

# Format for the Periodic Review of the SPAMIs

SPAMI Name : Cabrera National Park

## SECTION I: CRITERIA WHICH ARE MANDATORY FOR THE INCLUSION OF AN AREA IN THE SPAMI LIST

*(Art. 8.2. of the Protocol and General Principles and C and D of Annex I)*

*In each question, crossed references to the Annotated Format (AF) are given.*

### 1. CONSERVATION STATUS

**1.1. Does the SPAMI fulfill one of the criteria related to Mediterranean interest as presented in Protocol's (Annex I section B para. 2), strictly maintain the status of populations of its protected species (those in Annex II to the Protocol), the status of its habitats and no adverse significant changes in the functioning of its ecosystems? (Article 8.2.)**  
*(See 3.4. and 4 in the AF)*

YES

In case of "no", indicate the reasons that have motivated the deficiencies, their relative seriousness and, if possible, the date in which they are expected to be overcome.

**1.2 If "yes", are the objectives, set out in the original SPAMI application for designation, actively pursued?**

YES

### 2. LEGAL STATUS

**2.1. Does the area maintains or has improved its legal protection status from the date of the previous report? (A-e and C-2, Annex I).**  
*See 7.1.2 in the AF*

YES

**2.2. Does the legal declaration of this area consider the conservation of natural values as the primary objective? (A-a and D1 in Annex I).**  
*See 7.1.3 in the AF*

YES

<sup>1</sup>  
**2.3. Are competencies and responsibilities clearly defined in the texts governing the area? (D4 Annex I). See 7.4.3 in the AF**

YES

**2.4. Are external influences/threats been taken into account in the legal framework of the SPAMI? Does the legal text clearly establish coordination means between land and sea authorities? (D4 Annex I, Art.7.4. in the Protocol).**

YES

In case there is no sea within the SPAMI, this question would be non-applicant.  
See 7.4.3. in the AF

Indicate measures that have been adopted to address these influences/threats. In case of any "no" answer, indicate the reasons that have motivated the deficiencies and, if possible, the date in which they are expected to be overcome.

The main external threats to Cabrera National park are fishing -either sport or commercial-, tourism, and military maneuvers (the owner of the archipelago is the Spanish Ministry of Defense). All these threats have been addressed and regulated, from the time the park was first established. Specifically:

a) sport fishing is totally banned (Declaration Law 14/1991; Royal Decree 941/2001 or "Fisheries Decree"; and Management Plan (Decree 58/2006).

b) commercial fisheries have specific regulations for each gear type, and fisheries are restricted to 4 fishermen associations in harbours located in the vicinity of the park.

c) external visitors and tourism are strictly regulated through limited entry of sailing boats and ferries, as well as the number of visitors that are allowed to disembark each day. Zonation adds additional protection to special areas like islets or sea cliff nesting species breeding zones.

d) Military manoeuvres are strictly modulated through the prohibition of maneuvers with live fire, and the small scale, in time and space, of military exercises, in periods no longer normally than two days.

(Declaration Law 14/1991; Royal Decree 941/2001 or "Fisheries Decree"; and Management Plan (Decree 58/2006).

### **3. MANAGEMENT METHODS (General principles D Annex 1)**

**3.1. Does the area have the same or an improved management body/authority as when the SPAMI was established and/or last evaluated?**

Existence of a management body with sufficient powers (Art. 7.2.d, 7.2.f).  
D6 - Annex I: "To be included in the SPAMI List, a protected area must

*have a management body, endowed with sufficient powers as well as means and human resources to prevent and/or control activities likely to be contrary to the aims of the protected area". See 8.1. in the AF*  
YES

**3.2. Is the management plan in force?**

Has the management plan been officially adopted? (D7 Annex I). See 8.2.1, 8.2.2. in the AF  
YES

**3.3. Does the management plan address the requirements set out in article 7 of the Protocol and Section 8.2.3 of the Annotated Format?**

More details useful for the evaluation of the management plan are addressed in question 7.1 of this questionnaire.  
YES

In case of any "no" answer, indicate the reasons that have motivated the deficiencies and, if possible, the date in which they are expected to be overcome.

4.

**AVAILABILITY OF RESOURCES AND INFORMATION**

**4.1. Is there basic equipment, human and financial resources ensured to the management body?**

(Art. 7.2.d, 7.2.f. D6 in Annex I: "To be included in the SPAMI List, a protected area must have a management body, endowed with sufficient powers as well as means and human resources to prevent and/or control activities likely to be contrary to the aims of the protected area"). See 9.1, 9.2. in the AF  
YES

**4.2. Does the area have a monitoring program?**

(D8 - Annex I: "The program should include the identification and monitoring of a certain number of significant parameters for the area in question, in order to allow the assessment of the state and evolution of the area, as well as the effectiveness of protection and management measures implemented, so that they may be adapted if need be"). See 9.3.3. in the AF  
YES

If yes, what are the monitoring parameters and the management objectives being addressed by these parameters?

A partial monitoring program -not included as a separate piece of legislation- is followed on an annual or biannual basis. Main parameters which are evaluated are:

a) fisheries: CPUE for each gear type; list of targeted species; discard rates; economic valuation for each fishery, according to gear type; spatial and temporal distribution of fishing methods. Experimental fisheries, boardings, and visual transects on rocky bottom habitats are also performed.

b) Distribution and abundance of Invasive species, either on land or marine species -mainly algae.

c) Specially protected, endangered, flagship or key species occurrences: *Posidonia* beds, groupers, lizards, seabirds, raptors, plants in the Red List, endemic taxa.

d) ISO 14000 certification: water, energy, residues. Management objectives are established and evaluated every six months.

**4.3 Is there a feedback mechanism that establishes an explicit link between the monitoring results and the management objectives, and which allows adaptation of protection and management measures?**

YES

In case of any "no" answer, indicate the reasons that have motivated the deficiencies, their relative seriousness, and the date in which they are expected to be overcome.

**5. THREATS AND SURROUNDING CONTEXT**

**5.1 Assess the level of threats within the site to the ecological, biological, aesthetic and cultural values of the area (B4.a Annex I).**  
See 5.1. consider also 3.5.2.b, 6.3 & 6.4. in the AF

**In particular:**

Unregulated exploitation of natural resources  
(e.g. sand mining, water, timber, living resources) See 5.1.1. in the AF  
(SCORE: 0 means "very serious threats"; 3 means "no threats")  
3

Serious threats to habitats and species (e.g. disturbance, desiccation, pollution, poaching, introduced alien species ....) See 5.1.2. in the AF  
(SCORE: 0 means "very serious threats"; 3 means "no threats")  
2

Increase of human presence (e.g. tourism, boats, building, immigration...)  
See 5.1.3. in AF  
(SCORE: 0 means "very serious threats"; 3 means "no threats")  
3

Historic and current conflicts between users or user groups See 5.1.4., 6.2. in the AF  
(SCORE: 0 means "very serious threats"; 3 means "no threats"):  
2

Please include a prescriptive list of threats that are of concern and are evaluated individually

- a) Introduced alien species –either land or marine taxa.
- b) Fisheries and their impact on target species and/or marine seabirds feeding on them.

**5.2 Assess the level of external threats to the ecological, biological, aesthetic and cultural values of the area (B4.a of the Annex I).** See 5.2. in the AF

**In particular:**

Pollution problems from external sources including solid waste and those affecting waters up-current. See 5.2.1. in the AF

(SCORE: 0 means “very serious threats”; 3 means “no threats”)

3

Significant impacts on landscapes and on cultural values. See 5.2.2

(SCORE: 0 means “very serious threats”; 3 means “no threats”)

3

Expected development of threats upon the surrounding area See 6.1. in the AF

(SCORE: 0 means “very serious threats”; 3 means “no threats”)

3

Please include a prescriptive list of external threats that are of concern and are evaluated individually.

Commercial fisheries in the wider area may be a threat, particularly to the seabird populations and migratory species using the islands during some part of their life cycle. Park management cannot address these external threats, but can track studies providing information on these pressures.

**5.3. Is there an integrated coastal management plan or land-use laws in the area limiting or surrounding the SPAMI? (B4.e Annex I). See 5.2.3.**

5.2.3.

(SCORE : 0 = No / 1 = Yes)

1

**5.4. Does the management plan for the SPAMI have influence over the governance of the surrounding area? (D5-d Annex I). See 7.4.4. in the AF**

(SCORE : 0 = No / 1 = Yes)

1

**6.****REGULATIONS****6.1. Assess the degree of legal regulations See 7.4.2. in the AF****In particular, within the national framework:**

Regulations concerning the strengthening of the application of the other Protocols to the Barcelona Convention, particularly dumping, passage of ships and modification of the soil (*Art. 6b, 6c, 6e in the Protocol, D5-a Annex I*)

**(SCORE : 0 = No / 1 = Yes)**

1

Regulations on the introduction of any species not indigenous to the specially protected area in question, or of any genetically modified species, (*Art. 6 d in the Protocol, D5-b Annex I*)

**(SCORE : 0 = No / 1 = Yes)**

1

Regulations concerning the Environmental Impact Assessment for the activities and projects that could significantly affect the protected areas (*Art. 17 in the Protocol*)

**(SCORE : 0 = No / 1 = Yes)**

1

**In particular, within the SPAMI framework:**

Regulations for fishing, hunting, taking of animals and harvesting of plants or their destruction, as well as trade with animals, parts of animals, plants, parts of plants, which originate in the area (*Art. 6 g in the Protocol, D5-c Annex I*)

**(SCORE : 0 = No / 1 = Yes)**

1

**7.1. Assess the degree of detail of the management plan**

(e.g. zoning, regulations for each zone, competencies and responsibilities, governing bodies, management programs as protection, natural resource management, tourism, public use, education, research, monitoring, maintenance, services and concessions....) See 8.2.3. in the AF

(SCORE: 0= No Management Plan / 1= Weak / 2= Adequate / 3= Excellent)

2

**7.2. Assess to what extent land ownership is well determined**

(Undetermined land tenure regimes and registrations are a common source of conflicts in most protected areas world-wide)

See 7.3. in the AF

(SCORE: 0= Undetermined / 1= Weak / 2= Adequate / 3= Excellent)

3

**7.3. Is there a body representing the public, professional and non-governmental sector and the scientific community linked to the management body? (B4b, B4c of the Annex I). See 8.1.2. & 8.1.3**

(SCORE : 0 = No / 1 = Yes)

1

**7.4. Assess the quality of the involvement by the public, and particularly of local communities, in the planning and management of the area (B4.b of the Annex I)**

(e.g. adequate planning involves local stakeholders and accommodates within appropriate management regimes a spectrum of possible multiple uses and regulated human activities, within the primary objective of conservation of marine and coastal environments) See 8.1.4. in the AF

(SCORE: 0= No involvement / 1= Low / 2= Adequate / 3= Excellent)

1

The archipelago is uninhabited, however the local communities on the mainland of Mallorca are somewhat involved, and the new visitors center for the park, located in Colonia St Jordi has increased public awareness, education of local schoolchildren, and participation by local communities.

**7.5. Is the management plan binding for other national/local administrations with competencies in the area? See 8.2.2 in the AF**

(SCORE : 0 = No / 1 = Yes)

1



## 8. PROTECTION MEASURES

### 8.1. Assess the degree of enforcement of the protection measures

#### In particular:

Are the area boundaries adequately marked on land and, if applicable, adequately marked on the sea? See 8.3.1. in the AF

(SCORE : 0 = No / 1 = Yes)

1

Is there any collaboration from other authorities in the protection and surveillance of the area and, if applicable, is there a coastguard service contributing to the marine protection? See 8.3.2. 8.3.3. in AF

(SCORE : 0 = No / 1 = Yes)

1

Are third party agencies also empowered to enforce regulations relating to the SPAMI protective measures ?

(SCORE : 0 = No / 1 = Yes)

1

Are there adequate penalties and powers for effective enforcement of regulations and is the field staff empowered to impose sanctions? See 8.3.4. in the AF

(SCORE : 0 = No / 1 = Yes)

1

Has the area established a contingency plan to face accidental pollution or other serious emergencies? (*Art. 7.3. in the Protocol, Recom. 13<sup>th</sup> Parties Meeting*)

(SCORE : 0 = No / 1 = Yes)

1

## 9. HUMAN RESOURCES

**9.1. Adequacy of the human resources available to the management body** (*Art.7.2-f in the Protocol, D6 in Annex I*) (e.g. enough number of employees to ensure adequate management and protection of the area) See 9.1.1. in the AF

Is there a permanent field administrator of the area?

See 9.1.2. in the AF

(SCORE : 0 = No / 1 = Yes)

1

Are there other permanent staffs in the field?  
(e.g. technicians, wardens, guides, ...) See 9.1.2. in the AF  
(SCORE : 0 = No / 1 = Yes)

1

**9.2. Assess the adequacy of the training level of available staff**  
(Art.7.2-f in the Protocol, D6 in Annex I) (e.g. enough training level to ensure protection of the area). See 9.1.2. in the AF  
(SCORE: 0= Very Insufficient / 1= Low / 2= Adequate / 3= Excellent)

2

## 10. FINANCIAL AND MATERIAL MEANS

**10.1. Assess the degree of adequacy of the financial means**  
Sufficient resources for the development and implementation of the management plan, including e.g. interpretation, education, training, research, surveillance and enforcement of regulations. See 9.2.1. in the AF

(SCORE: 0= Very Insufficient / 1= Low / 2= Adequate / 3= Excellent)

2

**10.2. Assess the basic infrastructure** (Art.7.2-f in the Protocol)  
Administrative premises in the site, visitors' facilities (reception centre, trails, signs...), specific information, education and awareness materials  
(SCORE: 0= Very Insufficient / 1= Low / 2= Adequate / 3= Excellent)

2

**10.3. Assess the equipment.**  
Guard posts and signs on the main accesses, means to respond to emergencies, marine and terrestrial vehicles, radio and communications equipment. See 9.2.3. in the AF

(SCORE: 0= Very Insufficient / 1= Low / 2= Adequate / 3= Excellent)

2

## 11. INFORMATION AND KNOWLEDGE

**11.1. Assess the extent of knowledge about the area and its surrounding zones.** (D3 - Annex I: Considering at least specific maps, habitat distribution, species inventories, and socio-economical factors)  
See 9.3.1. in the AF

(SCORE: 0= Very Insufficient / 1= Low / 2= Adequate / 3= Excellent)

2

**11.2. Assess the adequacy of the program for data collection and the monitoring program.**  
See 9.3.2. in the AF

(SCORE: 0= Inexistent / 1= Insufficient / 2= Adequate / 3= Excellent)

1

**12.****COOPÉRATION AND NETWORKING**

**12.1. Are other national or international organizations collaborating with human or financial resources?** (*e.g. researchers, experts, volunteers..*).

See 9.1.3. in the AF

**(SCORE: 0= No / 1= Weakly / 2= Satisfactory / 3= Excellent)**

2

**12.2. Assess the level of cooperation and exchange with other SPAMIs** (especially in other nations) (*Art. 8, Art. 21.1, Art. 22.1., Art. 22.3, A.d in Annex I*)

**(SCORE: 0= No / 1= Insufficient / 2= Adequate / 3= Excellent)**

0

**COMMENTS by the Technical Advisory Commission**

## CONCLUSIONS

We have evaluated the SPAMI status of Cabrera National Park looking through three different lenses : 1) the past, and whether the design of the protected area and its management plan was well thought out, addressing real and proximate threats to the biodiversity and ecosystem function of the area ; 2) the present, and whether the steps articulated in the management plan are being carried out ; and 3) the future, and whether mechanisms are in place to adapt management to address emerging threats and pressures.

Cabrera National Park appears to be well designed and remains a gem of the Spanish protected area system. The archipelago is highly valued by residents and tourists alike, and its pristine nature makes it extremely important as a place for scientific study as well. The two main historic threats to the archipelago : fishing and unregulated recreational use (and with these the attendant pressures caused by invasive species introductions and pollution impacts), were adequately addressed in the design of the park, the zonation adopted, and the regulations pertaining to extractive use and limited entry.

The park is extremely well-managed, with a well-articulated monitoring and enforcement regimen, and support to the type of applied research that has implications for management. Established priorities continue to get the allocation of human and financial resources they deserve – this in spite of a possibly significant cutback in funding that occurred with the transfer of administration from the national to the regional authorities. Rats have been successfully eradicated from the seabird colony islets and Conillis Island (along with goats, which were of course easier to control), and measures are in place to limit future invasive species introductions.

In terms of the park's potential adaptability in the future, and its sustainability as a nationally- and internationally recognized protected area of excellence, park staff are aware of increasing and new pressures, and are working to address them. One of the challenges remains the burden that Cabrera National Park administrators must shoulder regarding financial support to other regional parks, as happened with the transfer of administration. Because of the severe cutbacks that resulted, the park staff is actively engaged in trying to identify sustainable financing measures that could be put in place to support the type of capacity the park needs to be viable. In particular, a user fee, mooring fee, and entrance fee to the visitors center (all currently free) are being considered.

The visitor's center in Colonia San Jordi is a wonderful facility, but the capital costs were enormous and the operating costs exceed one million euros per year (has ranged from 1-1,350,000 euros per year). Cabrera National Park is expected to support the operation of the aquaria and the visitor's center, admission to which is currently free. In contrast, the commercial aquarium of Palma charges 25 and 35 euros for children and adults, respectively. While the visitors center allows for greater public

awareness about the great value of the park's marine and terrestrial flora and fauna (as well as its historic and cultural significance), and promotes engagement of local communities in park management, the business model is not viable and represents an undue drain on park management budgets.

Artisanal fisheries continue to exert pressure on the marine resources of the archipelago, though the limited entry scheme prevents over-exploitation, for the most part, and the particular gears used are non-destructive, with very limited by-catch. The fishing community is an important proponent for the park, and performs *de facto* enforcement functions as well. Future studies, finances permitting, might look at the impact of resource extraction on the trophic web, and on the spawning biomass of key species. In addition, there is a need to evaluate how commercial fishing outside the park's boundaries could be affecting fisheries productivity within the park, as well as abundances of seabirds, cetaceans, etc.

The extent to which poaching is an increasingly threat is not known, but current surveillance and monitoring is probably not sufficient to determine either the level of poaching, or its impacts on the marine ecology. The park might well consider placement of remote surveillance (cameras) in key spots (such as aggregation areas for grouper), or it might consider varying the patrol schedules in order to introduce the element of unpredictability into enforcement.

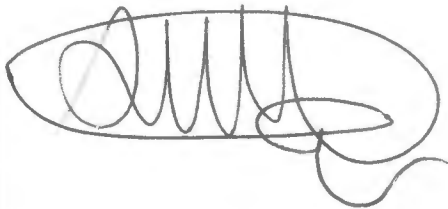
Overall, this protected area certainly deserves continuing SPAMI status, and serves as a model for Spanish MPAs, as well MPAs throughout the Mediterranean.

**RECOMMENDATIONS**

Renew SPAMI status for Cabrera National Park

**SIGNATURES**

**National Focal Point**



**Independent Experts**

*Turi Agony*  
*Gerald R. Yan*

**SPAMI Manager(s)**



**(ADDITIONAL PAGES MAY BE ADDED FOR EACH MEMBER'S COMMENTS)**

## SPAMI VALUE-ADDED

Questions		Score obtained	Maximum
5	Threats and surrounding context	21	23
6	Regulations	4	4
7	Management	8	11
8	Protection measures	5	5
9	Human resources	4	5
10	Financial and material means	6	9
11	Information and knowledge	3	6
12	Cooperation and networkings	2	6
<b>TOTAL</b>		<b>53</b>	<b>69</b>