



CONSERVATION OF THE GALÁPAGOS MARINE RESERVE

Second Six-Month Report
Reporting Period: April 2004 to September 2004

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ACRONYMS

ADATUR	Tourism Boat-owners Association of Galápagos (Acronym in Spanish).
AGIPA	Galápagos Naturalists Guide Association (Acronym in Spanish).
AIM	Inter-Institutional Management Authority (Acronym in Spanish).
ASOGAL	National Association of Tourism Companies in Galápagos (Acronym in Spanish).
ASOGUIAS	Guide Association of Galápagos (Acronym in Spanish).
CEDENMA	Ecuadorian Committee in Defense of the Environment (Acronym in Spanish).
CIAs	Conservation Incentive Agreements.
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora.
COPESAN	Fisheries Cooperative of San Cristobal- (Acronym in Spanish).
COPESPROMAR	Cooperative of Fisheries and Marine Products – San Cristobal- (Acronym in Spanish).
COPROPAG	Fisheries Cooperative of Galápagos – Santa Cruz- (Acronym in Spanish).
CPUE	Catch Per Unit of Effort.
IDB	Inter-American Development Bank.
IGTOA	International Galápagos Tours Operators Association.
INGALA	Galápagos National Planning Institute (Acronym in Spanish).
INOCAR	Ecuadorian Navy’s Oceanographic Institute (Acronym in Spanish).
JICA	Japanese International Cooperation Agency.
JMP	Participatory Management Board (Acronym in Spanish).
LEG	Special Law of Galápagos (Acronym in Spanish).
NTA	No Take Area.
PC-RMG	Conservation of the Galápagos Marine Reserve (Acronym in Spanish).
RETANP	Special Regulations for Tourism Activities in Protected Natural Areas (Acronym in Spanish).
RMG	Galápagos Marine Reserve (Acronym in Spanish).
SIG	Geographic Information System (Acronym in Spanish).
SPNG	Galápagos National Park Service (Acronym in Spanish).
TC	Constitutional Tribunal (Acronym in Spanish).
UCV	Patrolling and Enforcement Unit for Biodiversity Protection (Acronym in Spanish).
UGAFIP	Finance and Administrative Management Unit of the IDB Project.
URM	Marine Resources Unit - SPNG (Acronym in Spanish).
USAID	Agency of International Development of the United States Government.
ZPC	Agreed Proposal of Provisional Zoning (Acronym in Spanish).

ACTIVITIES REPORT OF THE PROJECT FOR THE CONSERVATION OF THE GALÁPAGOS MARINE RESERVE (PC-RMG)

REPORTING PERIOD: April 2004 to September 2004

1.0 INTRODUCTION

The Alliance for the conservation of the Galápagos Marine Reserve (RMG)¹ with the financial support of USAID (*Agreement* 518-A-00- 03-00152-00) has developed a Project for the Conservation of the Galápagos Marine Reserve (PC-RMG). The goal of the project is twofold: to strengthen the efforts of the local stakeholders as co-administrators of the RMG (Galápagos Marine Reserve) and to maintain close collaboration with the Galápagos National Park Service (SPNG), the Participatory Management Board (JMP) and the Inter-Institutional Management Authority (AIM) – which include the main participants and beneficiaries of this project.

This report includes a detailed list of activity outcomes carried out by the Alliance during the second semester of the first year of the project (April to September 2004). This report also presents the impacts and advances of the project by the end of this first year. If necessary, the Alliance can present the Six-Month Technical Reports (in a matrix format) of each of the project components (governance, zoning, fishing, and tourism). Each of these matrixes has details of the sub-activities of each component and information on their progress. Finally, the last section of this report includes comments and lessons learned during the project's first year.

2.0 DESCRIPTION OF ACTIVITIES

This section highlights, outcome by outcome, the details of the main activities that were implemented and their progress throughout the second semester of year one (April 2004 to September 2004).

Outcome N. 1: Effective functioning of the governance system as an integrated system: JMP-SPNG-AIM; where most of the decisions made are based on consensus, aligned with the principles of good governance and framed within conservation policies, management plans and agreements.

¹ The Alliance is composed of: the World Wildlife Fund (WWF), Fundación Natura (FN), Charles Darwin Foundation (FCD), Conservation International (CI), Fundación Futuro Latinoamericano (FFLA), The Nature Conservancy (TNC), TRAFFIC South America (TRAFFIC Sur América), Universidad San Francisco de Quito (USFQ) and WildAid (WA).

The participatory management system has been very active from April to September 2004. During this period, we held three regular meetings of the JMP (04/15, 05/04, and 07/27-28), and five AIM meetings: one regular meeting (05/07) and four extraordinary meetings (05/28, 06/03, 06/11, and 08/03).

Efforts related to the governance component have focused on the local and domestic levels.

Locally, work has focused on providing technical assistance to the JMP and other institutions of the governance system, such as: PNG (through its Director and Marine Resources Unit Head), ASOGAL, and other institutions that belong to the Alliance.

Regarding the JMP, we provided assistance on 26 occasions, through business meetings or document drafting. Each time, we discussed issues such as:

- i) the analysis, planning, and definition of agendas and meetings of the JMP and AIM;
- ii) the review of potential conflicts within the system's framework;
- iii) the design of a follow-up and analysis plan of possible alternatives² for the fishing sector as part of the JMP;
- iv) the logging in of information on the follow-up forms of JMP indicators;
- v) proposals to continue with the work of the JMP whenever a member refuses to participate;
- vi) the finding of financial resources for the operation of the participatory system;
- vii) criteria for the evaluation of the JMP coordinator;
- viii) the strategy to be used to open the lobster fishing season in 2004; and
- ix) facilitation of meetings.

Regarding other institutions such as SPNG, URM, ASOGAL, and other organizations that belong to the Alliance, we have provided assistance on 21 occasions, either by organizing meetings or by drafting documents on topics such as:

- i) finding financial resources for JMP's operations;
- ii) analysis of possible scenarios regarding the constitutional demand against AIM;
- iii) preparation of meetings of AIM (see Annex 4);
- iv) evaluation of JMP's coordinator;
- v) analysis of diverse scenarios to be able to decide on issues related to the lobster fishing season 2004;
- vi) treatment given to the topic of "alternatives" at the JMP;
- vii) evaluation of participatory studies of sea cucumber and lobster fisheries from 2001 to 2003;
- viii) subsequent analysis of JMP and AIM meetings;
- ix) defense of the participation of the FCD in the JMP; and
- x) creation of indicators to evaluate educational material.

² The term "alternatives" used in this document refers to economic options for fishermen willing to change their main economic activity.

At the national level, work has focused on: i) guaranteeing that decisions related to RMG management be made by complying with the established procedures of the participatory system; and, ii) supply of information and guidance on the decision-making process provided to authorities present in the AIM.

To address the first issue (item i above), we have organized two meetings with the Environmental Minister, the Alliance, and CEDENMA (see Annex 4). The first one took place before the AIM meeting of June 11 2004 and its aim was promote decision-making that complies with the participatory system; and at the second meeting we expressed the Alliance's concerns on the mechanisms used by the Minister to make decisions in the AIM. This concern was related to the fact that meetings were being organized outside the normal system of participatory management. Additionally, we promoted a public hearing at the Constitutional Tribunal (TC) to urge the TC to defend the participatory management system. During this hearing, Fundación Natura participated actively given that it is a national organization and part of the Alliance.

Regarding the provision of information and guidance to AIM authorities, we have distributed four documents to authorities of mainland Ecuador and Galápagos:

- i) the results of the sea cucumber population report, written by FCD;
- ii) the analysis of the Constitutional Appeal and the appeal to the TC, written by FN;
- iii) list of issues on which the TC ruled in favor of the Special Law of Galápagos (LEG); and,
- iv) list of complaints and cautions against the First Judge of the Court of Civil Affairs of Galápagos (see Annex 5).

Additionally, we drafted and distributed among the decision-makers two documents on: i) mismanagement in the AIM by the President of the AIM; and, ii) diverse scenarios as a result of the opening of the lobster fishing season in 2004 (see Annex 5).

On Governance and Communication, we focused during this period on the training of the main decision-makers, mass media, and other main stakeholders, in the functioning of the participatory management system for the RMG. Through training, using the educational material developed by SPNG/FCD on the participatory management system, we have provided political, biological, oceanographic and operational information to 99 staff members of institutions, which participate in the decision-making process in Galápagos, including the main directors. The principal beneficiaries are: the Ministry of Environment, the Ministry of Tourism, the Environment and Health Commission of the National Congress, SPNG, DIGMER, the Subsecretariat of Fishing Resources, the Manglares-Churute Ecological Reserve and national and international media. All of this work was made possible through diverse actions in Quito, Guayaquil, and Galápagos. Among the highlights of this work are:

- The design of the Training Plan with the collaboration of the coordinators of the JMP and SPNG.
- Organization of eight talks, with the educational material, in Quito to institutions that work with Galápagos and the media.

- Organization of nine talks in Guayaquil directed to organizations related to Galápagos and the media.
- In Galápagos, training sessions took place on three islands with 940 participants and they were aimed at from public and private institutions, high schools and interested groups.

The Alliance has been active in its work to widen and strengthen the resilience of the governance system. Therefore, it has publicly asserted its position in the defense of the participatory system and it has promoted initiatives that defend the system with the help of other groups and interested parties in Galápagos. During this semester, the Alliance has presented its position on five occasions:

- i) the opening of the sea cucumber fishing;
- ii) the Constitutional Appeal presented by the fishing sector;
- iii) the management of meetings by the AIM;
- iv) the Galápagos judge's ruling on the Constitutional appeal presented by Mr. Rogelio Guaycha; and
- v) the threat to remove the director of the SPNG (see Annexes 1 and 2).

Regarding joint initiatives with other participants and groups, the Alliance promoted four events:

- i) the meeting with the Environment and Health Commission of the National Congress and CEDENMA to organize a press conference and to visit the TC (The aim was to urge the TC to comply with the Special Law of Galápagos when deciding on the Constitutional Appeal presented by the President of the fishing sector of Galápagos);
- ii) the meeting of the Environment and Health Commission of the National Congress and the United Nations Development Program (UNDP) to analyze Galápagos problems and to reach a consensus on joint actions to be undertaken;
- iii) the meeting requested by ASOGAL to coordinate the discussion of alternatives for the fishing sector; and
- iv) the joint press conference of ASOGAL and FN to express concern about the instability of the position of the SPNG Director.

Additionally, we must indicate that ASOGAL and the Alliance, through FN, participated in a meeting of the Plenary Session of the National Congress to express these same concerns, as well as to make the offer from the Alliance to produce a Procedures proposal for the election of the Director of the SPNG, to be presented to the Minister of the Environment. These interventions promoted a National Congress resolution that urged the President to amend his policies regarding the management of the Galápagos Islands (see Annexes 2, 4, and 5).

Additionally, the Alliance is making efforts to confront efficiently the diverse conflicts that occur in Galápagos:

- Meetings are frequently held to discuss ways of strengthening the needs of the participatory management system. We have met six times (05/05, 05/27, 06/02, 07/09, 08/09, and 08/2).

- We have defined communication processes within the Alliance (we identified key participants of each member institution to improve communication within the Alliance).
- We have made progress on the organization of the workshop “Principles and Internal Regulations of the Alliance”.

Outcome N. 2: All major stakeholder groups participating effectively in decision-making, where ‘effectively’ is defined as having fulfilled their internal procedures for representative election, consultation and feedback and all major stakeholder groups having increased participation in management and monitoring programs.

Efforts on this issue have focused on formalizing representation of the different sectors to the JMP and on improving participation and communication among sectors. To attain these goals, we have undertaken the following activities:

- Support to naturalist guides and fishing sectors to define their processes for representation and participation in the JMP. FFLA has reviewed the regulations proposal from the naturalist guides and is working with the sector to define some aspects which could be more specific with the aim to insure adequate functioning of the internal regulations. These sectors are working towards a final version of the Regulations, agreed upon by all members. We have agreed to organize a workshop with the directors of the Associations. (We have drafted a methodological proposal for workshop management. We plan to hold the workshop by the beginning of October). Once we have a final version of the regulations it will be registered in the JMP. We must point out that no sector has yet registered its regulations for participation and representation in the JMP.
- Advise to the fishing sector to define a proposal for a basic profile of the facilitator to be hired for this sector. The profile should be based on a draft document with terms of reference written by COPROPAG. COPESAN and COPROPAG have agreed to the proposal, but the other two cooperatives have not approved it yet.
- Drafting of diagnosis and communication plans of the Cooperatives COPROPAG, Horizontes de Isabela, SPNG³, and FCD. The plans for cooperatives COPROPAG and Horizontes de Isabela, have already been approved and we are currently implementing them.
- Encouragement to get internal communication protocols and mechanisms approved of for FCD, SPNG, and the Fishing Cooperatives COPROPAG and Horizontes de Isabela. We have not made great progress with the fishing cooperatives of San Cristobal due to their internal conflicts. However, with the help of WA, we have helped COPESAN by donating a computer and we will also donate a computer and a copying machine to COPESPROMAR. We must point out that this equipment will help to improve communications and also administration of the fish processing centers.

³ Regarding SPNG only the diagnosis has been undertaken.

- A laptop, a printer, and a projector have been donated to the JMP coordination office (WA).
- Design and validation of a training plan for legal operators in the JMP. JMP participants have approved this plan and it will be applied by the beginning of December.

Activity 2.2 that centered on the training of JMP's sectors on conflict management and negotiations was changed and now focuses on actions that strive to build consensus in the fishing sector on alternative income sources for the sector ("Alternatives") and to explore feasible financial alternatives in the commercialization of white fish. This change was proposed as an urgent reaction to the sector's demands. The Alliance has played a role in the commission for alternatives, in coordination with the JMP. The following activities have been carried out:

- Drafting of a methodological proposal to address the topic of alternatives, but respecting the progress made on each island. To work on this methodology we held two meetings (one in Galápagos, 07/17, and one in Quito, 08/3-4) with representatives of the fishing sector and the JMP facilitator. This proposal has been distributed by the JMP to the presidents of the four fishing cooperatives.
- Organization of a workshop (Santa Cruz 08/9-11) and work meetings (San Cristobal 08/9 and Isabela 08/10) to address the financial alternatives for the sector within the same activity. We hope to be able to organize workshops on San Cristobal and Isabela, in order to convene a joint workshop with the four cooperatives and obtain a proposal agreed on by them all.
- We hired a consulting company to evaluate the equipment needs of the fish-processing center of the COPESPROMAR cooperative. WA and USFQ will finance this equipment.

As part of the support to the sectors, the governance component undertook the following activities:

- Organization of the Workshop "Conservation in the AIM" to identify criteria, roles, and procedures for participation of CEDENMA in the AIM and other instances. As a result of the workshop, we wrote a draft document "Strategy for the participation of CEDENMA in the AIM".
- Technical assistance provided to CEDENMA to strengthen its position within the AIM. We organized discussions on specific topics and delivered technical supporting documents. Three meetings were held with CEDENMA (04/21, 04/30, and 06/29) to unify the criteria of the conservation sector on the following topics:
 - i) the participatory management system;
 - ii) the opening, or otherwise, of the sea cucumber fishing in 2004 and restrictions; and
 - iii) the analysis of the Fishing Regulations. We have also organized meetings with technical personnel of the FCD and the CEDENMA representative to share technical information on Galápagos fisheries.

- Legal consulting services provided to CEDENMA, with the collaboration of a lawyer from FN to attend an AIM meeting to discuss topics related to the legal framework of Galápagos. In the same legal field, we created an application for CEDENMA to become the third interested party for the Constitutional Appeal against Resolution 002-2004 of the AIM (see Annex 5).

On the issue of sector participation in the application of management and monitoring measures, the fisheries component undertook the following activities:

- Hiring of lawyers in Guayaquil to analyze the legal situation of the park rangers and legal powers currently held by SPNG.
- Agreement between the SPNG and the Environmental Police of Ecuador to designate the task of “Hotline” operation to this police force, in matters related to wildlife. Currently, we are working on a protocol of operations with the SPNG and the Environmental Police; and we are defining an advertising campaign. We hope that this operation will start in December 2004. (There are difficulties in obtaining a phone line).
- Successful visit of fishermen from the Union of Cooperatives of Baja California (Unión de Cooperativas de Baja California) to Quito and to Galápagos where they held work meetings, talks and training sessions for representatives of different user groups of the RMG⁴.

Outcome N. 3: By 2006, tourism sector effectively lobbies for conservation, adopts best practices that reduce its direct impacts. Some fishermen successfully shift their main economic activity to tourism.

The activities of the tourism component, focused on urging the tourist sector to promote conservation, have progressed significantly. One of the results that we can highlight is the workshop organized to define the Vision of the Tourist Sector. At the workshop the sector identified six initiatives to strengthen the sector's voice and to create specific links among the tourist and fishing sectors. These initiatives include:

- i) to redistribute SPNG's income to target specific educational needs in Galápagos;
- ii) to establish a baseline of human resources in tourism;
- iii) to demand a presidential decree to forbid the export of shark fins;
- iv) to create a Galápagos' citizen group that will make sure that regulations are complied with;
- v) to create direct economic links between the tourism and the fishing sectors; and
- vi) to establish regulations and criteria to classify tourism and hotel services. During the workshop we also defined a joint vision of the tourist sector and its action plan. We expect to use this plan as a “route map” for activities during the second year thanks to its wide acceptance and the participatory way it was conducted (see Annex 5).

⁴ Information on the visit of the fishermen from Baja California was locally, nationally and internationally distributed, through a news bulletin published by the media (see Annex 2).

To attain the same goal, that is for the tourism sector to support conservation, the component will carry out additional activities, among which we can mention:

- i) the creation of an educational brochure on sharks (WA);
- ii) the design of a web site where tourists can directly donate money, which can be used for the Year of the Shark campaign or to support the SPNG (100% of the funds will be used to protect the RMG, WA will manage the funds without charging for this service);
and
- iii) support of the CAPTURGAL campaign to educate the community on the importance of tourism for the local economy (October 2004).

The tourism component has also focused on the strengthening of communication in the tourism sector. To do this, WA hired a consulting firm (MARKOP) to start investigating communication flows in the tourism sector. We have also collaborated closely with a consultant and with the editor (AGIPA member) to redesign “La Garúa” (AGIPA’s information bulletin) to make it self-sufficient and for it to serve as a communication tool for the tourism sector.

With the aim of ensuring that better practices be adopted by the tourist sector and therefore decrease its impact, the component has undertaken the following activities:

- Compilation of material on regulations and standards of tourist operations in the RMG. We have reviewed this material and are currently writing a draft document based on the review.
- Creation of a work group, with some representatives of the tourism sector that participated in the Workshop, to define the Vision of the Tourist Sector and to implement the action plan generated at the same workshop. We expect this group to form a base for the technical inter-institutional group that will supervise the work to improve tourism practices. This group has already held its first meetings to implement the priority items of the action plan and is receiving technical help from the Ecotourism Director of the TNC.
- Presentation of a proposal to the United Nations Foundation (UNF) to request partial financing to promote pilot projects of good practices in the tourist sector. This financing would be used to help run the technical work group.

One of our goals is for fishermen to transfer to the tourism sector. In order to attain this, the tourism component has carried out the following activities:

- A process to identify those fishermen who might be interested in developing business plans to change their occupation. Currently, six people are interested and are in the last stage of business plan development. A TNC consultant is helping them.
- Design and implementation of courses on priority topics (e.g. computer use, tourism) for fishermen who wish to change their occupation. These courses took place in Santa Cruz and San Cristobal.
- Design of study plans for fishermen, for a four-year diploma in tourism. However, interest in this diploma has varied, so funds were transferred to other courses on priority topics.

Due to requests received from the fishing sector and to the urgent need to solve the issue of economic alternatives, we have also created initiatives to find links between the fishing and tourism sectors. We can mention the following:

- i) the initiative of ASOGAL and COPESPROMAR to sell white fish with the support of USFQ, WA, and FN (see Annex 5);
- ii) the initiative to provide equipment and technical help to the group “Pescado Azul” of Isabela, to process and sell smoked fish and pâté to the tourism sector with support from WA; and
- iii) the initiative with fishermen’s wives from San Cristobal to create alternative income sources, with support from WA. To work on these initiatives, the following activities were carried out by the tourism component:
 - Planning meeting with FN, WA, and USFQ to identify the activities and investments required for the sale of white fish to ASOGAL. During this meeting, which took place in September 2004, we agreed that USFQ and WA would provide equipment to COPESPROMAR; would provide technical help to manage the cooperative; and, would hire a fish-processing expert to train the cooperative’s personnel. Additional meetings will be organized with COPESPROMAR and ASOGAL to insure their participation in the initiative.
 - To support the initiative of “Pescado Azul” from Isabela, we have organized work meetings to evaluate the training needs of the women, in particular in marketing. We have also investigated costs of purchasing an appropriate oven to process fish, with the help of a technical consultant.
 - WA has bought the boat “Don Abraham” to support a group of fishermen’s wives in San Cristobal. We have contacted the women’s organization OMCA that has committed itself, with support from the Municipality, WA, FCD, and USFQ to transform the boat into a boutique-restaurant.

Outcome N. 4: A governance system supported by more effective law enforcement at sea and in the trade channels, including patrols, arrests and the judicial process.

The efforts of this component whose goal is to promote an effective compliance with the law, have focused on three areas:

- i) to improve the capacities of the SPNG and of other institutions to apply regulations;
- ii) for the civil society to monitor the effective compliance with the law and to report breaches related to the RMG; and
- iii) to strengthen the capacity of Ecuador’s government to control the sale of RMG products and to implement relevant international agreements, including CITES.

Regarding the first of the areas above, we have carried out activities such as:

- Hiring of an expert to advice on patrolling tasks. Training will be provided for park rangers on patrolling and compliance with the Law. The course will be carried out in February 2005.

- Drafting of plans and initiation of negotiations with the municipalities of San Cristobal and Isabela to define the places where the two control and patrolling units will be built (UCV).
- Development, in collaboration with the SPNG, of the plan for control and patrolling.
- Emergency help provided to the SPNG to finance the motor of the boat “Araucaria” and to buy spare parts for the boat “Sirenian.” Both boats are required for patrolling.

With reference to monitoring application of the law by civil society, we have hired a consulting company (ECOLEX) to design a System to Monitor Legal Processes (Judicial and Administrative), to monitor breaches that affect the RMG. (The system will initially focus on breach of law relating to tourism and fisheries). This company will also design the methodology to update information on legal processes and mechanisms for public distribution. By means of a selection process, FN has identified and signed an agreement with a local organization (Fundación Patrimonio) to participate in the follow-up to the legal processes. This agreement includes support to the local organization with equipment (a computer) to insure the functioning of the follow-up system.

We have undertaken the following activities to strengthen the government’s capacity to control commerce from the RMG and to comply with CITES:

- Selection and hiring of a consultant to undertake a study to describe the micro-politics of associations, their evolution, their dynamics and interactions with other sectors, including tourism and middlemen, as well as political parties, conservation organizations, and government institutions. The study will also analyze the way current problems are perceived and the challenges of fishing activities and their future.
- Hiring of consultants to undertake these studies:
 - i) analysis of the present capacity of authorities to implement control and regulations of commerce (identification of weaknesses, strengths, and solutions)
 - ii) analysis of the trade of two Galápagos species and the role of Peruvian ports; and
 - iii) main features of the sea cucumber and shark fin trade in mainland Ecuador. We have delayed the start of these projects, due to the problems that occurred with sea cucumber fishing.
- Hiring and initiation of work of a consultant to improve data registration on commerce and to recommend specific NANDINA export codes.
- Writing and extensive distribution in Galápagos and in continental Ecuador of the summary of application implications of Appendix III and its features (see Annex 6). We have also made progress in the drafting of an Implementation Guide for Appendix III.
- Writing and distribution of training material on CITES. We have also successfully developed six training courses on CITES (Santa Cruz, San Cristobal, Isabela, Quito, Guayaquil, and Manta).

Outcome N. 5: A flow of information, that is scientifically sound, more participatory in its generation and use, and is a central consideration for management decisions.

The efforts of the communication and governance components have focused on the efficient and timely distribution of JMP and AIM decisions; and on insuring the availability of scientific and technical information to guarantee that decisions are made with sufficient information.

On the distribution of JMP and AIM decisions, our communication strategy is the creation of an electronic newsletter. It is distributed locally, nationally, and internationally and reaches a wide variety of sectors interested in the marine reserve (fishing, tourism, guides, scientific and educational sectors, and the SPNG, local and national mass media, AIM Ministries, and environmental organizations). From May to September 2004, we have sent 14 electronic newsletters addressing these topics: AIM resolutions, JMP agreements, AIM and JMP announcements of meetings and events, sea cucumber and lobster fishing progress, the opening of fishing and other management system issues. The last electronic newsletter sent on October 1st, reached 257 email addresses, with about five or six bounce back messages. We achieved this thanks to a purification process (at the beginning we used to send the newsletter to 317 internet accounts but had 70 bounce back). We must highlight that currently JMP has a communications expert, who was selected in collaboration with the JMP Coordinator. We have also developed the policy of distributing information on the participatory management system and the implementation strategy and operations plan. (We are reviewing these documents).

To be able to guarantee that scientific and technical information is available to make the required decisions, we have implemented the following activities:

- Continuous updating of a database where we store the digital and actual formats (paper files) of all acts, agreements, resolutions, information newsletters, work plans, and memorandums generated at JMP and AIM meetings.
- Work meetings (a total of 7) with the SPNG and the Head of the URM. These meetings have addressed issues such as:
 - i) the fishing situation, population, and management of the sea cucumber;
 - ii) technical measures to manage the sea cucumber in 2004;
 - iii) implementation of the distribution plan to the local and national community on the situation of the sea cucumber; and
 - iv) feasibility of changing technical measures established by the AIM by means of its resolution 002-2004 to manage the sea cucumber resources (changes such as: include monitoring of the salted sea cucumber, opening of fishing around Fernandina and of the Bolivar Channel zone).
- Work Meeting with technical consultants of the Ministry of Environment (08/03) on the management measures for sea cucumber fishing.
- Creation of Power Point presentations (a total of 7) directed to decision-makers of the JMP and the AIM, technical personnel of the SPNG, local users (fishing and

tourist sectors), local and national journalists, and environmental organizations (CEDENMA). The following topics were included in the presentations:

- i) population, fishing, and management of the slipper lobster in 2001-2003;
 - ii) biology, ecosystems, populations, fishing management and international market of the sea cucumber (*Isostichopus fuscus*);
 - iii) 2004 population and catch per unit of effort (CPUE) analysis for the period from 1999 to 2004 of the sea cucumber;
 - iv) technical justifications for management⁵ of sea cucumber fishing in 2004;
 - v) changes in size between the fresh and dried sea cucumber;
 - vi) results of fishing monitoring of both species of spiny lobster during 2003; and
 - vii) biological and demographic information of both species of spiny lobster and their management..
- Creation of six technical summaries for the JMP on:
 - i) recommendations for the management of the slipper lobster in Galápagos in 2004;
 - ii) analysis of the population density and size structure of the *Isostichopus fuscus*, pre-fishing period for 2004
 - iii) technical recommendations for the sustainable management of the sea cucumber for 2004;
 - iv) technical motives for the management measures of sea cucumber fishing⁶ for 2004;
 - v) evaluation of spiny lobster fishing in 2003; and
 - vi) participatory monitoring of the red lobster for 2004.
 - Creation of six executive reports on the populations, fishing management and biology of the principal fisheries of Galápagos: the sea cucumber, the spiny lobster, and the slipper lobster. These documents were distributed to AIM, CEDENMA and the media (see Annex 5).

Creation of an executive summary on the evaluation of the Galápagos Marine Reserve and ecological monitoring. This document was presented to the zoning commission of the JMP (see Annex 5).

The communications component has also strived to distribute technical information to the general public. To achieve this, it has undertaken the following activities:

⁵ The technical management measures for sea cucumber fishing in 2004 issued by the AIM in its Resolution 002-2004 were: i) closing down of fishing at Fernandina island and the Bolivar Channel; and, ii) monitoring of the sea cucumber when it is fresh.

⁶ Idem 3.

- We have organized an information and awareness campaign about the sea cucumber resource at the local level. The campaign includes 2 TV spots and 4 radio spots that address the topics: i) fishing requirements; ii) sizes; iii) diving security; and, iv) ship-owner requirements.
- We are in the process of planning the production of a campaign to provide greater understanding about the lobster resource at a local level placing emphasis on the size, that egg-bearing females should not be captured, and that tourism boats should not capture lobsters. Our plans include the production of 3 TV and radio spots and graphic material.

Finally, we must highlight that a high percentage of the information from the executive reports on sea cucumber fishing was published by the media. We have records that indicate that five articles were published by local and national newspapers (see Annex 7); a report, three spots and 4 local TV interviews; five local radio interviews and three local radio spots. The information on the size of the fresh and processed sea cucumber was used by two main Ecuadorian newspapers (“El Universo” and “El Comercio”) to question the decision of the AIM through Resolution 005-2004 (see Annex 7). This established that salted sea cucumbers be monitored at 7 cms. instead of 9 cms., as recommended in the study.

Outcome N. 6: Sustainable management measures approved and implemented in each major fishery.

The activities of the fisheries component have focused on having the sea cucumber and lobster fisheries managed by agreement using the monitoring results.

In the case of the sea cucumber, we have made efforts to achieve participatory monitoring. During this period, we achieved consensus at JMP regarding the location of monitoring points and simple methodologies. The data collected was analyzed with help from the fishing sector and the pre-fishing report was distributed among users and then discussed at JMP and AIM meetings.

Throughout the process, we have promoted the participation of local observers so that they collaborate in gathering information regarding the sea cucumber, travel on the fishing boats and are present on the docks of the three islands during unloading. We have trained nine local Galápagos GAIAS students who are ready to start work as observers and data collectors. So far, eight of those students have gone on fishing trips.

We have to state that the pre-fishing monitoring results were widely disseminated among the JMP and AIM decision makers. These results showed the precarious state of the resource, a situation that was acknowledged by many of the users present at the JMP. Nevertheless, they supported the position of opening sea cucumber fishing despite the technical arguments against it expressed by both the SPNG and FCD. As consensus was not reached at the JMP, the topic was then addressed at the AIM. After a conflictive process involving several meetings that continued for more than three months, it was decided to

open fishing with a quota of four million individuals and include some management measures.

During the fishing season, and in collaboration with the SPNG, we have distributed continuous information regarding the advances of the fishing. This information includes: extracted quantity of the resource, quantities confiscated and accidents reported. The dissemination process has included several media such as JMP and AIM bulletins; radio and local television; as well as informative bulletin boards in fishing associations and port authorities in Santa Cruz, San Cristóbal and Isabela.

In the case of the spiny lobster, the pre-fishing monitoring process began through the establishment of written agreements with each of the fishing cooperatives. We have organized the annual fishing information into a database; and the team for the monitoring process is ready. We have not managed to obtain the participation of students from GAIAS for the monitoring of lobster fishing as they are still participating in sea cucumber observations.

In order to keep the decision makers at JMP informed, we made several presentations regarding the condition of the resource based on information from previous periods. The following documents were presented: Final lobster fishing report for the 2003 season; Final report on the study of mark and recapture of lobster; and, the Methodology for undertaking participatory monitoring of lobster for 2004.

It must be mentioned that neither the JMP nor the AIM met to discuss the opening of the lobster fishing season. The SPNG decided on the opening based on the five year fishing calendar. This calendar was approved by the AIM on February 25, 2002 and authorizes lobster fishing every year (2002-2006) from September to December controlled by specific management measures. In collaboration with the SPNG, these measures are currently being disseminated through local radio and television stations.

Outcome N. 7: By 2006, successful implementation of the approved provisional zoning scheme, with a complete elimination of zoning disputes and a 50% decrease in zoning infractions.

The activities programmed in this component look for nine specific results. Below we detail the activities performed under each result.

With regards to the participatory process to complete the provisional zoning, the Alliance promoted the creation of a Zoning Commission. The first meeting of the Commission took place on July 15th and 16th. At the meeting there were representatives from the tourist sector, the SPNG, FCD and the President of the fishing cooperative Horizontes de Isabela. The meeting was positive as it made it possible to establish the mandate of the Commission and its operation (see Annex 5). Such topics as recreational fishing (TNC), micro zoning (CI), demarcation of the zoning (WWF) and the monitoring and evaluation program (FCD, WWF, FN, CI y FFLA) will be discussed at the Zoning Commission. This work proposal

was approved by the JMP during its July 27-28 2004 meeting. We must note that due to a lack of follow up of the Commission through meetings of the SPNG Director, as well as delays in completing the schedule, it was not possible to achieve the expected advances despite the goodwill of the Chief of the URM. Nevertheless, we have moved forward with the process of defining the sport fishing spots. The process to select a consultant to develop a proposal to determine the recreational fishing spots is in its last phase.

With regards to demarcation, sign posting and cost-effective mapping of the provisional zoning, we have made progress with INOCAR in establishing an activities calendar for the physical demarcation process and in details for the initial reconnaissance trip. INOCAR has also presented the first options for the construction of markers, which will be evaluated (regarding costs and necessary characteristics) with the information compiled during the reconnaissance trip. The FCD has made advances in developing the first SIG representation of the coastal zone based on the original ZPC proposal.

We have not made advances regarding an increase in awareness and public acceptance levels of the zoning plan as the demarcation process has not began.

In relation to the definition and implementation of micro zoning in zones 2.4 adjoining the ports, we succeeded in having the zoning commission of the JMP and the Alliance establish a work schedule and the methodology for the micro zoning process (May 2004) and repeated with few changes in July 2004. The process began as a pilot case in Santa Cruz. Once the process is concluded on that island, we will continue in San Cristóbal and Isabela. In Santa Cruz we have made inroads in the development of a map corresponding to zone 2.4 that shows different sub-zones and their users (this map was done in Arc View). We have also reviewed the legal and socio-economic literature relevant to micro zoning. The information will be useful in developing a preliminary proposal, which will be discussed by users during a workshop. We expect to have a definite proposal to be presented to the JMP in December of 2004. At the moment we are analyzing the types of markers to be used in micro zoning, as there are questions regarding the impact of floating buoys.

Regarding the approval of a protocol to evaluate and adopt the ZPC scheme and to develop the capabilities to undertake the ecological monitoring and analysis, the advances can be summarized as follows:

- FCD has compiled historic data about the marine ecosystem (the content of this information will be the object of discussion so that it can meet the design and needs of the SPNG data base).
- TNC has developed a preliminary document where it proposes the quality of information needed to evaluate the zoning and the expected outcomes.
- FCD has prepared a preliminary proposal of zoning indicators based on the objectives of the RMG Management Plan and on literature regarding marine reserves. The conceptual document is ready so that it can be discussed at the zoning commission of the JMP.

In addition, we have also made advances in the development of capabilities to perform monitoring activities by supplying SPNG with new computers, identifying a data base system and the supplier company in order to guarantee that the public have access to the information. Training material has been prepared regarding ecosystem sampling for the user groups of the RMG who will participate in the monitoring activities.

Regarding the development of a data base with the results of two years including biological and ecological indicators and the preparation of a report for publishing, the advances include the definition of the biological and ecological indicators to register changes in the sub-zones of the RMG and the criteria to select evaluation sites of the provisional zoning. These criteria have served to define a proposal for optimum sites that will be presented to the JMP zoning commission.

With respect to the inclusion of socio-economic indicators in the database to evaluate the impact of zoning, the WWF has identified the socio-economic indicators for the monitoring plan that will be used for this evaluation.

Regarding the recommendations agreed upon within the conservation sector and the changes in the zoning scheme through technical justifications, the activities are delayed until the monitoring process begins.

In the matter of the definition of feasible economic agreements to insure that valuable areas from the conservation point of view become No Take Areas (NTA), CI has a bio-geographic study of rare marine species available and a proposal to prioritize the species targeted for conservation and indicators. Additionally, and with support from the Marine Department of FCD, CI is continuing with the economic valuation of the zones harboring priority species. We have compiled information regarding Wolf and Darwin islands and Elizabeth Bay, sites identified as NTA pre-candidates. The preliminary results of the feasibility study of an alternative to improve the conservation of NTA suggest that the opportunity costs of acquiring Wolf and Darwin islands is less than US\$40.000,00 per year and with a downward trend due to the decrease of the resource base and to an increase in the cost of fishing activities. The high opportunity costs for Elizabeth Bay make it impossible to acquire the area due to the high profits that the area provides to the fishermen.

Outcome N. 8: Identification of economically viable mechanisms to achieve long-term reductions in fishing effort and/or fleet capacity, pilot schemes initiated and fund-raising under way for full-scale projects.

The process to identify viable mechanisms to reduce the fishing effort, to achieve changes in the activity or to improve fishing practices has advanced regarding the identification of the beneficiaries, among them: the fishing sector itself due to the potential decrease in competition and therefore reduced pressure on the fishing resources; the tourism sector due to the improved quality of its product; the SPNG as they will have to deal with fewer infractions; and, finally, the conservationists who will benefit from intact ecosystems.

We have also made progress in the compilation of legal and socio-economic information of the areas identified in order to evaluate the feasibility of CIAs. We conducted a survey among more than 200 members of the fishing sector in order to identify the relevant economic, social and environmental aspects for fishing alternatives. An international consultant and key personnel at CI in Washington are finishing a report based on the results of the survey. This report will serve as a basis to conduct a workshop with members from the fishing sector (11/11-12). The analysis of the data has been concluded and the information has been incorporated into a model being developed. Additionally, the IDB is conducting a study on the potential of the tourism sector to incorporate fishermen.

Finally, Wolf and Darwin islands have been identified as feasible areas for the expansion of NTA and a preliminary model has been developed.

Outcome N. 9: A significant shift in Galápagos society towards increased appreciation of marine conservation, increased confidence in the GMR governance system and more active participation in marine conservation.

The activities initiated under Outcome 2 (Training and a denunciation system – “*Hot Line*”), Outcome 3 (Communication and Better practices in the tourism sector; and the creation of ties between the fishing and tourism sectors); Outcome 5 (dissemination of results of the participatory monitoring process) and Outcome 7 (Viable Alternatives), are contributing towards this objective.

Outcome N. 10: Enhanced financial sustainability for the GMR, including the participatory governance system.

The activities within this objective have centered in establishing participatory management cost systems for the RMG as well as defining a financing strategy. Through a bidding process we have selected the Mentefactura consulting company to develop a study regarding this topic. At the moment we have reached an 80% advance in the compilation of cost information from the institutions that work together with the RMG as well as the sources report. Still pending is a proposal for financial management strategies and the minutes of the meetings.

3.0 DESCRIPTION OF THE MAIN IMPACTS OR RESULTS OF EACH OBJECTIVE

In this section we describe, by outcome, the main impacts or results at the end of the first year⁷ of the project.

⁷ We are enclosing Annex 8, which has the follow-up of the key indicators with greatest impact as defined by USAID.

Outcome N. 1: Effective functioning of the governance system as an integrated system: JMP-SPNG-AIM; where most of the decisions made are based on consensus, aligned with the principles of good governance and framed within the conservation policies, management plans and agreements.

The work of the JMP and the AIM has been limited by continuous conflicts (fishermen and park ranger strikes) and by the political situation experienced in the Galápagos Islands and in the country in general⁸. This is due to the environment generated by the October elections of mayors, prefects and councilors; and the lack of stability of the main government institutions.

The JMP reached consensus on some topics. The main ones are: a) the definition of a 2004 work agenda; b) the approval of the work plan for the zoning committee; c) the participatory monitoring of the red lobster population; and, d) requests to the SPNG for the internal administrative statutes to be issued. A topic on which no agreement was reached, and which also generated much debate, was about sea cucumber fishing in 2004⁹.

During this semester, the JMP did not reach a consensus on important topics that had been approved directly by the AIM¹⁰. All of the proposals approved by the AIM and the SPNG have been consistent within the legal framework. This means that they complied with the procedure established by the Special Law of Galápagos, its general regulations and the Management Plan. However, there were problems regarding the work carried out by the AIM, mainly because of: a) the political influences that motivated some decisions; and, b) the way meetings were conducted and agendas were defined. Some issues were questioned, as they did not comply strictly with the internal regulations of the AIM¹¹.

Many sectors questioned 2004 sea cucumber fishing as they thought that the technical considerations, based on the results of the participatory monitoring, were not taken into account. The SPNG opened up lobster fishing in 2004 based on the five-year fishing calendar issued by an AIM resolution in 2002.

A major part of the efforts of the Alliance has focused on the defense of the institutionalization of the participatory management system and the technical handling of the SPNG. Therefore, the impact of the Alliance's work can be divided into two areas: i) to

⁸ We are enclosing Annex 5, which includes a list of the main conflicts occurred in Galapagos this year.

⁹ We can infer from this information that up to September 2004, we have recorded 80% consensus on the topics discussed by the JMP.

¹⁰ Therefore, it is not possible to calculate the indicator on the percentage of proposals negotiated by the JMP, approved of by the AIM and the SPNG, as a management regulation, since no decisions agreed in the JMP was sent to the AIM. The topics on which the JMP agreed were not sent to the AIM, as these were not relevant for the AIM.

¹¹ It is not possible to estimate the indicator that refers to the negotiated proposals of the JMP and approved of by the AIM and the SPNG and which is coherent with the framework, because of the reason given in the previous footnote. Some criteria have been defined regarding the proposals that conform to the principles of good governance. They will be applied to the decisions corresponding to 2003 and to the current year.

maintain the current legal framework to manage the RMG; and, ii) to make participants and decision-makers aware of the importance of complying with the current legal framework of the participatory management system to be able to define management aspects of the RMG.

The achievements of the first area are: the abolishment of the articles in the Tourism Regulations which affected the RETANP¹²; Defense of the Fishing Regulations; Resolution of the Constitutional Tribunal in favor of the AIM to issue management measures for the RMG; and drafting of a proposal of Technical Procedures to select the director of the SPNG. We have to highlight that the favorable decision of the Constitutional Tribunal strengthened the AIM and is an important precedent to defend the future legitimacy and legality of AIM decisions.

An important achievement in the second area is that the stakeholders understood that the proposals negotiated outside the system or subject to pressure mechanisms can not prosper and that the only way to negotiate is to promote the adequate running of participative management instances (JMP y AIM). Nevertheless, in this process there have been winners and losers. Among the second we can mention the JMP, where the participants' motivation has declined due to the lack of sufficient incentives to reach consensus¹³.

Outcome 2: All major stakeholder groups participating effectively in decision-making, whereby 'effectively' is defined as having fulfilled their internal procedures for representative election, consultation and feedback and all major stakeholder groups having increased participation in management and monitoring programs.

Regulations for participation and representation of JMP members have not been established nor registered yet at the JMP. The only significant progress has been made by the Naturalist Guides of Galápagos. Therefore, up to now, official delegates are elected according to transient mechanisms of each sector. The main problems have occurred in the fishing sector. The naturalist guides generally reach an agreement regarding representation based on regulations agreed between them. Further details need to be included but will be based on a workshop that is being supported by FFLA. In the case of the fishermen, the Cooperative Union, which is the group that merges all fishermen's cooperatives, still only has three members and it has not been possible to create a group with the 4 cooperatives, mainly because of disagreements between the heads of fishermen's cooperatives. The SPNG, CAPTURGAL, and FCD have mechanisms to elect the representative since they have an institutional structure. However, they still have to register these mechanisms in their regulations and also register them within the JMP.

¹² We registered this achievement during the first semester of the first year of the project.

¹³ The lack of incentives to reach consensus and to participative in the JMP arises from the level of importance the highest authorities of the system (Minister of the Environment) have given to the spaces of local participation. An additional analysis of this topic is found in the lessons learned section.

Notwithstanding these aspects, the JMP has maintained good levels of participation and attendance. We can notice this if we review the degree of attendance of official delegates, by sector, registered during this year. Thus, for the fishing sector the degree of attendance is 66.6 %; SPNG, naturalist guides, FCD and CAPTURGAL have been 100 %. Regarding the fishing sector and the FCD, these two groups of users have been active, as they have presented proposals to be reviewed by other JMP members on topics related to sea cucumber fishing.

User groups of the RMG are actively participating in some of the processes of RMG Management. An example we can mention is the group of students of GAIAS-USFQ, who are trained by the USFQ and take part as observers of the fishing process. At the same time, thanks to the exchange with representatives of fishing cooperatives of Baja California we expect the fishing sector to participate actively in subsequent activities. The goal is a greater involvement of the fishing sector in the appropriate management of the RMG, both in the organization of their cooperatives as well as the administration of the main sea cucumber and lobster fisheries. We will activate the phone number for reporting breaches and the SPNG and the Environmental Police will implement action. This will motivate the involvement of local stakeholders in the control and protection of the RMG.

Outcome N. 3: By 2006, tourism sector effectively lobbies for conservation, adopts best practices that reduce its direct impacts. Some fishermen successfully shift their main economic activity to tourism.

During the second term, the tourism sector with the collaboration of the Alliance defended the continuity and stability of the SPNG and the participatory management system established by the Special Law of Galápagos. The tourism sector was very energetic as they reported fishermen's strikes, as well as the lack of stability caused by the removal of SPNG's Director.

The protests of fishermen during May 2004, caused by the opening of sea cucumber fishing and the manipulation of local politicians, changed daily island life and especially that of the tourism sector. The sector reacted strongly and stated its disapproval in relation to the fishermen's actions and the lack of government reactions to solve the conflict. Organizations such as AGIPA, ADATUR, travel agencies, CAPTURGAL, and IGTOA, among others, issued news bulletins and sent letters to the government. Regarding the lack of stability of the SPNG due to continuous removal of its Director, (there have been 8 directors in 10 months) and the political manipulation of this position in an institution which is key to the conservation of the islands, the tourism sector issued news bulletins and sent letters to the government, indicating their concern. Once again several institutions have reacted locally and nationally. We can mention some of the local institutions: CAPTURGAL, IGTOA, ADATUR, AGIPA, ASOGUIAS and at the national level, ASOGAL. We must highlight that ASOGAL participated in a press conference with Fundación Natura (09/06) to report on the lack of stability in the SPNG due to the

continuous changing of the director, and issued a public statement at the Plenary Session of the National Congress on the same topic (09/21) (see Annexes 1, 2, 4, and 7).

These events prove that the tourism sector has strengthened its voice in support of the conservation of the RMG. However, there are still many ways in which the sector can play an important role in the provision of alternatives and in the depolarization of Galápagos.

Regarding the adoption of good practices, the foundations of this component have been established during the first year. These are present in the definition of a collective vision of the tourism sector and its action plan to promote the conservation of the RMG and the creation of a work group to implement the plan.

On the change of occupation and inclusion of the fishing sector in tourism activities, we have made progress during our work with a selected group of fishermen to determine the actual feasibility of a change of activities. Given that a condition established to allow the future prohibition on sea cucumber fishing was the provision of alternatives, the organizations that are members of the component are focusing their efforts on thinking about specific options that will promote the strengthening of links between the tourism and the fishing sectors. We are now working on three specific initiatives with fishing cooperatives and organized fishermen's wives groups.

Outcome N. 4: A governance system supported by more effective law enforcement at sea and in the trade channels, including patrols, arrests and the judicial process.

After having implemented activities as part of this outcome, we hope to have made some degree of progress, by the first semester of year two, concerning impact indicators that will prove an effective application of laws.

Up to now, we have registered important progress concerning this outcome. We can mention the definition of the patrolling plan for the SPNG and the design and hiring of an expert to teach a course on control and patrolling. The course will take place at the start of 2005. In November, WA and WWF expect to have the results on the renewal of the control and patrolling agreement between Ecuador's Navy and the SPNG; and TRAFFIC has already begun studies on the illegal trade and has finished the training about the CITES agreement attended by diverse users from the RMG and the SPNG.

The FN has signed an agreement with Fundación Patrimonio to provide follow-up services for administrative and judicial cases to promote a rapid solution of cases against violators of RMG regulations. We believe that these actions are important in the strengthening of the deterrent powers of the SPNG in Galápagos and to promote compliance with regulations.

Outcome N. 5: A flow of information that is scientifically sound, more participatory in its generation and use, and is a central consideration for management decisions.

Despite the strikes by fishermen and park rangers that have occurred during this period, there has been significant progress with respect to the execution of the activities outlined in the work plan. To date, there have been no complaints about deficiencies in the distribution of information to the members of JMP and AIM. However, there was a complaint about information contained in the Electronic Bulletins.

During this quarter, the principal regulation analyzed by AIM was about the conditions of the sea cucumber catch in 2004. According to opinions from many sectors, this decision was not consistent with the participatory monitoring data. The opening of the lobster fishery in 2004 responded to valid criteria that were based on the Five-Year Fishing Calendar.

Outcome N. 6: Sustainable management measures approved and implemented in each major fishery.

The relevant impacts of this objective must be observed with respect to the principal fisheries in Galápagos (sea cucumber and lobster). It is necessary to emphasize that the biological and fishing monitoring process that generates the information necessary to evaluate the state of these resources is in its initial stage for this year. Monitoring has only been completed for the pre-fishing season of sea cucumbers, which registered an average density of 0.0286 sea cucumbers per square meter.¹⁴ The sea cucumber season finishes at the beginning of October and as a result the information about the catch (kilograms of sea cucumber per hour of diving) is not yet available. The same is true in the case of the spiny lobster. Without this information, it is not possible to reflect upon whether or not the sustainable management measures have had some effect on the state of these resources.

Nevertheless, we can name some important advances that contribute to the application of the sustainable management measures in these fisheries. Among these advances we have:

- i) participatory monitoring for the evaluation of the sea cucumber population;
- ii) students from GAIAS trained in monitoring techniques to conduct population evaluations in the fisheries;
- iii) data collected during the monitoring of the fisheries was analyzed with the participation of the fishing sector;
- iv) reports prepared about the two fisheries, sea cucumber and lobster;
- v) trained students participated in the monitoring as onboard observers; and
- vi) the agreements and processes related to the fisheries and the participatory process have been widely disseminated.

Outcome N. 7: By 2006, successful implementation of the approved provisional zoning scheme, with a complete elimination of zoning disputes and a 50% decrease in zoning infractions.

¹⁴ The 2004 pre-fishing sample registered the following results: San Cristóbal, 0.0295; Santa Cruz, 0.0255; Isabela, 0.0299; Fernandina, 0.032; Floreana, 0.021; Española, 0.033. Total average (includes all of the sites): 0.0286 [Toral et al. 2004].

In the second semester of the project, limited progress was made in relation to the impact indicators established for this objective:

With respect to the zoning component, the principal achievements were the following:

- The first meeting of the zoning commission was successful (07/24). The commission was composed of representatives from the five sectors. It was created by the JMP to address all aspects of the project that are related to zoning before they are presented to the JMP for its approval. (Progress Indicator 1: Criteria for the implementation of the provisional zoning discussed and approved by the JMP).
- Progress with regard to the indicators and ecological monitoring methodology (Alliance and members of Galápagos National Park) to be implemented.
- Advances in the creation of a goal database (Impact Indicator 3: Development of a goal database organized by zoning topics, which will be actively consulted with the Galápagos National Park, to evaluate the success of the physical demarcation efforts and the zoning management measures).
- Advances in the development of the first model for the application of CIAs. Wolf and Darwin have been identified as feasible for the application of this incentive agreement. [Indicator 4: Number of feasible arrangements identified (conservation incentive agreements proposed by CI) to expand or modify the no-take zones in favor of the conservation of biodiversity].
- The physical demarcation of the coastal zones could not be initiated (Impact Indicator 5: Percentage of Zone 2 physically demarcated. The total extension of Zone 2 to be demarcated is 1.667 Km.). These delays are due to the virtual inactivity of the JMP since the strike by fishermen in June 2004, the lack of follow-up by the zoning commission, and the park ranger strike in September 2004.

Outcome N. 8: Identification of economically viable mechanisms to achieve long-term reductions in fishing effort and/or fleet capacity, pilot schemes initiated and fund-raising under way for full-scale projects.

During this reporting period, key information was compiled to identify some mechanisms to reduce fishing effort. With the information compiled in the surveys, options were identified that will be analyzed for use in the conservation incentives. Though a workshop was planned for the second semester, it will be held in November and results will be presented along with proposals to be analyzed. Finally, Wolf and Darwin islands have been identified as feasible for the expansion of the NTA, and a preliminary model has been developed.

Once the proposals for ways to reduce the fishing effort have been defined, it will be possible to initiate the fundraising strategy.

Outcome N. 9: A significant shift in Galápagos society towards increased appreciation of marine conservation, increased confidence in the GMR governance system and more active participation in marine conservation.

Information about positive attitudes will be presented in year 3 because a new study *CAP* (knowledge, attitudes, and practices, Acronym in Spanish), which will be compared with the Baseline Study, will be completed towards the end of year 3. Nevertheless, there are some events that indicate a positive tendency in Galápagos society towards more appreciation of marine conservation. Among these are: the participation of locals in the *Year of the Shark* campaign and the mobilization of diverse sectors of society (transportation, tourism, restaurants, hotels, etc.) against the violent incidents that occurred during the fishermen's strike in May 2004.

Outcome N. 10: Enhanced financial sustainability for the GMR, including the participatory governance system.

The financial management proposal will be developed based on the current income. It will determine the destination of these resources by categories. For example: control, participatory management, research and monitoring, research, and transversal activities such as communication and training. We have completed 60% of the report on the analysis of current costs and funding sources. Action has been taken to identify key institutions with investments in the RMG and to obtain the relevant information. Currently, criteria are being defined in order to construct scenarios to evaluate the funding needs, and the financial management proposal is pending.

4.0 LESSONS LEARNED, OBSERVATIONS, AND RECOMMENDATIONS

In this section, we reflect on some lessons learned during this period of the project and we make some observations.

Lessons Learned:

In each of the occasions in which the Alliance has reacted to defend the participatory management system it has acquired valuable experiences. It is important to highlight the occasion in which a local judge accepted an injunction¹⁵ against an AIM resolution. This situation threatened the institutionality of the Galápagos and the legality of the actions of the maximum authority of the RMG. In this concrete case, the Alliance, through Fundación Natura, approached the Environment and Health Commission of the National Congress to communicate its concerns regarding the risks for the future governance of Galápagos if the TC accepted the decision of the local judge. The approach was successful, and the Alliance together with the Environment and Health Commission of the National Congress organized a press conference and submitted a proposal of resolution to the National Congress. Furthermore, this episode improved our access to the Supreme Court magistrates, which

¹⁵ The injunction is a legal resource by which any citizen can contest the decision of an authority if said person considers that the decision violates his or her constitutional rights.

allowed us to communicate to them the importance of their decision and its effects on conservation. The end result was that the TC issued a decision in favor of the institutionality of Galápagos. With this experience the Alliance identified an important space for cooperation with some political stakeholders. Although they do not have direct influence in the archipelago, they do have the political force to demand compliance with laws and dispositions regarding sustainable management in Galápagos. Moreover, this experience constituted an effective way to advocate for the conservation of Galápagos.

Another successful strategy used by the Alliance to defend the participatory governance system has been the involvement of local stakeholders in its actions.¹⁶ We believe that in the Galápagos public opinion this strategy generates an affinity towards the defense of the participatory governance system due to the fact that local stakeholders are the ones that are identifying and denouncing attempts to hinder the operation of the system, which can affect their daily lives and the achievements made with the participatory governance system.

The Alliance has learned how to measure its reactions to the threats that continually face the conservation of Galápagos and the defense of its participatory governance system. The different levels of response include the Alliance's participation in the strategies of different stakeholders (national and international members of the Alliance, CEDENMA, local stakeholders, cooperation organizations); and its intervention in different arenas (political, national and international media). This allows a certain strategy in Galápagos to grow in intensity according to the severity of the threat addressed.

The fulfillment of regulations with respect to decision-making within the participatory governance system is not sufficient to guarantee the healthy functioning of the system. We are convinced that adequate operation at all levels of the system (JMP-AIM-SPNG) requires the political will of the authorities to make it work and to give the participatory spaces the importance that they deserve. The participants will be motivated to the degree to which the authorities place importance on their participation. The level of importance that the authority grants these spaces could be reflected in facts like: redirecting important topics from AIM to JMP; high levels of coordination between the agendas of AIM and JMP; and, improved communication between AIM – JMP. None of this has been observed in the work of AIM or JMP in recent months, which demonstrates: a low level of internalization of the system by the authorities; a lack of communication between higher level personnel in the Ministry of Environment and the SPNG; and, technical and management limitations. This gives the Alliance cause to worry about the functioning of the JMP and to propose more aggressive strategies to enhance the value of this important instance of local participation.

¹⁶ On more than one occasion, local Galapagos stakeholders (representatives of naturalist guides or representatives of FCD) have intervened from the Galapagos in press conferences called by the Alliance for national media based in the capital of Ecuador. These press conferences have been transmitted live via local Galapagos radio stations.

The work of the JMP commissions registered good results and made important advances in coming to agreements about topics as simple as: solving zoning conflicts or looking for economic alternatives to traditional fishing activities. However, these processes have their own rhythm and these have to be respected, despite the fact that they often cannot be made compatible with the Project's annual plan and the need to show immediate, tangible results. This aspect will be considered in the Project's year 2 plan.

Many of the sources of instability in the participatory governance system come from outside the system and are the result of political pressure administered by local leaders looking to gain notoriety during elections.¹⁷ Reducing partisan pressures on the system to a minimum is a pending challenge for the organizations that work for Galápagos. Among the first efforts undertaken, we can mention the preparation of the proposal *Procedures for the Selection of the Director of SPNG*, which will be submitted to the Ministry of Environment in October 2004. This proposal seeks to contribute to the transparency of the selection process of the Director of SPNG and it underlines the technical considerations that should be taken into account when choosing this official.

Observations

- The implementation of the sub-activities that were planned for September 2004 has been delayed by approximately two months and three days. The level of implementation of these activities is 55.1% on average.
- The causes of the delays at both the levels of implementation and time scale for completion of the activities are: i) USAID's long approval process with respect to the Work Plan, which delayed the initiation of the activities by almost five months, halting crucial activities in conflictive moments and resulting in the accumulation of activities for the second semester of the first year in detriment to other activities; and ii) the continuous climate of conflict experienced in Galápagos. With respect to this second point, we should underline that there has been a conflict almost every month this year, which has hindered the operation of SPNG, JMP, and FCD. We should remember that the majority of the actions taken at the local level are undertaken in cooperation with SPNG and JMP and their adequate functioning is a crucial consideration for the success of the activities.
- The activities most affected by instability in Galápagos are related to outcome 7 (implementation of zoning). Here there are delays of up to six months in the implementation of some sub-activities. These delays were caused by the absence of JMP meetings after the conflicts in June 2004; the absence of follow-up to the meetings of the zoning commission; and the park ranger strike in September 2004 that lasted for 19 consecutive days.

¹⁷ It should be remembered sectional elections are scheduled to be held this year (October 17, 2004). The Galapagos elects Mayors, Council Members, and a Provincial Prefect.

- The members of the Alliance have shown flexibility and the ability to respond when faced with demands created by specific events and the volatile environment in the Galápagos. An example of this is the reprogramming of some activities to respond to the fishing sector's demands for economic alternatives.

LIST OF ANNEXES

Period: April to September 2004

ANNEX 1: Letters

- Letter from the Alliance to Ambassador Patricio Zuquilanda, Minister of Foreign Affairs. Re: Congratulations on the nomination of the Galápagos marine area as an especially sensitive marine zone April 12, 2004.
- Letter from CEDENMA, FFLA, FN, FCD, WildAid, and CI to Ministers of State and of Environment. Re: Expressing their concern regarding the lack of security due to the fishermen's strike June 4, 2004
- Letter from FN, FFLA, WildAid, and CI to Minister of Environment. Re: Request for stability guarantees of the current participatory management system and governance of Galápagos August 11, 2004
- Letter from ASOGAL/CAPTURGAL to the President of Ecuador. Re: Concerns regarding the possible removal of the Director of the SPNG September 3, 2004
- Letter from WWF to the Minister of Environment. Re: Concerns regarding the possible removal of the Director of the SPNG September 5, 2004
- Letter from WWF to the President of Ecuador. Re: Request for guarantees for the technical, administrative, and financial stability of the SPNG September 6, 2004
- Letter from AGIPA to the President of Ecuador. Re: Concerns regarding the possible removal of the Director of the SPNG September 7, 2004
- Letter from FCD to the President of Ecuador. Re: Concerns regarding the possible removal of the Director of the SPNG September 8, 2004
- Letter from Friends of Galápagos to the President of Ecuador. Re: Concerns regarding the possible removal of the Director of the SPNG September 9, 2004.
- Letter from the ex-Ministers of Environment to the President. Re: Disapproval of the removal of the Director of the SPNG and request for technical solutions September 27, 2004

ANNEX 2: Press Releases and Press Conferences

- Press Release WWF-CI: Tourism and conservation sectors are trying to reach a consensus and outline shared visions for the future of the Galápagos Marine Reserve May 10, 2004
- PressRelease Alliance: NGO Partnership celebrated Environment Day in Quito and Galápagos June 3, 2004
- Press Conference Alliance. Re: Ruling of the Civil Affairs Judge of San Cristobal on the Appeal on Grounds of Unconstitutionality against AIM's Resolution June 22, 2004
- Press Release Alliance: Alliance demands compliance with the Special Law of the Galápagos Islands June 22, 2004
- Press Conference Alliance-CEDENMA-Environment Subcommission. Re: Exhort the Constitutional Jury (TC) to back the Special Law of the Galápagos Islands when it rules on the appeal on grounds of unconstitutionality presented by the fishing sector June 30, 2004

- Press Release National Congress: Call to unity due to critical Galápagos situation June 30, 2004
- Press Conference FN-WWF-ASOGAL/CAPTURGAL: Concerns regarding the possible removal of the Director of the SPNG September 6, 2004
- Press Release FN: Once again political negotiations are threatening the stability of the Galápagos National Park September 6, 2004
- Press Release WWF: There is hope for Galápagos' fishermen September 10, 2004

ANNEX 3: List of workshops

- First meeting: Developing a Joint Vision among Tourism and Conservation Sectors for the Galápagos Marine Reserve May 12 to 14, 2004
- Workshop on the Operation of the Participatory Management System. May 18, 2004
- Workshop - CEDENMA-Alliance: Conservation sector of the AIM August 30, 2004

ANNEX 4: Meeting List

- Meeting Alliance -CEDENMA. Re: Presentation on sea cucumbers and CITES April 21, 2004
- Meeting Alliance - USAID representatives (Deputy Administrator, Assistant Administrator for LAC, US Ambassador and Director of USAID/Ecuador). Re: Dialogue with local participants on governance of RMG April 24, 2004
- Meeting Alliance -CEDENMA. Re: Presentation of 2004 pre-fishing results of the sea cucumber and position of FCD at the JMP April 30, 2004
- Meeting Alliance –representatives from community groups of Puerto Ayora. Re. Analysis of the problems of the Galápagos province May 3, 2004
- Meeting Alliance -CEDENMA. Re: Definition of the conservation sector's position and strategy within the AIM and the following steps to defend the legal framework May 5, 2004
- Meeting Alliance. Re: Celebration of Environment Day in Quito and Galápagos May 21, 2004
- Meeting Alliance -CEDENMA. Re. Definition of the conservation sector's position and strategy within the AIM corresponding to May 28, 2004. May 27, 2004
- Meeting Alliance -CEDENMA. Re: Presentation of 2004 population results for pre-fishing period of the sea cucumber 2004 and position of FCD in the JMP May 30, 2004
- Meeting Alliance -CEDENMA. Re: Definition of the conservation sector's position and strategy within the AIM corresponding to June 3, 2004. June 2, 2004
- Meeting Alliance and representatives from community groups of Puerto Ayora. Re: Analysis of Galápagos' problems and the situation before the AIM meeting - June 7, 2004
- Meeting Alliance –Minister of Environment. Re: Analysis of the conservation sector's position before the AIM meeting - June 8, 2004
- Meeting USAID-Alliance. Re: Analysis of the Galápagos Islands' situation and Alliance's position June 9, 2004
- Meeting Alliance – National Congress' Sub-Commission of Environment. Re: Coordination of actions to analyze the conflict related to sea cucumber fishing June 23, 2004

- Meeting FN-Minister of Environment. Re: Identification of actions that are required for the strengthening of the Participatory Management System in Galápagos June 24, 2004
- Meeting Alliance -CEDENMA. Re: Meeting to prepare for the press conference at the National Congress June 29, 2004
- Meeting with the Commission on Environment and Health of the National Congress and the United Nations Development Program (UNDP) to analyze Galápagos' problems and to reach a consensus on joint actions to be taken July 13, 2004
- Meeting Alliance. Re: Analysis of the last AIM meetings and other topics on the participatory management system to manage the RMG August 9, 2004
- Meeting Alliance -ASOGAL. Re: To inform ASOGAL of the RMG Conservation Project and to analyze and evaluate options for coordination mechanisms for the fishing sector August 12, 2004
- Meeting Alliance –Minister of Environment. Re: Analysis of AIM's resolution on the opening of sea cucumber fishing and the stability of SPNG's Director August 25, 2004
- Meeting USAID-WWF. Re: Exchange between fishermen from Baja California, Mexico and from Galápagos September 3, 2004
- Meeting Alliance –Advisor to Minister of Environment. Re: Presentation of Alliance's Galápagos activities and definition of common interest topics to be proposed to the Minister as part of a work agenda September 16, 2004
- Meeting Alliance. Re: Analysis of park wardens strike September 21, 2004
- Meeting Alliance –National Congress. Re: General Commission to receive representatives from the tourism and conservation sector to express concern on the removal of SPNG's Director and technical, administrative, and financial stability of SPNG September 21, 2004
- Concentration of institutions and friends of Galápagos in front of the Minister of Environment. Re: Technical and non-political management of SPNG September 27, 2004

ANNEX 5: Documents for Analysis– Alliance

- List of times that the TC ruled in favor of the LEG. FN. June 29, 2004
- Scientific criteria on the opening of sea cucumber fishing for the 2004 season and recommendations on its management, which were presented to JMP and the AIM by the FCD August 20, 2004
- Summary of the RMG Conservation Project August 30, 2004
- Analysis of the problems of the appeal on the grounds of being unconstitutional and need to appeal to the TC, written by Fundacion Natura.
- List of complaints and disputes against the First Judge of the Court of Civil Affairs of Galápagos..
- Mismanagement in the AIM by President of the AIM.
- Possible scenarios regarding the opening of lobster fishing during 2004.
- Request for CEDENMA to be included as the third interested party in the Appeal process against AIM's Resolution 002-2004
- Joint vision of the tourism sector and action plan for the First meeting: Development of a Joint Vision of the Tourism and Conservation Sectors for the Galápagos Marine Reserve May 12 to 14, 2004

- List of conflicts occurred in Galápagos from January to September 2004.
- Processed Fish Sales Project subscribed by the fishing cooperative COPESPROMAR and ASOGAL.
- Proposal for the management of the Zoning Commission at the JMP, written by FFLA.
- Executive reports on populations, fishing management, biology of the main Galápagos fish products: sea cucumber, spiny lobster, and prawn.
- Executive summary on the evaluation of Galápagos Marine Reserve and ecological monitoring.
- National Congress Resolution urging the President to correct his policies regarding Galápagos' management.

ANNEX 6: Publications

- The CITES and Appendix III. TRAFFIC South America. May-2004

ANNEX 7: Newspaper Clippings

- Executive reports on sea cucumber fishing. May-June, 2004.
- Conflict caused by the opening of sea cucumber fishing in Galápagos. May-June, 2004.
- Questioning on AIM's decision about sea cucumber fishing. June, 2004
- Reactions to the removal of SPNG's Director. September-October, 2004

ANNEX 8: Impact Indicators

- Follow-up records of the key indicators with the greatest impact as defined by USAID.