1. **Programme Identification Details**

GTF Number	GTF 322
Short Title of Programme	Strengthening Emerging Local Governance Capacity to Conserve Natural and Cultural Resources and Secure Livelihoods in the Petén, Guatemala
Name of Lead Institution	Wildlife Conservation Society
Start date	15/08/08
End date:	15/08/13
Amount of DFID Funding:	1,330,629 GBP
Brief Summary of Programme:	The Wildlife Conservation Society and its Guatemalan partners believe that conservation and sustainable management of the natural and cultural patrimony of the Maya Biosphere Reserve in the Petén, Guatemala is essential to generate long term social, political, economic, and environmental benefits for local residents, the people of Guatemala, and the global community. To achieve this vision, the project will build on our long-term commitment to the Petén by strengthening and consolidating local capacity to create and manage representative, accountable, transparent and effective institutions responsible for the management of the natural and cultural resources of the last intact areas of the Petén.
Country where activities take place	Guatemala
Implementing partners	Asociación Balam Association of Forest Communities of Petén (ACOFOP) Centre for Legal, Environmental, and Social Action (CALAS) Centre for Conservation Studies in Guatemala (CECON) Centre for Monitoring and Conservation CONAP (CEMEC) National Council of Protected Areas Guatemala (CONAP)
Target groups- wider beneficiaries	Beneficiaries include virtually all inhabitants of the eastern Maya Biosphere region: • Community-based forest concession organisations, representing more than 1200 families; • COCODES and their constituents, representing 5000+ people; • Women in community management and COCODES organisations; • Youth benefiting from improved education programs, especially young women; • Co-administrators and their field personnel, representing 200+ families; National and global benefits include: • Increased tourism to Guatemala, the MBR and its World Heritage Sites; • Climate change mitigation and avoided deforestation; • Conservation of biodiversity.
Lead Contact	Jeremy Radachowsky Avenida 15 de marzo, Flores, Guatemala 17001 Tel. 502-5049-0446 Email: jradachowsky@wcs.org

2. List of Acronyms

ACOFOP	Association of Forest Communities of Petén
CALAS	Centre for Legal, Environmental, and Social Action
CECON	Centre for Conservation Studies in Guatemala
CEMEC	Centre for Monitoring and Conservation CONAP Guatemala
CICIG	International Commission Against Impunity in Guatemala
COCODE	Community Development Council
CONAP	National Council of Protected Areas Guatemala
CSO	Civil Society Organisation
IDAEH	Guatemalan Archaeological and History Institute
MARN	Ministry of Environment and Natural Resources Guatemala
MBR	Maya Biosphere Reserve
USAID	US Agency for International Development
WCS	Wildlife Conservation Society

3. Executive Summary

The purpose of this project is to build local capacity to create and run capable, responsive, and accountable government and civil society institutions responsible for upholding the rule of law and management of the natural and cultural resources of the Maya Biosphere Reserve, with the ultimate goal of generating economic, social, and environmental benefits for local communities, civil society organisations, the National Government, and the global community. During FY 2009-10, WCS and its partners have achieved significant progress toward this purpose and have also encountered challenges. The goal of this annual report is to update DFID with information about our programme's progress, to contribute to the overall Governance and Transparency Fund logframe indicator system, and to raise issues and concerns that may require programmatic or budget modifications.

Main activities and achievements

Increased Government Capability: The government agencies responsible for territorial management and control (CONAP and CECON) have increased their capacity in strategic zones of the Maya Biosphere Reserve due to project activities and support, with the following impacts:

- Five new permanent Protection and Control Centres established to control access to the core of the reserve and reduce timber and wildlife trafficking
- Increased multi-institutional patrols with army, police, and CONAP park guards in the Multiple Use Zone
- Recovery of 95,783 ha of illegally colonized land in the project area
- Cancellation of the forest concession contract and eviction of the improperly managed La Colorada management unit
- Removal of 1264 head of cattle from illegal ranches in the MBR
- Destruction of 444,000 marijuana plants with an estimated value of $126 million
- Increased efficacy of justice system, including unprecedented convictions
- Injunctions and legal proceedings initiated against five illegally established ranches
- Specialized training of 150 newly graduated soldiers for protection of the MBR
- Commitment for 800 new soldiers to be trained as "green brigades"
- Improved security system for the Regional Director of CONAP
- Increased capacity for the early detection of forest fires, marijuana fields, and other threats using over flights and remote sensors
- Confiscation of several truckloads of illegally logged timber and illegally trafficked wildlife

Increased CSO Capability: The community organizations responsible for management of community forest concessions have increased their capacity in the following manner:

- Community Development Councils legalized, administrative structures established, integrated development plans created, and at least one project successfully funded and implemented in the communities of Carmelita, Uaxactún, and Paso Caballos for basic services such as education, health, and access to potable water
- Establishment and/or improvement of secondary education in three target communities (Carmelita, Uaxactún, Paso Caballos)
- Nine community concession control and protection committees equipped with basic equipment necessary to patrol their management units (GPS, digital camera, backpacks, uniforms, first aid kit, etc.)
- Two critical control checkpoints and one central camp in community concessions strengthened by providing essential equipment and supplies
- Financial revisions and improved administrative and reporting capacity in four community organizations
- Plan for debt reduction developed for Uaxactun and Cruce a la Colorada Community Concessions

Strengthened Networks between Civil Society and Government: The programme has promoted increased responsiveness of government to civil society through strengthening of 2 multi-stakeholder forums: 1. Multi-sector Roundtable for Mirador-Rio Azul Natural and Cultural Area, and 2. the Environmental Justice Forum (EJF), with the following results:

- Six multi-sector roundtable meetings held in 2009-10, emitting 4 resolutions
- Increased civil society participation and coordination between regional initiatives such as the governmental project Cuatro Balam, a £20 million Interamerican Development Bank Loan, US Department of Interior and USAID forest protection projects, USAID-funded Program against Violence and Impunity (PAVI), and the DFID GTF project
- Inauguration of the Environmental Justice Forum, including a conference with judges, multi-sector panel discussions and workshops with public prosecutors
- Meetings between Forum members and high level officials in the Guatemalan Justice System (Minister of the Interior, Attorney General, etc.)
- Three training events with regional judges and prosecutors regarding environmental laws and regulations.
- Workshops to restructure the system for control and protection of the Multiple Use Zone, including the operation of 6 control posts in the project area

Learning and Outreach: The following progress has been achieved for the measurement, interpretation, and use of data for collaborative adaptive project management and outreach:

- Increased capacity for monitoring and evaluation through direct support to CEMEC and through over flights
- Strategy and indicators coordinated with US Department of Interior programme in order to be complementary and increase monitoring scope
- Baseline data and annual reports produced, and information products including web page and State of the MBR report near completion
- 8 meetings held in 2009-2010 with project partners in order to develop and build consensus around priority strategies for improving governance in the MBR, and adapt project activities.
- Several presentations given in Guatemala and internationally, and three scholarly articles in progress on GTF programme activities

Challenges and external events
Intimidation of public officials: Due to increased law enforcement efforts in the Maya Biosphere Reserve, several public officials have been intimidated and threatened with physical harm. Fear of violent retributions has been a major impediment to reporting and prosecuting crimes at the community level, amongst responsible managing institutions, and even amongst public prosecutors and judges.
Unstable and understaffed institutions: Most institutions responsible for management, law enforcement, and justice in the MBR are understaffed, most notably CONAP, the Police, and the Public Prosecutor's office. Furthermore, there has been turnover in key positions such as Attorney General, Environmental Crime Prosecutor, and the International Commission against Impunity in Guatemala.
Extreme climate events: An extreme drought from July 2009 to December 2009 left a surface water shortage and threatened to bring a catastrophic wildfire season. Luckily, in early 2010 the El Niño event weakened and rains resumed.

Unintended consequences of interventions
The logical framework of our GTF programme has served as a skeleton for other investments and initiatives promoting governance. For example, US Department of the Interior, USAID, Program against Violence and Impunity (PAVI), and the Interamerican Development Bank have all coordinated some law enforcement and environmental security activities with the GTF framework. We have attempted to influence such public investments to follow a single, coordinated strategy and to raise funds to fill gaps. Interventions within the MBR and within the justice system have also left a precedent that will hopefully serve to dissuade further illicit activities.

Progress toward programme purpose
Our programme purpose is to build local capacity to create and run capable, responsive, and accountable government and civil society institutions in the MBR. To date, progress has been extremely promising despite major challenges. There are several ongoing risks to the continued success of our programme. However, we fully expect to achieve all aspects of our programme during the funding period.

4. Programme Management

There have been no significant changes to project management.

5. Working with implementing partners

There have been no significant changes in our programme implementation arrangements with partners during fiscal year 2009-2010. One slight change was made to the mechanism for funding sub grants to the Centre for Legal, Environmental, and Social Action (CALAS) due to minor difficulties with CALAS' fulfilment of contractual obligations. WCS contacted KPMG officers in order to advise the grant managers of incipient problems. However, the contractual mechanism with CALAS has now been revised, and quarterly funds are only disbursed upon satisfactory proof of progress, allowing us greater control and ability to mitigate future risks. This change affects the timing of fund disbursement and is described in the revised budget notes. Programme managers and CALAS have discussed the situation in depth, and we expect contractual obligations to be completely fulfilled and expectations exceeded in the future. WCS will keep KPMG and DFID abreast of any further issues.

6. Risk Assessment

Below we list the main sources of risk to our programme and local partners, in order of decreasing risk level:

Risk	Potential impact	Probability	Mitigation measures
Loss of programme continuity during upcoming election process	High	High	Increase level of interventions and establish precedents before transition; Public outreach campaign to highlight successes and importance of actions
Eventual turnover of key actors (e.g. Governor, CONAP Regional Director)	High	High	Institutionalise key structures and policies with current actors; Pressure for proper vetting of future candidates
Extreme climate events	Medium	High	Increase fire prevention activities; Establish potable water storage and delivery systems in vulnerable communities
Violent retaliation by powerful interests	High	Medium	Increase security measures for vulnerable personnel; Establish mechanism for safely filing complaints, Promote support from central gov.
Continued depreciation of the British Pound	Medium	Medium	Conservative salary budgeting for key staff; Fundraising and complementing GTF investments with other sources
Uncertainty of continued funding from other sources (USAID, FONACON)	Medium	Medium	Fundraising and complementing GTF investments with other sources; Development of sustainable financing mechanism (endowment)
Central government violation of laws to extend petroleum concession in MBR (poor precedent)	Medium	Medium	Draw public and international attention to illegality of proposed petroleum concession

7. M&E Arrangements

We have made one minor change to our programme´s M&E arrangements. Rather than producing the "State of the Maya Biosphere" report annually, we will produce it two times during the project lifetime: once in 2010, on the 20th anniversary of the establishment of the reserve, and once during the penultimate year of the programme, in 2012.

8. Logframe Changes

The latest version of our logframe is included in Annex 2. We have made three proposed changes to our logframe, described below:

Indicator P3: "Average time between crimes reported in project area and successful completion of due judicial process decreases to less than 1 year" was changed to: "Percentage of reported crimes reaching successful completion remains stable or increases over project period". Time to successful completion is a very difficult indicator to produce due to understaffing in the Judicial Branch and limited access to complete files. Due to a limited number of judges, many criminal cases have trials

programmed as far as 2 years from the date of complaints. We believe that the percentage of cases reaching successful completion is a better and more easily measurable indicator, and we have already established a retroactive baseline.

Indicator O2.2: "Number of person-years of personnel dedicated to governance and security in the Eastern MBR increases by 20% across pertinent government institutions (CONAP, DIPRONA, Ministry of Defense, Ministerio Publico y Organismo Judicial, etc.) by 2013" was eliminated from the logframe. After requesting data from each of the governmental entities, we have concluded that it is not feasible to present data on personnel-hours at the level of the Reserve. Spatial disaggregation of budgets at a finer scale than the entire Peten Department is currently impossible.

Activity 3P3: "Increase information exchange and local participation by funding and leading 2 community Roundtable extensionists (outreach personnel)" was changed to "Increase information exchange and local participation in Roundtable activities through a public outreach campaign". In programme year 1, two extensionists from the communities of Carmelita and Uaxactun were hired in order to transmit information on Roundtable activities to their respective communities. However, several problems with the individual extensionists prohibited their continued employment. Furthermore, elected community representatives (of both Community development Councils and Community Concession Organisations) participate directly in Roundtable meetings and have the formal responsibility of transmitting information to their constituents. Therefore, we focused this activity on developing information products including written media, radio, and television programs for outreach. These products are used by community elected officials to enhance their ability to communicate messages to their communities, but also reach other groups such as decision makers, other communities within the MBR, and the general public.

9. Emerging impact on governance and transparency

This section describes the emerging impact our programme has had on improving **capability, accountability and responsiveness** (CAR) in the Maya Biosphere Reserve during the 2009-10 reporting period, with a focus on two case studies.

Case Study 1: Recuperating territorial control in the Maya Biosphere Reserve

GTF programme number	GTF 322: Wildlife Conservation Society
GTF programme logframe indicator to which this case study is contributing	3.1 Increase in the delivery of Government policies, services, and effectiveness of the management of public finances.
What is the evidence for the example given?	Satellite imagery, legal documents, newspaper articles and notes, photographs, patrol reports, internal reports.

What has changed?
With support from the GTF programme, government agencies have increased their effectiveness at territorial management and control in strategic zones of the Maya Biosphere Reserve. During the first two years of the programme, the following impacts have been achieved:
- Establishment of five new permanent Protection and Control Centres (San Miguel La Palotada, Manantial, El Tigre, La Colorada, Paxbán) restricting access to the core of the reserve, denying entry of cattle used for narcotics money laundering, and restricting illegal trafficking of timber and wildlife
- Increased multi-institutional patrols with army, police, and CONAP park

guards in the Multiple Use Zone

- Recovery of 95,783 ha of illegally colonized land in the project area - the equivalent of nearly 100,000 football fields. These areas were largely under the control of landholders related to organized crime.
- Cancellation of the forest concession contract and eviction of the improperly managed La Colorada management unit
- Removal of 1264 head of cattle from illegal ranches in the MBR
- Destruction of 444,000 marijuana plants with an estimated value of $126 million
- Increased efficacy of justice system, including unprecedented conviction of Alberto Vargas, responsible for forest destruction and cattle ranch establishment within the La Colorada management unit
- Injunctions and legal proceedings initiated against five illegally established ranches: "El Corralito", "La Leona", "La Canoa", "El Oasis" and "La Palotada"
- Specialized training of 150 newly graduated soldiers for protection of the MBR and commitment of 800 new soldiers to be trained as "green brigades"
- Improved security system for the Regional Director of CONAP
- Increased capacity for the early detection of forest fires, marijuana fields, and other threats using over flights and remote sensors
- Confiscation of several truckloads of illegally logged timber and illegally trafficked wildlife

Who has benefitted?

The approximately 1200 members of nine community concession organizations have benefited directly from increased security and access to forest resources for subsistence and sustainable management. Global environmental consequences include increased carbon sequestration and storage, biodiversity protection, habitat connectivity, and protection of ecosystem services. At an institutional level, CONAP, CECON, IDAEH and their employees have benefited. The central government has also benefited from the political consequences of increased government capacity.

How the change occurred?

WCS focused territorial control activities on four community forest concessions plagued by weak governance and uncontrolled threats. During a 2009 aerial survey of "La Colorada", one of the failing concessions, WCS and governmental personnel encountered a massive scar in the jungle; a clear cut of 900 hectares razed in two months by a crew of 100 day labourers. Inspection of the area later revealed the presence of a huge cattle ranch allegedly owned by a powerful drug trafficker. With support from GTF programme partners, Guatemala's largest newspaper gave the discovery front page coverage, shedding light on the profound governance problems in the reserve, and propelling the government to cancel the La Colorada concession due to mismanagement.

The catastrophe helped spark a renewed effort to improve governance in the Reserve. WCS and partners developed an action plan based on feedback from aerial surveys, satellite images of deforestation and fire, mapping of human settlements and access routes, and field monitoring. Crucial financing was made available, above and beyond normal governmental activities. Finally, the Guatemalan government demonstrated great political will.

Four weeks after discovering the clearing, hundreds of soldiers and police entered La Colorada to evict all cattle ranches from the area. Ranch infrastructure was systematically razed, and cattle fences were eradicated. Guatemalan park service personnel surveyed the inhabitants of the concession and found that only two of the original forty-two families remained. The rest had fled after illegally selling state-

owned forest tracts to ranchers and their homesteads to ranch hands. In mid 2009, a control post manned by park guards, police, and army was installed in La Colorada, and in March 2010, remaining residents were peacefully removed from the area without incident. Since then, there have been no fires or deforestation, and the large clear cut is naturally regenerating, with vegetation now over ten feet tall.

La Colorada is just one example of WCS' efforts to improve governance in the Maya Biosphere Reserve. In total, WCS and partners recuperated over 95,000 hectares of highly threatened habitat within the reserve in the last year, helped establish five control posts, each with its respective radius of action for field patrols, bolstered the prosecution of environmental crimes within the Guatemalan Judicial System, and promoted major structural changes within key governmental institutions. A unified message and collective voice from CSOs has helped to make these politically difficult interventions possible.

Why this change is useful?
Actions such as those achieved during the past year are unprecedented in the Maya Biosphere Reserve. After years of increasing rates of deforestation and complete impunity for environmental crimes, the law is finally being enforced, forested areas are being better protected, and deforested areas are being reforested. Furthermore, actions have focused on the large landholders involved in organised crime – not only subsistence farmers. These precedents bring hope to local inhabitants, concession managers, and institutions, and also serve as legal precedents for future criminal prosecution of similar crimes. Furthermore, demonstrated progress is essential for securing continued funding.

Where has this change occurred?
Actions were undertaken in the Maya Biosphere Reserve, a protected area covering nearly one fifth of Guatemala´s land area (Figure 1).
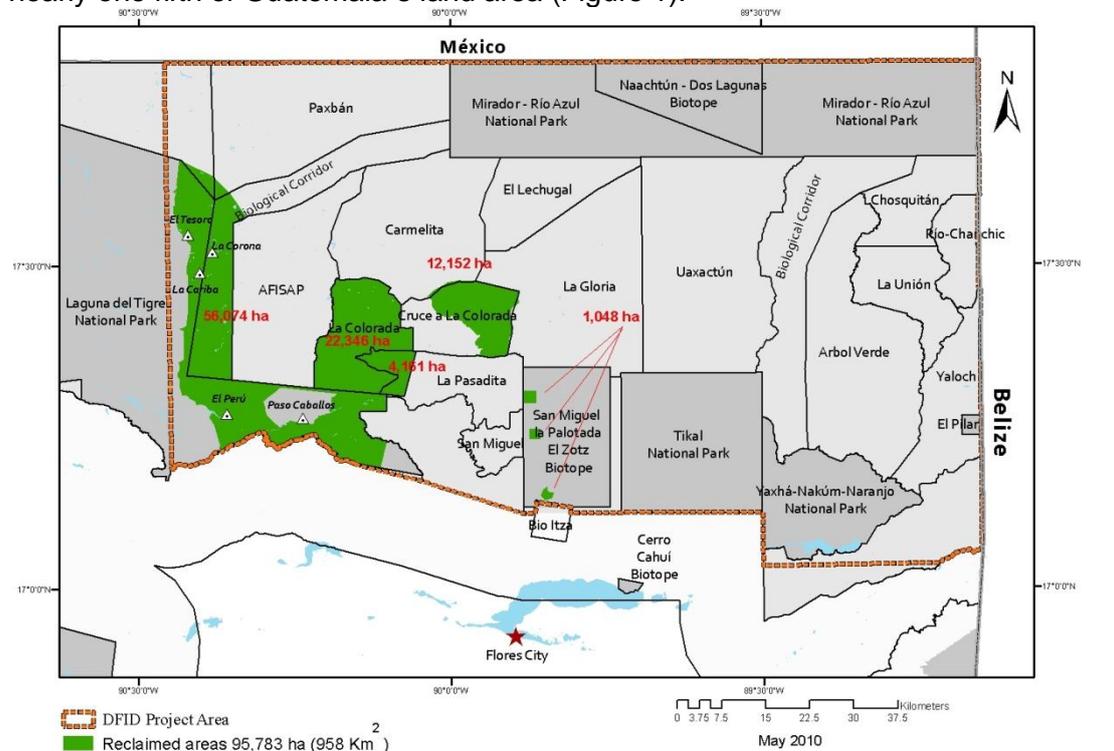

Figure 1. With support from the GTF programme, 95,783 ha of illegally colonized land were recovered in the project area - the equivalent of nearly 100,000 football fields. These areas were largely under the control of landholders related to organized crime, with at least one of the following threats: organized crime, illegal logging, forest fires, illegal colonization, or deforestation. During 2010, there have been no such reported threats in these areas

Case Study 2: Adaptive collaborative project management for promoting consensus, collective voice, and collective action

GTF programme number	GTF 322: Wildlife Conservation Society
GTF programme logframe indicator to which this case study is contributing	2.2 Evidence of a sustainable improvement in civil society capacity and collective voice to demand improved governance and transparency from governments at different levels by the end of GTF funding.
What is the evidence for the example given?	Meeting minutes and lists of participants, newspaper articles and notes, photographs, internal reports, bulletins, presentations, proposals.

What has changed?
- Increased civil society participation and coordination between regional initiatives such as the governmental project Cuatro Balam, a £20 million Interamerican Development Bank Loan, US Department of Interior and USAID forest protection projects, USAID-funded Program against Violence and Impunity (PAVI), and the DFID GTF project
- Six multi-sector roundtable meetings held in 2009-10, emitting 4 resolutions
- 8 meetings held in 2009-2010 with project partners in order to develop and build consensus around priority strategies for improving governance in the MBR, and adapt project activities
- Inauguration of the Environmental Justice Forum, including a conference with judges, multi-sector panel discussions and workshops with public prosecutors
- Meetings between Environmental Justice Forum members and high level officials in the Guatemalan Justice System (Minister of the Interior, Attorney General, etc.)
- Three training events with regional judges and prosecutors regarding environmental laws and regulations.
- Workshops to restructure the system for control and protection of the Multiple Use Zone, including the operation of 6 control posts in the project area
- Increased capacity for monitoring and evaluation through direct support to CEMEC and through over flights
- Development of indicators coordinated with US Department of Interior programme in order to increase monitoring scope
- Baseline data and annual reports produced, and information products including web page and State of the MBR report near completion
- Several presentations given in Guatemala and internationally, and three scholarly articles in progress on GTF programme activities

Who has benefitted?
Twelve NGOs and seven community organizations representing approximately 600 families have participated in roundtable meetings with state agencies and private enterprises, giving them increased access to government decisions. Community oversight committees give approximately 200 families greater access to community accounting records. Through second level representation at high-level planning meetings and a CSO tourism consortium, the probability that regional initiatives will benefit local communities is increased, potentially benefiting all inhabitants of Peten. All project partners benefit from the reflective analysis of project impacts and outreach strategies. CEMEC has been strengthened through direct support for M & E staff and the purchase of equipment and supplies

How the change occurred?

The GTF programme aims to facilitate shared situational understanding, coordination, and collective action amongst GTF project partners, civil society organizations, and government institutions in order to promote improved governance in the Maya Biosphere Reserve of Guatemala. During regular meetings (approximately every two months), results of monitoring and evaluation and other anecdotal data are evaluated by project partners and discussed. Problems are identified and potential solutions are brainstormed, prioritised, and categorized. Management recommendations are separated into those which partners can implement directly, and those which require external support. Tasks are assigned and a joint work plan is developed amongst partners in order to execute attainable activities and seek support or lobby for more difficult goals. Outreach products including powerpoint presentations, bulletins, reports, and web pages are tailored to and targeted at different audiences. All outreach products are as graphic and visually impactful as possible, but backed up by rigorous data collected and synthesized through monitoring and evaluation. Programme partners utilize spaces for discussion and citizen participation in governmental decision making, such as the Roundtable, the Environmental Justice Forum (EJF), the MBR Coordinating Committee and the high-level Interamerican Bank loan steering committee, as well as directly approaching government institutions, public officials, donors, and other potential partners in order to influence public policy and coordinate investments.
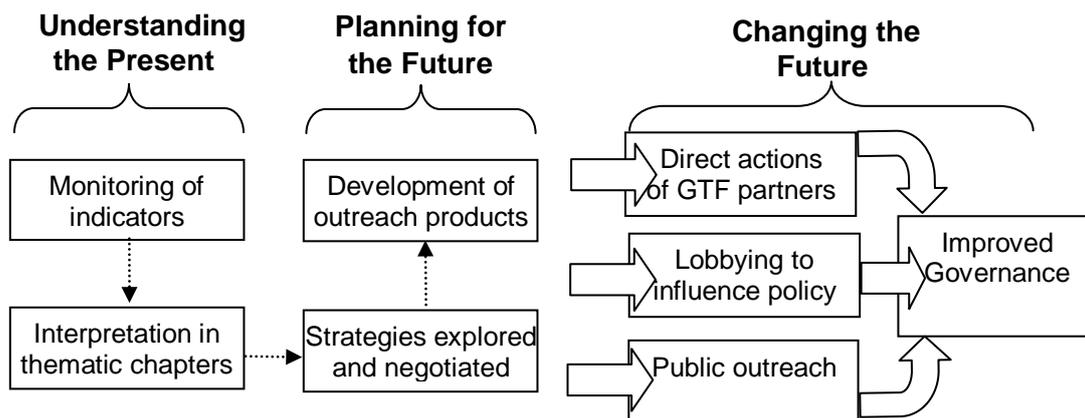

Figure 1. Conceptual model of collaborative adaptive project management and its impact on improved governance.

Why this change is useful?

Several ongoing and incipient initiatives are taking place concurrently in the MBR, including central government investments, institutional investments, the IDB loan, bilateral investments, and private sector development investments. A history of ineffective centralized planning efforts that lead to conflict between local and national authorities has created a demand from both central authorities and local CSOs to search for broad-level agreement on such investments to improve the probability of success. By providing spaces for dialogue, collective decision making, and collective action, such initiatives can be harmonized and coordinated. Furthermore, project partners have actively lobbied governmental authorities for institutionalised acceptance of CSO and citizen participation in decision making processes.

Where has this change occurred?

Actions were undertaken in the Petén Department of Northern Guatemala, and in Guatemala City in order to benefit the Maya Biosphere Reserve and its inhabitants.

10. Cross-cutting issues

Environmental sustainability is a fundamental basis of this project. See "Main activities and achievements" in this report's executive summary, or the achievement rating spreadsheet for detailed positive environmental impacts, as well as section 13: Learning from GTF for a summary of environmental benefits.

Gender equality also continues to be a central cross-cutting theme of all project activities, promoted through leadership positions, educational opportunities, and participation in economic alternatives such as community-based tourism. See the achievement rating spreadsheet for detailed information on women´s participation in Community Development Councils and multi-stakeholder forums.

11. Progress towards sustainability

WCS is dedicated to building the capacity of the MBR's national partner and community organisations over the long-term. WCS and partners have used the DFID grant to leverage funds and establish long-term working relationships with community organizations, government agencies, donors, and the private sector. Project responsibilities are distributed among partners so that each will continue to build its expertise and long-term capacity. The programme has also fomented and institutionalised spaces for public participation in governmental decision making processes, such as the Roundtable and the Environmental Justice Forum. One risk to programme sustainability is the rapid rate of turnover within governmental institutions, especially during electoral periods, such as the upcoming 2011 campaign. WCS and partners are planning to mitigate potential negative impacts by increasing the level of interventions and establishing precedents before the transition, institutionalising key structures and policies, highlighting successes and importance of governance-oriented actions, and applying political pressure for proper vetting of future candidates. WCS and partners are also currently in the initial stages of developing an endowment for sustainable financing of conservation and development activities in the MBR.

12. Innovation

Project Management as Adaptive Collaborative Management
This project has a different structure than most WCS projects, focusing on coordinating activities with several partners and creating spaces for cooperation, learning, and collective action. The project attempts to create consensus through multiple levels of public participation, beginning with project partners, and extending to multi-stakeholder forums such as the roundtable and the environmental justice forum, high-level decision making spaces, and local communities. The project intends to promote reflexive learning by interpreting monitoring information with project partners and in multi-stakeholder forums. In these spaces, we attempt to create a shared understanding of the complex dynamics in the MBR and achieve a shared vision of key strategies to improve governance. This, in turn, dictates adaptations in project management and serves as a basis for collective action, lobbying, and spin-off collaborations. Impacts of this approach are described in the "emerging impact on governance and transparency" section.

Holistic Monitoring, Evaluation, and Outreach System
Our M&E framework is designed not only to produce a series of static products and reports, but as an active and interactive learning tool, and as a basis for decision-

making and collective action. Never before has a single monitoring framework in the MBR included evaluations of socioeconomic, environmental, financial, and governance indicators. In order to achieve rigorous but holistic evaluations, we utilise a combination of qualitative and quantitative information, incorporating logframe indicators, anecdotal and opportunistic supporting evidence, and narratives. This web of evidence is currently being translated into information products such as annual reports on the state of the MBR, an updated and interactive website, and presentations, for use amongst project partners and in key multi-stakeholder forums.

A Framework for Governance Investments
Since its formation, the WCS/GTF project was conceptualized as a framework for ordering and coordinating additional investments to promote governance. We recognized that, although the fund is significant, it is not sufficient to revert deeply-rooted problems with governmental and CSO capability, accountability and responsiveness in the Maya Biosphere Reserve. This realization was strengthened by the sudden devaluation of the British Pound. However, the project has already produced some concrete results and has served as a skeleton for other investments and initiatives. For example, we have coordinated closely with the US Department of Interior, USAID, and the Program against Violence and Impunity (PAVI), ensuring that complementary activities are synchronized, and have attempted to raise funds and influence public investments to follow a single, coordinated strategy. WCS and partners are also in the initial stages of the development of a sustainable and permanent financing mechanism for the MBR through the formation of an endowment. This strategy – to provide a partially funded, but holistic strategy for governance, with the expectation of filling gaps with additional fundraising – was innovative for WCS, but has so far proven extremely effective.

13. Learning from GTF

Part 1: How tools and methods have been applied and how useful these have been in implementing your programme.

Building networks/coalitions to reinforce and spread success
Working in collaboration with other CSOs, governmental institutions, and the private sector has been fundamental to the early success of our programme. The methods for collaborative adaptive project management are described above in the "emerging impact on governance and transparency" and "innovation" sections. Especially in Guatemala's complex and volatile political environment, it has been extremely important to develop strategies with the involvement and support of multiple sectors. Civil society support for government actions has been a vital enabling factor, allowing public officials to take otherwise risky, but necessary actions for the improvement of governance (e.g. cancellation and eviction of La Colorada). In fact, the coalition of project partners has ensured that public officials receive due credit for their actions, often entailing potential political benefits. These win/win relationships are the only manner to ensure continued productive participation and collaboration in joint efforts to improve governance.

Balancing the demand side and supply side of governance
WCS and partners are well aware of the limitations inherent in governmental institutions, as well as the personal and political risks placed upon public officials. Demanding governmental responses based upon unrealistic or unfeasible expectations is a recipe for failure. When possible, we have tried to develop creative solutions for complex problems which respond to the motivations and interests of all parties involved, through critical analysis and consensus building processes. When it

is not possible to find a win/win solution, we have used strategies to pressure or lobby government, but only when the probability of a positive outcome is high.

Measuring performance and changes in governance
In general, our monitoring and evaluation system has been effective at measuring performance in governance. For many indicators the baseline was established in mid- to late 2009. Thus, it is still early to expect measurable impacts of our GTF programme reflected in the goal and purpose levels of the indicator system. However, significant progress has been made in output level indicators, as evidenced by the achievement rating spreadsheet and achievements section of this report. The baselines, and derived information products (graphs, animations, etc.) have been instrumental in understanding the current situation in the MBR, and have formed a central part of our outreach and lobbying campaigns.

Reaching the local level / civil society advocacy tools
Aside from direct meetings and forums, we have utilised information products including presentations, written media, radio, and television programs for outreach and civil society advocacy. These products are used to communicate messages at the community level, but also reach other groups such as decision makers and the general public. We are currently developing a facebook-based platform for outreach and advocacy amongst local high school and university students.

Engaging political leadership
Our programme has used several methods to engage with political leaders and other stakeholders, including meetings, forums, presentations, discussion panels, and through mass media. However, the most effective methods have been experiential, bringing political officials to see field activities or challenges personally through over flights in small aircraft and through field visits.

Part 2: Governance and Transparency Themes

Key factors and intervention strategies for improving governance
Several factors have contributed to the success of interventions to improve governance in our programme. First and foremost is the strategy of investing in civil society organisations to promote demand-side improvements in governance and transparency. In fragile states such as Guatemala, political appointees are completely replaced at least every four years, and often much more frequently. The high rate of governmental turnover creates a loss in institutional memory, direction, and stability. On the other hand, CSOs have more permanent presence and mission stability, providing continuity and sustainability to medium- and long-term interventions. Second, investment in responsible civil society organisations decreases the likelihood of corruption and mismanagement of funds. Our GTF programme provides funds to CONAP, a government institution. However, WCS can provide close oversight to ensure that funds are strategically and responsibly invested in order to maximize benefits. In fact, our modest investments in CONAP interventions have produced substantial and unprecedented results in the MBR. Such investments combine the technical expertise and oversight of civil society organisations with the authority of government institutions. Other key factors include collaborative and adaptive management, described in previous sections of this report, civil society support for government actions, and creative collaboration and networking with multiple sectors. In Guatemala, the term "governance" is often colloquially equated with law enforcement. For our programme, it has been important to communicate and emphasize other aspects of good governance in order to counter this perception.

Environmental governance

Environmental governance is a central focus of our GTF programme, both to ensure the sustainable management of natural and cultural resources, and to ensure the livelihoods of local people. The establishment of good governance and more effective management helps to mitigate environmental degradation, including significant releases of carbon to the atmosphere by anthropogenic forest fires, habitat destruction, biodiversity loss, and disruption of habitat connectivity. Furthermore, wildfire management and water capture and storage projects help local people adapt to the effects of global and regional climate change, thereby reducing competition with wildlife and natural resources. Our programme includes several indicators directly related to ecological integrity, environmental threats, and environmental benefits to local livelihoods including forest fires, deforestation, access to forest resources, and revenue from timber and non-timber forest product extraction. Our interventions range from state-managed law enforcement and territorial control, support for community organisations to manage and protect community forest concessions, support for improved prosecution of environmental crimes, and incentives for local people to responsibly manage natural resources.

Annex 1 - Achievement Rating Scale

Please see attached excel document.

Annex 2 – Programme Logframe

Please see attached excel document. Logframe changes are highlighted in yellow.

Annex 3 – Annual Financial Report

Please see attached excel document for financial details and attached word document for an explanation of expenditure variances in excess of 10% from budget.

Annex 4 – Materials produced during the reporting period

Item	Date	Title or description of material	Access web site (if any)
1	Feb 2010	Radachowsky, J. and B. Castellanos. 2010. Consensus Building Methods for the Management of Natural and Cultural Heritage in the El Mirador Region of Guatemala. *Proceedings of the workshop on applying consensus building, negotiation, and conflict resolution methods to heritage place management.* Getty Cons. Institute	none
2	June 2010	McNab, R. and J. Radachowsky. 2010. Protecting Guatemala's Maya Biosphere Reserve. Conservation Frontlines. Wildlife Conservation Society.	none
3	2-Feb-10	The MBR in 2010: 20 years after (Flyer)	none
4	18-Feb-09	Outlook for the 2009 fire season, report 1	http://www.servir.net/cemec
5	5-Mar-09	Outlook for the 2009 fire season, report 2	http://www.servir.net/cemec
6	13-Mar-09	Fire season monitoring ordinary report # 1	http://www.servir.net/cemec
7	17-Mar-09	Fire season monitoring ordinary report # 2	http://www.servir.net/cemec
8	25-Mar-09	Fire season monitoring ordinary report # 3	http://www.servir.net/cemec
9	1-Apr-09	Fire season monitoring ordinary report # 4	http://www.servir.net/cemec
10	7-Apr-09	Fire season monitoring ordinary report # 5	http://www.servir.net/cemec
11	13-Apr-09	Fire season monitoring ordinary report # 6	http://www.servir.net/cemec
12	20-Apr-09	Fire season monitoring ordinary report # 7	http://www.servir.net/cemec
13	30-Apr-09	Fire season monitoring ordinary report # 8	http://www.servir.net/cemec
14	4-May-09	Fire season monitoring ordinary report # 9	http://www.servir.net/cemec
15	13-May-09	Fire season monitoring ordinary report # 10	http://www.servir.net/cemec
16	21-May-09	Fire season monitoring ordinary report # 11	http://www.servir.net/cemec
17	3-Jun-09	Fire season monitoring ordinary report # 12	http://www.servir.net/cemec
18	23-Jul-09	Outlook for the 2010 fire season, report 1	http://www.servir.net/cemec
19	17-Dec-09	Outlook for the 2010 fire season, report 2	http://www.servir.net/cemec
20	14-Jan-10	Outlook for the 2010 fire season, report 3	http://www.servir.net/cemec
21	17-Feb-10	Outlook for the 2010 fire season, report 4	http://www.servir.net/cemec
22	10-Mar-10	Fire season monitoring ordinary report # 1	http://www.servir.net/cemec
23	26-Mar-10	Fire season monitoring ordinary report # 2	http://www.servir.net/cemec
24	30-Mar-10	Fire season monitoring ordinary report # 3	http://www.servir.net/cemec
25	7-Apr-10	Fire season monitoring ordinary report # 4	http://www.servir.net/cemec
26	14-Apr-10	Fire season monitoring ordinary report # 5	http://www.servir.net/cemec
27	27-Apr-10	Fire season monitoring ordinary report # 6	http://www.servir.net/cemec
28	3-May-10	Fire season monitoring ordinary report # 7	http://www.servir.net/cemec
29	10-May-10	Fire season monitoring ordinary report # 8	http://www.servir.net/cemec
30	Jan-10	Bulletin # 1, Roundtable	none
31	Feb-10	Bulletin # 2, Roundtable	none
32	Feb-10	Bulletin # 3, Roundtable	none
33	Feb-10	Bulletin # 4, Roundtable	none
34	Feb-10	Bulletin # 5, Roundtable	none
35	Mar-10	Bulletin # 6, Roundtable	none
36	Apr-10	Bulletin # 7, Roundtable	none
37	Aug-09	Forest fire monitoring in the MBR, 2009 Season	none
38	Aug-09	Deforestation estimate for the MBR, 2007-2009	none

Annex 5 – Web Update for your programme

The Wildlife Conservation Society and its Guatemalan partners believe that conservation and sustainable management of the natural and cultural heritage of the Maya Biosphere Reserve in the Petén, Guatemala is essential to generate long term social, political, economic, and environmental benefits for local residents, the people of Guatemala, and the global community.

To achieve this vision, the project builds on our long-term commitment to the Petén by strengthening and consolidating local capacity to create and manage representative, accountable, transparent and effective institutions responsible for the management of the natural and cultural resources of the last intact areas of the Petén.

Programme objectives include:
- Improved Civil Society Governance
- Improved State Governance
- Strengthened Networks between Civil Society and Government
- Learning and Outreach

Highlights from 2009-10:
- Recovery of 95,783 ha of illegally colonized land in the project area - the equivalent of nearly 100,000 football fields - largely under the control of landholders related to organized crime.
- Removal of 1264 head of cattle from illegal ranches in the MBR
- Establishment of five new permanent Protection and Control Centres restricting access to the core of the reserve
- Increased multi-institutional patrols with army, police, and CONAP park guards
- Increased efficacy of justice system, including unprecedented conviction of individuals responsible for forest destruction
- Community Development Councils strengthened with projects for education, health, and access to potable water
- Establishment and/or improvement of secondary education in three communities
- Nine community concession control and protection committees equipped with basic equipment necessary to patrol their management units

We hereby give DFID the **copyright permission** to use the photographs included with this annual report. Information for each photograph is provided below:

Image 1: Photographer: Jeremy Radachowsky. Village of Uaxactun, one of the GTF programme's focal forest-based communities.

Image 2: Photographer: Jeremy Radachowsky. Residents of the Maya Biosphere Reserve depend upon forest resources for their livelihoods.

Image 3: Photographer: Jeremy Radachowsky. Children in the village of Uaxactun, Maya Biosphere Reserve, Guatemala.

Annex 6 - Annual Workplan

See attached excel document

Annex 7 – External Project Audit

In order to independently verify the responsible, efficient, and transparent use of project funds by WCS and its partners, a financial auditor was hired to revise all expenses incurred during the 2009-2010 fiscal year (01/04/09-31/03/10). The auditor's report demonstrates responsible financial management of DFID funds during this reporting period. The cover letter is provided below, and the full report is available upon request.

Rene Vicente Castillo Hernández
Contador Público y Auditor
Colegiado 7,916

INFORME DE AUDITORIA ADMINISTRATIVA EXTERNA

DE CONTADOR PÚBLICO Y AUDITOR INDEPENDIENTE

Señor:
Jeremy Radachowsky
Director Proyecto DFID
Avenida 15 de marzo, Casa No. 03. Ciudad Flores, Petén

Hemos realizado una Auditoria Administrativa de Ejecucion Presupuestaria del Proyecto DFID y Asociados, del cual usted es el Director General por el período comprendido del 01 de abril del 2009 al 31 de marzo del 2010. Nuestra responsabilidad es expresar una opinión sobre los procedimientos administrativos relacionados con la ejecución presupuestaria, basados en los contratos y sub-contratos existentes.

Efectuamos nuestra auditoria de acuerdo con normas de auditoria generalmente aceptadas. Estas normas requieren que una auditoria sea planificada y realizada para obtener certeza razonable. Incluye también la evaluación de los principios de contabilidad utilizados y de las estimaciones importantes hechas por la administración, así como una evaluación general en la presentación de dichos gastos en los informes financieros correspondientes de cada socio. Consideramos que nuestra auditoria provee una base razonable para nuestra opinión.

En nuestra opinión, los informes de gastos y sus respectivos presupuestos presentan razonablemente en todos los aspectos importantes la ejecución presupuestaria del *PROYECTO DFID* al 31 de marzo del 2010; basándonos en los anexos que se acompañan al presente informe de auditoria administrativa de Ejecucion Presupuestaria.

Santa Elena, Flores, Petén, 27 de mayo del 2,010

RENE VICENTE CASTILLO HERNANDEZ
Contador Público y Auditor
Colegiado No. 7,916

San Benito, Peten
Cel: (502) 4137 - 6393
Correo: rv_castillo@hotmail.com