

National Fish and Wildlife Foundation

NFWF/Legacy Grant Project ID: 0302.10.021667

Coral Reef Conservation Fund 2010 - Submit Final Programmatic Report (Activities and Outcomes)

Grantee Organization: Kevin Layne Rhodes

Project Title: Improving Stakeholder Awareness for Fisheries Management in Micronesia

Project Period	09/15/2010 - 11/30/2011
Award Amount	\$37,790.58
Matching Contributions	\$39,950.00
Project Location Description (from Proposal)	Kitti, Uh, Madelonimw, Nett and Sokehs Municipalities, Pohnpei State, Federated States of Micronesia

Project Summary (from Proposal) Conduct stakeholder awareness seminars and workshops to enable participatory development and implementation of a comprehensive fisheries management plan in Pohnpei.

Summary of Accomplishments Stakeholder meetings were held between business, religious, fisheries (market owners and fishers) and community groups to support or identify workable management solutions to overfishing and aid the development of a comprehensive marine resource management plan. Based on these and other pre- and post-project meetings with the governor and attorney general, a Bill for an Act was developed and presented to the Pohnpei State Legislature to amend Chapter 6 of Title 26 of the Pohnpei (Conservation and Resources) Code (<file:///Pohnpei%20Laws/Title%2026%20final.htm>). Its introduction is slated for the upcoming legislative session (May 2012). The Bill's content provides protection for endangered species and reproductive fish and invertebrates, prohibits exports of nearshore marine resources, extends existing sales bans, and introduces size-at-sales limits at markets. A 30-minute awareness video was also produced from stakeholder meetings to incite additional stakeholder discussion and leverage support among legislators to pass the Bill. The video is now playing on local public access TV. The project expanded the line of communication and trust between local NGOs, scientists, government and religious leaders to propel development and enactment of additional management measures forward, e.g. gear restrictions.

Lessons Learned The primary project shortfall was the time constraint for establishing initial and follow-up meetings. Community scheduling and confirmation often took substantially longer than anticipated (i.e. weeks versus days) owing to time conflicts, social obligations and off-island travel of representatives, among others. Village-based (versus municipal) meetings were identified as necessary to gain greater attendance, owing to the lack of individual transportation and distances between households and chosen workshop venues. Greater incentives were needed to attract Pohnpeians to meetings; meetings held without food and drink rarely attract large numbers of stakeholders regardless of the meeting focus. A planned meeting with the council of traditional chiefs was not held because of infighting among council members (nanmwarkis). Direct communication with the legislative representatives was not forthcoming and has been an ongoing problem. Political animosities between the executive and legislative branch continues to slow the introduction and passage of meaningful management and enforcement legislation. Greater time is needed to bridge this divide. The utilization of community leaders and religious groups was identified as a way forward to leveraging management. Future projects to procure legislative actions should be conducted over longer timeframes.

Conservation Activities

Comprehensive Coral Reef Fisheries Management Plan Development

Progress Measures Value at Grant Completion	# of management plans created or updated within last five years 1 management plan created
Conservation Outcome(s) Conservation Indicator Metric(s) Baseline Metric Value Metric Value at Grant Completion Long-term Goal Metric Value Year in which Long Term Metric Value is Anticipated	Moratoria on catch or sale of endangered species # of overfished stocks assessed at stable or increasing levels no species protected 1 species protected 7 species protected 2013
Conservation Outcome(s) Conservation Indicator Metric(s) Baseline Metric Value Metric Value at Grant Completion Long-term Goal Metric Value Year in which Long Term Metric Value is Anticipated	Prohibition on nighttime spearfishing # of overfished stocks assessed at stable or increasing levels No overfished stocks stable Stocks decreasing all overfished stocks stable 2016
Conservation Outcome(s) Conservation Indicator Metric(s) Baseline Metric Value Metric Value at Grant Completion Long-term Goal Metric Value Year in which Long Term Metric Value is Anticipated	Size restrictions on commercial catch of reef fish # of overfished stocks assessed at stable or increasing levels No overfished stocks stable Stocks decreasing all overfished stocks stable 2016
Conservation Outcome(s) Conservation Indicator Metric(s) Baseline Metric Value Metric Value at Grant Completion Long-term Goal Metric Value Year in which Long Term Metric Value is Anticipated	Ban on capture or sale of gravid fish and invertebrates # of overfished stocks assessed at stable or increasing levels No overfished stocks stable Stocks decreasing all overfished stocks stable 2016
Conservation Outcome(s) Conservation Indicator Metric(s) Baseline Metric Value Metric Value at Grant Completion Long-term Goal Metric Value Year in which Long Term Metric Value is Anticipated	MPA protection of known spawning grounds for reef fishes and invertebrates Other (# spawning sites protected) 1 aggregation site protected 2 aggregation sites protected all known spawning sites protected 2016
Conservation Outcome(s) Conservation Indicator Metric(s) Baseline Metric Value Metric Value at Grant Completion Long-term Goal Metric Value Year in which Long Term Metric Value is Anticipated	Ban on export of reef fish and invertebrates Other (% of captured fish and invertebrates exported) 5% 5% 0% 2013
Conservation Outcome(s) Conservation Indicator Metric(s) Baseline Metric Value Metric Value at Grant Completion Long-term Goal Metric Value Year in which Long Term Metric Value is Anticipated	Reef Fish Market Transparency Other (% of reef fish markets providing sales information) 0% 0% 100% 2013
Conservation Outcome(s) Conservation Indicator Metric(s) Baseline Metric Value Metric Value at Grant Completion Long-term Goal Metric Value Year in which Long Term Metric Value is Anticipated	License requirements for fishers Other (% of fishers carrying valid fishing licenses for catch and sale) 0% 0% 100% 2016

Conservation Outcome(s)	License requirements for boats
Conservation Indicator Metric(s)	Other (% of fishing vessels licensed)
Baseline Metric Value	0%
Metric Value at Grant Completion	0%
Long-term Goal Metric Value	100%
Year in which Long Term Metric Value is Anticipated	2016
Conservation Outcome(s)	Restrictions on Foreign Fishing for Sale or Capture of Reef Fish
Conservation Indicator Metric(s)	Other (% of foreign fishers allowed to (reef) fish in Pohnpei waters)
Baseline Metric Value	100%
Metric Value at Grant Completion	100%
Long-term Goal Metric Value	0%
Year in which Long Term Metric Value is Anticipated	2013
Conservation Outcome(s)	Bans on Destructive and Unsustainable Fishing Gear
Conservation Indicator Metric(s)	# of overfished stocks assessed at stable or increasing levels
Baseline Metric Value	1.00
Metric Value at Grant Completion	1.00
Long-term Goal Metric Value	5.00
Year in which Long Term Metric Value is Anticipated	10
Conservation Outcome(s)	Fair Market Pricing of Seafood
Conservation Indicator Metric(s)	# of overfished stocks assessed at stable or increasing levels
Baseline Metric Value	1.00
Metric Value at Grant Completion	1.00
Long-term Goal Metric Value	5.00
Year in which Long Term Metric Value is Anticipated	10



Final Programmatic Report Narrative

Kevin L. Rhodes, Ph.D.

1. Summary of Accomplishments

In four to five sentences, provide a brief summary of the project's key accomplishments and outcomes that were observed or measured.

During the project, meetings were held in each municipality and Kolonia Town with various stakeholder groups, including religious (Jesuits), business (Pohnpei Business Association), fisheries (fishers and market owners), and township, municipal and state government groups or agencies (Attorney General, Governor, Marine Resources Development, Conservation). Meetings identified problems and solutions associated with overfishing, which were used to further develop the Pohnpei Coral Reef Fisheries Management Plan (CRFMP). Meetings were video-recorded by the College of Micronesia (COM) and edited into a 25-30 minute awareness video under the supervision of the Conservation Society of Pohnpei and PI Rhodes. This local language, English-subtitled video, entitled "*Kahpwal Ehu Met: A Problem Fishers are Facing*" complements a recent NFWF-funded video effort by CSP that was based on prior scientific results of PI Rhodes, entitled "*Fish for Our Future*". Combined community meetings and subsequent meetings between PI Rhodes, Governor John Ehsa, Attorney General (AG) Scott Garvey and Legal Assistant Caroline Pinkney-Baird served as the basis for a Bill for an Act to amend Chapter 6 of Title 26 of the Pohnpei Code (Conservation and Resources) (*see attached supplemental material*), which we anticipate will be introduced to the full legislature for consideration in May 2012. Legislation on minimum size limits of key fish species, bans of spearfishing lobster and sales of gravid lobster, and some gear restrictions were passed in June 2011, following a public review process following consultations between CSP, PI Rhodes and AG Garvey. These provisions represent parts of the CRFMP.

2. Project Activities & Outcomes

Activities

- Describe and quantify (using the approved metrics referenced in your grant agreement) the primary activities conducted during this grant.

Eight meetings were held with various stakeholder groups (*see above*) that included, among others, fishers and municipal government and high-level traditional leaders in each of the five municipalities. Multiple additional meetings were held with members of the executive and judicial branch of Pohnpei State Government to develop the CRFMP, portions of which are included in the Bill for an Act to amend Title 26, Chapter 6 (Conservation and Resources). In all instances, project partner and local NGO Conservation Society of Pohnpei (CSP) director, Patterson Shed, joined and facilitated the discussions. Pohnpei Attorney General Garvey was present during two of the workshops and during the Jesuits meeting, which Micronesia Conservation Trust (MCT) Director Willy Kostka presided over. Mr. Kostka also presented a local language Powerpoint presentation (*see attached supplemental materials*) designed by PI Rhodes. The Powerpoint was modified for the various audiences mentioned above, with content including past research findings from Pohnpei and the region (*see attached supplemental materials*). Prior to the presentations, participants were asked during a first session to identify known or perceived problems with overfishing. This was followed by a second session allowing participants to identify solutions to these problems, which were listed as given consideration during development of provisions for the CRFMP. In addition to these activities, PI Rhodes met

on three occasions with the new chief of the enforcement wing of the Department of Lands and Natural Resources, the newly created Division of Fish and Wildlife. These meetings, and the design of the new regulations, were meant to identify individual CRFMP items that would more readily receive legislative favor and find methods to streamline enforcement efforts. The video recorded during meetings was edited over several weeks by the College of Micronesia, under the direction of PI Rhodes and CSP. CSP produced a newsletter article prior to the meetings (*see attached supplemental materials*), along with local public radio announcements. CSP liaised with municipal government and traditional leaders to arrange and organize meetings. CSP and PI Rhodes designed awareness materials, including a T-shirt, for dissemination to participants in conservation activities directly linked to the project. Efforts to pass the CRFMP are ongoing.

In 2012, PI Rhodes will continue to work together with CSP, MCT and Pohnpei State Government to enable the formation of a Fisheries Advisory Council made up of respected senior fishers who can assist in developing and facilitating coral reef fisheries laws. Through the Council, these same entities will work to develop an island-wide fisheries cooperative, whose primary goal will be to achieve improved price equity for marine products and consensus on the means to manage and conserve fisheries resources at the grassroots level. These goals were also identified in a recent The Nature Conservancy publication led by PI Rhodes, entitled “An Interdisciplinary Study of Market Forces and Nearshore Fisheries Management in Micronesia,” that is downloadable at <http://www.pacmares.com/Publications.html>

- Briefly explain discrepancies between the activities conducted during the grant and the activities agreed upon in your grant agreement.

Based on consultation with and recommendations from CSP and the Office of Fisheries and Aquaculture (OFA), individual stakeholder meetings replaced multiple workshops, since this was anticipated to increase attendance and take into direct consideration various logistical difficulties in organizing stakeholders, particularly commercial and artisanal fishers, from disparate locations within the available project period. Despite these modifications, in some instances, individual meetings still took weeks to a month to arrange. However the overall objective was achieved in that stakeholders from various groups participated in the development of the CRFMP. In addition, these stakeholders also have greater awareness of the problems of overfishing in Pohnpei. Passage of the Bill for an Act has not been presented to the full Legislature, although it is tentatively slated for consideration in the second legislative session in May 2012. Many of the provisions passed through public comment period with minor dissension. The Bill contains several provisions of the CRFMP, but does not represent it in its entirety. As a result, the process of passing all portions of the CRFMP are ongoing. This is the first time a fisheries management revision of this magnitude has been put forward in 25 years. This Bill is, in part, a direct outcome of NFWF-funded awareness and participatory activities. Based on stakeholder comments and meeting inputs, PI Rhodes and AG Garvey identified provisions to include in the Bill most likely to gain acceptance by the Legislature, i.e. the ‘low-hanging fruit.’ After repeated attempts and scheduling conflicts (in an election year), we were advised to postpone meetings with the full legislature until a future date, since these bodies are key to gathering the necessary support for some of the more difficult provisions. Similarly, attempts to meet with the Council of (Traditional) Chiefs were delayed because of political infighting, making early passage of some provisions problematic (e.g., moratorium on bumphead parrotfish and bumphead wrasse). Efforts to do disseminate project results and recommendations to these groups are ongoing. While announcements were made for several weeks up to a month prior to community meetings through public radio and telephone, stakeholder turnout was less than hoped for and in hindsight more village-level meetings may have been more effective than the municipal-level meetings recommended by CSP and OFA. Nonetheless, these meetings provided a much-needed forum to bring together various stakeholder, conservation and government

of key stakeholders and their recommendations, as well as consideration of the local Pohnpei culture and context, PI Rhodes revised the awareness materials to be printed from leaflets/flyers to T-shirts, since it was indicated that most leaflets and flyers would be ignored or quickly disposed of as opposed to popular T-shirts that have greater visual and long-term impact.

Outcomes

- Describe and quantify progress towards achieving the project outcomes described in your grant agreement. (Quantify using the approved metrics referenced in your grant agreement or by using more relevant metrics not included in the application.)

The local language, English-subtitled video, “*Kahpwal Ehu Met: A Problem Fishers are Facing*” was produced for mass media dissemination that complements past NFWF-funded video “*Fish for Our Future*” by CPS (2011).

The Bill for an Act to amend Title 26, Chapter 6 of Pohnpei’s Conservation and Resources legislation provides a clause establishing a 10-year moratorium on the take, possession, catch or export of locally endangered bumphead parrotfish (*Bolbometopon muricatum*), humphead wrasse (*Cheilinus undulatus*), and giant clams (*Tridacna and Hippopus* spp.). The moratorium is based on 10-year population doubling times for the two fish species and represents 3 of the 7 species identified in the metrics section. This preliminary work also created awareness of the critically endangered status of these species and led to further Pew Foundation funding to conduct formal regional IUCN Redlist Assessments, which are currently underway by PI Rhodes.

The Bill places prohibitions on the export of all coral reef-associated marine resources from the state, including all reef fish and invertebrates not otherwise mentioned in Chapter 6 (e.g. export of mangrove crabs or aquaculture products under permit).

Finally, the Bill would add February to the current March-April grouper sales ban to provide greater protection for reproductively active grouper during peak spawning season (camouflage grouper, *Epinephelus polyphkadion*, squaretail coral grouper, *Plectropomus areolatus*, and brown-marbled grouper, *Epinephelus fuscoguttatus*). As a metric to improve seasonal protection for spawning aggregations, this is still awaiting passage. In contrast to area protection, PI Rhodes and AG Garvey, along with CSP are focusing more on market-based measures to reduce material requirements by enforcement agencies.

Legislation on minimum size limits of key fish species, bans of spearfishing lobster and sales of gravid lobster, and some gear restrictions were passed in June 2011, following a public review process following consultations between CSP, PI Rhodes and AG Garvey.

Improved fines and penalties were listed as part of the Bill and are awaiting passage.

The meetings provided major impetus for the continued development of the CCRFMP and improved stakeholder-NGO-government communication and understanding. The meetings identified the critical need to for local stakeholders to liaise more directly and focus all future management efforts toward the legislature and passage of the Bill.

- Provide any further information (such as unexpected outcomes) important for understanding project activities and outcome results

One of the more unexpected outcomes was the interest by fishers in banning certain gear types, such as small-mesh nets, and adding additional market closures around spawning times of certain species.

We are currently seeking funds for identifying key spawning times for key commercial species in order to provide meaningful recommendations toward this type of management.

As a direct result of the project, CSP procured additional funds through the Micronesia Conservation Trust and the Margaret Cargill Foundation to hire a community liaison officer for directed communication on ways forward to improve fisheries management. The officer will begin the program in March 2012.

3. Lessons Learned

Describe the key lessons learned from this project, such as the least and most effective conservation practices or notable aspects of the project's methods, monitoring, or results. How could other conservation organizations adapt their projects to build upon some of these key lessons about what worked best and what did not?

Although the project met and liaised with stakeholders and government in all municipalities as planned, we were unable to conduct multi-day workshops owing to the time constraints of critical stakeholders, namely subsistence and commercial fishers, who have varied and unpredictable daily schedules. To accomplish the stated goals of continued input and CRFMP development using a multi-day workshop format, substantially greater time requirements are needed, i.e. multi-year timeline. A second major shortcoming was the failure to meet with the traditional Council of Chiefs (*nanmwarkis*). The latter was due to internal conflicts among council elders that were not associated with the project or any of its constituents. This meeting was a key focus of the project and has yet to be achieved, as one of the chiefs is off-island for medical reasons. The inability to meet with the traditional council was unfortunate, since decisions by and support from this council on management measures carry weight in stakeholders' decisions and perceptions. PI Rhodes and the new director of CSP, Mr. Eugene Joseph, continue to pursue the council of chiefs meeting, as it is critical to passage of the Bill and self-enforcement by local fishers. Similarly, PI Rhodes and Director Joseph are focused on presenting background information to the full legislature prior to the hearing to promote the potential for passage. CSP has recently formed a policy wing for such purposes. In hindsight, greater overall attendance would have been gathered by holding village-level versus municipal-level meetings, however, these would once again have required substantially greater lead time inputs than available in a single year to organize than the municipal meetings given the pace of action in Pohnpei. Efforts to carry this Bill through to passage by CSP and co-PI Rhodes continue. CSP and PI Rhodes are also continuing to work closely with the AG's Office and the recently re-elected Governor Ehsa to develop and enact the CCRFMP regardless of funding. Future work toward stakeholder input will use local radio discussions of issues over several weeks prior to holding stakeholder meetings to generate early discussion and elicit wider interest in participation.

Nevertheless, the overall project objectives of furthering development of management and conservation laws through the CRFMP and gathering stakeholder support were achieved (*see attached supplemental materials*). In addition, our meetings confirmed the high level of stakeholder interest in management decision-making that was first identified through NOAA-funded stakeholder perceptions surveys.

4. Dissemination

Briefly identify any dissemination of lessons learned or other project results to external audiences, such as the public or other conservation organizations.

The video "*Kahpwal Ehu Met: A Problem Fishers are Facing*" will be shown locally in Pohnpei on public access television starting on 7 March 2012 and is available to the public on YouTube (Part 1: the views and conclusions contained in this document are those of the author and should not be interpreted as representing the opinions or policies of the National Fish and Wildlife Foundation. Mention of trade names or commercial products does not constitute their endorsement by the National Fish and Wildlife Foundation.)

<http://youtu.be/W6xJUFbNAek>; Part 2: <http://youtu.be/26eMIT86i-k>). We will also disseminate the video to our regional conservation partners for public showing at regional conservation workshops and on public access television. The April 2011 CSP Newsletter provided the forum to announce the project and will produce an announcement of the overall results, along with the video announcement in the upcoming newsletter. The video will elicit and broaden further discussion on the need for improved fisheries management in Pohnpei. We are currently writing a Kasalehlie Press (local print newspaper) article to introduce the video and have produced awareness T-shirt to provide a conservation message to the wider community.

5. Project Documents

Include in your final programmatic report, via the Uploads section of this task, the following:

Please see attached supplemental materials

POSTING OF FINAL REPORT: *This report and attached project documents may be shared by the Foundation and any Funding Source for the Project via their respective websites. In the event that the Recipient intends to claim that its final report or project documents contains material that does not have to be posted on such websites because it is protected from disclosure by statutory or regulatory provisions, the Recipient shall clearly mark all such potentially protected materials as “PROTECTED” and provide an explanation and complete citation to the statutory or regulatory source for such protection.*