Retreat Center, Beterverwagting, ECD

February 10, 1996 9:00 am

AGENDA

1. Opening remarks
2. Background information about the project and the training session
 - a. The context of the project
 - b. Where the project stands right now
 - c. The schedule for the rest of the project
 - d. Role of sensitizers and assistant facilitators in the project plan
 - e. Question Period

10:15 - 10:30 BREAK

3. Presentation of the baseline document
 - a. Introduction to the concept of land use planning
 - The meaning
 - The goals and objectives
 - The process
 - b. Existing laws relating to land
 - c. Institutions that make land use decisions

12:30 - 1:30 LUNCH

- 3.(Cont.) Presentation of the baseline document

- d. Issues relating to land use in Guyana
- e. Considerations for future land use policy
- f. Question Period

3:00 - 3:15 BREAK

- 4. Functions and expectations of the sensitizers
- 5. Schedule of the sensitizing work and the 18 local consultations
- 6. Financial and logistical matters
- 7. Question Period
- 8. Closing remarks

SCHEDULE OF SENSITIZING WORK

AREA	COMPLETE BY
Parika, Bartica, St. Cuthbert, St Francis, and Orealla	February 24
Northwest and Pomeroon	March 2
Rupununi north and south	March 9
Mahdia, Mazaruni, Cuyuni	March 16
Pakaraimas	March 23

APPENDIX V

Report on the Local Consultation Process for the Project on Collaboration and Consultation on Land Use in Guyana for Presentation to the National Steering Committee April 24, 1996

Between the period from February 26, to April 11, 1996 a team representing the project on Collaboration and Consultation in Guyana traveled to eighteen different locations in Guyana to hold local meetings on the subject of land use. A list of places and dates is attached here. Meetings were held in each of the ten regions of the country. Attendance ranged from as few as ten captains from different villages at the Lethem meeting to as many as 125 citizens from Orealla and Siparuta combined. In total the team had contact with over 1000 people who came from up to fifty towns and villages throughout the country.

Most local consultations took place in Amerindian villages in the hinterland but several were held in mixed communities. The greatest diversity among participants was probably achieved at the consultations in Parika, Kwakwani, and Mahdia. In other places where a mixed gathering might have been expected, such as Bartica and Lethem, the participants were still overwhelmingly Amerindian. (This might be a situation which partners in a future project would want to consider if they desire mixed groupings.)

The team consisted of four people from Georgetown: Mr. Andrew Bishop, from the Office of the President, provided technical knowledge on the Baseline Document on Land Use which he had himself put together with input from a Technical Working Group on Land Use from various Government agencies and from the National Steering Committee for the Project; Mr. Rayman Mohamed, of The Carter Center, acted as Facilitator for the meetings; Ms. Deborah Davenport, also of The Carter Center, recorded the meetings both in written form as well as on audio tape; and Mr. Winston Cramer provided logistical assistance. For three of the consultations Dr. Dev Rawana, of the University of Guyana Institute of Development Studies and Co-Chair of the National Steering Committee, took Mr. Bishop's place on the team. For the final consultation the team utilized the services of Mr. Paul Beresford, video engineer, to record the session in video form.

Among the many captains and local citizens (paid and unpaid) who helped in the process, special mention must be made of the 17 captains and regional officers in the local areas who acted as Sensitizers and the six other citizens who performed the task of Assistant Facilitator for their respective regions. These 23 local and regional assistants were familiarized with the Baseline Document and given training on acquainting others about it at a special training session for Sensitizers and Assistant Facilitators held on February 10, 1996. Their responsibilities for the series of local consultations included taking the document out to the communities and introducing it to the citizens (holding preliminary meetings on the subject of land use in many cases), getting input on the document, publicizing the upcoming visit by the team, making arrangements for people to come to

the consultation, as well as arranging for a venue, arranging for refreshments for the participants, and, in many cases, helping the team with its own logistics.

The original budget for the project included funds for one-day local meetings. During the course of the project leading up to the local consultation process it was hoped that arrangements could be made to let each local consultation take place over a period of two days. This proved to be impossible, because of financial and time constraints and in light of the rather demanding logistical challenges involved. Even setting up one-day meetings did not always prove to be easy. As it turned out, though, while there were three participants in total who expressed disappointment to us that the meeting was not longer, the impression was given that many participants would not have been comfortable disrupting their day-to-day schedules for any longer than they did. At one meeting the captain of the village himself drew the session to a close after less than three hours.

After a learning process during the first two meetings, a format evolved which appears on the attached agenda. Times are not specified: the meetings varied somewhat in length depending on the situation and the logistics involved. Six hours for the whole was the optimum the team strove for, but many meetings were shorter.

Substantively, the meetings focused on the Baseline Document on Land Use, in the draft form approved by the National Steering Committee for this project as of December 4, 1995. The aim of the team was two-fold: first, to inform residents of the local areas of the existence of the document and of the critical information it contains and, secondly, to place the document within the context of the real issues faced in these communities every day, by gathering input from the local areas involved.

There were two major segments in each meeting: First, an explanation of the baseline document was given. In fifteen of the meetings this was done by Mr. Bishop, while Mr. Mohamed performed this task for the three meetings for which Mr. Bishop was absent. Second, the participants were divided into smaller groups for discussion among themselves of four general questions on land use. The ideas, comments, and suggestions emanating from the small group discussions were recorded by (local) reporters chosen within each group, who then presented them when the larger group reassembled.

Besides these two main activities, the participants at each consultation were informed about the two areas of research being undertaken as part of this project, a study on Amerindian land uses and a project on soil mapping. They were also informed about the upcoming National Consultation on Land Use to be held as a follow-up to the local consultations. At the end of each local consultation the participants chose two representatives to attend the National Consultation at The Carter Center's expense, as well as a six-day Training Session on the Basics of Surveying to be held the week before that Consultation.

The broad range of comments obtained from the participants of the local consultations have been recorded in their entirety in the individual reports on each meeting and incorporated into the most recent version of the Baseline Document. Issues which gained attention in a number of consultations may be noted here: a need for titling of Amerindian

lands; a need for demarcation of lands; a need for building capacity in numerous areas such as monitoring of land uses and agricultural production methods; the question of subsurface mineral rights; and the call for local public consultation within the process of policy formulation and decision-making and before giving out land grants or leases.

COLLABORATION AND CONSULTATION ON LAND USE IN GUYANA
Local Consultation Agenda

INTRODUCTION

Welcome and Introduction
Assistant Facilitator or Sensitizer

Explanation of the Consultation, Introduction to the Baseline Document
Facilitator

Overview of the Baseline Document
Andrew Bishop

General Question Period
Facilitator

EXPLANATION OF THE BASELINE DOCUMENT

Section One

Explanation
Andrew Bishop

Questions for Clarification
Facilitator

Section Two

Explanation
Andrew Bishop

Questions for Clarification
Facilitator

{LUNCH}

Section Three

Explanation
Andrew Bishop

Questions for Clarification
Facilitator

GROUP WORKSHOPS:

- What are some general land use problems?
- What are some land use problems in the local area?
- What are some ways in which these problems could be addressed?
- What should national land use policy take into account?

ASSIMILATION AND SYNTHESIS

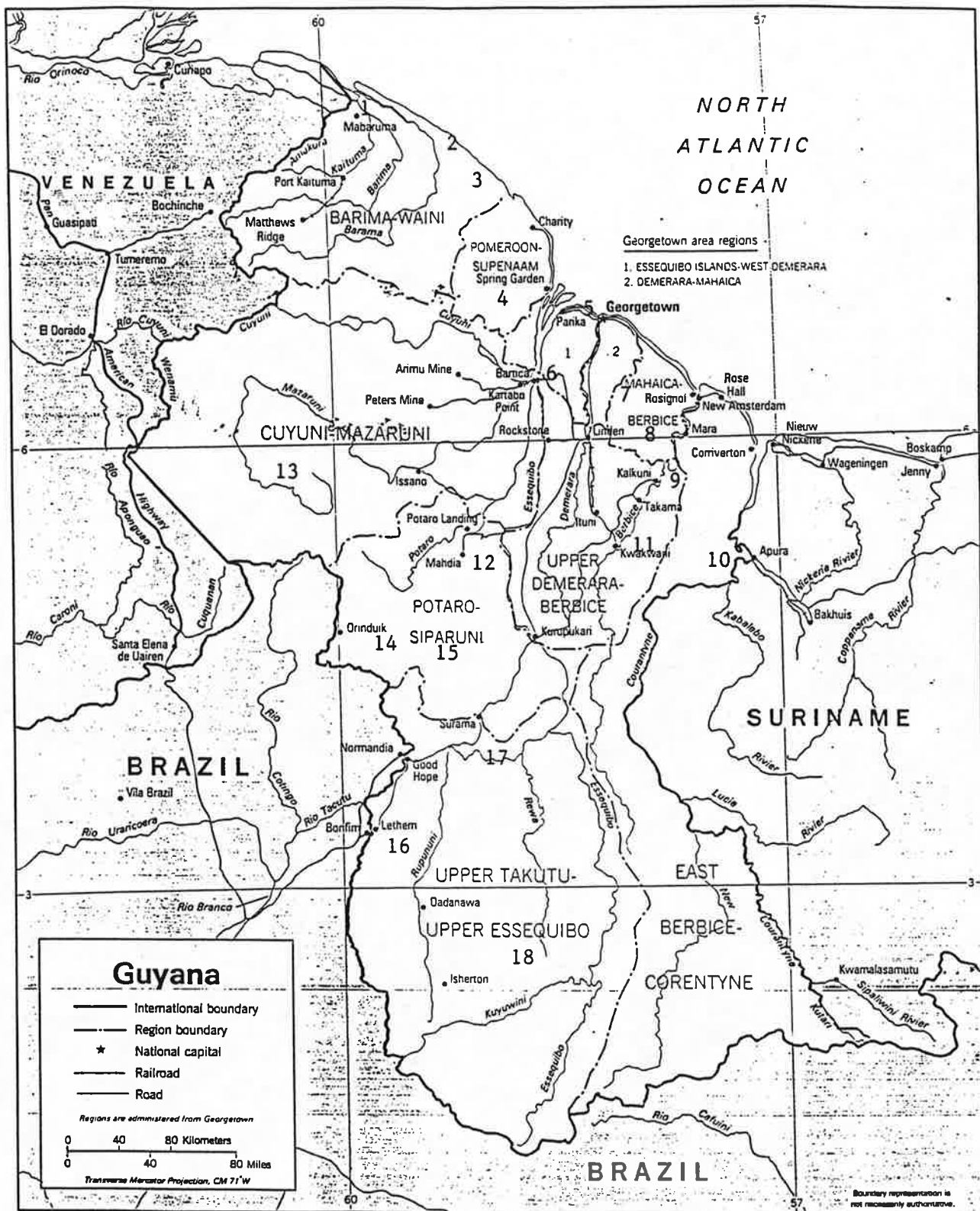
Reports from Small Group Discussions and General Discussion
Facilitator

General Discussion: Further Questions and Comments
Facilitator

Preview of National Consultation, Technical Training
Facilitator

Selection of Two Representatives for Training and National Consultation
Assistant Facilitator or Sensitizer

Closing Remarks



Project for Collaboration and Consultation on Land Use in Guyana

Local Consultations (February 26 - April 12, 1996): 1) Mabaruma 2) Santa Cruz 3) Santa Rosa 4) Mainstay 5) Parika 6) Bartica 7) St. Cuthberts 8) Moraikobai 9) Kimbia 10) Orealla 11) Kwakwani 12) Mahdia 13) Kamarang 14) Paramakatoi 15) Monkey Mountain 16) Lethem 17) Annai 18) Aishalton

National Consultation (May 13-14, 1996): Georgetown, Guyana

CONSULTATION LOCALES AND DATES

Locale **Consultation Date**

Week 1:

Orealla	2/26	M
St. Francis	2/28	W
St. Cuthbert	3/1	F
Kwakwani	3/2	S

Week 2:

Parika	3/6	W
Mainstay	3/7	Th
Bartica	3/8	F

Week 3:

Lethem	3/11	M
Annai	3/12	T
Aishalton	3/13	W

Week 4:

Santa Rosa	3/18	M
Santa Cruz	3/19	T
Mabaruma	3/20	W

Week 5:

Monkey Mountain	3/25	M
Paramakatoi	3/26	T
Kamarang	3/27	W

Week 6:

Kimbia

4/11 Th

Mahdia

4/12 F

APPENDIX VI

TO : Ms Deborah Davenport
Assistant Director for Projects
Sustainable Development Program

FROM : Mr. Winston Cramer

SUBJECT : Report on Training Programme on the Basics of Land
Surveying

DATE : 30th, May 1996

The training programme was held from Tuesday, 6th May 1996 through Saturday, 11th May 1996 at the Guyana National Service Sports Complex, Carifesta Avenue and was guided by the curriculum attached.

Generally, a great deal of emphasis was placed on the balance between theory and practice and this formed the basis for which the content was delivered.

MENSURATION SKILLS

This was taught by Mr. M. Goolsaran, lecturer and Head of Mathematics Department of the Cyril Potter College of Education. He used his vast teaching experience and effectively applied the ability group approach to achieve the prescribed objectives. The thirty-three participants were divided into four groups.

To complement the theoretical work done during the morning session, the participants were exposed to practical exercises in the afternoon session. This included estimating distances and measuring these distances in the field. Participants were also required to perform similar tasks for measurements of area.

As a final exercise each group was given an assignment that allowed them to apply all the concepts established.

Personally, this reporter is of the opinion that the work done by Mr. Goolsaran was very educative and informative since he ensured that student motivation and participation was at an optimum. In addition to this, he took care in ensuring that all the concepts were understood by the participants. From the participants perspective, it seem that they were particularly impressed with the method used to teach the various concepts. A desired balance between theory and practice was clearly evident. Undoubtedly the prescribed objectives were achieved.

MAP READING SKILLS

This part of the curriculum was done in two parts. The first was conducted in the morning session by Senior Lecturer in Geography Mr. Patrick Kartick. During this session, the participants were exposed to the ESSENTIALS OF MAP READING AND INTERPRETATION. They were taught the first principles of map reading and how to use information on maps. For instance, the use of ratio and scale, legend, latitude and longitude etc. The participants, in their groups, were given maps so as to use these first principle concepts to extract information.

In the afternoon session the participants visited the Department of Lands and Surveys and were taken on a conducted tour of facilities

there. This arrangement was made through Mr. Andrew Bishop who was responsible for them during this session.

As part of this visit they were welcomed by Mr. Datadin, Commissioner of the department who explained briefly the operations of the department and the current problems faced. He also offered them jobs as Rangers if they were interested.

During the tour of the facilities they were able to visit the vault where all maps of locations in Guyana are stored. It is here that they were able to identify their respective community and acquaint themselves with its unique description. Moreover it was at this department that the participants were first introduced to the different types of surveying instruments. It was here also that Mr. Bishop was able to show them the different types of maps and scales. He also took the opportunity to reinforce those concepts established during the morning session.

LAND SURVEYING SKILLS

The preceding two days provided the necessary foundation for the sessions in the Basics of Land Surveying which was conducted by Mr. Choo-Shee-Nam FRICS.

The participants were introduced to basic terminologies in Land Surveying and principles utilized in Land Surveying instruments. In every case efforts were made to relate theoretical concepts to practical situations. To achieve this the participants were taken on a conducted tour at certain areas so as to see land surveying marks such as pals, red pegs etc.

Practical exercises were done on the use of land surveying instruments at the University of Guyana. It was during these sessions that the participants were afforded the opportunity to use land surveying instruments in the field. These sessions were carefully guided and supervised by Mr. Choo-Shee-Nam and his assistant. The emphasis there was placed on application of theory. While attention was paid to all the land surveying instruments particular emphasis was given to the use of the Theodolite.

GLOBAL POSITIONING SYSTEMS (GPS)

Mr. Mac Gregor, a specialist in GPS had undertaken to provide participants with the basic concepts of and the principles of operation GPS. This he did with a great degree of success. Initially it seemed that there was some difficulty encountered by the participants in grasping the somewhat complex theory underlying the operation of GPS.

After simplification of those essential concepts the participants were very eager in awaiting the demonstration.

At the demonstration, the participants were placed in groups and were able to use the GPS, under the watchful guidance of Mr. Mac Gregor. This activity took place in the open field much to their delight.

From the response this activity was a challenging and rewarding experience.

CONCLUSION

From all indications, namely the response from the participants, the week spent in training was a worthwhile, relevant and rewarding one. It seems that the training provided was able to satisfy an urgent

need in the hinterland communities and some thought should be given to institutionalize its form and type.

For the above this reporter is extremely grateful to the tutors for their remarkable effort in making this training programme the success it has been.

Of course this training programme could not have been made a reality had it not been for sponsors. For this the participants and the people of Guyana are indebted to the Carter Center. It was the Carter Center that undertook to cover all the expenses incurred for the training programme.

TRAINING SESSION ON THE BASICS OF LAND SURVEYING

**GUYANA NATIONAL SERVICE SPORTS COMPLEX,
CARIFESTA AVENUE**

Tuesday, 7 May, 1996 to Saturday, 11 May, 1996

Curriculum

This curriculum is designed so that the participants can be provided with certain specific skills and educational experience. It is student-oriented in approach and seeks to achieve the following:

- 1) to equip participants with basic arithmetical skills using units of measurement (imperial and metric)
- 2) to acquaint participants with the units of measurements (imperial and metric) and their inter-relationship
- 3) to provide an opportunity for participants to relate units of measurements to practical situations
- 4) to expose participants to basic concepts in map reading
- 5) to provide the opportunity to apply map reading concepts using actual maps
- 6) to expose participants to surveying terminologies and elementary principles of surveying instruments such as the theodolite and levels
- 7) to acquaint participants with the principles of boundary demarcation and establishment of monuments (pals)
- 8) to expose participants to the basic concepts of and principles involved in the operation of Geographic Positioning Systems (GPS)

TUESDAY, 7 MAY 1996: MENSURATION SKILLS

Mr. M. Goolsaran

- 09:00 - 10:30 - LINEAR MEASURES
 - . Imperial and metric units
 - . Historical perspective
 - . Estimation
 - . Conversion
 - . Ratio and Scale

- 10:30 - 10:45 - BREAK

- 10:45 - 12:30 - AREA MEASURES
 - . Using imperial and metric units
 - . Estimation of areas
 - . Area
 - . Group assignment

- 12:30 - 13:15 - LUNCH

- 13:15 - 17:00 - PRACTICUM
 - . Estimating and measuring distances on the roads and fields
 - . Using paces to measure\estimate distances
 - . Deriving areas from linear measure exercise
 - . Discussing and preparing group report

WEDNESDAY, 8 MAY 1996: MAP READING SKILLS

Mr. A. Bishop

- 09:00 - 10:30 - THE ESSENTIALS OF MAP READING AND INTERPRETATION
 - . Map projects
 - . Latitude and longitude
 - . Ratio and scale
 - . Direction
 - . Legend

- 10:30 - 10:45 - BREAK

- 10:45 - 12:30 - INTERPRETING FEATURES ON A MAP

- 12:30 - 13:15 - LUNCH

13:15 - 17:00 - PRACTICAL EXERCISES INVOLVING THE USE
OF MAPS
. Field visit to Lands and Surveys Department

THURSDAY, 9 MAY 1996: BASIC LAND SURVEYING SKILLS

Mr. R. Choo Shee Nam

09:00 - 10:30 - SURVEYING
. Definition, purpose\use, types
. Qualifications of Surveyors
. Boundaries (Pals) - Types

10:30 - 10:45 - BREAK

10:45 - 12:30 - LEVELS AND LEVELING
. Definition
. Types and uses of levels
. Leveling instruments
. Leveling methods

12:30 - 13:15 - LUNCH

13:15 - 17:00 - PRACTICUM
. Viewing important surveying marks (pals, red pegs etc.)
around Georgetown and its environs
. Using leveling instruments

FRIDAY, 10 MAY 1996: SURVEYING INSTRUMENTS

Mr. Choo Shee Nam

09:00 - 10:30 - HORIZONTAL CONTROL
. Traversing, triangulation etc.
. Introduction to Theodolite - functions

10:30 - 10:45 - BREAK

10:45 - 12:30 - THEODOLITE
. Essential features
. Basic principles of operation

12:30 - 13:15 - LUNCH

13:15 - 17:00 - PRACTICUM
. Using theodolite in the field

**SATURDAY, 11 MAY 1996: GEOGRAPHIC POSITIONING SYSTEMS
(GPS)**
Mr. Mc Gregor

APPENDIX VII

Collaboration and Consultation on Land Use in Guyana

ANNOUNCEMENT

May 3, 1996

Issued by the National Steering Committee

The National Steering Committee for the Project on Collaboration and Consultation on Land Use in Guyana announces a National Consultation on Land Use in Guyana, to be held on 13 and 14 May, 1996, at the Guyana National Service Sports Complex. Each day's agenda will run from 9 a.m. to 5 p.m., with lunch and refreshments provided.

This two-day Consultation is open to the public. In addition, two representatives from each of 18 locations around the country are being brought to Georgetown for the Consultation. These locations were identified by the National Steering Committee in the ten regions of the country and were the sites of local consultations which formed part of this project. These local representatives will arrive in Georgetown on Monday, 6 May, for a six-day Training Session in Basics of Surveying which also forms a part of this project.

At the National Consultation views will be sought on a draft Baseline Document on Land Use which was prepared for this project and was made available to the public as of February. A special focus of the discussions will be revisions to the document which have been made based on input gathered at the 18 recent local consultations. The final Document on Land Use in Guyana will be submitted to the Government. It is intended that the Document will lay the groundwork for the development of a land use policy for Guyana, forming a component of the Government's larger efforts in the area of natural resource management.

The National Steering Committee for this project is composed of five project partners-- Government of Guyana, the University of Guyana, the Guyana Environmental Monitoring and Conservation Organization, the World Resources Institute, and The Carter Center, and a wide cross-section of political representatives, agencies, non-governmental organizations, industry, and academia.

A copy of the revised draft of the Baseline Document is available upon request from the Carter Center office (Tel: 02-74096) or the Institute of Development Studies at the University of Guyana (Tel: 022-5551).

APPENDIX VIII

Collaboration and Consultation on Land Use in Guyana

NATIONAL CONSULTATION
Guyana National Service Sports Complex
May 13-14, 1996

Agenda - Day 1

- 9:00 Welcome and Introduction of the Moderator
Dr. Joshua Ramsammy
- 9:10 Introduction to the Meeting
Dr. George Walcott, Moderator
- 9:15 Opening Remarks and Welcome to Special Guests
Mr. Navin Chandarpal, Co-Chairman, National Steering Committee
- 9:45 History of the Project
Dr. Dev Rawana, Co-Chairman, National Steering Committee
- 10:00 Explanation of the Format for the National Consultation
Dr. Walcott
- {10:15-10:30 Coffee Break}**
- 10:30 Review of the Revised Baseline Document on Land Use
Mr. Andrew Bishop
- 11:30 Introduction to Small Group Discussions
Dr. Walcott
- 11:45 Small Group Discussions on Issues: The following categories will guide the discussions: Problem, Proposed Solutions, Implications, Constraints, Next Steps, Possible Sources of Funding
- {12:45-1:45 Lunch}**
- 1:45 Reports from Small Groups, Discussion
- 2:45 Presentation of Research:
Amerindian Land Uses - *Mr. A. Bishop*
Soil Mapping - *Prof. N. Ahmad*

{3:15-3:30 Coffee Break}

3:30 Small Group Discussions on Issues

4:30 Reports from Small Groups, Discussions

Closing, Day 1

*Collaboration and Consultation
on Land Use in Guyana*

NATIONAL CONSULTATION

Agenda - Day 2

9:00 Opening and Recap of Day 1
Dr. Walcott

9:15 Small Group Discussions on Specific Issues

{10:15-10:30 Coffee Break}

10:30 Reports from Small Groups, Discussion

11:30 Information-Sharing:
Training Session on Basics of Surveying
Dr. Walcott, Moderator

{12:00-1:00 Lunch}

1:00 Roundtable: Goals, Priorities, and Next Steps
Panel: Dr. Rawana, Mr. Chandarpal, Dr. Ramsammy, Mr. Bishop
Dr. Walcott, Moderator

{2:30-3:00 Coffee Break}

3:00 Discussion of Draft Consultation Report

4:45 Final Remarks
Dr. Rawana
Mr. Chandarpal

{A Reception will take place immediately following the meeting.}

APPENDIX IX

Collaboration and Consultation on Land Use in Guyana

**Report on the National Consultation,
Guyana National Services Sports Complex,
May 13-14, 1996**

Day 1

The two-day National Consultation on Land Use in Guyana opened at 9 a.m., Monday, May 13. Around eighty people participated in the meeting on Monday. Dr. George Walcott opened the meeting by welcoming the Prime Minister and the other participants, conveyed Dr. Ramsammy's apologies for not being there to open the meeting, and introduced himself as Moderator. Mr. Chandarpal welcomed everyone and put the project in the context of many activities being undertaken in Guyana, particularly in the natural resources sector, such as the Natural Resources Management Project and the NEAP.

He named the five project partners: The Carter Center, the World Resources Institute, the University of Guyana Institute of Development Studies (IDS), GEMCO, and the Government of Guyana (Office of the President). He also mentioned the eighteen local consultations held in various communities of the country which led to this National Consultation, how locations had been selected, and the process of familiarizing residents of those locales with the project and the Document through training of local sensitizers and assistant facilitators. The Baseline Document was also noted, and the consultative process by which it reached its latest draft.

Finally, Mr. Chandarpal informed the group of two research studies being undertaken as part of the project in order to increase scientific understanding: Amerindian land uses and soils mapping. He noted the presence of the Prime Minister and the Minister of Amerindian Affairs as a testament of the importance the Government gives to this exercise, and welcomed the participants and encouraged them to have fruitful discussions.

Dr. Rawana then spoke to elucidate some of the details of Mr. Chandarpal's background to the project. He pointed out that an original impetus for the project came from the University of Guyana and listed the departments involved in a sub-committee for the project which is chaired by the IDS.

Dr. Rawana gave details on the consultative process undergone in this project. First he listed the 18 organizations involved in the National Steering Committee, or NSC. The NSC has been co-chaired by the Office of the President and the Institute of Development Studies, originally Dr. Clive Thomas and then Dr. Rawana himself. He gave details on the 18 sites chosen for the local consultations and named the team members who participated. Finally, he noted that each local consultation chose two representatives who came to Georgetown last week for training in land surveying.

Dr. Walcott then explained the format of the National Consultation. The purpose of this meeting is to help focus and concretize a vision on land use planning in Guyana. Dr. Walcott noted that

the excellent Document on land use, prepared by Mr. Bishop, identifies problems and abstract solutions. He expressed a hope that these thoughts would be turned into ideas for concrete solutions to some of the problems identified, to add to the Document. Thus the format of the meeting is centered on the Baseline Document.

There was a view that more time would be needed for small group discussions, so the day's format was modified. The Prime Minister then spoke to commend the project and the Document and those who had worked on it, but expressed concerns over how to address people's desire to improve their standard of living. Recommendations should also take consideration of other programs, such as the five-year plan now being formulated which covers subjects such as forestry and mining and will set policy in the land use area. He noted that land use questions are people-oriented and the social dimension needs to be considered.

After coffee, Mr. Bishop gave an explanation of the Baseline Document. He noted that at present land use planning, and the Baseline Document itself, is concentrating on the hinterland as being an area of urgent need. The latest draft reflects comments from the local consultations. Mr. Bishop then described the three parts of the Document: land use planning theory, the legislation and institutions involved in land use planning in Guyana, and the issues and possible solutions which the Document recommends. Underlined portions of the Document represent points recently obtained at the local consultations, and there is also an Annex with a consultation by consultation breakdown of the points obtained at them.

During time for questions the Prime Minister commented on the need for bodies to focus on sectoral issues specifically but also a need for integration of focus. One solution might be a set of general guidelines which allow each sector to decide for itself on 80% of decisions but then refer 20% up to a higher level, instead of having one body to handle everything to do with land uses. Mr. Mark Bynoe asked if a land use body would have authority over all sectoral bodies. Mr. Bishop stated that the Document currently does not suggest the detailed mandate of the body. The body should probably not try to manage details but ensure that things are done by other bodies with more specific mandates.

Vanda Radzick commended the NSC on the Document and the fact that the consultative process is recorded and documented. It lays the basis both for the vision and the implementation.

Dr. Walcott then introduced the small group discussion session and instructed the groups to consider the list of Constraints given in the Document. The groups met for an hour, then had a lunch break. The discussion continued for a half hour after lunch. The large group then reassembled and heard the presentations on research being undertaken by Mr. Bishop and Prof. Ahmad.

Mr. Christopher Niranjana reported on his group's discussion. On coordination, there is a need for closer coordination to prevent overlapping. The representatives of the agencies should form a board to deal with this, and this board should have representation from local areas (not just indigenous peoples). It should meet at least once quarterly.

On multiple land uses, companies need to identify their objectives, and they need to have knowledge of the area, the people living there, the economy, etc., and an assessment of the land so as to make the best use of it. Having identified the best use the land should be so demarcated. Miners should no longer have access to destroy islands that may be in a river claim, nor the river bank, nor trees, with their river dredges.

On land Administration the group asked what is meant by "un-beneficially occupied land or abandoned land". When land is given out a time limit on developing it should be set, at the end of which it should go back to the state to be given out. The people living in the area should then be given the first opportunity to make use of it.

On environmental degradation, the group noted that trees falling through mining activities block navigation. Fish numbers are decreasing due to dredges and gasoline poisoning. There is also destruction of the river banks and islands.

On legislative overlaps, it was hoped that the result of this consultation will be to answer some of these problems.

On institutional overlaps, the group wanted to define the boundaries of authority between agencies and let them operate in their own domains.

On human resources, people from the hinterland should be given priority for training in various aspects of land use, such as cadastral surveying and forest ranging. The community should help in the selection and salaries should be attractive. Lands and Surveys can handle this training in conjunction with UNDP. Already people from the 18 locations were brought for training this week; the opportunity should be given to these people to get further training in surveying in order to be able to assist in surveying their respective communities.

On an information system, a "one-stop shop" system on all land use information should be established and made available to the public. Research on soil types should be done and data made available to the public.

On joint access, contracts should be made up for the use of joint access roads by the major parties involved.

On Amerindian land uses, Mr. Niranjan referred the group to the Annex of the Baseline Document. A local representative should be on the selective team to award land to Amerindians. Training of local people would also help minimize problems.

For Group 1, Mr. Edon Warsali from the Department of Agriculture at UG reported. He noted that this group had a diverse mix of people on it, such as representatives of Barama, the Rice Producers' Association, the Office of the Prime Minister, and other Government people. The group had focused on solutions rather than problems. These include:

1) a need for more policy coordination and consultation between policy makers and the local hinterland people. (Ms. Denise Fraser, of Barama, commented that no one consulted local people from their area in this set of consultations.) He reported that the group could not agree on problems of manpower and funding, such as how to train and keep people in the hinterland areas once trained.

2) a need to involve local people in policing. Mining companies and others coming into areas should not operate independently but in consultation with locals.

3) a need to consolidate the law about surface and subsurface resources and to give Amerindians sole rights to both.

4) compensation as a way of addressing problems arising from historical multiple land use problems in the hinterland. These multiple land uses lead to degradation of land, destruction of forest, increasing malaria. Compensation could take the form of an exchange of land, priority for employment over coastlanders, or monetary compensation in the form of land rents.

5) partnerships or joint ventures with people outside communities to exploit resources such as minerals.

J.A. Morian reported for Group C: It had two chairs: first Jean La Rose and then Yvonne Fredericks. The group considered issues and then solutions.

Issues include:

- multiple land use;
- non-functioning of village councils;
- lack of co-ordination of the various governing bodies;
- non-issuing of land use permits, especially for housing;
- land banking by large companies;
- water pollution by mining companies;
- lack of education of land users.

Proposed solutions include:

- coordination of activities by the regions and the various governing bodies;
- revision of the various Acts, especially Forestry, Mining, and Amerindian;
- reorganization of the regional administrations to deal with permits, especially forestry and mining. Most permits given are in Georgetown; the regions have little say about the effects of the communities they operate in;
- programs to educate on land uses, to be organized by the various governing bodies;
- enforcing means to monitor rules and penalize companies involved in environmental pollution.

During time for questions, Mr. Zahid Rahman commented that there is a need for information with regard to the question of gender. Many activities impact women more than men, such as lack of access to credit. Data specific to women should be emphasized in the pursuit of better access to information.

Mr. Tony James asked what is being done about rivers. Dr. Walcott asked if any group had a suggestion. The reporter for Group 2 said that his group suggested compensation for pollution.

There was a discussion over possible limits of any new land use policy in light of the fact that much land is already allocated. Father George Vanderwood asked if it is known how much land is still available for any new rules to have force over, or whether contracts are too tight for them to have any effect over. Mr. Bishop took the question as an indication of the questioner's need for information for planning purposes. Dr. Darrell Sequeira said that land allocation could indeed be changed at a later date under land use specifications. He also distinguished between a titled land use and the environmental impacts of that land use: for example, forestry practices can be made as nondestructive as possible.

Father George said if there is collaboration and consultation the companies would have their point of view expressed.

Dr. Thomas said that the fact that land is already committed makes it difficult for the agreements to be changed, but there is still a need to know how this work relates to ongoing programs and to

anticipate needs in the future and take action before it becomes urgent. He referred to other programs for planning for intermediate savannas as perhaps having better potential than investments of large scale companies.

Dr. Walcott sent the participants to the second session of small group discussion at 4:10, to discuss the section of recommendations on page 72 of the Document and the section on considerations for future land use policy. The small groups met until 5:15.

Day 2

Dr. Walcott opened the meeting of around ninety participants with group reports from Monday's second small group discussion session. First, for Group 2, Mr. Robert Power reported that whereas in the first session the group touched on a range of subjects related to physical, human, and geographic issues, in the second session the group addressed for the first time the reality of the economics of land uses related to community, particularly traditional hinterland communities. A recognition emerged among the group that improvement of health, wealth, and educational opportunity requires financing. The group thus recommends that:

- a greater proportion of royalties from forest and mineral resources should be returned to the community for road/communication improvement, health, and education (with a community-based curriculum);

- new/alternative economic activity opportunities for communities should be identified, and training given in how to provide goods and services, e.g., to tourism, etc.

- a mechanism for equitable participation by the communities in development (in mining, trapping, gathering, tourism, farming, etc.) should be found and defined.

- regular extension services should be provided to help communities which feel isolated improve productivity from traditional pursuits and resources.

Towards realization of these recommendations, the group recognized that:

- there is a need to preserve the environment;
- communities want to help themselves, and this must be aided by external agencies insisting on use of local skills in project execution; and
- even titled and surveyed areas do not contain all resources traditionally required by communities.

Mr. Bishop asked for clarification on the suggestion regarding the feeling of isolation from Georgetown and from decision-making, and whether there was any idea for a mechanism for remedying this and increasing participation in decision-making. Mr. Power clarified the term "extension services" to mean a communicator or facilitator--a liaison between the community and Georgetown.

Dr. Walcott asked the group to think about next steps, in order to move toward the goal for the National Consultation of "concretization". He distinguished between the recommendation for an Amerindian Development Bank and this group's recommendation for equity participation as more abstract. Prof. Thomas however said that this concept could be concretized. A bank could serve this function by collateralizing the resources in an Amerindian community. Dr. Walcott noted that funding will be dealt with in the Panel Discussion in the afternoon, but encouraged the

participants to think about it before then. He suggested elaborating on the question of royalties as a way of addressing concerns about subsurface mineral rights.

Mr. Vivian Fredericks asked about interior environmental situations, saying it is not enough simply to make mention of the environment because the ill effects of activities can already be seen. He asked if the group had addressed this concretely; they had not.

Mr. Milton Dookie reported that the second group had discussed all the recommendations and found no need for additional ones but rather a need for clarification of or emphasis on six or seven of them.

1) Vision: a vision is needed but it may be detrimental to say that it can be achieved in a short period of time.

2) Legislation: a Planning Act would be accompanied by reform of existing legislation to eliminate overlaps; the group feels this is important, but there is also the problem that much legislation is not functional. An extension service will probably be needed to help implement this Act.

3) A land use body: there is no benefit from having a non-statutory body; even in the short run it should be statutory.

4) Interim land use guidelines: the group was baffled that the Document says this will not require major increment of human or financial resources. The group strongly disagreed, saying that this is important work and will require resources.

5) Methodical land use determination: This cannot be over-emphasized. Information should be obtained through inventorying, then land should be zoned and the information made available to the public. Extension services, or some other system, must be put into place to make information available to all.

6) Mining: The GGMC should contact local councils in the decision processes for both prospecting and mining, and companies should have reclamation plans to restore the land. The group felt that local communities must always be consulted, and investments must always include some benefit to the communities, perhaps through an Amerindian Fund.

7) Transportation and extension services: There should be better communication between people on the ground and field officers, such as through radio sets. This would increase work efficiency.

8) Land Administration: The group agreed that a time limit for beneficial occupation should be imposed; the question is what is beneficial occupation? This needs to be defined. In the group discussion it was cited that a family lived for five generations on the land and were then evicted in order to give the land to a Canadian company. Should the family have been compensated, perhaps through alternative lands? Another case in West Demerara demonstrates that land gives security for old people; they may not be able to work it but in that case they should be able to sub-lease it. Land is a means of subsistence for people.

9) Financial assistance: there should perhaps be an Amerindian bank or, better, a "hinterland resident" bank--it is not just Amerindians who live in the hinterland.

The group generally agreed with the recommendations of the Document and felt that if implemented they will form a strong basis for land use policy in the future. Dr. Walcott agreed that thanks and congratulations should be given to the people who prepared the Document. At the same time, he noted that ideas for possibilities for funding had not been very forthcoming. He asked that when talking about concrete ideas, such as radio sets for communication, funding be considered. He asked for questions for clarification. There being none he moved on to Group 3.

Mr. Morian said his group had four recommendations:

1) There should be consultations with local communities before decisions are taken on land leases, and communities must be involved in the final decision-making. Legislation should include this.

2) Leaflets interpreting international agreements which are relevant to communities must be made available to them in simple language.

3) When making decisions, traditional communities' practices and cultural heritage must be taken into consideration, especially when modernizing. Efforts to modernize frequently make Amerindians dependent: e.g., instead of fishing some have to buy meat because rivers are polluted from mining.

4) Existing local survey maps must be scrutinized, technically revised, and verified. The group in training last week found out that there are many problems with the maps located at Lands and Surveys, due to such occurrences as movement of creek boundaries.

Dr. Walcott asked for questions. There being none, he led into the third discussion session. He asked the groups to reconsider all the issues, recommendations, and policy considerations in relation to the steps set out in the agenda, particularly next steps and funding.

After the small group discussions and a break, Mr. Glen King reported for Group 1, on problems and solutions:

1) There is a lack of information for communities in the interior. His group suggests that interior communities be able to access information from a common source. One member of the group suggested that the coordinating group for the present land use project form the core of a Board which would act as liaison between communities and Ministries, agencies, and other bodies.

2) Problems exist in many interior locations between various groups, including miners and loggers. The group suggests that surveys, specifically cadastral surveys, be done immediately to determine boundaries between them. Groups which have conflicts must be given an opportunity to nominate representatives to exchange dialogue with the aim of resolving whatever differences exist among them. Surveys should be done immediately. The group suggests that funding for this could come from a Latin America-based agency which gives funding for this type of activity, or possibly from The Carter Center which is assisting in the present dialogues.

3) For problem solving, education plays an important role in whatever progress is made. Educational opportunities should be improved to equip interior residents with basic qualifications which are required to pursue certain courses relevant to their locations. Councilors should also be educated, as they are, were or will be the leaders of the various hinterland locations. These persons need to be informed of what their duties and functions are, as contained

in the Amerindian Act, and hence be in a better position to represent the Amerindian communities.

4) The National Development Policy is in consideration; the group felt that there should be coordination between the persons involved in putting this policy together and the persons involved in putting together the present land use policy. The group also felt that information learned from the Iwokrama project which is in its early stages should be disseminated to all parts of Guyana. Thus hinterland communities which are not near that particular location could also benefit from information gathered from that project.

Mr. Peter Persaud asked the name of the Latin American agency which could fund demarcation of Amerindian territories. Mr. King elucidated that the agency was named but the group member who proposed it wants to verify information on that agency first.

Mr. David Singh asked if the groups in conflict over boundaries could fund the surveying activity to help solve such conflicts. Dr. Walcott asked where funding would come from. The questioner remarked that this would be in lieu of traditional Guyanese dependence on external agencies. Forestry and mining companies should certainly be able to finance their own surveying.

Ms. Denise Fraser asked for clarification on Amerindian lands. The name of the fund requested by Mr. Persaud is the Fondo Indigeno.

Ms. Vivette Williams spoke up to ask that all hinterland communities be included, not just indigenous ones. Dr. Walcott agreed.

For Group 2, Mr. Milton Dookie reported that they looked at two specific issues. They first discussed the security--financial and otherwise--of the hinterland people. Erosion fits into this issue area because land plots may be decreased because of it. There should be legislation to address this, and a buffer zone should be created so that the land within it could substitute as necessary for whatever may be lost.

Secondly, the interior remains underdeveloped despite various economic activities going on. Thus communities should be allowed to go into non-traditional economic areas, such as non-traditional agriculture, manufacturing, etc. But the problem of marketing remains to be addressed. Sustained financial development may be furthered through legislation to tax mining companies and others for the benefit of hinterland communities, to give them security from potential environmental and other disasters.

These were the two main points of most concern to this group, and which they wanted to reiterate.

Mr. J. A. Morian reported that Group 3 discussed mainly the financial aspect of acquiring funding, especially to meet the urgent need for implementation of the Environmental Protection Act. There should be an immediate transfer of monies from central government to regional administrations to allocate for spending. In one instance \$1 million was returned to the central government because the local area did not know about it.

Banks should change their policies regarding lending. There must be a hinterland development bank with meaningful participation by the local communities. When policies are put in place the

local communities must know of them. Centrally-located communities or regional centers, must be selected for branches to be set up in so that all communities can benefit.

There is a need for special monitoring in mining communities by the GGMC. Forestry and mining issues need to be resolved at the regional level, and decisions decentralized, to be more effective.

Dr. Walcott asked for clarification on whether there is already some decentralization of the GFC. Ms. Natasha Landell-Hills stated that there is a certain amount of decentralization of these agencies, and an effort to build capacity. Dr. Walcott remarked that perhaps the process of decentralization has not reached the regional level. He also asked why the group specified SIMAP and IDB for funding.

Father George said that the SIMAP program for the hinterland is only \$2 million, while for the coastal region they have spent \$40 million. Also money which is supposed to go to the hinterland frequently does not reach those communities. Communities should also monitor the use of this money, partly so that the communities themselves could also know of its existence so that money will not go unspent. Perhaps aid money given should be divided into sectoral categories, and the communities be responsible for how it is spent.

Dr. Walcott asked for more points before closing off the session. Mr. Sidney Allicock remarked that within the land use planning process sustainable projects are needed for success. Many projects have been identified to be undertaken, and areas identified. One question is getting funding, another is to develop the ideas. Instead of concentrating on subsistence farming he proposed getting into non-traditional crops and other products, such as low-quantity high-value products, joint ventures in eco-tourism, plant extractions for cosmetics or medicines, handicrafts, and non-timber forest products.

Mr. Zahid Rahman said that discussion of new resources should not detract from the need to use existing resources better. Land use policy should be formulated within a self-sustaining development strategy with funding schemes included, not just always with the aim of looking for external funding.

Ms. Vanda Radzik gave more information on her group's suggestion for a hinterland development facility or bank. In her experience some of the existing conventions for accessing money do not work for poor people so initiatives such as those of the Scotia Bank are insufficient, especially for something as broad as the hinterland. A domestic development fund will counter foreign investment which does not always benefit local people. A hinterland development bank would be a one-stop facility for all the aid agencies to channel their money for different sectors, and it should set up a Board to help people learn to manage their own communities. Ms. Radzik also felt that this consultation must be followed up by further ones to help people gain financial power.

Dr. Walcott pointed out that, in other words, she was talking about leveling the financial playing field.

Mr. Winston Cramer then gave information on the Training Session on Basics of Land Surveying which had been held during the preceding week as part of this project for the representatives who had been chosen at the local consultations to come to the National Consultation. Thirty-three representatives came from the locales of the local consultations. He noted the four teachers who had been involved in the training (Mr. Goolseran, Mr. Philip

Kartick, Mr. Datadin, Mr. Choo-She-Nam, and Mr. MacGregor), and the subjects taught (basic mensuration skills, basic map reading, basic surveying and basics of the Global Positioning System, or GPS). Judging from the feedback received he felt the Training Session was successful, and that the participants are now assets to their communities in terms of surveying.

Ms. Davenport then read out the wording of the certificates and presented them to the participants. Dr. Walcott congratulated the participants and predicted that their training would help bring about an effective land use policy.

Dr. Walcott opened the Roundtable Discussion. Dr. Rawana spoke first of the Baseline Document and the inputs that had been obtained from the local consultations. A balance must be struck between environmental concerns and efficiency in utilizing land. Attention must also be paid to Amerindian concerns.

Dr. Ramsammy then spoke as a representative of GEMCO, which has an interest in the environment. He noted that in all the comprehensive discussion of crucial issues there is an interlocking of concerns; the environment cannot be divorced from the question of training and all other issues which have been raised. GEMCO's concern is the impact that current development has had on the nation as a whole and on the particular communities. Mining, forestry operations, various industries, and agricultural pursuits all impact on the environment in different ways to different degrees and may pose a danger to the environment and the community. To illustrate, and because it is related to the question of demarcating boundaries, he pointed out that consideration must be given to how policies and developmental efforts affect communities and the environment regardless of man-made boundaries. He gave several examples of upstream pollution, from activities such as river mining, affecting downstream communities detrimentally. Economic activities have impacts on social fabric which all have a cumulative effect on the lifestyle and standard of living of hinterland communities.

Dr. Thomas noted five areas needing deeper discussion at this stage of the project:

- 1) A need to institutionalize the National Steering Committee.
- 2) A need to recognize other programs now in progress in the Government which will impact on land use and need to be related to this project; for example, the shore-zone management project, the intermediate savannas management project, a land titling project of FAO, and the research projects of Tropenbos and Iwokrama.
- 3) The question of national security: a beneficial occupation of the land is needed to secure borders.
 - a) There needs to be spatial diversification of land uses, within structural considerations.
 - b) Different areas have different ethnic mixes; this creates a need for ethnic security.
- 4) A number of legal and institutional overlaps: the institutional structures may be difficult to deal with, but legislation is more immediately within our purview.
- 5) The question of financing: we need to consider several things, including how to disaggregate needs into categories. Some needs, such as training or certain types of equipment, may be easier to access funding for. Also technical assistance can be accessed more readily. So financing is more diversified than might be thought.

He also expressed the need to consider central/regional/local government relations, especially with regard to financing. Objective criteria are needed for accessing financial resources within the local communities, so communities will not always be "suplicants" for resources. In addition, hinterland development projects should be advocated early on so that they can get early financial assistance.

Mr. Bishop gave a few suggestions. He spoke not as a proposal partner but as the author of the Document under discussion. He visited most of the communities which gave input on the Document and the process. He stated that his comments were geared toward the whole process, not just this National meeting.

There are numerous commonalties that appear throughout this process:

- 1) We have multiple goals for land use: efficiency but also a serious consideration for the protection of our resources.
- 2) There is an issue of coordination which is commonly recognized.
- 3) The issue of multiple land use has been discussed in every community, and here, and can benefit from more discussion.
- 4) There is an interest in laying a proper framework for land use planning and streamlining this operations of government.

He hoped that the discussion to follow would consolidate agreement on the areas to move forward on. The closing of this Consultation is also an appropriate time to consider the next stages, i.e., "Where do we go from here?"

Mr. Chandarpal commented on two aspects of the Baseline Document:

1) There are a number of linked ideas, such as multiple use of land and environmental issues related to the use of the land. Putting meaning to the concept of sustainable development requires a proper system of land use in the country. Guyana cannot move into the future without resolving questions as to the direction of sustainable utilization of its natural resources. To what extent can they be utilized and still achieve the highest level of environmental protection? One week ago Parliament passed the EPA. Does it penalize those who want to develop? Are its requirements too strong to attract investment? Will it thus block development?

The Baseline Document identifies numerous issues, but many require more than just technical consideration. For example, Mr. Chandarpal stated that at many fora he hears that giving people land title or security of tenure will help to allow better use of the land, yet at this National Consultation it is said that if land is not utilized properly it should be reacquired by the state. Clearly there is a conflict of views here. So there are still views which require careful examination before determining what is the correct solution.

2) There are a number of legislative and institutional overlaps which have gained much attention in the Document and the consultations. The Government Committee on Natural Resources and the Environment have considered many questions regarding the institutional arrangements needed for maximum efficiency in utilization of resources in this sector. For example, the GNRA, GFC, GGMC, and other agencies which exercise some authority over land uses have come together to consider institutional questions. Legislative overlaps may be easier to resolve, but institutional questions are important too.

With regard to multiple land uses and allocation, these bodies need to be guided by some criteria in their decision-making. The heads of these bodies should come together to deal with this. At this Consultation it was recommended that there be local representation on such a Board. One question is that we have a number of Boards, one for each agency, and the idea is strong that for sectoral issues the specific agencies should have greater authority. So what specific authority should be given to a body that issues guidelines for these other bodies? This question is being considered. Specific agencies need autonomy in some areas, but some areas cannot be left to only one sectoral area.

In response to points raised here, Mr. Chandarpal commented on statements about training and the desire for people to be involved in decision-making, monitoring activities, and the like. Last week some participants of this Consultation were involved in training in the tip of the iceberg of surveying. He also mentioned a further session to take place the following day: an introduction to training in environmental monitoring. He stated that it was expected that this will be a starting point to be followed up by training in the communities themselves. It is fully accepted that local people must be involved and trained.

Mr. Chandarpal expressed a hope that the National Consultation would end with an idea of guidelines for moving forward in the land use process.

Dr. Walcott then opened the floor for questions by commenting on the conflict between environment and development, suggesting a theme for a future conference of "Environment vs. Development", particularly in consideration of the distinctions between the views of Dr. Ramsammy and the Prime Minister's comments the day before. Dr. Walcott asked if there can be a balance between environment and development in the context of land use, and what the proper balance is or how it should be defined. Is it determined by the strength of sectoral interests? Could it be determined, in some instances, by geographical factors? He hoped that participants would address this, particularly Dr. Warsali.

Dr. Warsali spoke to address the questions raised on his report of his group discussion the day before, particularly the idea of finding trade-offs between the two concerns of environment and development, such as compensation, rather than looking at either in the extreme. Considering the question of property rights would be one avenue for addressing environment/development trade-offs.

Mr. Hubert Wong then spoke on the issue of subsurface minerals. The Mining Act states that all citizens of Guyana have rights to subsurface minerals. Amerindians have been stating otherwise because of some narrow political agenda. He also expressed concern about distinguishing between "Amerindian" and "hinterland" communities. He said that it is a misconception to describe all non-coastal communities as Amerindian communities and that this takes away from the reality of the interior communities. He also agreed with Prof. Thomas' concern about territorial security, especially with regard to the Northwest and Southwest territories. Natural resources extraction has burgeoned in recent years. Together with the introduction of ecotourism this necessitates a much higher level of government capacity and coordination. He felt that consideration should be given to putting all these agencies under one umbrella such as a Ministry of Natural Resources; currently one is under the Office of the President, another under the Prime Minister. Development must be premised on extraction of natural resources and it must be coordinated.

Mr. Sidney Allicock spoke on the stagnation of economic growth in Guyana. Amerindian communities have been receiving funds for development, and they have grown complacent that

funds will always be forthcoming or have become dependent on those funds and less able to manage their own affairs. Land use is a process, not a project, but projects will be coming out of this process which need financial support to begin. He proposed additional local processing of products produced such as peanuts to peanut butter, reiterating his views about non-traditional economic activities which were expressed in the morning session.

International bodies must generate funds for all the people. When they receive them they must be invested in something which will continue to generate funds. The various Amerindian groups in the different regions should be put together in unified districts encompassing several villages, so that they come together with one general plan to work on. Instead of an Amerindian Bank, why not have branches of the Georgetown banks?

Ms. Yvonne Fredericks disagreed with the concept of compensation for environmental pollution in terms of calculating how much money a community can get from dirtying the lake. Instead, the community should have the right to protect its lake or other resource from pollution and state how much it will allow. Secondly, the Amerindian Act and the Mining and Forestry Acts should be made available to all the Amerindian communities so that they can see what they say. She also voiced a strong desire for a free flow of communication to and from the various agencies and the communities in the regions.

Mr. Peter Persaud asked Mr. Chandarpal if there would be a future for land use policy in the country without demarcation of Amerindian lands. He added the EPA to Ms. Fredericks' request for copies of Acts. He mentioned the needs that have been expressed for environmental protection and for training of Amerindians. He asked Dr. Ramsammy if there are environmental training programs in place for Amerindians. With regard to an Amerindian Development Bank, he expressed a preference for the word "Amerindian" over "hinterland", because there is a difference. There is a program for hinterland scholarships already which has been abused by non-Amerindians.

Another participant spoke on the concept of natural capital and on the idea that national parks might work to the detriment of some communities. Parks are good, but in areas allocated to development such development should be sustainable. For instance, in many countries there is a minimum diameter rule to determine which trees may be cut. Here it seems not. There are some areas which should be allocated for preservation of biodiversity. Different areas should be conserved for different purposes, so it is not really a question of trade-offs here. Finally, there are certain types of pollution, such as cyanide, which should have a maximum limit anyway, beyond which one should not go.

There is an idea of allowing a conversion of an environmental resource in some cases as a trade-off for raising a standard of living. There are command and control systems for controlling pollution, and conversely there are market mechanisms to direct economic activity towards less pollution through use of consumer demand. However, in such a system there will be conflicts between industries which can control pollution more easily and those which cannot.

With further regard to trade-offs, mechanisms based on the Polluter Pays Principle allow some to sell pollution permits to others; this has been tried successfully in some developed countries, but with no real industrial base in Guyana we should probably try command and control systems for pollution control.

Mr. Lance Carberry asked what is the context of the discussion. It will not be productive to talk about details without considering the larger goals. In this regard the issue of environment versus

development must be considered. The Guyanese must therefore define what we really want for "development", whether this be along the North American model or something else. He proposed that if development is about widening choices about lifestyle and opportunity, then sustainable development could be defined as being about sustaining a certain quality of life in the future.

Capacity is another important question, at the local, regional, and national levels. A participatory democracy requires the capacity to participate.

Multi-disciplinary approaches to development should also be considered. Mr. Carberry noted that the group had not, for instance, discussed marketing. The whole chain of production must be discussed. Similarly, management and management skills themselves must be discussed separately.

There is an issue of communication. Iwokrama has produced reams of documents, for example, yet people still say they have not heard about it. Those within the project forgot to develop mechanisms for communicating with others about it.

His next point was about land use planning as a holistic exercise: the question is how to get people to agree on national goals for specific areas of land. These ideas must be considered. Finally, when talking about environment are we talking about conservation or protection, which are slightly different things? Nature does not conserve the environment 100% either.

Rene van Dongen suggested that a pilot study on a land use plan be done in a particular part of Guyana, and proposed Region 2 because it contains Amerindian communities. Starting small allows one to learn valuable lessons and gain experience along the way.

Mr. Ramdin asked if the group had adequately conceptualized "land use". Before one can understand land usage one must understand the soil. Land includes the soil, the atmosphere, the hydrology, the geology, etc. Land use according to market forces will depend on the ecosystem and its dynamics. He gave the example of fruit trees along the coast. Sandy soils are the only soil that is ideal in Guyana. Sand is very valuable for construction yet market forces dictated otherwise. The sand was used for agriculture instead and was ruined, and along with that many families.

Which agencies have competency to say what soils or lands should be used for? Soil scientists have recommended that the Lands Department not give land for forestry anymore, only for agriculture. They also think there is a need for good scholarship. Up to now there is no defined land policy but only philosophy. The actions taken will be subject to vagaries of market forces and other forces. There still needs to be more talking to determine land use policy.

Dr. Walcott noted that the Document does not claim to be a statement of land use policy.

Mr. Tony James noted that the Amerindians at this Consultation do not represent all nine nations. The Wai Wai have been left out, as usual. The Wai Wai are interested in joining their community with the Wapishana. As of 1995 there were 75 dredges operated by the garimpeiros in the area. At one time there were 800 Wai Wai; now there are only 150. The Wai Wai are of little concern to most here, but they are of concern to him, he said.

Dr. David Singh noted that the issue of trade-offs is important, brought about by the use of land for profit. Instead of highlighting trade-offs they should be quantified. Companies have to go

through environmental impact assessments. These should be quantified and made public, and the public should be consulted and their interests quantified.

With regard to access to information, he suggested the need for a central information body for land. The same was earlier proposed for occupational health and safety. He proposed that the University of Guyana be the locale for this centralized information.

Mr. Patrick Norton asked about the tests for mercury in the Essequibo which Dr. Ramsammy had mentioned, and wanted to know if the report on those would be out soon.

Mr. Ignatius Charlie, from Matthews Ridge, asked about lack of communication. He had heard about this Consultation by accident. Three villages in his area are run by Matarkai Authority, but since last year they have heard that this would be dissolved. He said Matthew's Ridge is in the dark with regard to communications from Georgetown. He believes that institutions should be strengthened at the national level.

Ms. Vanda Radzik suggested that a next step in a land use process could be community workshops based on a reformulation of the section of the Baseline Document on legislation.

Dr. Rawana said there is no contradiction between environment and development, and responded to the comments on pollution and compensation. Who should be compensated for pollution by Omai? It depends on who owns the river. If the river is owned by Omai the balance is economic/environmental.

Dr. Ramsammy responded to Mr. Norton's question about the tests of the Essequibo: the report has just been received. The chemical tests took a long time. The document has been sent out for final editing before publication. He promised that Mr. Norton would get one. Dr. Ramsammy also commented on the theme of environment and development, pointing out that the environment is the basis for all activity and development. He questioned the concept of compensation because of the difficulty of calculating and quantifying costs involved. Some of these cannot even be contemplated. There is no way of knowing what further damage will be done if one decides to allow some environmental loss.

One also cannot wait until environmental damage has been done and then seek to remedy it. It is far more costly to do this than to protect the environment in the first place, as witnessed in the Omai case, which will take hundreds of millions of dollars and seven years to remedy. Today environmental impacts are worse than before, as exemplified by the little amount of damage formerly done by porkknockers compared to the destructive mining activities that take place now. How do you assess the returns for development as against environmental returns? We must restrict the use of certain areas which are fragile and have the resources to enforce regulations. In other words, the emphasis must be on environmental protection in the first place, not on compensation after the damage has been done.

Dr. Walcott noted that he appreciated the concept of trade-offs not in terms of compensation for pollution but in terms of striking a balance between environment and development. If you do not know the effects of an activity, however, you should not do it. You should not accept unacceptable pollution simply because you are paid for it.

Dr. Thomas commented that he had thought the Roundtable would address next steps and process more. However, what it did address is not contradictory to this, but goes back to first principles. He took issue with Mr. Ramdin's characterization of the process, arguing that the aim

of the project was to document the issues. He said he saw the last two days as the culmination of the last year's process. There are two threats: external and internal security.

The issue of the Polluter Pays Principle should be considered not in terms of theory but as a practical matter of how to determine the techniques of quantification of costs and benefits. The best way to do this is considered to be through the market mechanism, but environmental and social costs are external to the market because individuals do not pay them, so it is difficult to determine what they are. Thus market mechanisms for compensation are probably less useful for Guyana than prevention in the first place, because they are not realistic in Guyana's situation.

He also took up the definition of development. The EPA has been put on the agenda not by Guyanese but by external agencies who influence Guyanese operations. Thus the international community is demanding that we develop standards to protect the interests of the global community. This is a better starting point than a concept of a juxtaposition of environment and development because this is the reality which we have to address. He hoped that the choices to be made would reflect this reality, not just theoretical questions of environment versus development. He suggested approaching the international community for transfers if they want to dictate Guyana's development.

Mr. Bishop supported some of Prof. Thomas' points, but wanted to distance himself from drawing a distinction between environment and development; especially in the aftermath of the Rio conference of June 1992 we can no longer distinguish between the two. We must talk in terms of sustainable land use planning, which the Document may not have emphasized enough.

He also confirmed that this project is part of a larger natural resources management project which also has a pilot land use study as one component.

Dr. Rawana spoke to correct a possible misconception of his remarks about environment and development. He started from the premise that there must be development, but that within the development process the environment must be protected.

Mr. Chandarpal spoke to the question of demarcation of Amerindian lands within the context of land use. The President has given instructions to proceed as quickly as possible with that process. Another questioner had asked that different Acts be distributed, and he stated that this would be pursued. He expressed concern, however, that the group might be straying from the subject of concern here in the discussion of land use. Information must be obtained on the land and the activities on it. There is a question of how much can be quantified, but procedures are available to attempt this, especially to address possible long term effects. There needs to be an objective set of standards for decisions on land uses, not just personal opinion. Also social impacts must be considered as part of such an assessment for a land use decision.

Some misunderstanding may be caused by differences in how development is defined. It is not defined just by short-term economic benefits, but by long-term social, economic, and environmental factors if such can be measured. The bottom line, however, is that we cannot lock away our resources just because some international norms are being set. As a nation we might disagree with how some developed countries view our forests with relation to the world at large. We might ask for adequate compensation for preservation according to their standards. However, other considerations have nothing to do with the international community but are what we can ourselves see that we need.

What one decides to do with a resource also determines what one does with the land. This project is to consider what the factors are which should be taken into account in land use decisions and what the best process is for determining these. A balance may have to be struck if there are multiple goals so that no one goal can be maximized at the expense of the others. This project is part of a larger project, and Guyanese have the task ultimately to protect our land for the future generations.

Dr. Walcott regretted the non-completion of discussion on Prof. Thomas' points about the future of the NSC, indigenously Guyanese goals, disaggregation of needs, and the imperative to move towards rationalization.

After the break, the National Consultation ended with a brief discussion on the draft report, the participants being instructed to submit comments on it by telephone or in writing to Ms. Davenport by Thursday, for inclusion in the final version.

In closing, the Prime Minister complimented the impressive work he had seen over the two-day Consultation. He reiterated the need to focus on poverty and peoples' needs in the development effort, and encouraged the idea that the growing eco-tourism industry can link well with other activities such as forestry. This project represents a good first step.

Minister Vibert de Souza noted that the work of this Consultation reflects the Amerindian aspect of care for the land, and will give guidance for dealing with the important issues surrounding the land for the benefit of ourselves and generations to come. He congratulated the participants.

Dr. Rawana reiterated some of the important issues that had been raised at the Consultation, asking what mechanism or what policy should be instituted to carry forward the process of attempting to address them. He informed the group that after revisions based on this Consultation the final version of the Baseline Document would be presented to the Government for review.

Mr. Chandarpal noted that a number of points and questions had been raised which had not been addressed in the draft Document. Now it is up to the National Steering Committee to consider them all and refine the draft to reach the end point of this project. He also noted several immediate actions that could be taken on the basis of recommendations coming out of this meeting, such as passing on information. He thanked Mr. Bishop for his work on the draft Document, all the organizations which had contributed input to it, and all the participants of the National Consultation. He closed the meeting by reminding the group assembled of the Amerindian saying, "We have not received the earth as a gift from our parents but have borrowed it from our children."

Written Comments Submitted 5/14/96 by Mr. Christopher Niranjana

1. Not all hinterland communities have buffer zones. One land use policy should be that all such communities do have a kind of zone around it so that the children could have access to land in their community where they have been born and grown and perhaps never visited any other area. The backlands of such a community must not go into the hands of foreigners but be of use to the people who live there.
2. Legal aid is needed for people living on lands for 20 to 40 years who are now being asked to leave this land in order for returning Guyanese to establish resorts, etc.

Written Comments Submitted 5/15/96 by Mr. Zahid Rahman

Women often have inferior access to land rights. Though there are no legal provisions preventing land ownership by any citizen, in practice and in the absence of any clear land policy, men account for the majority of land titles. One reason is that the criteria used for the allocation of land by the Land Selection discriminate against women. Also, in practice, women often apply for land titles in their husband's name, which, among other things, removes their rights to the land in situations of inheritance. The situation is particularly acute for Amerindians.

Among other things, women's inferior access to land rights further limits their access to credit, since most credit schemes demand collateral. It is important, therefore, that where the baseline document refers to "irregularities" in the land distribution system (page 55 of the baseline document), gender considerations are taken into account.

In addition, any information base (referred to on page 56) should include data on the situation of women, in relation to their ownership of land and land use. Also, considerations of environmental degradation (page 55) should recognize the fact that the impact is particularly severe on women, given the reproductive and productive roles they usually perform.

Gender is a critical consideration for all policy planning, but its relevance is often undermined by its consideration as a separate issue. In the context of land use planning, the situation of women (and ways of improving their situation), as well as the impacts of proposed policies on women, must be taken into account. This should not only be done to ensure the success of land use planning in economic and social terms, but also to ensure the "participative approach" - which the National Steering Committee claims to use - actually means the participation of *both* men and women; women, after all, constitute over half of the population in Guyana (50.8% in 1992, according to the Household Income and Expenditure Survey).