

APPENDIX A – AN ANALYSIS OF THE PROJECT BUDGETS

INTRODUCTION

In this section, we compare the project budgets for the mapping in Honduras, Panama, and Bolivia (see pages 140-142). Also, within each project, we compare the original project budgets with the actual costs. The budgets were organized slightly differently in each case and, of course, the amount for each line item varied widely among projects. The budget categories used here reflect the greatest amount of detail available to us across all the projects, given the variance in budget organization and the presentation of financial reports.

The most comparable portion of the three projects is the mapping itself, covered in budget items 1-7. The Honduras and Panama projects contained post-mapping Congresses, while the Bolivia project did not; and only one of the projects, that held in Panama, had activities that extended beyond the Congress. We have left these “add-ons” as they appeared in the original budgets, to give a more complete picture of what occurred in each country. Line item 8 for the Honduras and Panama budgets deals with “Congress expenses;” line item 9 is found in the Panama budget as “Post-Congress activities.”

ANALYSIS

Comparing the Original Project Budgets: The total amount budgeted for mapping in Honduras was about one-third the amount budgeted in Panama (\$42,971 versus \$134,325). As discussed in the text (Chapter 2), there were a number of reasons for this: (1) Panama is a more expensive country than Honduras; (2) the staff to administer and coordinate the project was paid, and a project office and a building for the workshops was rented; a large part of the expense for these items in Honduras was absorbed by MOPAWI, the implementing organization, and did not appear in the budget; (3) the lead cartographer was paid for his work in Panama, whereas he had worked for free in Honduras; and (4) in Panama, more maps were produced. Put simply, in Panama expenses were higher and more things had to be paid for than in Honduras. For this reason, the original Panama budget more accurately reflects the true costs of the project. That this is the case can be seen by comparing the Panama and Bolivia project budgets, where the total amounts for the mapping component are roughly the same. We developed the budget for the Bolivia project, which was carried out three years after the Panama experience, with greater understanding of the real costs.

Comparing the Actual Costs: The “Actual Costs” column brings together the costs reported in financial reports with our own estimates of unreported, in-kind costs for services or products provided to the project. Thus, the actual costs are approximations of the real costs of the projects.

Looking at the totals for each column of actual costs, it is clear that, over time, we gained a clearer understanding of what projects of this type entail and we were consequently better equipped to develop a “real” budget and control costs. In Honduras, the total actual cost for the mapping was 55 percent (\$23,503) over budget; in Panama, it was over by substantially less as a percentage (26 percent) although more in absolute dollars (\$34,712); and in Bolivia, it was right on the mark with the budgeted amount. However, within specific line items across the same time period there were persistent problems. For example, salaries/honorariums and general administration were consistently over budget, while map design/printing was consistently under budget.

Lessons: A number of factors will affect the costs of a project. The cost of labor is generally the most expensive part. This cost is reflected not only in the salaries and honoraria that must be paid but also the costs (paid or in-kind) for outside help from technicians and facilitators (for example, the cost of Native Lands’ time was substantial in both Panama and Bolivia). Our experience shows that the costs for salaries and honoraria

creep up due to the labor-intensive nature of the work – as a project progresses, more and more people want or need to be added to the workforce and compensated in some way. This is especially true when multiple institutions are involved.

The costs of the workshops and fieldwork are generally the second most expensive part of the project. This should be no surprise, as this line item reflects the core of the work to be done. In the end, of course, the costs depend on the size of the area being mapped, the number of communities involved, the distance required to travel from the communities to an urban zone, the time allocated for the work, and so on. The greater the size and complexity of the project, the higher the expenditures.

Administrative costs tend to increase beyond everyone’s expectations. The organizations administering the projects, especially the indigenous ones, tend to have little in the way of administrative infrastructure, so they need to buy it with project funds. Also, unexpected expenses or expenses that no one knows quite how to classify – such as medical expenses for a project participant who becomes ill – tend to be thrown into the administrative category, even when a “contingency” line item exists. This practice will inflate the reporting of administrative costs. Finally, all the administrative costs of a project are, in fact, often difficult to anticipate in planning a budget (for instance, the sudden, unforeseen need to establish a dedicated phone line or e-mail

account). As these expenses appear, they are simply added to the budget.

Project organizers and fund-raisers should make every effort to include all project costs in the budget, including those that will be paid for through in-kind contributions. The budgeting process should include input from key people from each of the teams – technical, community, and administrative – providing overall coordination. In this way, fewer line items will be overlooked, the projections for cash needs

will be improved, and local, noncash contributions will be recognized.

Lastly, other than some initial ground preparation, the project activities should not get under way until all the funds have been raised and the money is in the bank. Raising the funds in advance will help control costs since there will be no expectation that “we can always raise more funds,” and delaying the start of activities until all funds are in the bank will avoid demoralizing and costly cash flow problems.

BUDGET FOR PARTICPATORY MAPPING IN THE MOSQUITIA OF HONDURAS

(U.S. dollars – 1992)

Budget Categories	Original Budget	Actual Costs ¹	Over (Under) Budget (%)
1. Salaries/honoraria <i>(surveyors, coordinators, cartographers, administrative staff)</i>	11,943 ²	22,997 ²	93
2. Workshops and fieldwork <i>(travel/food/lodging for the community, technical, and administrative teams while in the field and at workshop sites; facilities for workshops)</i>	17,788 ³	23,694 ³	33
3. Supplies/equipment	1,309 ⁴	1,712 ⁴	31
4. Map design and printing	3,500	3,281	(6)
5. Contingencies	1,000 ⁵	1,883 ⁵	88
6. General administration	7,431 ⁶	7,907 ⁶	6
7. Grant management and technical assistance from Native Lands		5,000 ⁷	
TOTAL for Mapping	\$42,971	\$66,474	55
8. Congress <i>(rent of conference room and audio-visual equipment, invitations, agendas, publicity/press, preparation/printing of proceedings, travel and per diem for additional indigenous participants)</i>	20,157 ⁸	14,828 ⁸	(26)
TOTAL for Mapping and Congress	\$63,128	\$81,302	29

Notes:

- 1 Actual costs include those reported in financial statements as well as estimates of unreported in-kind costs.
- 2 Both the original budget and estimated expenditure include estimates of in-kind support from MOPAWI. The budget estimate for MOPAWI's in-kind support was \$6,938. Our estimate of MOPAWI's actual in-kind expenditure in this category is closer to \$10,000. We have also added to the estimated expenditure \$7,000 for the lead cartographer's time and \$900 for the IGN cartographers.
- 3 Both the original budget and estimated expenditure include estimates of in-kind support from MOPAWI. The budget estimate for MOPAWI's in-kind support was \$1,590. Our estimate of MOPAWI's actual in-kind expenditure in this category is closer to \$2,500. We have also added a contribution of airfares with an estimated value of \$3,500, donated by the Inter-American Foundation.
- 4 Includes in-kind support from MOPAWI in the amount of \$328.
- 5 Includes in-kind support from MOPAWI in the amount of \$500. Most of the contingency funds were spent on supplies/equipment, additional payments to surveyors, and additional costs of the Congress.
- 6 Both the original budget and estimated expenditure include estimates of in-kind support from MOPAWI. The budget estimate for MOPAWI's in-kind support was \$310. Our estimate of MOPAWI's actual in-kind expenditure in this category is closer to \$500.
- 7 Native Lands' involvement in the organization of this project was minimal. At most, our direct costs (phone calls, two trips, and some salary expense) would be in the neighborhood of \$5,000.
- 8 Includes in-kind support from MOPAWI in the amount of \$3,470. Reader should note that part of the cost of organizing the Congress would include some of the expenses in salaries/honorariums and general administration.

BUDGET FOR PARTICIPATORY MAPPING IN THE DARIÉN OF PANAMA

(U.S. dollars – 1993)

Budget Categories	Original Budget	Actual Costs ¹	Over (Under) Budget (%)
1. Salaries/honoraria (surveyors, coordinators, technicians, administrative staff)	29,760	58,800 ²	98
2. Workshops and fieldwork (surveyors and coordinators in the field and at workshop sites; technical and administrative staff needed specifically for the workshops and fieldwork)	48,230 ³	40,531	(16)
3. Supplies/equipment		6,206	
4. Map design and printing	6,200 ⁴	5,336 ⁴	(14)
5. Contingencies		411	
6. General administration	11,599	19,217	66
7. Grant management and technical assistance from Native Lands	38,536	38,536 ⁵	0
TOTAL for Mapping	134,325	169,037	26
8. Congress (rent of conference room and audio-visual equipment, invitations, agendas, publicity/press, travel, and per diem for additional indigenous participants)	30,000	11,550	(62)
TOTAL for Mapping and Congress	\$164,325	\$180,587	10
9. Post-Congress activities (distribution of the maps to the indigenous communities, and seminars on the value of the maps; production and distribution of a short history of the mapping process and the Congress)	28,700	29,558	3
TOTAL for Mapping, Congress, and POST-CONGRESS ACTIVITIES	193,025	210,145⁶	9

Notes:

1 Actual costs include those reported in financial statements as well as estimates of unreported in-kind costs.

2 Includes support from Certified Public Accountant Jaime Dri, and from CEASPA's Director of Research, Charlotte Elton. Each contributed, in very rough terms, approximately \$3,000 in-kind.

3 Includes the costs of supplies and equipment. These items are reported under a separate line item under Actual Costs.

4 This line item was originally budgeted at \$8,000. When this activity was later reprogrammed as a post-Congress activity, the amount was lowered to \$6,200. To maintain the comparability of budgets across all three projects (Honduras, Panama, and Bolivia), we have included the cost of this activity as if it occurred prior to the Congress.

5 All but \$5,000 of this support was in-kind. The total, which is merely an estimate, represents about half of Native Lands' time and administrative resources over a six-month period, plus specific travel and monitoring costs.

6 To this total should be added the value of in-kind support from a number of Panamanian organizations: the Office of the Comptroller (technical assistance); the National Geographic Institute "Tommy Guardia" (materials, equipment, work space, technical assistance); the National Institute of Renewable Natural Resources (technical assistance); the Ministry of Government and Justice (promotional work, participation); the Smithsonian Tropical Research Center (equipment and facilities); the People's Center for Legal Assistance CEALP (technical assistance); the National Association for the Conservation of Nature ANCON (materials); and the University of Panama (technical assistance). Also, the National Geographic Society donated maps. Conservatively, the value of all of this support might be \$15,000 to \$20,000.

BUDGET FOR PARTICPATORY MAPPING IN THE IZOZOG OF BOLIVIA

(U.S. dollars – 1996)

Budget Categories	Original Budget	Actual Costs ¹	Over (Under) Budget (%)
1. Salaries/honoraria <i>(surveyors, coordinators, technicians, administrative staff)</i>	28,700	36,692	28
2. Workshops and fieldwork <i>(surveyors and coordinators in the field and at workshop sites; technical and administrative staff needed specifically for the workshops and fieldwork)</i>	34,020	21,322	(37)
3. Supplies/equipment	12,100	7,564	(37)
4. Map design and printing	4,500	3,550	(21)
5. Contingencies		2,117 ²	
6. General administration	14,775 ³	22,850 ³	55
7. Grant management and technical assistance from Native Lands	47,905	47,905	0
TOTAL for Mapping	142,000	142,000	0

Notes:

1 Actual costs include those reported in financial statements as well as estimates of unreported in-kind costs.

2 Accounts receivable deemed uncollectable.

3 Includes \$11,975 for WCS's indirect costs.

APPENDIX B – COMMUNITY QUESTIONNAIRE USED IN PANAMA

Surveyor's Name:

Questionnaire Number.:

I. LOCATION

ZONE:

CODE:

COMMUNITY NAME and VILLAGES that belong to it:

II. GENERAL INFORMATION

1. What is the major ethnic group in the community?
1. Emberá 2. Wounaan 3. Kuna
2. What languages are most frequently spoken in the community?
 1. Most spoken:
 2. Spoken to a lesser extent:
 3. Others (specify):

III. SUBSISTENCE AREAS

3. Names of the places where people farm:

(Draw a SKETCH or MAP of the community and put the names of the places where people farm)

4. Names of the places where people go fishing:

(Put on the SKETCH or MAP the names of the places where people fish)

5. Names of the places where people hunt:

(Put on the SKETCH or MAP the names of the places where people hunt)

6. Names of the places where people go to look for materials for construction or handicrafts, or to collect firewood:

(Put on the SKETCH or MAP the names of the places where people go to look for materials for construction or handicrafts, or to collect firewood)

7. Names of the places where people go to find medicinal plants and wild fruits:

(Put on the SKETCH or MAP the names of the places where people go to find medicinal plants and wild fruits)

8. Names of the places where people cut trees for making dugout canoes and boats:

(Put on the SKETCH or MAP the names of the places where people go to cut trees for making dugout canoes and boats)

9. Where do community members go to cut trees for commercial sale?

(Put on the SKETCH or MAP the names of the places where community members go to cut trees for commercial sale)

10. Where do people outside the community (non-indigenous) cut trees for commercial sale?

(Put on the SKETCH or MAP the names of the places where people outside the community (non-indigenous) cut trees for commercial sale)

11. What are the limits of the lands and forests used by the community?

To the front:

To the rear:

To the right:

To the left:

12. According to the points of a compass, what are the limits of the lands and forests used by the community?

NORTH:

SOUTH:

EAST:

WEST:

ADDENDUM:

Questionnaire Number:

LIST OF HOMES AND PERSONS RESIDING IN THE COMMUNITY:

I. LOCATION

ZONE:

CODE:

COMMUNITY NAME and VILLAGES that belong to it:

II. POPULATION AND HOUSING CENSUS

House	Names of those who live in the house:	Age:	Language:
	<input type="checkbox"/> Female <input type="checkbox"/> Male		
	<input type="checkbox"/> Female <input type="checkbox"/> Male		
	<input type="checkbox"/> Female <input type="checkbox"/> Male		
	<input type="checkbox"/> Female <input type="checkbox"/> Male		
	<input type="checkbox"/> Female <input type="checkbox"/> Male		
	<input type="checkbox"/> Female <input type="checkbox"/> Male		
	<input type="checkbox"/> Female <input type="checkbox"/> Male		

APPENDIX C – ADDRESSING THE PUBLIC

POST-MAPPING EVENTS

In both Honduras and Panama, it was strongly felt that there should be a formal event at which the maps could be presented to the public. It was also felt that such an event would provide an opportunity to inform people about the region that had been mapped, which, in both cases, was remote, difficult to reach, and not known well in other parts of the country. We all felt that a Congress (in Honduras) or a Forum (in Panama) should be held in the capital city to attract a wide audience that would include representatives of the government, NGOs, and other indigenous groups; and it should be in a relatively nice, even elegant setting.⁶⁷ Indeed, both events turned out to be resoundingly successful.

In Honduras, the “First Congress on Indigenous Lands of the Mosquitia” was held in the Plaza San Martín Hotel on September 22–23, 1992, and was well attended. Government representatives included the vice president of the Republic, Jacobo Hernández, who gave a key-note speech; Minister of Defense Flavio Laínez (together with a handful of his officers); the director of the National Commission on the Environment (CONAMA), Carlos Medina, who spoke; the sister of the president of the Republic, Emelissa Callejas; and the Liberal Party presidential candidate, Carlos Roberto Reina, who delivered a speech (and who later won the presidency). Also in attendance were representatives of local and international NGOs and universities; delegates from a number of indigenous peoples of Honduras, including the Garifuna, Miskito, Pech, Tawahka, Xicaque, and Lenca, and “Ladinos Nativos” from the Mosquitia; and indigenous representatives from the Miskito in Nicaragua and the Emberá in Panama.⁶⁸

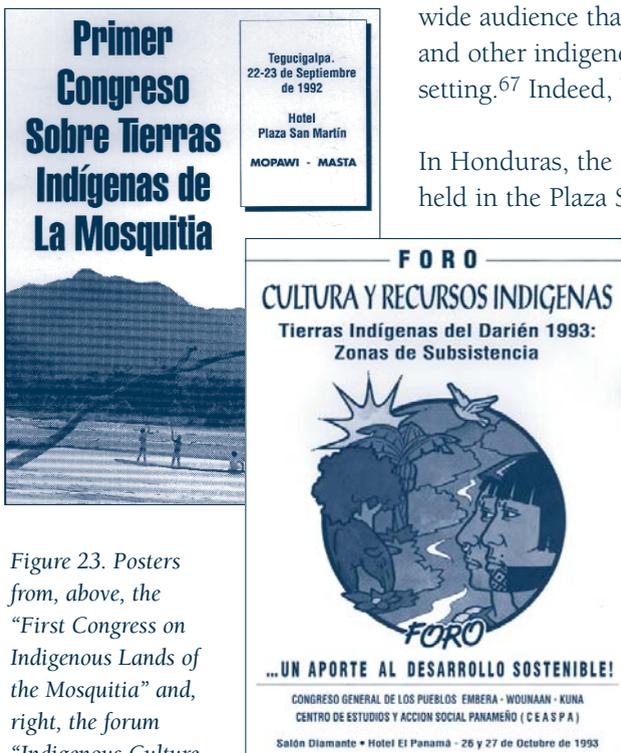


Figure 23. Posters from, above, the “First Congress on Indigenous Lands of the Mosquitia” and, right, the forum “Indigenous Culture and Resources: Indigenous Lands of the Darién 1993: Subsistence Zones...a Contribution to Sustainable Development”

⁶⁷ Although there was insistence in Panama that we hold a “forum” rather than a “congress,” in reality there was little difference in scale or form between the two events.

⁶⁸ It would have been nice to have more representatives of indigenous peoples from around the hemisphere, but we were so strapped for time, and all of our energies were put into organizing and (in Panama, funding) the Congress/Forum, that we simply did not get around to inviting more than a small handful. Also, in Honduras we were not certain that the project would be worth the effort until the end neared. In Panama we made a greater effort and some groups came from South America, but attendance was still weak. Of even greater value would have been visits by indigenous peoples to the workshops, to see how the mapping was carried out. Here, unfortunately, no indigenous people from other countries came.



Figure 24. Kuna dancers from the region of Wargandi, Darién Province, entertain those in attendance at the Forum, “Indigenous Culture and Resources: Indigenous Lands of the Darién 1993.”

More than 400 people were present each day.

Toward the back of the conference room, the mapping process was explained in a display showing how the maps developed during the sequence of workshops. A video pieced together from the workshops was shown during the presentations.

In Panama during the weeks leading up to the Forum, the Surveyors, Coordinators, and indigenous leadership, together with Héctor Huertas, a Kuna lawyer with the Centro de Asistencia Legal Popular (CEALP), temporarily occupied the Hogar Monerry, a Catholic school, to organize the event and practice their presentations.

The Forum, “Indigenous Culture and Resources: Indigenous Lands of the

Darién 1993: Subsistence Zones...a Contribution to Sustainable Development,” was held at the Hotel El Panamá on October 26–27, 1993. The corridor outside the hotel conference room had a detailed map exhibit as well as displays of Kuna, Emberá, and Wounaan artifacts. More than 500 people attended during the two-day conference. In addition to leaders from the major indigenous groups of Panama, there were representatives from the Instituto Nacional de



Figure 25. Juan Bautista Chevalier, Panama's Minister of Government and Justice, addresses the Forum, “Indigenous Culture and Resources: Indigenous Lands of the Darién 1993.”

Mac Chapin

Recursos Naturales Renovables (INRENARE), the Instituto Geográfico Nacional “Tommy Guardia,” the Contraloría General, the Ministerio de Desarrollo Agrícola, the Ministerio de Gobierno y Justicia, the Ministerio de Educación, the Fundación Natura, the Asociación Nacional para la Conservación de la Naturaleza (ANCON), and the Smithsonian Tropical Research Institute (STRI); and the governor of the Darién, Dr. Plutarco Arrocha, was also in attendance. Introductory speeches were given by Minister of Education Marcos Alarcón, and Minister of Government and Justice Juan Chevalier. The program itself was run entirely by the Emberá, Wounaan, and Kuna, who gave talks covering cultural, political, demographic, and

environmental aspects of the Darién. The maps were displayed and explained during the presentation.

In both Honduras and Panama, the Congress/Forum was exceptionally well received. Government and NGO observers were unanimously enthusiastic; and the indigenous people who managed the event and contributed the presentations were more than pleased with the way things went. The events highlighted the role of indigenous peoples in seeking solutions to problems that are becoming more severe with each passing year, and demonstrated that they have a good sense of what should be done. The Congress/Forum created a basis for collaboration on a set of issues that need urgent solution.