

**Coastal Resource Management Project-Philippines (1996-2004)  
Special End-of-Project Report**

# **Modeling the Way**

**Lessons in Developing Capacities for  
Coastal Management in the Philippines**

**Modeling the Way:  
Lessons in Developing Capacities for Coastal Management in the Philippines**

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# preface

The 9-year (1996-2004) Coastal Resource Management Project-Philippines (CRMP) provides technical assistance and training to coastal communities, local government units, non-governmental organizations, and national government agencies to promote improved management of coastal resources in the Philippines. It is funded by the United States Agency for International Development and implemented by the Department of Environment and Natural Resources in partnership with the Department of Agriculture-Bureau of Fisheries and Aquatic Resources, Department of the Interior and Local Government, Department of Tourism, other national government agencies, local government units, non-governmental organizations, and people's organizations.

Based on the original Project design, CRMP, which began in 1996, would end in September 2002. It was given a two-year extension aimed at building on the tremendous gains achieved during its original seven-year term in developing a critical mass of support for coastal resource management among Philippine national government agencies, local government units and coastal communities. This report chronicles the evolution of Project activities, providing highlights of key challenges, successes and lessons learned over eight years of life-of-Project (1996-2003), and recommendations for future directions of coastal resource management in the Philippines.

Management and technical support during CRMP's first five years of implementation was provided by Tetra Tech EM, Inc. and its team firms – Global Vision, Inc. (Glovis); Coastal Ocean, Reef and Island Advisors Ltd. (CORIAL); Helber, Hasters and Fee Planners; Mote Environmental Services, Inc. (MESI); Pacific Management Resources, Inc. (PACMAR); Plan Pacific; Economic Development Foundation (EDF); Pacific Rim Innovation and Management Exponents, Inc. (PRIMEX); and Woodward-Clyde, Philippines (WWC). From 2000, Tetra Tech EM, Inc. assumed sole management of all Project components.

Non-governmental organization and academic partners included the Coastal Conservation and Education Foundation (CCEF), International Marinelifelife Alliance (IMA); Kabang Kalikasan ng Pilipinas-World Wildlife Fund-Philippines (KKP-WWF); Environmental Legal Assistance Center (ELAC); First Consolidated Bank Foundation, Inc. (FCBFI); Foundation for Sustainable Society, Inc. (FSSI); Visayas Central Fund (VICTO-VCF); US Peace Corps; Asian Institute of Journalism and Communication, Inc. (AIJC); Haribon Foundation, Inc.; Institute for Small Farms and Industries, Inc. (ISFI); Rtn. Martin "Ting" Matiao Foundation, Inc. (TMF); Silliman University Center of Excellence in Coastal Resource Management; University of the Philippines-Marine Science Institute (UP-MSI); Mindanao State University-General Santos City; University of the Philippines in the Visayas; and the University of San Carlos.



We learned that there was no single way to deliver technical assistance to LGUs that would apply in all cases to all areas. We realized the value of being highly flexible and opportunistic. We consciously honed our reflexes to sharp precision, the better to respond to challenges and opportunities that materialized before us without warning. Through it all, guided by our mission “to catalyze CRM in the Philippines to a threshold that will expand nationwide and be sustainable beyond the life of the Project,” we consciously made sure that our partners were *with us*, and *in the process*. Our strategic objective: 3,000 kilometers of coastline under improved management by 2002. In 2002, CRMP was extended by two years and this strategic objective was revised upwards to 3,500 by 2004.

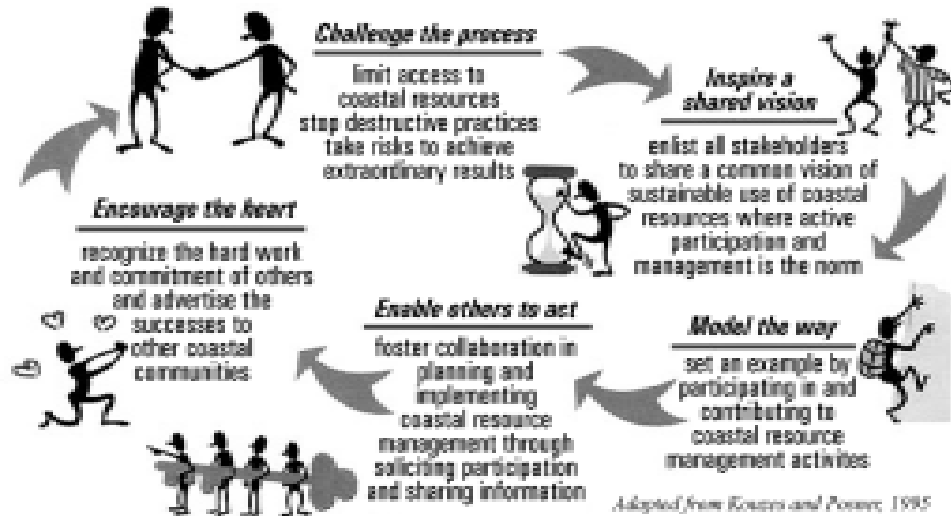
The distance we have covered during CRMP’s implementation continues to amaze us. We exceeded our targets in kilometers, but more than the physical distance, together we achieved a shared vision, learned to work together toward a common end, and journeyed far and wide in our understanding and appreciation of the crucial need for managing our coastal resources well.

This Special Report chronicles the achievements and lessons generated by CRMP from 1996 to 2003, and measures these against the targets expected of us by our “clients”, both donors and LGUs alike. It also examines the many tasks that still face the government and civil society at both the national and local levels, and what it will take to bring CRM in the Philippines to full maturity.

We take this opportunity to salute all those in government, the private sector and the other sectors of society that we had the privilege to work with for their continued commitment to deepen and broaden the institutionalization of CRM in our bureaucracy and achieve the full potential of CRM best practices to improve the economic and social well-being of coastal communities across the country. The process we have helped catalyze is entering a critical phase, when we need to set in place and strengthen the organizational systems and structures that would ensure a continuous supply of the resources, technical assistance and services required to sustain the CRM programs that are already in place at the local level.

Although our challenge today is as big as when CRMP started – perhaps even bigger – it appears less daunting. Ours was a long uphill journey that turned up many unexpected bumps, ruts and bends. But it took us where we intended to go. Today, we are miles – kilometers – ahead of our starting point in 1996. Our shared journey has been a great teacher. We have learned our lessons well, fully realizing that despite the significant gains of CRMP, the challenge ahead remains tremendous, and the lessons to be learned complex and manifold. Our confidence in the future stems from a better understanding of the problem, and the stronger capacity of all of us—government, organizations, communities and individuals— to work both individually and collectively to solve it.

## The Coastal Resource Leadership Challenge



- 370 local government, national government, and NGO partners prepare vision statements, action plans, and commitments for coastal resource management (CRM) for all Learning Area provinces and municipalities through the Coastal Resource Leadership Challenge developed in collaboration with the USAID-funded Governance and Local Democracy Project

- Co-produced with the GreenCOM Project and the Philippines' Technology and Livelihood Center (TLRC) a 10-episode television series on CRM which aired over commercial television and served as educational support to CRM training programs

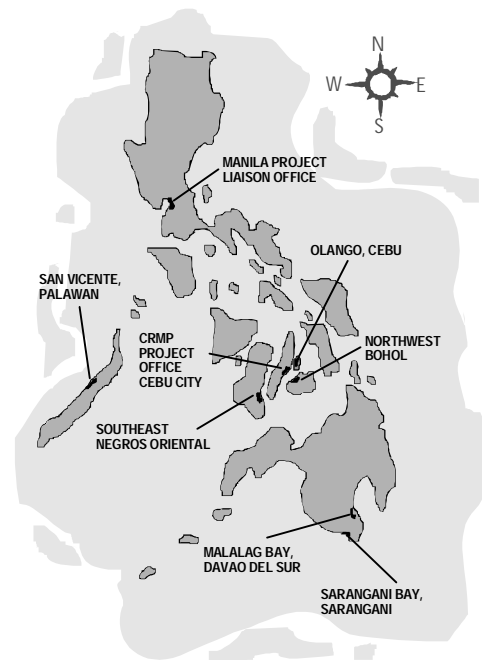
- Strategies for local CRM implementation formulated

- Courtesy calls and orientation with national government agencies, local government executives, non-governmental organizations, and other assisting organizations to introduce the Project and identify key CRM issues and concerns



- Field operations established in six Learning Areas covering 29 municipalities/cities in 6 provinces and 3 regions of the Philippines

*International Group of Experts on the Scientific Aspects of Marine Environmental Protection (GESAMP) identifies urgent need to develop common framework for evaluating coastal management initiatives*



CRMP Learning Areas

# 1996

special report

# project highlights

■ CRMP Internship Program recruits 10 undergraduate and graduate student interns for field practice in coastal management



■ First Edition of *Tambuli*, A Publication for Coastal Management Practitioners published and distributed

■ Training courses in Participatory Coastal Resource Assessment, Integrated Coastal Management, and Coastal Resource Leadership Challenge developed and conducted



■ Coastal area profiles under development in each Learning Area

■ Over 1,000 fisherfolk from 200 coastal barangays in 29 municipalities and cities participate in CRM orientation and training, activities in participatory resource assessment, and community organizations

■ 23 local government, national government, and NGO partners trained in intensive 10-day Integrated Coastal Management Training Course

■ 12 out of 29 Learning Area municipalities enact ordinances limiting access to coastal resources

■ Coastal environment-friendly and market-driven enterprise options analyzed for Learning Areas at Olango, Malagal, and Sarangani

■ Indicators for CRM developed through multisectoral workshops

■ 35 local government units sign memorandums of agreement committing resources and budget to CRM

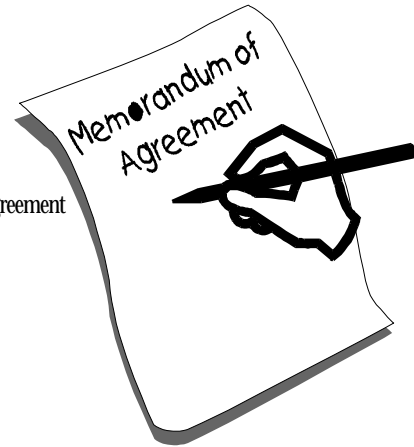
■ Average annual CRM budget allocated by CRMP Learning Area municipalities increases to Php 92,485 from the 1995 pre-project baseline of Php 37,023

- Partnership with League of Municipalities of the Philippines initiated

## *International Year of the Reef*

- Consultative workshops in all Learning Areas conducted for review of *Legal and Jurisdictional Guidebook for CRM in the Philippines*

- Expansion memorandums of agreement signed with 13 municipalities



- Mangrove strategy developed and initiated in Bohol

- Standardized marine sanctuary monitoring and training protocols established with University of the Philippines Marine Science Institute and applied to CRMP Learning Area marine sanctuary

- Enterprise development plans formulated for short-listed communities, e.g., seaweed, ecotour, marine aquarium fish, oysters, mud crab

- Barangay Fisheries and Aquatic Management Councils established or strengthened throughout all Learning Area municipalities

- Marine sanctuaries initiated in all Learning Area municipalities



- CRM television series wins the GAWAD Florendo Award of the Public Relations Organization of the Philippines as best educational tool in the video/television category

- Olango Birds and Seascape Tour developed with Sabang Women's Organization and pre-tested for commercial run

# 1997



- *Legal and Jurisdictional Guidebook for CRM in the Philippines* developed to clarify existing national legal framework to catalyze local implementation, endorsed by the Secretaries of DENR, DA, and DILG, and launched along with the 1998 Search for Best CRM Programs by President Fidel V. Ramos at the National Convention of the League of Municipalities of the Philippines



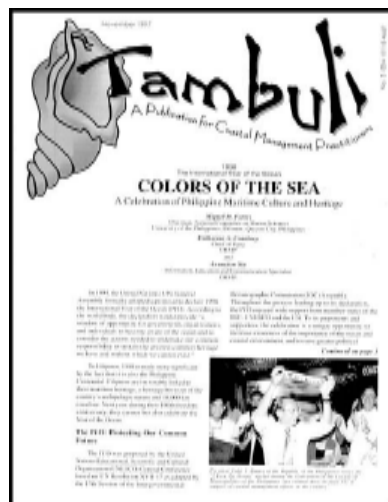
***Agriculture and Fisheries Modernization Act (RA 8435) passed by Congress to address national food security programs***

- Sardine processing enterprise established by Panindigan Women's Association in San Vicente, Palawan

- CRMP designated by UNESCO-National Committee on Marine Sciences as official implementing arm for the 1998 International Year of the Ocean



- Second and Third Editions of Tambuli, A Publication for Coastal Management Practitioners published and distributed



- Community seaweed farming and new net bag technology initiated in Gilutongan (Olango Learning Area); partnerships on seaweed enterprise support with development institution formalized under the Seaweed Consultative Forum

- CRM technical assistance initiated along 1,000 km of shoreline

- “Our Seas, Our Life” traveling exhibit mounted, covering 6 destinations from Manila to Mindanao, generating an attendance of over 1.3 million people, and highlighting to the general public, for the first time, the degraded condition of Philippine seas, solutions, and need for action

***Philippine Fisheries Code (RA 8550)  
passed by Congress establishes CRM  
as the National Legal Framework***



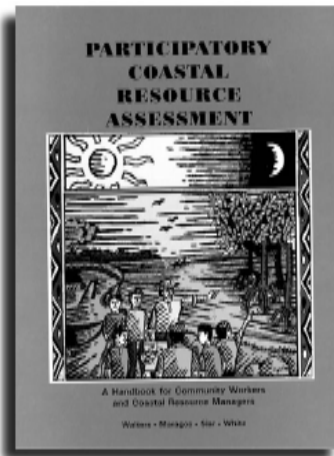
***International Year  
of the Ocean***



- Olango ecotour adopted by DOT National and Region 7 offices for promotion and technical assistance

- “I Love the Ocean Movement” is born and grows to 11,000 members with 5 chapters nationwide sustaining advocacy and action for sustainable seas

- Legal Arsenal for Coastal Resource Management Workshop organized and conducted in partnership with the Philippine Supreme Court and attended by senior-level practitioners, law enforcement officials, and members of the judiciary



- Manual on Participatory Coastal Resource Assessment published and distributed for nationwide use

- Blue Tapestry community arts project conducted in partnership with Levi Strauss Philippines Inc. officially endorsed by the Girl Scouts of the Philippines for Family Camp Program

- Award-winning CRM radio drama series “Kapitan Barongoy” produced and aired to highlight CRM problems and solutions



***Presidential Proclamation  
No. 57 signed by President  
Estrada declares every May as  
Month of the Ocean in the  
Philippines***



- Seaweed Growers Cooperative organized and buying stations established at Gilutongan with support from Alternative Commodities Exchange (ACES), and Visayas Central Fund (VICTO-VCF) and Foundation for Sustainable Society Inc. (FSSI)

***El Niño conditions  
result in record  
drought  
conditions in the  
Philippines***

- Low-impact mariculture enterprise (oyster, mudcrab, bangus) initiated in 3 communities in Bohol, mudcrab facilities in Bais Bay, and seaweed farms in Siaton, Negros Oriental

- Introductory commercial runs of the Olango Birds and Seascape Tour established in Cebu and Manila



- Participatory Coastal Resource Assessment conducted in 29 learning area municipalities

- Study tours on seaweed and ecotour enterprise development by communities in full swing at Olango and Gilutongan islands catering to LGUs, NGAs, students, teachers, NGOs, diplomats, international development agencies

- CRM website at <http://www.oneocean.org> launched as International Year of the Ocean information center with on-line magazine, discussion board, CRM Hotline, and children's page

***Infestations of crown-of-thorns starfish  
reported in 26 Indo-Pacific countries***

**1998**



- ICM Training Courses conducted in Cebu, Palawan, and General Santos, adding to the expanding pool of trained practitioners from NGAs, LGUs, and NGOs

***National election resulted in a new president, change of national government agency staff, and approximately 60 percent turnover of LGU officials in Learning Area municipalities and provinces***



- *Colors of the Sea*, a six-part TV series of the public education program “Sine’skwela” produced and aired nationwide in partnership with ABS-CBN Foundation

- International Coastal Cleanup Day organized by IMA in the Philippines, drawing 300,000 people to clean beaches

***49 nations report at the International Coral Reef Initiative held in Townsville, Australia, that little change in the endangered status of coral reef ecosystems has occurred since the global Call to Action in 1995***

- Municipal Fisheries and Aquatic Management Councils established throughout all Learning Area municipalities as CRM policy formulation, planning, and consultative body in partnership with DA-BFAR



- Multiple coastal enterprises installed and integrated into river and mangrove management at Cambuhat, Buenavista, Bohol. These are Cambuhat river and village tour; oyster culture and handicrafts manufacturing

- CRM orientation conducted for newly-elected local government executives

- Revised Results Framework and Indicators for CRMP reviewed, finalized and approved by the Government of the Philippines and USAID after extensive consultative process

- 2-year extension of CRMP recommended by USAID Mid-Term Evaluation Team based on high performance record

- Criteria for improved management of coastal resources met in 170 km of shoreline composed of 7 municipalities

- Marine sanctuary training and monitoring conducted in selected Learning Areas in partnership with UP-MSI, DENR, DA-BFAR, and academe

***Record highs in tropical sea surface temperatures result in severe to catastrophic coral bleaching in 40-50% of the world’s reefs and about 20% in the Philippines***

- Average annual CRM budget allocated by CRMP Learning Area municipalities increases to Php101,395 or 174% over 1995 pre-project baseline

- Annual Strategic Review and Planning workshop conducted with institutional partners

- Six municipalities (Malalag, Davao del Sur; Pres. Garcia, Bohol; Prieto Diaz, Sorsogon; Calabanga, Camarines Sur; Pasacao, Camarines Sur) awarded Best CRM Programs for 1998 at League of Municipalities National Convention

- Construction of Silliman University Marine Laboratory building completed



■ The Anvil Award of Merit, considered the “Oscars” of Public Relations in the Philippines given to DENR and CRMP “for [their] sustained and unique year-long package of special events and public education activities that helped increase awareness, understanding, and appreciation of the maritime heritage and rich but delicate ecosystems that are the lifeblood of millions of Filipinos”



■ State of the Ocean Address “Saving the Philippine Seas” delivered by President Joseph Ejercito Estrada before a live audience of over 700 mayors, mass media and diplomatic corps and carried by nationwide radio through the Philippine Information Agency



■ Policy Study and Draft Joint Administrative Order prepared in response to Implementing Rules and Regulations of the Fisheries Code defining the jurisdictional responsibilities of DENR and DA-BFAR

***La Niña conditions result in record floods***

■ First Conference of Coastal Municipalities of the Philippines conducted. The Conference is attended by more than 700 coastal mayors, with President Estrada, the Chief Justice of the Supreme Court, and other high-ranking national government officials as guests

■ Municipal Coastal Database software packaged in CD-ROM for beta testing



**CONFERENCE OF COASTAL MUNICIPALITIES OF THE PHILIPPINES**

Empowering Municipal LGUs for Integrated Coastal Management

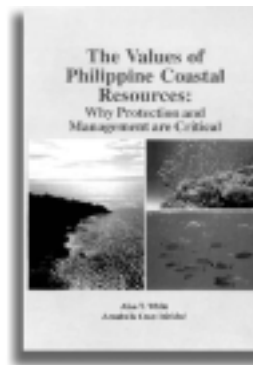


■ CRM for Food Security booklet developed in collaboration with DA-BFAR and DA-ATT in response to the AFMA and distributed at the First National Food Security Convention as the strategy for achieving food security from the sea

■ Ocean Ambassadors webpage at <http://www.oneocean.org> featuring the satellite telemetry project for sea turtles in the Turtle Islands launched in partnership with DENR, WWF and Smithsonian Institution



■ The *Values of Philippine Coastal Resources*, a book describing national and local benefits derived from coastal resources, prepared, published, and distributed to highlight the need to invest in CRM to sustain economic benefits



■ Provincial expansion mechanisms formalized for Bohol and Davao del Sur through signing of Memorandum of Agreement between the provincial government, DENR, DA-BFAR, and CRMP

■ ICM Training Courses conducted for MFARMCs in partnership with DA-BFAR and RFTCs

***Nationwide shortage of seaweed for carrageenan production arises due to disease***

■ CRM planning activities initiated in learning area municipalities and cities

■ Adoption of ICM Training Courses by academic institutions, government training centers, and NGOs

■ Port Barton Marine Park established in Port Barton, San Vicente, Palawan

**1999**

■ CRM is institutionalized with the Leagues of Municipalities, Provinces and Cities

■ Integration of CRMP/CEP activities at the national and field level begins



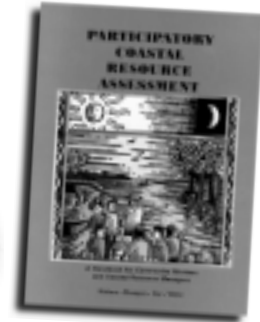
■ MOU signed between CRMP and FRMP establishing close coordination between the two largest CRM projects in the Philippines

■ DENR and BFAR (through FRMP) adopt the PCRA guidebook, training modules and methodology. FRMP begins implementing PCRA in 18 bays



■ Collaborative arrangement made between CRMP and the USAID-funded Governance and Local Democracy (GOLD) for joint activities in GOLD sites in Negros Oriental and Bohol.

■ Policy study and standard procedures for delineating municipal water boundaries completed in partnership with NAMRIA and FRMP



■ First "Celebrity Dive" organized to drum up support for reef conservation. Jim Paredes leads celebrity team composed of Redford White, Jeffrey Santos, Chiqui Pineda and Tina Asuncion



■ Design and development of Municipal Coastal Database (MCD) software completed. CEP, FRMP, Bohol and various LGUs begin to apply MCD as a planning, diagnostic and monitoring tool.

■ Draft Joint Memorandum Order (JMO) clarifying the roles and responsibilities of DENR and DA in the implementation of the RA 8550 (Fisheries Code of 1998) completed for review and approval by DENR and BFAR

■ Joint production efforts with national and local mass media group yield more than \$400,000 in leveraged media production

■ Provincial expansion mechanisms formalized for Learning Area provinces through signing of MOA between the provincial government, DENR, DA-BFAR and CRMP

■ Philippine National Medium-Term Development Plan highlights the role of the local government in improving coastal management in the country, targeting "integrated coastal management adopted by 250 LGUs covering 6,000 km of shoreline for the improved management of municipal waters by the year 2004"



■ 2nd Search for Best CRM Programs launched

■ ICM Trainors Pool established in all Learning Area provinces to promote expansion activities

■ Orientation activities begin in Special Expansion Areas

■ Mangrove Management Toolkit reviewed and adopted by DENR for publication and distribution

■ CRMP web site at <http://oneocean.org> named 1998 Most Outstanding Environmental Web Site from the Philippine Web Awards

■ 741 km of shoreline meet criteria for improved management of coastal resources, exceeding the 1999 target of 640 km



modeling the way



■ “Mangroves for the Millennium” Project launched as a community mobilization and public education activity for learning and expansion areas

■ 6,500-ha Port Barton Marine Park established



■ 2nd Search for Best CRM Programs picks 6 winners: Altavas, Aklan; Calape, Bohol; LIPASECU, Antique; and Sibulan, Negros Oriental under the Externally-Assisted Category; and Claveria, Cagayan and Palompon, Leyte under the Not Externally-Assisted Category

■ The Province of Masbate, with CRMP assistance, formulates and adopts the Masbate Provincial Environment Code, the second province after Bohol to codify national laws and local ordinances related to the environment

■ CRMP technical assistance shifted from municipal LGUs to coastal provinces to capacitate provinces as technical assistance providers to municipalities and cities in CRM. Technical assistance begins in special expansion areas, which include Batangas, Davao del Norte, Leyte, Masbate, Romblon, Sultan Kudarat, Surigao del Norte and Surigao del Sur

■ Oneocean.org wins 1999 Anvil Award of Excellence-PR Tool, Electronic and Interactive Media-Web Pages Category



■ OBST wins 1999 Anvil Award of Merit-PR Program Directed at Specific Stakeholder-Community



■ Coastal Environmental Profile of the Malalag Bay Area, Davao del Sur, and Northwestern Bohol, Philippines published

■ 1,410 km of shoreline meet criteria for improved management of coastal resources, exceeding the 2000 target of 1,200 km



# 2000

***DENR and DA adopt JMO  
2000-01 clarifying the roles and  
responsibilities of the two agencies  
in the implementation of RA  
8550 (Fisheries Code of 1998).***



- Olango Birds and Seascape Tour (OBST) conferred "Highly Commended Status" by Conservation International

- Mangrove Management Handbook published



- Quantitative research undertaken in CRMP learning areas by an independent research company. Trends-MBL Inc., indicates high level of awareness and knowledge among fishing communities about current conditions, problems and solutions affecting coastal resources

- Trends-MBL nationwide survey of 700 fisherfolks conducted to determine knowledge, attitudes, practices of fisherfolk regarding CRM

- Generated commitments from 17 municipalities in southern Cebu and 1 northern municipality to serve as CRMP expansion areas; clusters of municipalities organized



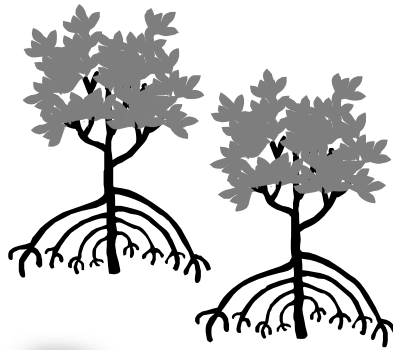
- Coastal Law Enforcement Alliance for Region 7 (CLEAR7) organized with the assistance of the US Coast Guard. CLEAR7 is a coalition of national government, local government, and non-governmental organizations committed to improving coastal law enforcement in Region 7.

- 8-volume Philippine Coastal Management Guidebook Series completed and adopted by DENR and DA-BFAR



- Organization of Cebu CRM Partners comprised of national agencies and NGOs to provide technical assistance to CRMP expansion municipalities

■ Provincial delivery of CRM as a basic service strengthened in eight provinces -- Bohol, Cebu, Negros Oriental, Palawan, Davao del Sur, Davao Oriental, Sarangani, and Masbate



■ Mangrove management component completes its term, after successfully facilitating the processing and awarding of Community-Based Forest Management Agreements to 9 people's organizations, benefiting 620 member households and covering 3,414 ha of mangrove area in Bohol



■ Olango Birds and Seascape Tour wins British Airways 2000 Tourism for Tomorrow Award for Best Environmental Experience

■ Olango Birds and Seascape Tour turned over to community and local government



■ Sarangani Bay Integrated Coastal Management Plan completed and approved by the Protected Area Management Board

***DENR Administrative Order No. 17-2001 issued prescribing the guidelines for the delineation of municipal waters in the Philippines. CRMP assists NAMRIA by facilitating delineation activities in its Learning and Expansion Areas***



■ Technical support for Cambuhat (Bohol) oyster culture enterprise completed



■ 8-volume Philippine Coastal Management Guidebook Series published and formally launched at the League of Municipalities of the Philippines convention in Manila



■ 3,056 km of shoreline meet criteria for improved management of coastal resources, exceeding the 2001 target of 2,100 km and the 2002 target of 3,000 km

**2001**

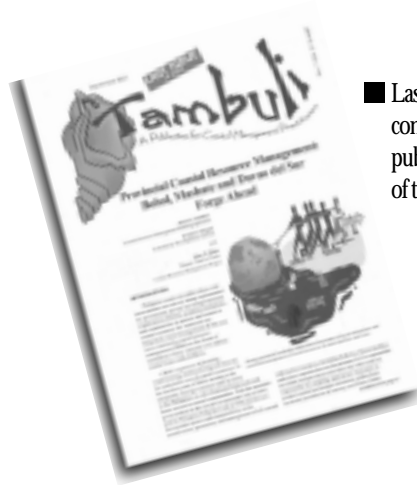
special report



■ Bohol creates a Coastal Law Enforcement Council for each of its three congressional districts



■ Davao del Sur, with CRMP assistance, creates the Provincial Anti-Illegal Fishing Task Force, and adopts a Provincial CRM Plan (2001-2005), the first provincial CRM plan in the Philippines



■ Last print run of Tambuli completed with the publication of the 7th issue of the newsletter

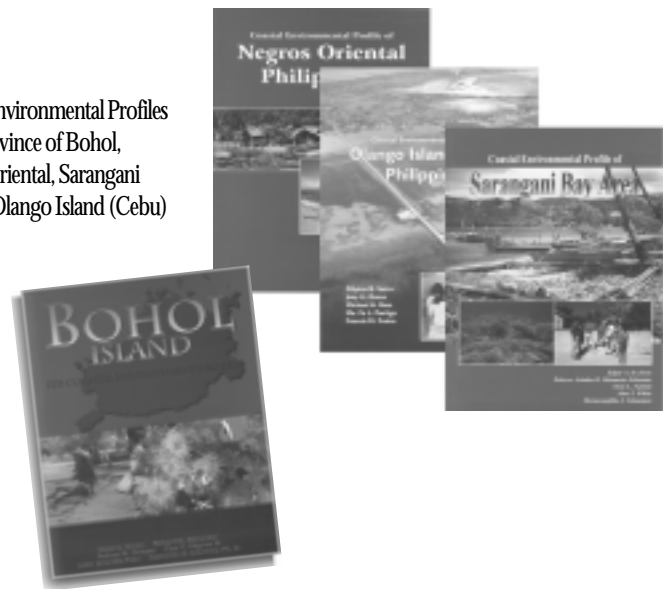
■ Completion of PCRA's in Cebu's 18 expansion municipalities totaling 153 coastal barangays

■ User-fee system for Gilutongan Island Marine Sanctuary (Olango Island, Cebu) operationalized, contributing to the LGU Php900,000 in revenues



■ Coral Reef Monitoring for Management published

■ Coastal Environmental Profiles of the Province of Bohol, Negros Oriental, Sarangani Bay, and Olango Island (Cebu) published





■ Sustainable Coastal Tourism Handbook for the Philippines adopted by DENR and DOT and published

■ Airing worldwide of BBC Television's short feature on the marine sanctuary of BasDio, Guindulman, Bohol



■ CRMP's enterprise development component winds down, after successfully establishing a number of environment-friendly, community-based coastal enterprises in 23 LGUs

■ "Crowded Shoreline", a study on existing policies and use of the Philippines' foreshore areas, conducted



■ First Philippine Provincial Coastal Resource Management Festival showcases provincial initiatives in CRM. Sixteen provinces participate in the Festival



■ CRMP publications compiled in a CD volume

*Pio V. Corpus, Masbate adopts ordinance delineating and delimiting its municipal waters, becoming the first municipality in the Philippines to complete the municipal water delineation process under the guidelines set by DAO 2001-17*

■ With DENR's NRMPC, conducted a series of public forums on CRMP's experiences and lessons



■ Hagonoy, Davao del Sur and Inabanga, Bohol become the first two municipalities in the Philippines to be certified as having achieved Level 1 benchmarks of performance in CRM



*Coastal and Marine Management Office (CMMO) formally established through the signing of DENR-DAO 2002-08, replacing the Coastal Environment Program (CEP) of DENR. CMMO institutionalizes the functions of CEP and CRMP in DENR in a major program that builds on CRMP approaches and results framework*

■ CRMP term extended to June 2004, with a revised target of 3,500 km of shoreline under improved management by the end of 2004

■ Local implementation expands to Davao Oriental and Compostela Valley

**2002**

■ Development of the Philippine Marine Capture Fisheries Profile begins

■ 3,187 km of shoreline meet criteria for improved management of coastal resources, exceeding the 2002 target of 3,000 km



■ Monitoring and Evaluating Municipal/City Plans and Programs for Coastal Resource Management completed and published

■ CMMO operationalized

■ Directory of CRM Learning Destinations completed and published

***DENR revokes DAO 2001-17 (Guidelines for the delineation and delimitation of municipal waters in the Philippines) in compliance with a Department of Justice opinion stating that DENR has no authority to issue the guidelines. CRMP shifts assistance to clarifying the issues related to municipal water delineation, and formulating new set of guidelines to be issued by DA-BFAR***

■ 250 CMMD and CMMS personnel trained in ICM in 15 regions

■ Initiated Fisheries Management Component

■ CRM Showcase tours launched in Davao Province, Masbate, and Region 7, featuring CRM best practices and learning destinations. Tours promoted on nationwide TV through GMA-7 and Probe Productions



■ The Philippines' first CRM Interpretive Center opens in Masbate City



■ Sineskwela and CRMP co-produce two episodes - The Fisher and the Sea and Big Fish, Small Fish - aired over ABS-CBN network

■ Exhibit panels on their respective CRM achievements produced and provided to the provinces and selected municipalities/communities of Bohol, Negros Oriental, Cebu, Davao Provinces and Masbate

■ CRM Interpretive Guide Training developed and conducted for learning destinations/circuits of CRM showcase tours



■ Philippine National Marine Capture Fisheries Profile completed and published

■ CRMP exhibit "Local Government and Communities Moving Ahead in Coastal Resource Management" mounted

■ Region 7 Fisheries Profile and Management Plan published



■ Philippine Fisheries in Crisis: A Framework for Management published

■ 3,500 km of shoreline meet criteria for improved management of coastal resources

**2003**

**2004**

# chapter 1

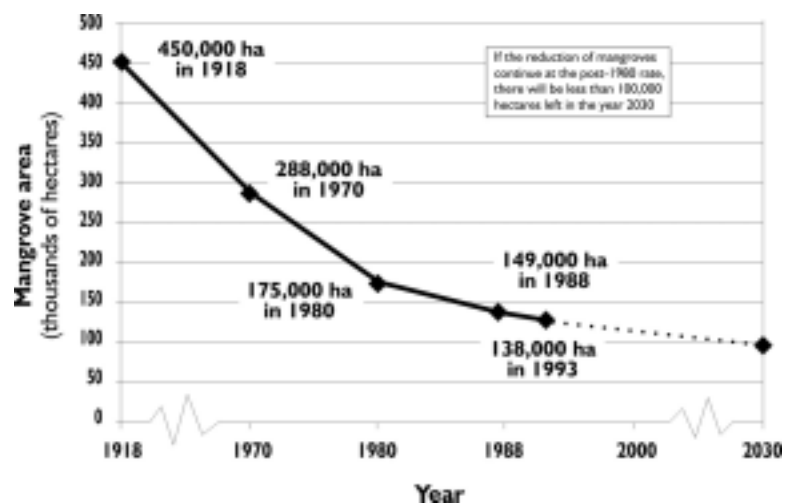
## Evolving the Project Framework

*The contractor will develop the general life-of-project and annual work plans with measurable performance indicators in consultation with the Project Steering Committee. . . [and] establish, in conjunction with USAID and the Project Steering Committee, the minimum requirements for sustainable resource management. (USAID 1995)*

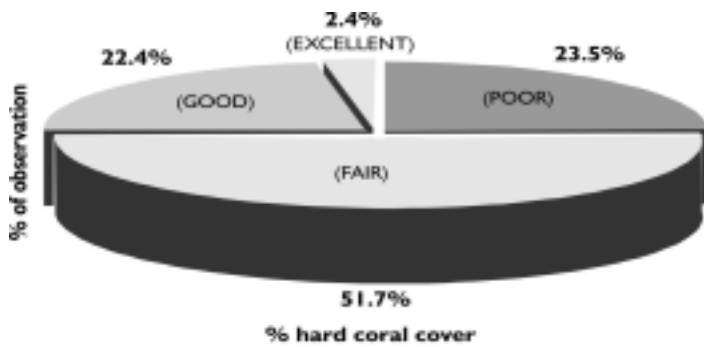
The Coastal Resource Management Project (CRMP) came into the Philippine scene at a critical time, when coastal communities were under severe and increasing threat from the worsening effects of decades of overfishing, destructive fishing, rapid population growth, uncontrolled and haphazard shoreline development, and government programs that continued to encourage increased fisheries production despite a depleted resource base.

Most of the extensive shallow seas of the Philippines – once rich in fish, shellfish, and the habitats (coral reefs, seagrass beds and mangroves) that nurture them – were seriously depleted. Mangrove forests had dwindled to a mere 120,000 hectares in 1995, from about 450,000 hectares in 1918 (Figure 1.1) (DENR 1988 in White and Trinidad 1998). Extensive areas of the country's coral reefs had been decimated by dynamite, cyanide, and other destructive fishing practices, leaving less than 5% in excellent condition (Figure 1.2) (Gomez *et al.* 1994 in White and Trinidad 1998). Up to 50% of the seagrass habitats had been lost to heavy siltation and coastal development.

Meanwhile, the government continued to pursue coastal and marine



**Figure 1.1. Mangrove resource decline in the Philippines (DENR 1988, World Bank 1989 in White and Trinidad 1998)**



0-24.9% Poor 25-49.9% Fair 50-74.9% Good 75-100% Excellent

**Figure 1.2. Status of Philippine coral reefs in 14 localities (Gomez *et. al.* 1994 in White and Trinidad 1998)**

development along the premise that fisheries production could be increased through the use of more efficient gear and technology, that the fisheries industry could keep operating within an open access regime, and that the sea could be harvested as if it was an infinite resource. When allocating resources, whether in terms of funding or personnel development, the government favored increased agro-fisheries production, and its food security programs rarely factored in fishery and aquatic resources (Courtney *et. al.* 1999). Resource use, without management, characterized its fisheries development programs, resulting in excessive fishing pressure, overfishing, stock depletion, and habitat destruction. Interventions and solutions generally were not comprehensive enough to cover the issues of poverty, food security, sustainability and ecological soundness.

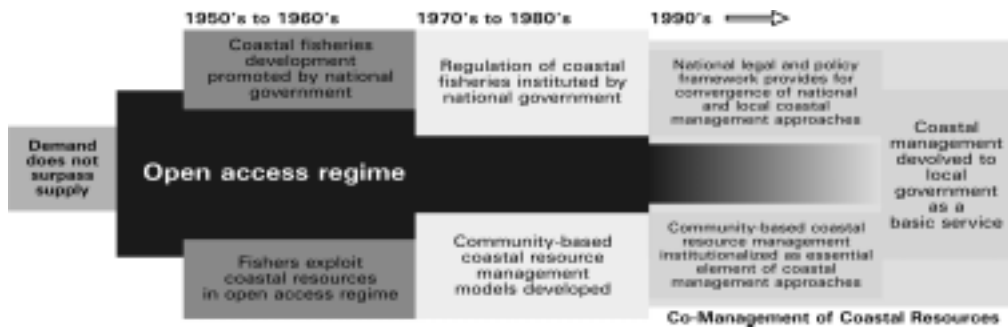
The Bureau of Fisheries and Aquatic Resources (BFAR) noted in its 1995 policy brief on the allocation of fishing areas for the exclusive use of the municipal fisheries sector:



“Philippine marine fisheries suffer from excessive fishing pressure, and resource competition is intense, particularly in the nearshore, traditional fishing grounds.” Fishing level in these areas was said to be 50-75% higher than the level necessary to harvest maximum sustainable yield (BFAR 1995).

Worse, public awareness of what was happening to the country’s marine and coastal resources was dismayingly low (Social Weather Station 1997). Advocacy activities for marine and coastal issues were confined to fisherfolk groups and a few conservation-oriented non-governmental organizations (NGOs). Marine and coastal issues were not a priority for the government’s lead agency for conservation, the Department of Environment and Natural Resources (DENR), whose primary focus and capabilities were forestry-based (CRMP 2000). Even the local government units (LGUs), who were closest to the hard realities in the coastal zone, appeared largely detached from CRM-related problems, preoccupied as they were with infrastructure, health, sanitation and economic problems (GreenCOM 1996).

The picture was not all grim, however. The Philippines has a long history in CRM that started in the early 1980s with the establishment of marine protected areas (MPAs). When CRMP started in 1996, CRM applications in the country had evolved from top-down approaches with practically no community involvement (Figure 1.3) to resource management programs involving community participation (Ferrer *et. al.* 1996). There were thus many lessons that CRMP could use to develop its own approach to CRM and the



**Figure 1.3. Evolution of coastal resource management in the Philippines**

policy developments into account in laying out CRMP. Perhaps the most significant of the policies that came out in the 1990s in the Philippines was the LGC, which devolved certain powers and responsibilities in the areas of health and

specific strategies needed to achieve its Project objectives.

Moreover, there were encouraging developments at the national policy and legal fronts that sought to address the overexploitation of natural resources. The 1991 LGC mandated local government units (LGUs) to maintain ecological balance, and devolved the management of coastal resources and municipal waters to coastal municipalities and cities. The National Integrated Protected Areas System Act (NIPAS), enacted by Congress in 1992, established the Philippines' national park system for terrestrial and marine environments. Department Administrative Order 1993-13, issued by the DENR in 1993, created the Coastal Environment Program (CEP), with the specific mandate to conserve and manage the coastal environment. And, the National Marine Policy, adopted in 1994, articulated the Philippine government's response to the growing awareness of the importance of the marine sector and the ocean environment for national and international security (DENR 2001).

The Government of the Philippines (GOP) and United States Agency for International Development (USAID) took these

sanitation, agriculture, social welfare, and environmental management from the national government to the LGU.

The LGC provided the initial policy structures needed to decentralize the management of coastal resources. It expanded the scope of municipal waters to 15 km from 7 km, giving LGUs greater jurisdiction over the use and conservation of the area. It also refocused State policies favoring maximum utilization of fishery resources and exportation of fish and fishery products, and devolved some powers and functions of the Department of Agriculture (DA), DENR and other concerned national government agencies (NGAs) to the LGUs, including the right to grant licenses, leases and permits for the use of municipal waters.

At the beginning of the Project, however, these policies were only just starting to filter down through the layers of government bureaucracy. Policy reforms had been largely implemented only at the national level, mostly as policy intent and direction, and had not been operationalized into concrete actions. The gap between national policy and what was happening at the local level was glaring in most places.



LGUs recognized the problems besetting their constituents in fishing communities, but because of their lack of awareness of their mandate over municipal waters, they regarded such problems as primarily the national government's concern. Compared to such devolved functions as health and agricultural services, natural resource management in general received low LGU prioritization (GreenCOM 1996).

This chapter explains how we evolved the CRMP operational framework in order to best address the challenges and take advantage of the opportunities that emerged as we attempted to close the gap between policy intent and action.

### Spelling out our mission

Originally conceived as a 7-year effort (1996-2002) "to address serious overfishing and the imminent collapse of fisheries in coastal waters", CRMP was tasked to support a "strategic spread" of CRM among LGUs, thus operationalizing the national policy of coastal and marine management. The Project's design was articulated in a 37-page Statement of Work (SOW) issued by the USAID, which provided the general and specific objectives, indicators, target groups, approach, and implementing strategy for CRMP (USAID 1995).

As stated in the SOW, the Project was to use the best experiences in the Philippines' long history in community-based CRM and other innovative approaches to achieve five results:

1. Communities effectively managing their coastal resources, limiting access to their resources in equitable ways and reducing fishing effort, yet attaining sustainable harvests and realizing an increase in their profit;
2. Effective teams of site staff who will continue to provide assistance to coastal communities and their local governments

in managing coastal resources during and after project life;

3. Strengthened local government capacity to support community initiatives, and national government capacity to monitor resource status and implement policies that support community management efforts;
4. An effective delivery system for communication, education and information-sharing in place; and
5. Increased public and private sector investment in community-based CRM and i n developing



alternative and viable livelihood enterprises.

The SOW specified the following Project performance objectives, along with a preliminary results framework containing two sets of indicators – one for fiscal year 2000, the 5<sup>th</sup> year of CRMP's implementation, and the other for 2002, the end of the original life of the Project (Table 1.1):

1. Coastal waters along 3,000 km of shoreline managed for sustainable harvest by local communities in about 140 municipalities;
2. Increased public sector investment in CRM activities;
3. Mechanisms for providing equity in access to coastal resources established and widely applied; and

**Table 1.1. Performance objectives and indicators, as defined in the CRMP SOW (USAID 1995)**

Objectives	Indicators (FY 2000)	Cumulative Indicators (Life of Project: 2002)
1. Coastal waters along 3,000 kms of shoreline managed for sustainable harvest by local communities (in about 140 municipalities)	<p>Along 2,000 km of shoreline:</p> <ul style="list-style-type: none"> <li>a. Management plans being developed and implemented by communities for the management and protection of at least 2,000 km coastline</li> <li>b. Municipal governments include community-initiated CRM activities in their annual development plans.</li> </ul> <p>In support of communities and municipalities along 2,000 km of shoreline:</p> <ul style="list-style-type: none"> <li>c. 680 site level staff trained to coach coastal communities and their local governments as they implement sustainable management;</li> <li>d. Increased capacity of DENR, DA-BFAR and other agencies to monitor coastal resources and plan from a common database;</li> <li>e. 13,000 hectares of mangrove area cleared for fishponds reverted to forest land by DENR and DA-BFAR;</li> <li>f. Effective IEC program developed and implemented</li> </ul>	<p>Along 3,000 km of shoreline:</p> <ul style="list-style-type: none"> <li>a. Management plans being developed and implemented by communities for the management and protection of at least 3,000 km coastline;</li> <li>b. Municipal governments include community-initiated CRM activities in their annual development plans;</li> </ul> <p>In support of communities and municipalities along 3,000 km of shoreline:</p> <ul style="list-style-type: none"> <li>c. 920 site level staff trained to coach coastal communities and their local governments as they implement sustainable management;</li> <li>d. Increased capacity of DENR, DA-BFAR and other agencies to monitor coastal resources and plan from a common database;</li> <li>e. 20,000 hectares of mangrove area cleared for fishponds reverted to forest land by DENR and DA-BFAR</li> <li>f. Effective IEC program developed and implemented</li> </ul>
2. Increased public sector investment in CRM activities	<ul style="list-style-type: none"> <li>a. National government investments in support of CRM increased by 3-4% annually starting 1997;</li> <li>b. Municipal governments along 2,000 km of coastline annually allocate 2-4% of their internal revenue allotment to support community CRM initiatives</li> </ul>	<ul style="list-style-type: none"> <li>a. National government investments in support of CRM increased by 3-4% annually starting 1997;</li> <li>b. Municipal governments along 3,000 km of coastline annually allocate 2-4% of their internal revenue allotment to support community-based CRM initiatives</li> </ul>
3. Mechanisms for providing equity in access to coastal resources established and widely applied	<p>Along 2,000 km of shoreline:</p> <ul style="list-style-type: none"> <li>a. Municipal ordinances that regulate coastal resource use to provide equitable access within the context of the requirement to limit access are enacted and implemented</li> <li>b. 50% of available mangrove forest land under small holder management with secure tenure.</li> </ul>	<p>Along 3,000 km of shoreline:</p> <ul style="list-style-type: none"> <li>a. Municipal ordinances that regulate coastal resource use to provide equitable access within the context of the requirement to limit access are enacted and implemented</li> <li>b. 70% of available mangrove forest land under small holder management with secure tenure.</li> </ul>
4. Established incentive system for long-term industry investment in CRM and fishery-related industries	<p>Along 2,000 km of shoreline:</p> <ul style="list-style-type: none"> <li>a. Enterprise opportunities and appropriate links with credit sources, markets and technical assistance identified and made available to concerned community members;</li> <li>b. 20% of participating coastal municipalities enacted ordinances that encourage increased private sector investment;</li> <li>c. Increased collaborative effort between the national and local government to develop mechanisms that promote partnership between the government and private sector in coastal resource-based industries and product development.</li> </ul>	<p>Along 3,000 km of shoreline:</p> <ul style="list-style-type: none"> <li>a. Enterprise opportunities and appropriate links with credit sources, markets and technical assistance identified and made available to concerned community members;</li> <li>b. 30% of participating coastal municipalities enacted ordinances that encourage increased private sector investment;</li> <li>c. Increased collaborative effort between the national and local government to develop mechanisms that promote partnership between the government and private sector in coastal resource-based industries and product development.</li> </ul>

**4. Established incentive system for long-term industry investment in CRM and fishery-related activities.**

The SOW served as the basis for formulating our mission statement, which said:

*“To catalyze CRM in the Philippines to a threshold that will expand nationwide and be sustainable beyond the life of the Project.”*

This mission statement incorporated three conditions of technical assistance to address the

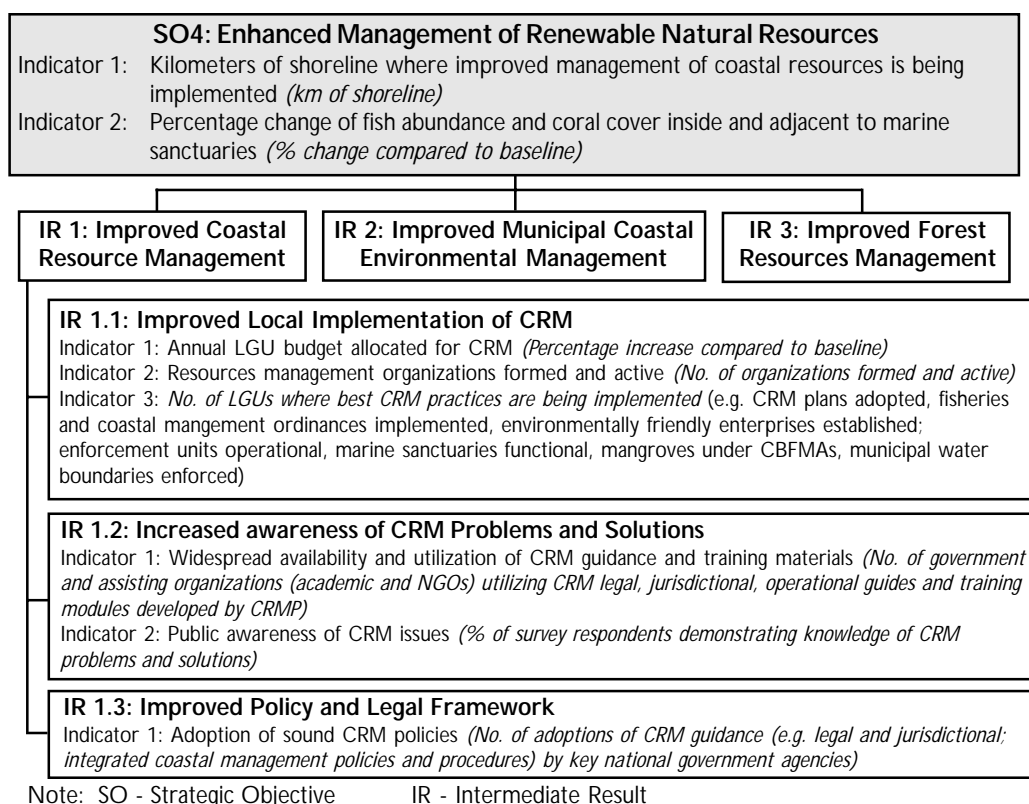
urgency of the coastal situation in the Philippines. First, CRMP must serve as a catalyst for CRM initiatives and leadership, promoting self-reliance, empowering coastal communities with responsibility and information, and building a cadre of leaders and constituencies to support CRM initiatives. Second, expansion of CRM through institutional and sectoral networks was critical to achieve a condition of mutual reinforcement, and a critical mass of CRM in the country. And, third, the objective was to achieve



a threshold of CRM, the basic capacity and institutionalization required to sustain CRM beyond the life of the Project (CRMP 2000). **Fine-tuning our results framework** Our mission statement was contained in our operational framework, which we developed early in the Project and which also included the preliminary results framework and performance targets (Table 1.1), strategic entry points, approach, and strategic interventions. Coincidentally, at almost the same time that we began Project implementation in April 1996, the International Group of Experts on the Scientific Aspects of Marine Environmental Protection (GESAMP) reviewed various initiatives to address the rapidly deteriorating condition of the coastal environment around the world and found that they were unable to determine if such initiatives were actually working, or if lessons learned from successes and failures in other countries could be articulated and shared. They agreed that there was an urgent need to develop

an accepted integrated CRM evaluation methodology. This led to a series of international workshops and meetings where international experts continued to debate and consolidate monitoring and evaluation (M&E) themes and indicators from CRM (CRMP 2000).

Taking GESAMP's cue, the Philippine Government, USAID and CRMP agreed to review the preliminary results framework contained in our SOW in order to develop more relevant indicators to measure the success of the Project, and translate lessons learned from Project experience into strategies and approaches that could be applied elsewhere. The review process took two years, and culminated in 1998 in the approval of a revised results framework (Figure 1.4), which, for the rest of the life of CRMP, served as a cornerstone of our operations, and guided most decisions, implementation strategies, and expenditure of Project funds.



**Figure 1.4. Results Framework for CRMP implementation period December 1998 - June 2002**

The 1998 results framework highlighted two top-level indicators and three intermediate results and corresponding indicators (Figure 1.4).

**Strategic Objective.** Our target for the first indicator at the strategic objective level – kilometers of shoreline where improved management of coastal resources is being implemented (*km of shoreline*) – was 3,000 km of shoreline or roughly 17% of the Philippines’ total coastline of 18,000 km under improved management by the end of 2002.

Reflecting our partners’ common interest to show biophysical impact as an ultimate result of the Project’s initiative, the second indicator at the strategic objective level measured two biophysical attributes of the coral reef environment:

1. *Fish abundance inside and adjacent to marine sanctuaries.* Average percentage change (in comparison to base years) in fish abundance inside and adjacent to marine sanctuaries, using standard survey methods. Fish abundance was estimated three times over the life of the Project.
2. *Coral cover inside and adjacent to marine sanctuaries.* Percent living coral cover inside and adjacent to six marine sanctuaries, using standard transect methods. Coral cover was estimated three times over the life of the Project.

The intention was not to measure biophysical impact in order to determine cause-and-effect relationships. Given the multitude of variables outside CRMP’s control – the El Niño occurrence in 1997 and 1998 that resulted in widespread bleaching of coral reefs throughout the Philippines and Indo-Pacific Region, for example – it was difficult to make any conclusions about biophysical impact with statistical certainty. Instead, we focused on contributing to the databases of local and national government programs by collecting data to monitor

long-term trends in biophysical indicators, employing appropriate technologies that could be replicated spatially and temporally.

**Intermediate Results.** Three intermediate results fed into the strategic objective (Figure 1.4). The first intermediate result, *IR1.1. Improved local implementation of CRM*, defined the essential basic ingredients for CRM, including monitoring of ecological and social changes resulting from improved management as well as policy, legal and institutional changes characterized by enhanced governance. The following criteria were used to evaluate local CRM implementation:

1. *Annual LGU budget allocated for CRM.* The target was for municipal LGUs to appropriate increasing annual budget allocations for CRM, from a baseline of Php107,981 per year based on a pre-Project survey of the 1995 budget allocations of 23 municipalities in our six Learning Areas.
2. *Resource management organizations formed and active.* Organizations were counted as “active” when they met regularly (more than six times a year), discussed CRM-related issues, implemented projects and plans for CRM, facilitated training for members, and undertook networking and linkages with other people’s organizations (POs) and LGUs involved in policy and advocacy work for CRM.



3. *Best CRM practices implemented.* The following practices were considered: CRM plans adopted, fisheries and coastal management ordinances implemented, environment-friendly enterprises established, law enforcement units operational, marine sanctuaries functional, mangroves under community-based forest management agreements (CBFMA), and municipal water boundaries enforced.

When a municipality achieved these indicators, the kilometers of shoreline represented by that municipality were counted under the strategic indicator as kilometers of shoreline where improved management of coastal resources was being implemented. CRMP's operational targets were:

1. Municipal management systems implementing improved management of coastal resources along 670 km of shoreline in 29 Learning Area municipalities by the end of 2000
2. Municipal management systems initiating (replicating) improved coastal resource management utilizing CRMP products and services along 2,330 km of shoreline in expansion areas by the end of the year 2002.

For *IR1.2. Increased awareness of CRM problems and solutions*, the following indicators were used:

1. Widespread availability and utilization of CRM guidance and training materials
2. Public awareness of CRM issues

Both qualitative and quantitative surveys were conducted to evaluate the impact of the Project's key interventions and the utilization of CRMP products (guidebooks and training modules, for example) by national government agencies (NGAs), LGUs, and assisting organizations, including those in the academic

and NGO sectors. Respondents were deemed to have acquired increased awareness of CRM issues when they demonstrated knowledge of the current conditions and problems affecting coastal resources, and solutions to coastal problems.

For *IR1.3. Improved policy and legal framework for CRM*, the indicator was a measure of the degree to which NGAs agreed on and adopted an integrated policy and legal framework for CRM.

### Defining our Strategy

The more than two years that it took to evolve our 1998 results framework (Figure 1.4) was a period of tremendous learning and innovation for the Project. At the outset, our operational framework pointed out to us what our mission demanded: We must go beyond implementing pilot-scale projects to impelling the spread of CRM initiatives to a broad cross-section of coastal stakeholders. We had to move from a purely community-based CRM approach with the fisherfolk as a primary target group to a strategy that focused on local government mandates to deliver CRM as a basic service, with coastal municipalities and provinces as a strategic entry point. This shift was considered essential for sustainability of the Project's interventions. While it is generally recognized that community participation is an important element of sustainable CRM, LGUs are the legally mandated government units to implement CRM, and

*While it is generally recognized that community participation is an important element of sustainable CRM, LGUs are the legally mandated government units to implement CRM, and depending on their biases, can easily derail or push forward community efforts.*

depending on their biases, can easily derail or push forward community efforts.

As Project implementation progressed, we began to see more clearly just what capacity development for CRM entailed. Our challenge was not so much in convincing LGUs that CRM was not only a critical need but also their mandate – most LGUs were aware of the declining state of coastal resources (Table 1.2) and, once informed, acknowledged their role in CRM readily enough. The bigger challenge were capacity limitations at both the local and wider systems level. Human resource deficiencies were a big limiting factor, and key success factors – policy frameworks, decision-support and management mechanisms, and accountability structures – were also largely missing. National government staff devolved to the local government in 1991 had little or no experience in coastal management. Fisheries officers devolved

to the municipality were trained primarily in fisheries development and fishing gear technology, skills that could no longer be applied to current issues of overfishing and habitat degradation found throughout the country. Even though the 1998 Fisheries Code promoted coastal management as a national strategy, capacity-building activities had to facilitate a mental transformation from resource exploitation to management and protection (Courtney *et. al.* 2002).

It was understood then that the biggest investments of the Project (75%) would be made at the LGU level, but to even begin to catalyze the many changes required to bring about sustainable CRM, we had to consider the broader environment in which the LGU must function and address national policy and structural issues that affected local implementation. Such

**Table 1.2. Mayors’ views on their CRM mandate and the coastal environment (Courtney *et. al.* 2002)**

In 1997, coastal mayors participated in a survey conducted by CRMP in partnership with the LMP, the national association of all municipalities in the Philippines. The survey results provided an estimate of the condition of coastal resources based on the perceptions of over 250 coastal mayors (approximately 30% of all coastal mayors) throughout the country. As shown in the table below, the mayors were aware that the condition of coastal resources was deteriorating. Few coastal mayors considered their coastal habitats and fisheries to be in excellent condition, and over 40% of coastal mayors rated their coral reef, seagrass, and mangrove habitats in poor condition. These perceptions are fairly consistent with scientific studies of 85 coral reefs conducted by Gomez *et. al.* in 1994, where less than 5% of coral reefs surveyed were considered in excellent condition. Furthermore, coastal mayors identified lack of technical expertise and trained staff (over 80% of responses), and inadequate funding (over 70%) as the key obstacles to fulfilling their mandate to manage coastal resources.

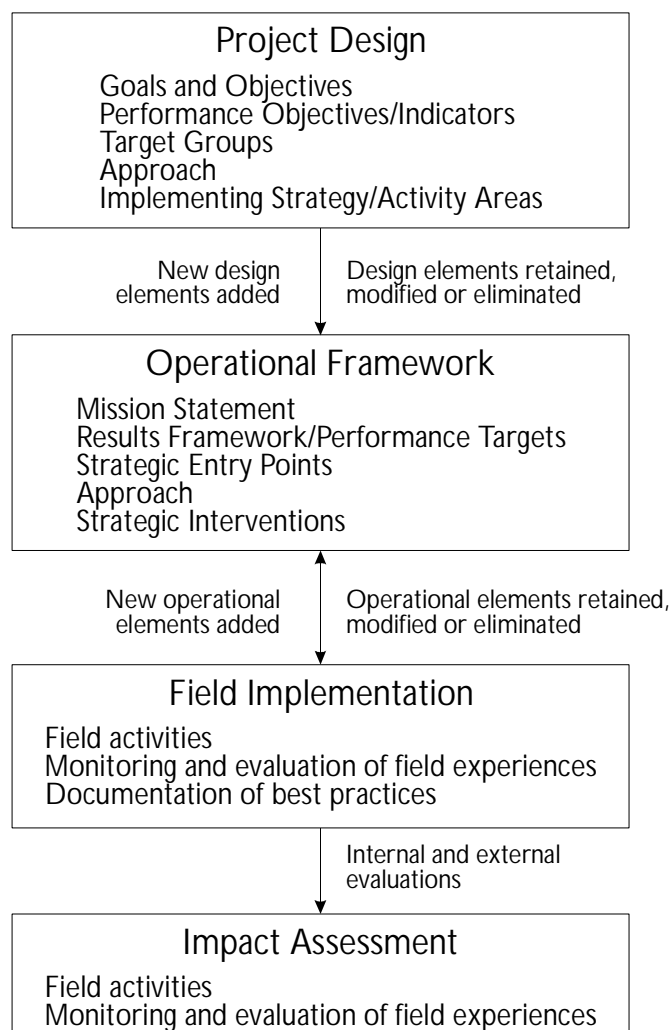
Resource	No. of respondents	Condition		
		Poor (%)	Good (%)	Excellent (%)
Coral reef	293	40	52	8
Seagrass	267	41	54	5
Mangrove	276	47	48	5
Estuary	308	28	71	1
Beach	299	23	61	16
Municipal fisheries	297	28	63	9
Obstacles		% of respondents (n= 343)		
Lack of staff trained in coastal management/lack of technical expertise in CRM		81		
Inadequate funding for CRM		74		
Lack of integrated environmental management, planning, and implementation		67		
Low participation level by community in CRM		52		
Unclear legal jurisdiction over resources		43		

*Survey respondents were coastal mayors assessing the status of coastal resources in their municipalities and identifying multiple issues. Survey was conducted by CRMP during the 1997 National Convention of the League of Municipalities of the Philippines*

requirement to approach CRM from a wider systems perspective was recognized in the original Project design, which specified, as a key strategy, assistance to NGAs in defining their role in CRM under a decentralized governance system (USAID 1995). This implied the need for close coordination between concerned NGAs and the LGU and, to ensure the continued relevance of policy emanating from the national level, a mechanism for measuring progress in CRM by ensuring a constant flow of information from the field to policy level and back.

Thus, even as we continued to use the SOW as a basic guide, we innovated and refined our strategies, retaining, modifying, and in some cases eliminating from and adding new design elements to our operational framework (Figure 1.5, Table 1.3), to more accurately reflect the realities in the field and respond to windows of opportunity that had not been previously anticipated. Capturing the lessons learned from field experiences provided us the best opportunities to improve our operational framework and field implementation. With our partners in government and Learning Area teams, we evolved our operational framework through annual strategic planning exercises, and documented our experiences and the lessons they generated in annual work plans.

An enhancement of the Project design was the use of a two-track approach, where national and local level implementation activities were conducted simultaneously and iteratively. Using such two-track approach was essential. On the one hand, to demonstrate how CRM could benefit coastal stakeholders and to create local demand for CRM services, we had to implement concrete, on-the-ground experiences and build a solid body of knowledge in the application of CRM best practices at the community level. On the other, to achieve the desired spread or threshold level of CRM, we needed to bring to the collegial attention of the country's highest



**Figure 1.5. Transformation of CRMP project design into operational fieldwork and implementation (Courtney 2002)**

leaders the urgent call for government to support CRM as a basic service to coastal communities. Given the centralized nature of decision-making in Philippine politics, without the convergence of national policies and local initiatives, no amount of community-based CRM programs will reach the threshold of sustainability. For us to achieve a threshold of sustained CRM over 3,000 km of shoreline, we had to move coastal issues to the forefront of the country's political landscape and public milieu, and transform perception of these issues from "local, sectoral and productivity issues" to "national, general public and





simultaneously addressed capacity issues at both the local and wider systems levels:

- Foster a critical mass of local leaders in CRM
- Promote CRM in the daily operations of local government as a basic service
- Develop and increase the technical capacity of local CRM core groups
- Catalyze multi-sectoral and multi-institutional collaboration to sustain capacity building efforts
- Benchmark LGU performance in CRM through M&E.

When the CRMP revised results framework (Figure 1.4.) was completed in late 1998, it considered the wealth of lessons and experiences we had accumulated over at least three years of solid, on-the-ground work involving the application of specific CRM strategies, and thus both affirmed and clarified the direction we were taking and provided the focus necessary to more clearly orient our efforts and resources toward our goal.

### Covering the distance

The application of the 1998 results framework (Figure 1.4) defined the second half of CRMP implementation. By this time, we were ready to elevate implementation to a level of expansion. An external mid-term assessment conducted in 1998 highlighted CRMP's accomplishments and suggested areas for realignment of Project interventions (Table 1.4). This assessment recommended that, to achieve sustainability of CRM planning and implementation in Learning and Expansion areas, CRMP's remaining life could be divided into two phases. During the first phase, achievements in Learning Areas and the institutionalization of CRM planning and implementation in Expansion Areas would be given emphasis, with a special focus given to capacity development at the provincial level in Expansion Areas. During the second phase, area-wide institution-building would be the priority,



with CRMP assisting LGUs in the preparation and implementation of harmonized plans in wider geographic areas (Rassas *et. al.* 1999).

Based on this and internal assessments of Project performance, we replicated, honed and further innovated on our strategies and applied the best lessons generated in our Learning Areas. Guided by the 1998 results framework (Figure 1.4), we were able to prioritize our activities and go in a specific direction according to the desired Project results, never forgetting that our higher goal was to build the capacity of the institutions we were working with so that they would be able to continue their CRM work beyond the life of CRMP. We thus made a conscious and consistent effort to build CRMP's objectives into the requirements of the development thrusts and program themes of our partner institutions, in particular, the LGUs. By focusing on national and local priorities and conditions, and by building on existing capacities, our Project approach contributed to enhancing our partners' commitment to and sense of ownership over the CRM process.

In 2002, CRMP was extended by two years to June 2004. The extension was aimed at building on and strengthening priority thrusts to enhance sustainability and leverage investments made with existing and proposed CRM programs of the Philippine government, highlighting the reduction of illegal fishing as a strategic objective (Fig. 1.6). It was characterized by a greater emphasis on the important issue of overfishing in

**Table 1.4. Summary of mid-term evaluation results (Rassas *et. al.* 1999)**

Major Achievements	Proposed Strategic Adjustments
<p>Policy Component</p> <ul style="list-style-type: none"> <li>♦ Most policy studies and outputs reviewed for the evaluation are both highly relevant and of excellent quality</li> <li>♦ Actively solicited collaboration with several local institutions and donor-funded projects</li> </ul>	<p>Policy Component</p> <ul style="list-style-type: none"> <li>♦ Provide further assistance to strengthen legal framework for law enforcement</li> <li>♦ Play leadership role in the preparation of the national coastal master plan</li> <li>♦ Provide organizational development assistance to DENR</li> <li>♦ Strengthen coastal law enforcement system</li> </ul>
<p>Training</p> <ul style="list-style-type: none"> <li>♦ CRMP training is well-received by participants at all levels; feedback provided to the evaluation team from the communities, LGUs and national government agencies indicates that CRMP's training program has been an unqualified success</li> <li>♦ Participatory approach used for training has generated considerable interest among pilot <i>barangays</i> (villages) in developing local resource maps and plans</li> <li>♦ CRMP's participatory approach has stimulated interest among neighboring <i>barangays</i>, and generated requests for similar assistance</li> <li>♦ Involvement of national agency representatives in ICM training has generated interest in the institutionalization of CRM in future planning at all levels of government</li> <li>♦ Through successful PCRA training, the willingness of the local community to assume a leadership role in managing coastal resources is increasing; new attitude demonstrated by the evident enthusiasm and sense of ownership by participants in the presentation of their area maps and plans</li> <li>♦ CRMP has added significantly to the knowledge base of coastal resource management training by developing relevant training materials of the highest quality</li> <li>♦ CRMP's participatory approach has been central to the success of its training</li> </ul>	<p>Training</p> <ul style="list-style-type: none"> <li>♦ Development of national capacity at all levels should be a central feature of the training program</li> <li>♦ A training-of-trainers program should be formulated to institutionalize training activities with DENR, ATI/BFAR and the provinces</li> <li>♦ Province should serve as the hub for future CRM training playing a leadership role in all activities carried out in CRMP expansion areas</li> </ul>
<p>IEC Component</p>	<p>IEC Component</p> <ul style="list-style-type: none"> <li>♦ Shift from "large-group interventions" to focused agenda based on a structured set of more targeted and well-defined interventions</li> <li>♦ Prepare dissemination plan for each IEC product to include objectives, definition of target audience, dissemination mechanisms, and evaluation plan</li> </ul>
<p>Mangrove and Enterprise Components</p>	<p>Mangrove and Enterprise Components</p> <ul style="list-style-type: none"> <li>♦ Integrate fully the mangrove and enterprise components into CRM planning and implementation</li> </ul>
<p>Learning Area Operations</p>	<p>Learning Area Operations</p> <ul style="list-style-type: none"> <li>♦ Provide training in CRM planning to new sites and follow-up training where needed</li> <li>♦ Monitor and evaluate CRM plan implementation, identify major constraints and opportunities to achieve more effective implementation and assist in making revisions to plans as appropriate</li> <li>♦ Use cross-visits to learning areas</li> </ul>
<p>Expansion Area Approach</p>	<p>Expansion Area Approach</p> <ul style="list-style-type: none"> <li>♦ Develop a core group of CRM trainers at the provincial level through comprehensive training-of-trainers</li> <li>♦ Provide highly specialized technical training in certain areas and other limited support on an as-needed basis</li> <li>♦ Assist LGUs prepare and implement harmonized CRM plans in wider geographic areas, e.g. bay-wide plans</li> <li>♦ Develop and implement a set of integrated coastal environmental monitoring programs</li> </ul>



# chapter 2

## Achieving “Critical Mass”: Walking the Distance, Going the Extra Mile

*The overall Project success including contractor performance will depend on strategic spread of sustainable resource management.* (USAID 1995)

A key premise of the CRMP approach was that, to achieve strategic spread, we needed to build a critical mass of leaders, LGUs, agencies and institutions supporting and implementing CRM, defined in the 1998 CRMP Revised Results Framework (Figure 1.5.) by the strategic objective of 3,000 km of shoreline under improved management and intermediate results *IR1.1* through *IR1.3* (Figure 1.4). For much of the first half of Project implementation, we focused on building the momentum for the spread of CRM from our core Learning Areas by creating such critical mass of leaders, bringing to a national scale our effort to create LGU awareness and demand for CRM services, and identifying and developing the CRM process, approaches, methodologies and tools to be adapted by the LGUs. In the second half, banking on our success at building national awareness of CRM and focusing on the strategic objective and intermediate results defined in our Revised Results Framework (Figure 1.4), we made remarkable progress in refining the approaches and tools we developed and promoting their adoption among our network of partners nationwide. Thus, by end-2002, going into our 8<sup>th</sup> year of Project implementation, we had surpassed most of our targets for CRMP.

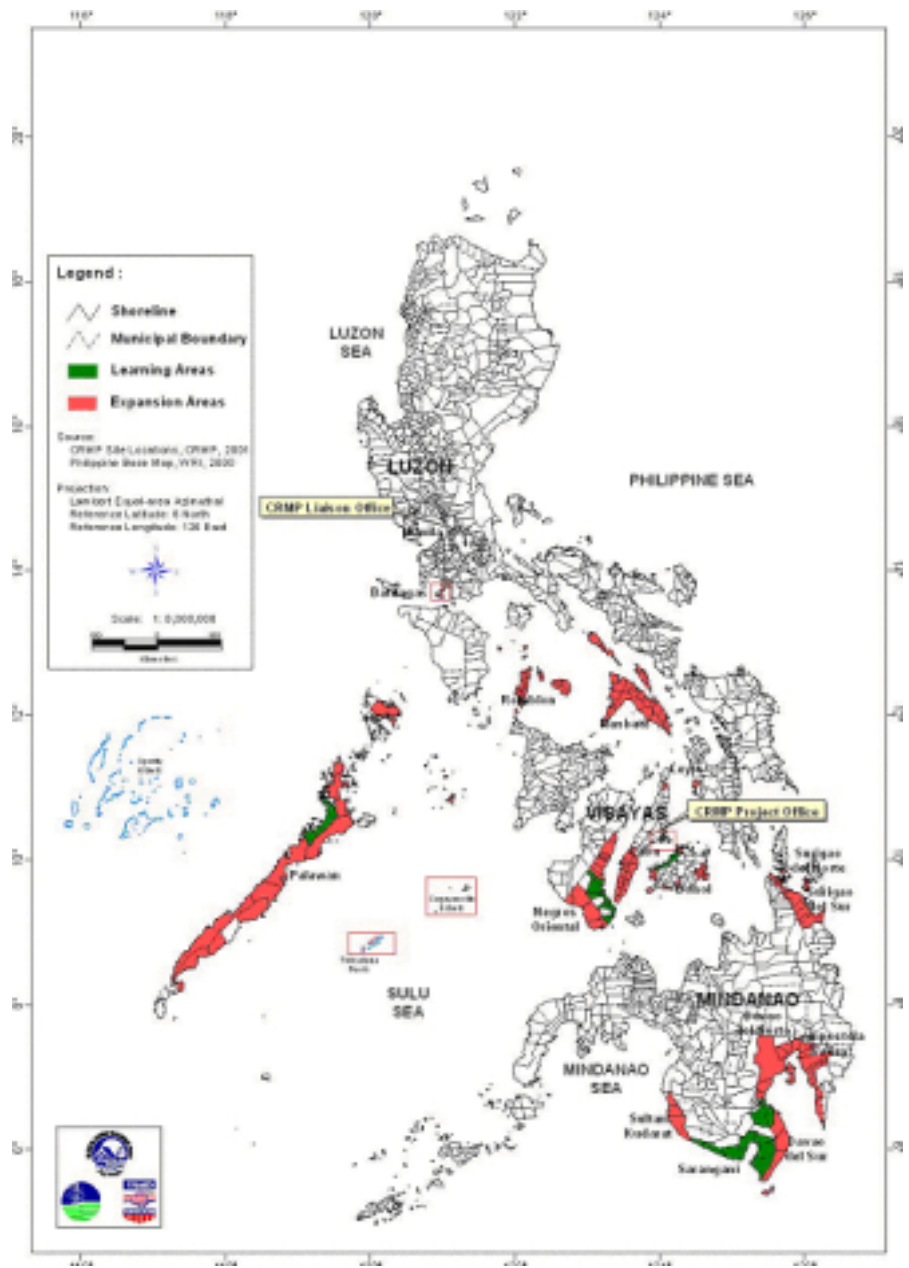
This chapter summarizes CRMP’s accomplishments in the context of the 1998 results framework (Figure 1.4), and revised results for the extension period (Figure 1.6), which committed the Project to deliver an additional 500 km by the end of 2004.

### Strategic Objective Indicators

***Kilometers of shoreline under improved management.*** Our work focused on six core Learning Areas (Olango, Cebu; Northwest Bohol; Negros Oriental; Sarangani; Malalag, Davao del Sur; and San Vicente, Palawan), from which we expanded CRM through leveraging with other programs and exporting and replicating products and services to other areas. CRM interventions in the Learning Areas were

directly assisted by CRMP, while in expansion areas, CRM interventions were catalyzed through collaboration with other projects, donor agencies, or the province, and the use of CRMP products and services.

Starting from the six core Learning Areas composed of 29 coastal municipalities, by the end of 2002, CRMP had extended technical assistance to 113 LGUs covering 3,640 km of shoreline (Figure 2.1). Of these, 101 LGUs, representing 13% of all coastal LGUs in the Philippines and covering 3,187 km of shoreline (18% of the total Philippine shoreline), met all indicators for improved management of coastal resources. This achievement exceeded not only the target for 2002, but also the overall target of 3,000 km for the original 7-year term of the Project. (Figure 2.2). Those areas with all indicators completed are presented in Figure 2.3.

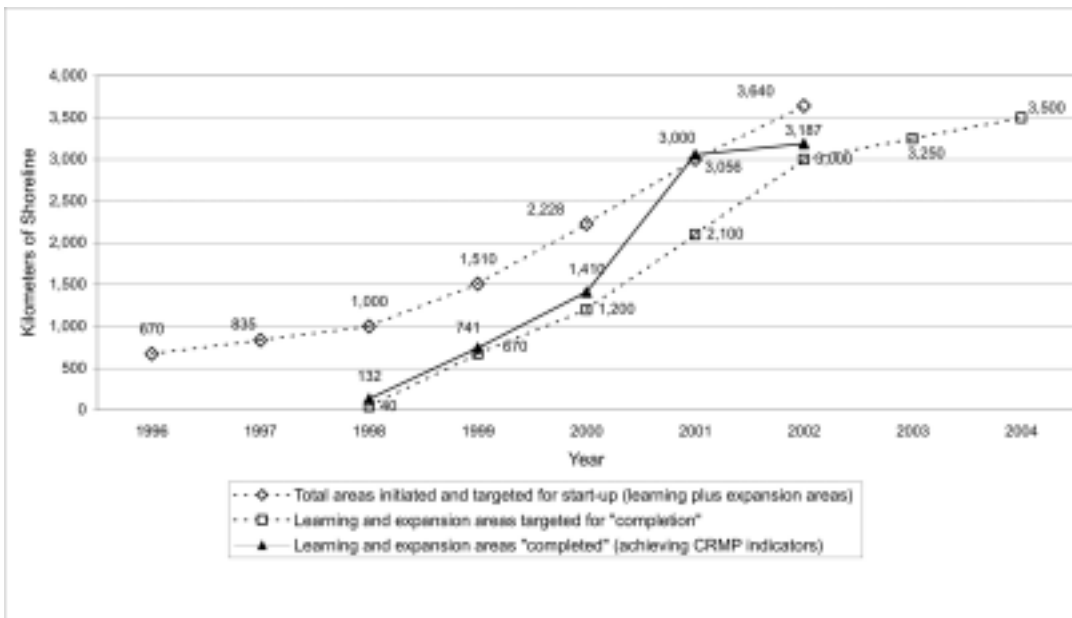


**Figure 2.1. CRMP general location map (December 2002)**

For the extension period 2002-2004, CRMP targeted more than 300 kms of shoreline, mainly in expansion areas in Regions 7 and 11, namely, Siquijor and Davao Oriental, thus achieving improved management along a total of 3,500 kms of shoreline for the entire life-of-project.

Our expansion was facilitated through collaboration with other donor projects and institutions. Coastal provinces, in particular, proved to be effective and strategic conduits in the delivery of technical assistance in CRM to municipalities and cities. CRMP strengthened

delivery of CRM as a basic service of eight provinces: Bohol, Cebu, Negros Oriental, Palawan, Davao del Sur, Davao Oriental, Sarangani, and Masbate. These provinces contributed immensely to CRMP's exponential expansion in the second half of its implementation. Partnerships with the provincial government also paved the way for province-led CRM initiatives in Romblon and Surigao del Norte.



**Figure 2.2. "Completed" and targeted kilometers of shoreline (1996-2002)**

A collaborative arrangement was also made with the USAID-funded Governance and Local Democracy (GOLD) project that ended in December 2000. Cooperation with GOLD was particularly effective in the Provinces of Negros Oriental, Bohol, Aklan, Antique and Romblon.

CRMP also sought collaboration with other donor projects as a vehicle for expansion. In 1999, CRMP and the Fisheries Resource Management Project (FRMP) signed a Memorandum of Understanding (MOU) linking the two largest coastal projects in the Philippines. FRMP, a project of BFAR funded by the Asian Development Bank (ADB), has adopted CRMP-developed products, including training modules on integrated coastal management (ICM), participatory coastal resource assessment (PCRA), mangrove management, and the 8-volume Philippine Coastal Resource Management Guidebook Series; information, education and communication (IEC) materials such as posters and pamphlets; and the Municipal Coastal Database (MCD) for use in 18 bays covering about 100 municipalities in the Philippines. A partnership with the Coastal Conservation and Education Foundation, Inc. (CCEF) included another 14 municipalities in Cebu and Siquijor provinces in the Project's coverage.

Another cooperative agreement was made with the Southern Mindanao Integrated Coastal Zone Management Project (SMICZMP) supported by the Japanese Government. This cooperation primarily involved the use by SMICZMP of CRMP-developed training modules, IEC materials and the MCD, specifically in Davao del Sur and Sarangani Provinces, where both projects operate.

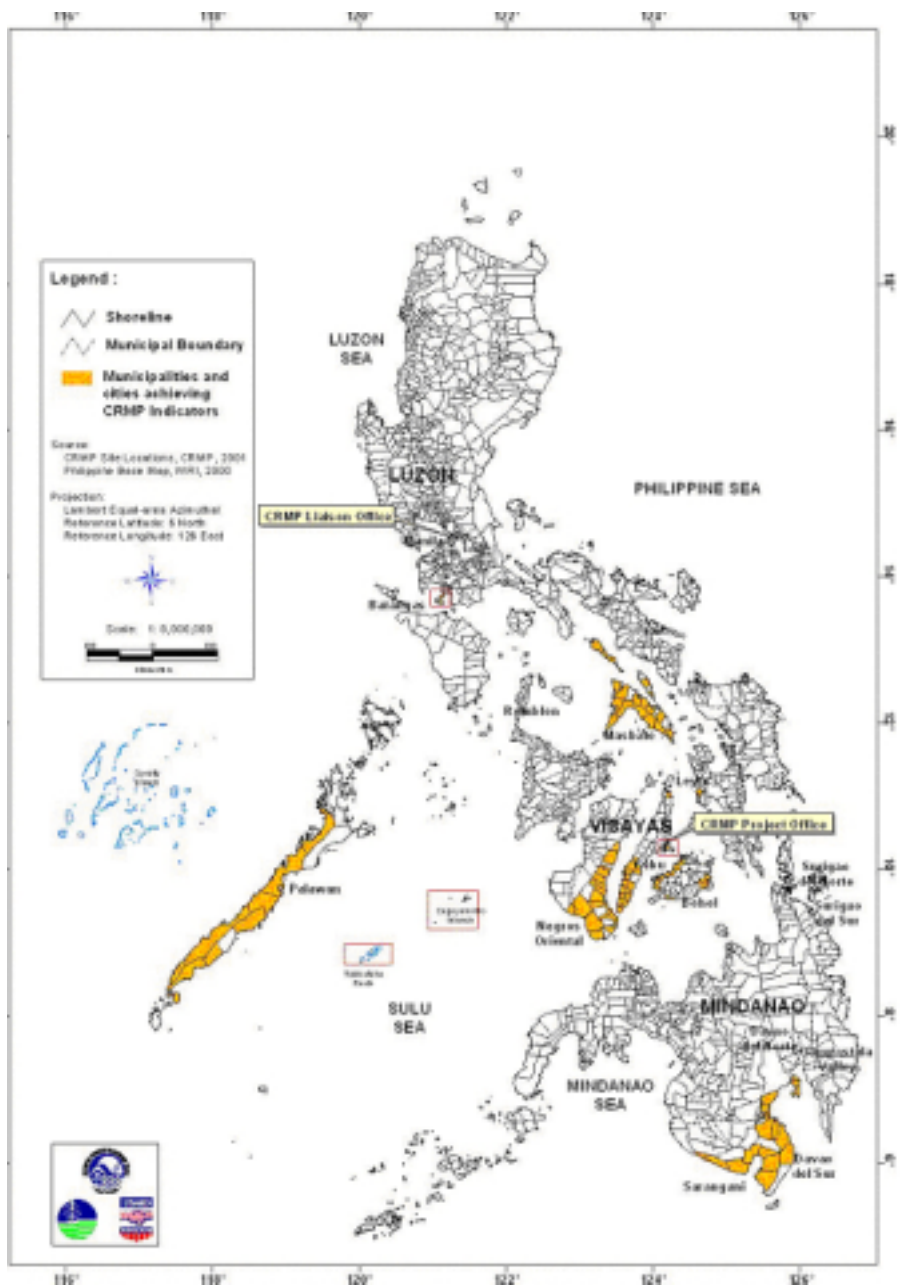
To enable CRMP and its partners to contribute to and report accomplishments under a common set of indicators, we promoted the use of the MCD and a monitoring and evaluation (M&E) system developed by CRMP based on its 1998 Revised Results Framework (Figure 1.4.).



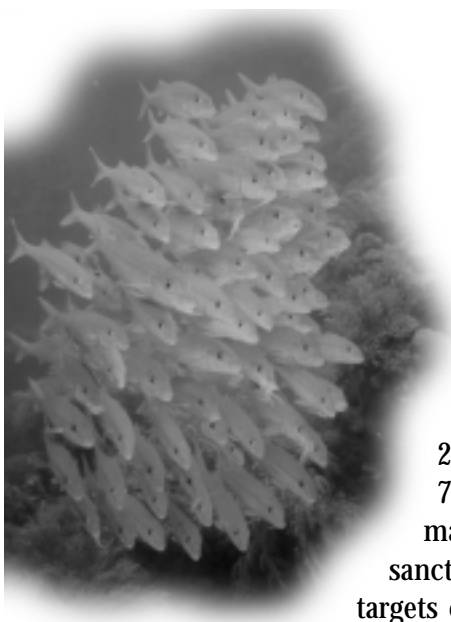
**Percentage change of fish abundance and coral cover inside and adjacent to marine sanctuaries.** Biophysical impacts of improved local implementation of

CRM were measured using standardized monitoring methods developed in partnership with the University of the Philippines-Marine Science Institute (UP-MSI). Annual assessments of fish abundance starting in 1997 focused on key fish families that are commonly targeted for harvest and live coral cover. The assessments were conducted in six marine sanctuaries, with two sanctuaries monitored within the Bohol Learning Area, one sanctuary each in the Sarangani, Negros Oriental and Cebu Learning Areas, and no sanctuary identified as appropriate in the Malalag Learning Area.

Surveys conducted in 1999 showed fish abundance increased some 255% above the baseline inside marine sanctuaries, and 70% above the baseline adjacent to marine sanctuaries. The trend continued in the next two years of CRMP's



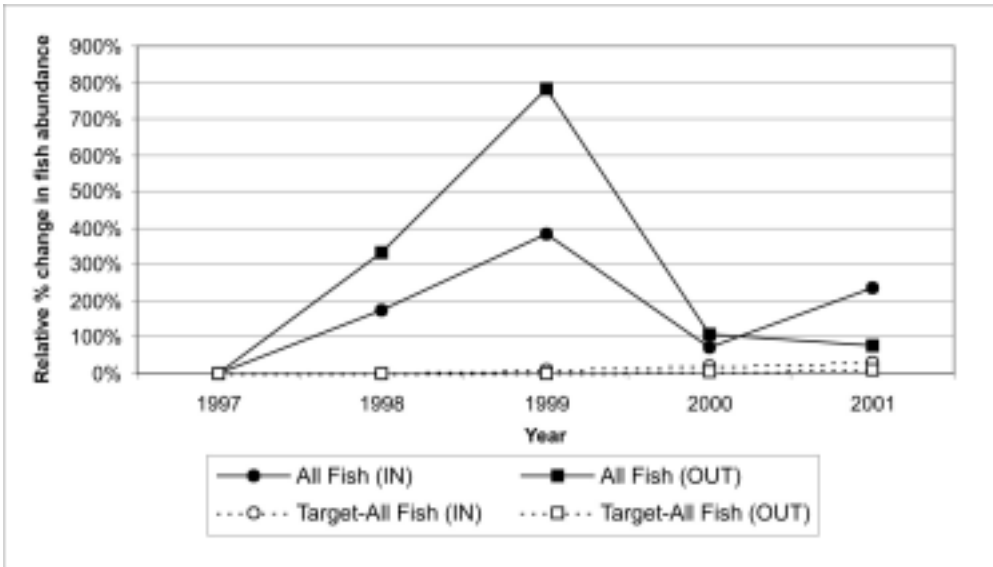
**Figure 2.3. CRMP completion map (December 2002)**



term. In 2001, fish abundance was shown to have increased 233% inside and 79% outside marine sanctuaries, versus targets of 40% and

15%, respectively. These figures far exceeded our targets for both periods. The high percentage changes reflected the success of the sanctuaries in relation to the relatively low baseline figures for fish populations due to the degraded and poorly managed condition of these sanctuaries during the baseline year (1997) (Figure 2.4).

Results of the 1999 surveys (Figure 2.5) also revealed that live hard coral cover inside marine sanctuaries increased 40% above the



**Figure 2.4. Average fish abundance for six sites inside and outside marine sanctuaries (1997-2001)**

baseline adjacent to marine sanctuaries (versus a target of 4%). The year was relatively normal and healthy for coral reefs, without any outstanding natural perturbations. In addition, the strength of management activities in marine sanctuaries monitored in CRMP Learning Areas increased with active community involvement, and this was reflected in the improved quality of the

baseline (versus a target of 5%), but decreased to 7% below the baseline (versus a target of 0%) outside the sanctuaries. The decrease in live coral cover outside sanctuaries may be attributed to record high tropical sea surface temperatures during the 1997-1998 El Niño event, which resulted in coral bleaching throughout the Philippines and the rest of the Indo-Pacific region. In 1999 and 2000, unusually heavy rains also resulted in localized outbreaks of the coral-eating Crown-of-Thorns seastar, *Acanthaster*.

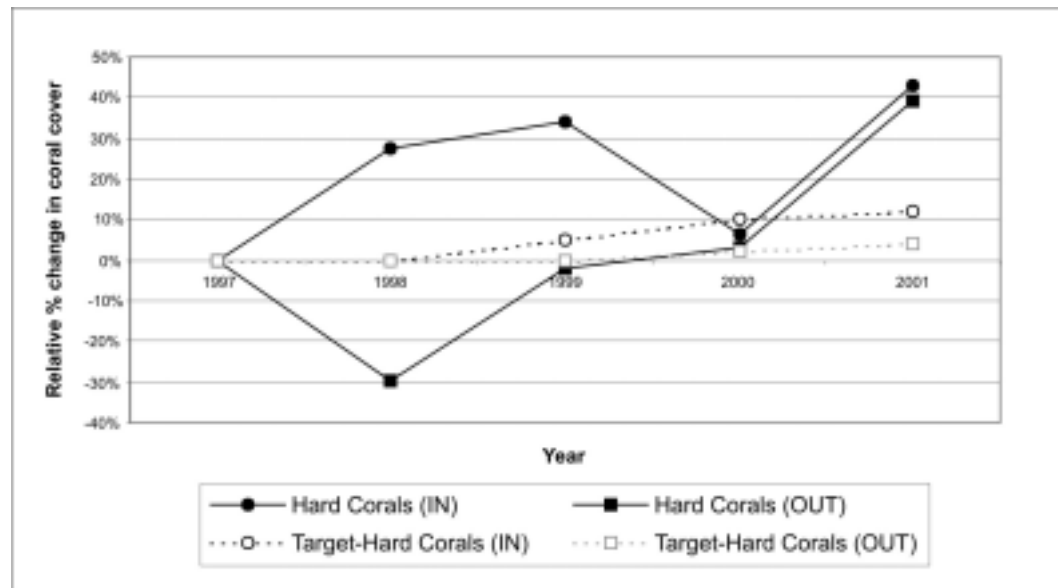
By 2001, the areas surveyed appeared to have recovered (Figure 2.5), with live hard coral cover increasing 43% above the baseline inside marine sanctuaries (versus a target of 12%) and 39% above the

coral reef environment.

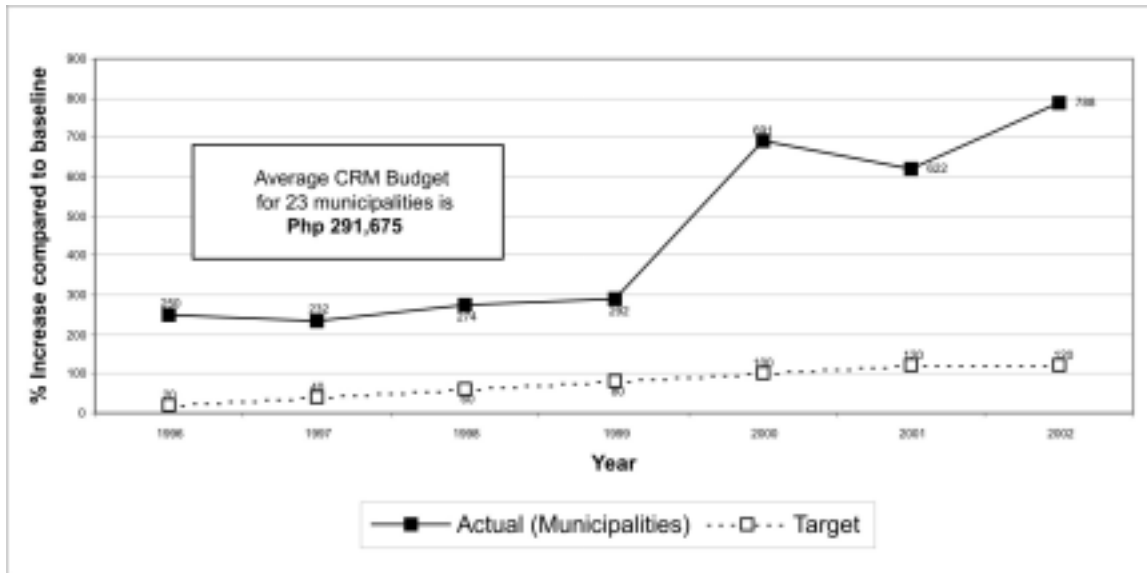
### Intermediate Result Indicators

#### IR 1.1. Improved local implementation of CRM

**Annual budget allocated for CRM.** The number of LGUs allocating an annual budget for



**Figure 2.5. Average change in coral cover relative to baseline for six sites inside and outside marine sanctuaries (Percent change in coral cover compared to baseline, 1997-2001)**



**Figure 2.6. Annual LGU budget allocated for CRM in CRMP Learning Area LGUs (1996-2002)**

CRMP also assisted in organizing and strengthening *barangay*-level FARMCs (BFARMC) and *Bantay Dagat*, or coastal law enforcement groups.

**Best CRM practices are being implemented.**

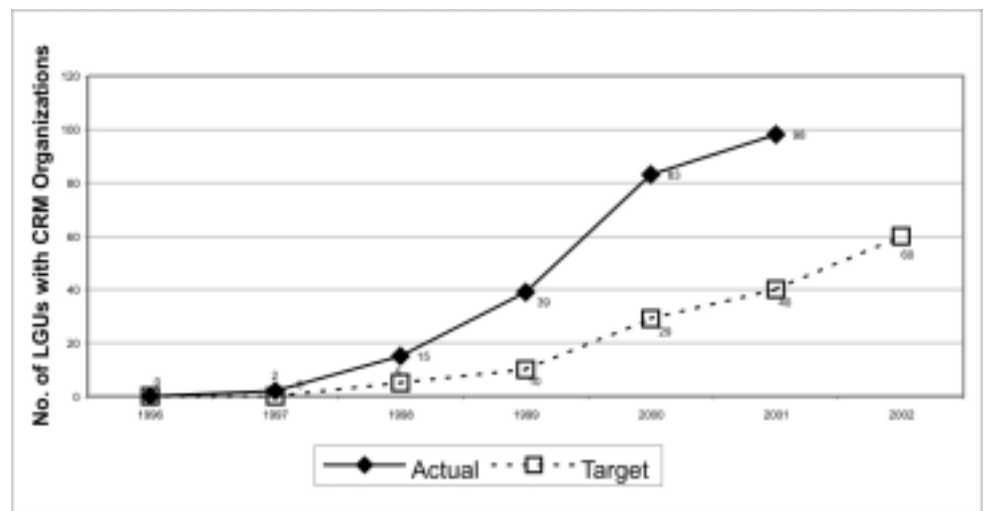
A total of 101

CRM and the amount of these allocations increased for much of the 7-year original term of CRMP (Figure 2.6). In 1995, the pre-Project baseline, only 10 out of 29 LGUs in the CRMP Learning Areas reported that they allocated an annual CRM budget. In 2002, all 29 Learning Area municipalities and 80 Expansion Area LGUs reported allocating such a budget. Overall, average budgets increased about 788% from the pre-Project baseline of Php107,981 in 1995 to Php291,675 in 2002.

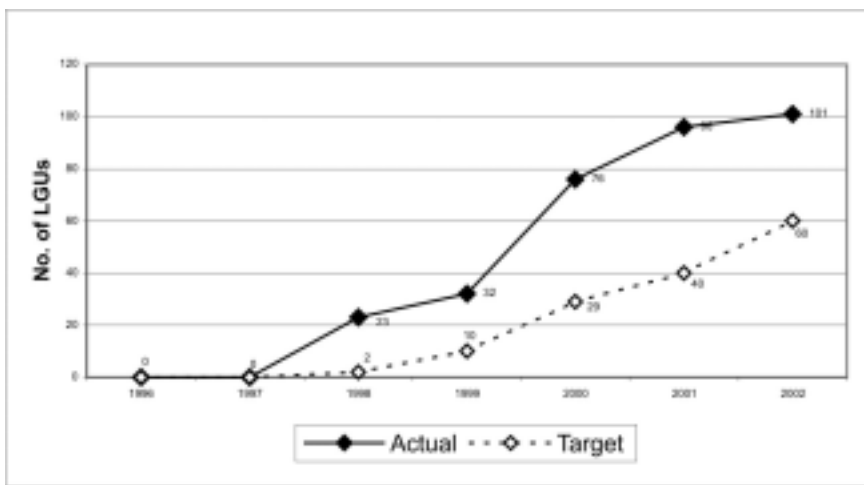
**Resource management organizations formed and active.** The project assisted in organizing or strengthening Municipal Fisheries and Aquatic Resource Management Councils (MFARMC) in all 29 Learning Area municipalities as well as in 80 Expansion Area LGUs. An MFARMC was considered active when it met formally at least 6 times a year (Figure 2.7).

LGUs were implementing two or more CRM best practices by the end of 2002 (Figure 2.9). Some notable accomplishments:

- CRM plans, built on completed training courses and technical workshops, PCRA, and coastal environmental profiles, were adopted by most LGUs.



**Figure 2.7. CRM organizations formed and active in CRMP Learning Area LGUs (1996-2002)**



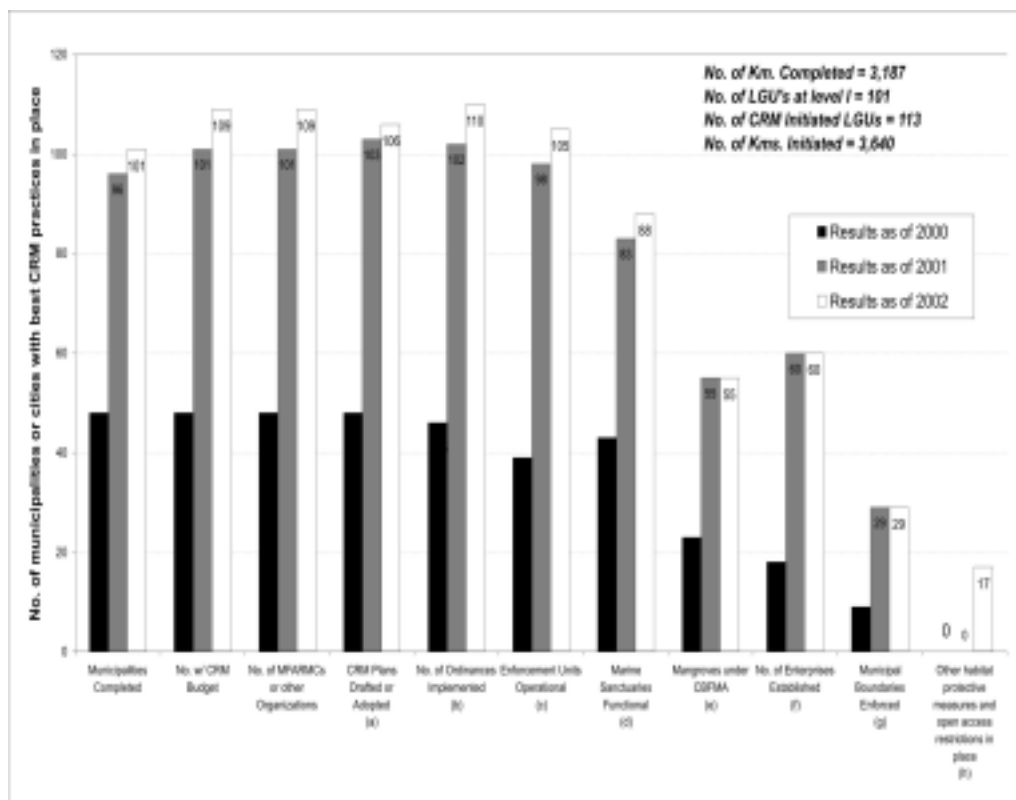
**Figure 2.8. Number of LGUs implementing CRM best practices (1997-2002)**

- From a pre-Project baseline of 15 marine sanctuaries covering 127 ha, the number of marine sanctuaries within the CRMP Learning Areas rose to 84, covering an area of more than 1,600 ha (not counting the 6,500-ha Port Barton Marine Park that includes open water areas) of coral reef and seagrass habitats (Figure 2.10). The Project assisted in strengthening the management of these protected areas through the development of supporting ordinances and management plans.

- Several environment-friendly and community-based coastal enterprises were established in 23 LGUs. These involved selected activities such as ecotourism and diving tourism, seaweed farming, and

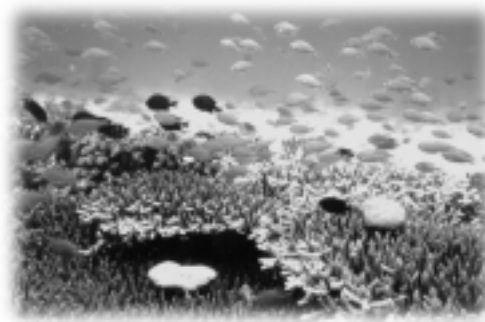
oyster culture and other forms of mariculture, and were supported by CRM planning, management guidelines and market linkages. Some examples:

- **Olango Birds and Seascape Tour (OBST).** A winner of a number of national and international awards, including a citation from Conservation International (2000) and the Best Environmental Experience Award from British Airways' Tourism for Tomorrow (2001), OBST is an ecotourism enterprise owned and operated by about 100 households residing adjacent to the Olango Island Wildlife Sanctuary (OIWS), a Ramsar site (a wetland of international importance). The community-based



**Figure 2.9. Status of CRM Implementation in CRMP Assisted Learning and Expansion Area Municipalities (2000-2002)**

enterprise was developed with CRMP assistance in 1997 to encourage residents to promote the protection of the OIWS. It was turned over to the community and the LGU in 2001.



Village Tour, a community-based ecotour product that CRMP helped develop.

- **Gilutongan Island Marine Sanctuary.**

CRMP helped set up the fee-based management system for the sanctuary, which was attracting an increasing number of divers and swimmers. In 2001, the Municipality of Cordova, which manages the sanctuary, collected about Php900,000 from visitors (each visitor was charged Php50 to enter the sanctuary). Revenues were distributed to the community and used for sanctuary management.

- **Cambuhat (Bohol) oyster culture.**

The oyster culture enterprise, besides proving to be a valuable tool in catalyzing community and LGU initiatives to better



manage and protect water and environmental quality of the Cambuhat River, was also an important component of the Cambuhat River and

• Completed in March 2001, CRMP's mangrove management component assisted in the processing and awarding of CBFMAs involving 9 people's organizations (POs) benefiting 620 member households and covering more than 3,414 ha of mangrove area in Bohol (Figure 2.11). It also developed a guide for monitoring and evaluating CBFMAs, which is now being used by DENR as their primary tool for evaluating CBFMA performance.

**IR 1.2. Increased awareness of CRM problems and solutions**

***Widespread utilization of legal, jurisdictional, operational guides and training modules.***

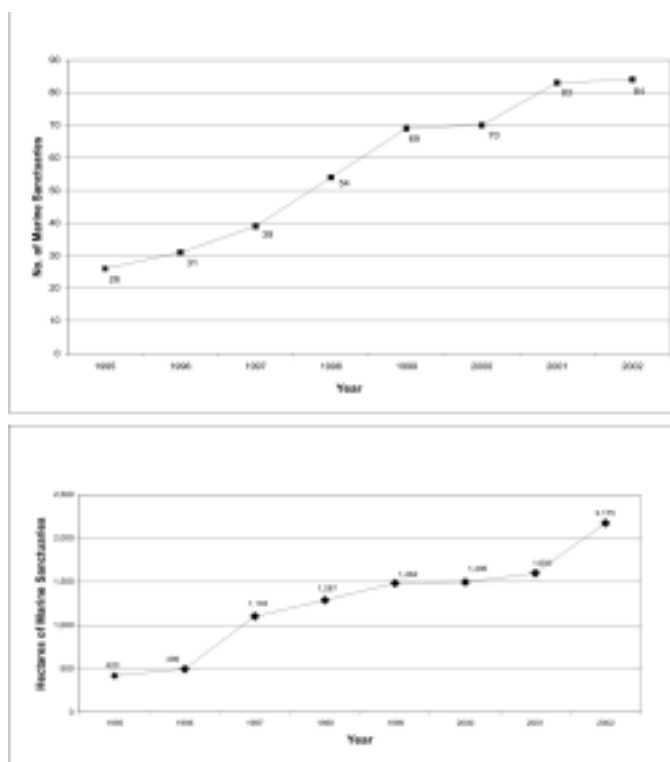
CRMP earned a reputation for developing state-of-the-art training and guidance materials. Our guides and training modules



are now being utilized by 209 organizations, including 17 national government agencies

(NGAs), 104 LGUs, 12 donor agencies and donor-assisted projects, 44 NGOs, 21 academic institutions, 4 people's organizations (POs), and 2 private sector organizations (Figure 2.12). Such widespread use was supported by strategically positioned information materials development and dissemination activities, including:

• Formal launching of the *Philippine Coastal Management Guidebook Series* at the League of Municipalities of the Philippines Convention



**Figure 2.10. Number and area in hectares of marine sanctuaries in CRM-assisted LGUs (1995-2002)**

Note: The following MPAs are not included in the computation of average are:

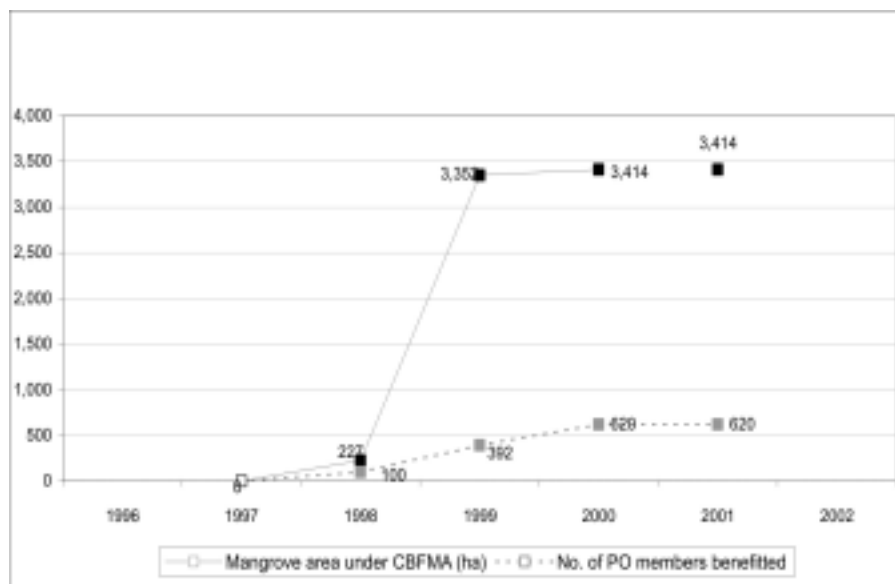
1. Port Barton Marine Park – 6,500 ha
2. Apo Island Protected Landscape and Seascape – 691.5 ha
3. Tubbataha Reef National Marine Park – 33,200 ha
4. Sarangani Seascape – 34,500 ha
5. Talibon Group of Island Protected Landscape and Seascape – 6,455.9 ha

in Manila in November 2001, and distribution to LGUs and NGAs through the Coastal and Marine Management Office of DENR.

- Launching and distribution of the *Sustainable Coastal Tourism Handbook for the Philippines* together with the Department of Tourism and the DENR.
- Establishment of formal channels for national institutionalization of CRMP training materials with other donor-assisted

projects, agencies and organizations, including the ADB-assisted FRMP, which involves 18 bays and some 100 coastal LGUs, and SMICZMP, which operates in 20 LGUs.

- Publication of UPMSI’s reef survey and marine sanctuary monitoring methods in cooperation with the CRMP and other organizations, and adoption for use nationwide by DENR and BFAR as the national standard for all reef surveys and data management.
- Publication in booklet form of a project report and recommendations on “fish security” in the Philippines.
- Facilitation and coordination of the development of a “Philippine Marine Capture Fisheries Profile,” a multi-agency, multi-institutional collaborative endeavor to organize and integrate in one volume heretofore scattered and fragmented data on the state of marine capture fisheries and implementation of fish management tools in the Philippines.

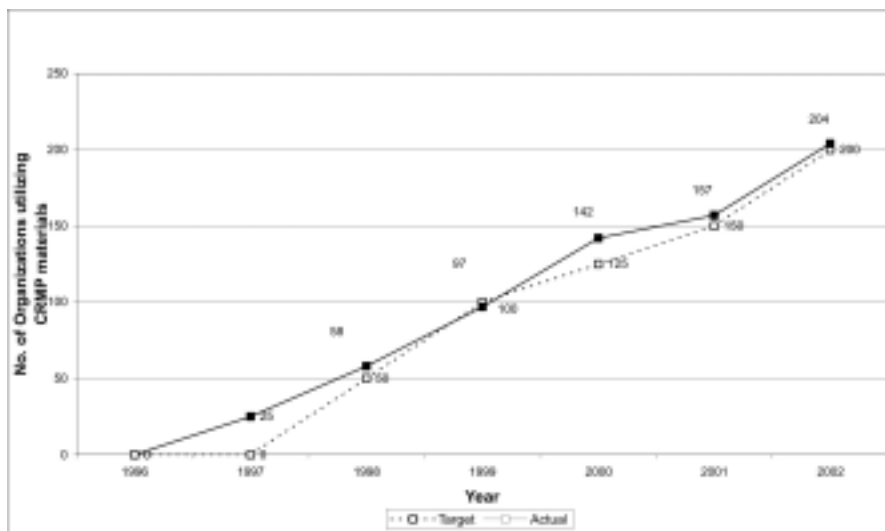


**Figure 2.11. Mangrove area under community-based forest management agreement with people’s organizations assisted by CRMP (1997-2001)**

- Distribution of available publications on demand to various Philippine institutions and individuals.

**Public awareness of CRM issues.** Extensive surveys for this indicator were conducted in 1999 and 2000, and reported in 2000. These surveys showed that approximately 60% of fisher respondents demonstrated a high level of awareness and knowledge of current conditions, problems and solutions affecting coastal resources, a significant improvement achieved in just 4 years based on an estimated pre-Project low awareness level of less than 10% (Table 2.1) shown in surveys conducted by the Social Weather Station in 1995 (SWS 1997) and GreenCom Philippines in 1996 (GreenCom 1996). Key activities undertaken during CRMP's term to support public awareness of CRM issues included:

- Comprehensive (both community-based and national) information, education and communication (IEC) program, including the celebration of the International Year of the Ocean in 1998 and May as the national Month of the Ocean every year since 1999, in collaboration with national and local partners.
- In partnership with the LMP and NGAs, CRMP supported the design and conduct of the first Conference of Coastal Municipalities of the Philippines attended by high-ranking national officials, led by the President, and 701 (90%) of all coastal municipal mayors.



**Figure 2.12. Widespread utilization of legal, jurisdictional, operational guides and training modules developed by CRMP (1996-2002)**



- Partnerships with national and local mass media groups yielded more than US\$400,000 in leveraged media values. Joint production efforts with both government and private media companies, particularly ABS-CBN Foundation and the government's Philippine

Information Agency (PIA) resulted in the nationwide airing of broadcast features and info plugs during the primetime showing of the country's highest rating programs. Total free airtime donated by the ABS-CBN network and PIA amounted to about Php15 million. Print media values generated at national and local level totaled about Php3.5 million.

- Development and production of award-winning IEC programs and materials including production and



## Table 2.1 Measuring public awareness

CRMP's target under *IR 1.2. Public Awareness of CRM*, set at 10% of survey respondents demonstrating knowledge of CRM problems and solutions, was based on results of a nationwide survey conducted in 1996 to determine public awareness of general environmental issues. The survey showed that 11% of urban respondents and 3% of rural respondents regarded dynamite fishing/illegal fishing as the most serious natural resource problem that affected their city or town. In terms of "performance in taking care of our seas and oceans", respondents gave LGUs (provincial, municipal, *barangay*) negative net approval ratings. (SWS 1997) A qualitative research undertaken a year later, which used focus group discussions of respondents drawn from various groups (LGUs, key informants, and fisherfolk) in three Learning Area municipalities, revealed general environmental awareness, but limited knowledge of specific coastal issues, problems and solutions. (GreenCOM 1996) This led to the assumption that public awareness of CRM was low (less than 10%), and that LGUs were perceived as not satisfactorily fulfilling their CRM mandate.

In late 1999 and early 2000, CRMP contracted an independent research firm, Trends-MBL Inc. (1999) to conduct qualitative and quantitative studies specifically designed to determine CRM knowledge, attitudes and practices in fishing communities nationwide. Comparisons between the results of these studies and those from the 1995 survey would not be accurate, as there are major differences between the two studies in terms of scope, respondents profile, sampling, and in the way some questions were presented (multiple-choice versus open-ended questions, for example). Nevertheless, the new survey is significant in that it is the first ever attempt to measure, using accepted survey methodologies, the current level of public knowledge of coastal issues, and gauge people's attitudes and practices as they relate to CRM. Some findings:

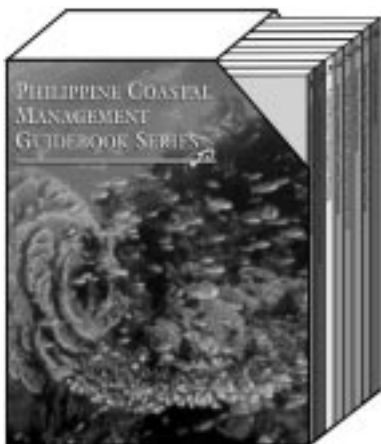
1. When asked to identify the "three most pressing problems in your community" from a set of cards, 67.3% of respondents nationwide said "decrease in fish catch". Presented with the same set of cards, respondents were then asked to pick the "three most pressing environmental problems in your community," to which a lower percentage of respondents (56.1%) answered "decrease in fish catch," indicating that fishers who consider declining fish catch as a major problem do not necessarily relate it to environmental degradation.
2. Generally, responses confirmed scientific assessments of the condition of the coastal environment: 56% of respondents said their environment has worsened; 70% said fishing effort takes much longer; 68% said fish caught are smaller; and 73% said the quantity of fish caught is much reduced.
3. More than half of respondents correctly answered questions designed to measure their knowledge of ecosystems, and nearly 100% could cite the wide range of ordinances and laws related to CRM.
4. About 66% of respondents said they would support their LGUs in CRM
5. Overall, respondents scored a 70.7% weighted knowledge index based on 21 determinants of CRM knowledge and attitudes.

In general, there were no significant differences between the survey results from CRMP's six Learning Areas and those from other areas. The following results, where a divergence of views can be observed, are noteworthy:

1. When asked to list the "three most pressing environmental problems in your community", 3% of the respondents cited illegal fishing and another 3% listed dynamite fishing, all of them coming from areas outside of CRMP's six Learning Area provinces. In CRMP areas, neither "illegal fishing" nor "dynamite fishing" emerged as a top-of-mind concern of respondents. This may be attributed to more effective coastal law enforcement in CRMP areas: 69.1% of respondents in CRMP areas said coastal law enforcement in their community was effective or very effective, compared to 59.2% of respondents in non-CRMP areas.
2. 81.5% of respondents in CRMP Learning Areas and 90.8% of respondents in other areas said they could not recall or were not aware of CRM training and seminars. Only 49.8% of respondents in CRMP Learning Areas, however, said they were not aware of CRM before the survey, compared to 75.2% in other areas, indicating that other IEC modes were operating in the CRMP Learning Areas. Moreover, 42.9% of respondents in CRMP areas indicated they took positive action after learning about CRM, compared to only 21.2% in other areas.

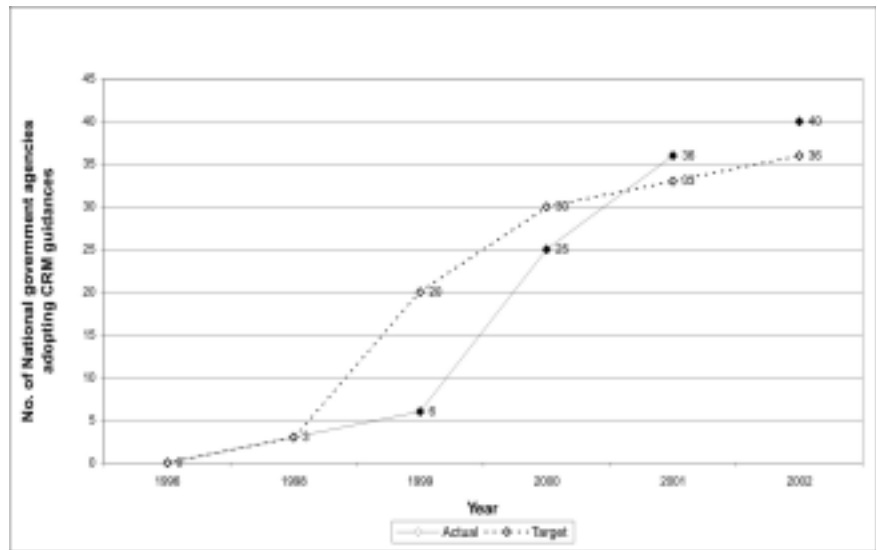
distribution of nearly half a million copies of publications and other IEC materials during the Project term. Industry awards received included the Philippine Web Awards' Most Outstanding Web Site for the Environment (1999) and the Public Relations Society of the Philippines' Anvil Award of Excellence (2000) for our Project web site, *oneocean.org*

- Formation and deployment of a national coalition-building effort to promote awareness about the issue of municipal water boundary delineation to curb illegal commercial fishing within municipal waters.
- IEC campaign aimed at increasing public awareness of the problem of overfishing and its proposed solutions. This was undertaken in partnership with media groups such as ABS-CBN Foundation and GMA-7 and other partner institutions, including DENR, DA-BFAR, LGUs and various NGOs.
- Under CRMP's extension phase, a new component focused on fisheries management was established with three main deliverables: Develop a Philippine marine capture fisheries profile; produce and disseminate a booklet on "fish security" describing the state of Philippine fisheries and recommending management interventions; and formulate a



multi-sectoral regional fisheries management framework plan for Region 7.

- Development of "CRM Showcases" in Region 11, Region 12, Region 7, Palawan and Masbate to promote awareness of successful LGU efforts to adopt CRM as a



**Figure 2.13. Harmonization of national CRM policy through national government adoption (1996-2002)**

long-term development strategy and program, facilitate learning exchange and replication, and help sustain LGU and community support to CRM through constant affirmation by visitors of its success and benefits.

### **IR 1.3. Improved policy and legal framework**

***Harmonization of national policy for CRM.*** The Project contributed to this indicator through the adoption of CRM guidance and training materials by key government agencies. These materials included the Philippine Coastal Management Guidebook Series, PCRA, mangrove management handbook, coral reef monitoring guidebook, training modules, and methodologies, which were adopted by the DENR, BFAR and Department of the Interior and Local Government (DILG), as well as a number of donor agencies and donor-assisted projects.

The adoption of various CRMP guidance documents by relevant national agencies and projects provided a mechanism for these agencies and projects to harmonize and promote common policies, approaches and methodologies for CRM. By end-2002, the cumulative number of

adoptions of CRM policies, guidance, and training modules reached 40, exceeding the Project target of 36 (Figure 2.13). In 2001, CRMP completed the draft National Coastal Resource Management Policy (NCRMP), which was formally turned over and accepted by DENR for national level consultations in 2002.

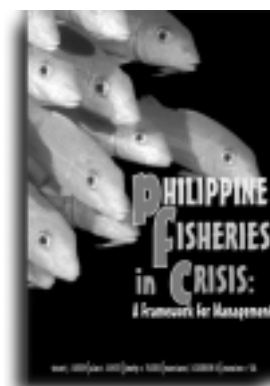
Other key accomplishments that contributed to IR1.3 included:

- **Policy study and standard procedures for delineating municipal water boundaries.** Developed in partnership with the National Mapping Resource and Information Authority (NAMRIA) and FRMP of the DA, the procedures prescribed by this study were adopted in June 2001 by NAMRIA through DENR Administrative Order 2001-17, which started the process of delineation and delimitation of the municipal waters in the Philippines.
- **Policy study comparing areas of conflict and divergence between the Fisheries Code and the Agriculture and Fisheries Modernization Act (AFMA).** This study could serve to improve the implementing rules and regulations of these two laws to reduce current conflicts in field-level implementation.
- **Policy study and Draft Joint Administrative Order (JAO) articulating the roles of DENR and BFAR in the implementation of the Fisheries Code for their review and approval.** The JAO served to clarify the role and responsibilities of DENR and DA in implementing Republic Act No. 8550, or the Philippine Fisheries Code of 1998.
- **Development and adoption of DENR Administrative Order No. 17 Series of 2001 (DAO 2001-17)** defining the technical guidelines on the delineation and delimitation of municipal waters through multi-sectoral technical working groups and public



consultations. DAO 2001-17 was opposed heavily by commercial fishing groups and subsequently revoked by DENR following an opinion issued by the Department of Justice in November 2002 saying the DA-BFAR, and not DENR, had the authority to issue the guidelines. The DAO, however, served as the basis for the formulation of a new set of guidelines by DA-BFAR.

- **Creation and formal establishment of the Coastal and Marine Management Office (CMMO) within DENR.** Developed in partnership with the CEP of DENR, the CMMO was designed to address the institutional and human resource development needs of CEP and institutionalize the functions of CEP and CRMP in DENR in a major program that builds on the CRMP Results Framework (Figure 1.6.) and approaches.
- Publication of ***Philippine Fisheries in Crisis – A Framework for Management***, which lays down the current state of fisheries in the country and the way forward for management at the local level, and explains what overfishing is and why the country's stocks are overfished.





- In cooperation with DA-BFAR-7 Fisheries and Resource Management Division, preparation of a **Fisheries Management Profile and Framework Plan for Region 7**, which includes the provinces of Bohol, Siquijor, Negros Oriental and

Cebu, and key stakeholders from both the municipal and commercial fishing sectors

- Publication of ***In Turbulent Seas: The Status of Philippine Marine Fisheries***, a sourcebook documenting the state of Philippine fisheries and industries, and examining the state of the implementation of fisheries management in the country, with case studies to illustrate what the Philippines has done in fisheries management and highlight how far it still has to go.
- **Assistance to the DA-BFAR National Fisheries, Research and Development Institute** to consolidate and finalize the National Stock Assessment Project data at each regional level in order to form a base of information on which fisheries management could be implemented.

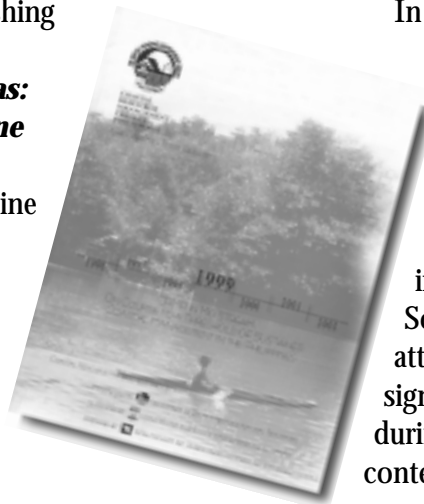
## Beyond Project Targets

By end-2002, CRMP contributed, based on our results framework (Figures 1.4, 1.6), more than the national government's target of 3,000 kms of coastline under improved management under its Medium-Term Development Plan (MTDP) for 1998-2004. As significant as this accomplishment is, however, it does not represent the sum total of the body of knowledge and experiences that we accumulated during the life of CRMP. Indeed, more significant than the distance we traveled is the manner by which we got here, and the many lessons we learned from our journey.

In 2000, CRMP released a Special Mid-term Report called *CRMP in Mid-Stream: On Course to a Threshold of Sustained Coastal Management in the Philippines*, which described the first three-and-a-half years of implementation of the Project.

So far in this report, we have attempted to narrate the most significant milestones we achieved during CRMP's lifetime, in the context of the CRMP design and operational and results frameworks.

In the next four chapters, we will go beyond telling the story of our journey to analyzing what worked well and what could have been done better, and describing crucial "next steps" that we believe we should take to ensure the full and optimum development of CRM in the Philippines.



# chapter 3

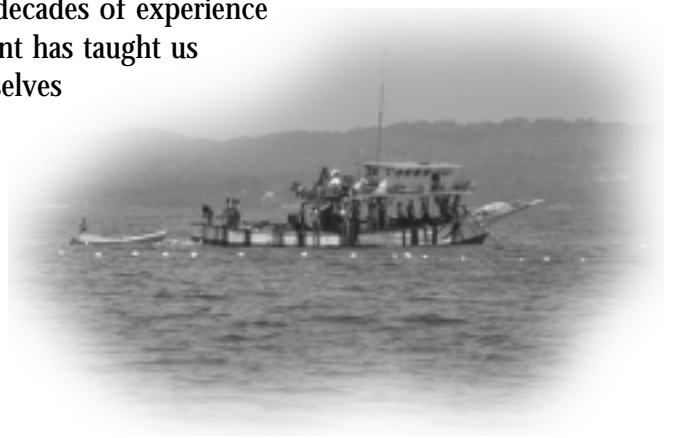
## At the Frontline: Participatory Governance and Coastal Management

*The technical assistance is expected to enable local governments to accept and act on the responsibilities and authorities delegated to them by the 1991 Local Government Code to assist communities protect and manage their coastal resources.* (USAID 1995)

In the Philippines, coastal villages are the key stakeholders of coastal resources. Although the entire country depends on coastal resources to supply protein for the population, these villages depend on coastal resources for their whole livelihood. This is what makes it vital for them to be the ones at the forefront of the implementation of any coastal management activity.

Lack of management and control by the community over the resources on which they depend often leads to *de facto* open access, a condition where resources are exploited without limit, using whatever means of harvesting may be currently available. Despite the existence of laws regulating fisheries and coastal resource use, open access – and consequently overfishing – remains the single most pervasive cause of the continued depletion and degradation of our coastal resources.

The Philippines' more than two decades of experience in community-based resource management has taught us that it is only when resource users themselves become involved in the management of the area that resources become better managed. Experience has also taught us, however, that community-based resource management efforts will continually be hounded by problems of sustainability if they are not viewed as a governance responsibility.



Heeding international recognition that the municipality is “the main institutional protagonist for sustainable development” (Serrate 1998), the Philippine government, through the 1991 LGC, has devolved many important functions related to CRM to the municipality, making municipal LGUs the frontline stewards of our coastal resources. The municipality is not only a direct stakeholder of coastal resources, but also one with tremendous influence on what happens in the coastal zone.

Our operational framework therefore aimed at moving CRM from being merely community-based to being LGU-driven as well. Although community-based CRM – in the traditional sense – remained a primary goal for CRMP, it recognized the strategic and vital role of the LGU in ensuring that community efforts translate into sustainable development and long-term benefits to stakeholders and the greater community alike. It thus expanded our definition of community to include not only fishers and other resource users, but also the municipal LGU.

This chapter explains the CRMP approach to capacity development at the LGU level, and describes the various tools and strategies we used to promote CRM as a basic LGU service to coastal communities.

### Building local capacity in CRM

CRMP’s community-level interventions were largely oriented toward developing and testing appropriate tools that could be adopted by the LGUs and NGAs in the delivery of their resource management mandates. To increase buy-ins for these tools among our partners, we had to show that these tools, in fact, worked. Building on past experience in community-based CRM, we focused on enhancing the participation of the community in the management of their

coastal resources. CRMP worked closely with the LGU in a few strategic villages across each of our Learning Areas, looking to set up small models of good CRM that over time could be sustained and replicated in other villages.

Our approach was premised on a number of considerations related to the complex nature of the issues we were dealing with. To begin with, we had to contend with the fact that CRM is not a wholly attractive proposition to direct users of coastal resources, particularly the fishers. Because the issue is often about resource over-extraction, CRM necessarily entails regulating, sometimes restricting, resource use. Without the prospect of immediate benefit and with only the impalpable promise of “a better future”, resource users are understandably reluctant to submit to any curtailment of their economic activities. This in turn makes CRM an unattractive proposition to political leaders, many of whom are inclined to weigh their decision to support CRM against how it will affect their future political success. Their apprehension is perhaps not completely unfounded. In Bohol in the 2001 elections, 30% of the mayors who openly supported CRM and strictly enforced fishery laws during their 1998-2001 term failed in their reelection bid (CRMP 2002).

*Our operational framework aimed at moving CRM from being merely community-based to being LGU-driven as well.*

Our preferred tools therefore emphasized setting and mainstreaming CRM in the local agenda, by making full use of tested technologies of participation in decision-making and

planning processes. Mainstreaming required us to package our Project objectives so that they mirrored as closely as possible the development agenda and priorities of the LGUs we were working with. When speaking with our LGU

partners, we talked about *their* development objectives, not our own Project objectives. We zeroed in, not on our targets, but on how CRM could facilitate and enhance the development *they* envisioned for their municipalities. Recognizing that LGUs are first and foremost concerned about addressing poverty, we equated CRM with food security, as a management framework to guide the development strategies and activities of the different sectors operating within and around the coastal zone. Our Project objectives were anchored on local implementation of specific “best practices” focusing mainly on fisheries, but, by framing CRM as a cross-cutting, unifying management framework for development efforts in the coastal zone, in many cases, we were able to integrate crucial CRM services into the local governance system in the municipalities we were working with.

In all this, capacity building was our underlying objective, encompassing most of our activities, from resource assessment to planning. To enhance learning and participation, our training and information-education activities drew on adult learning approaches – learning by doing, peer learning, and adding the element of ‘fun’ through energizers and ‘ice breakers’ – that focused on changes in behavior as the objective of the learning process, and engaged participants in a process that had meaning to them. In many cases,

these activities resulted in the formation of a pool of CRM practitioners trained and skilled in the various aspects of CRM and able to implement specific resource management activities, including training and IEC.

*... capacity building was our underlying objective, encompassing most of our activities, from resource assessment to planning*

If there is one common thread that connects the specific local implementation programs employed by our Learning Areas, however, it is this: Flexibility, the ability to adapt to local dynamics, and to the diverse and constantly changing

environment that characterizes the coastal zone. While our individual plans might have come out initially as carbon copies of each other, their implementation easily mutated into various shapes and sizes, the better to meet the needs of every situation. In short, we learned to work like strategists, sometimes taking a roundabout way to reach our goal, calibrating or modifying our steps around the obstacles and opportunities we faced. We learned that we must allow the LGU and the community to evolve their management strategies in their own unique way, according to what is feasible for them from the perspective of financial and human resources.

We learned that the first message we need to put across is not “So you should do this,” but rather “So what are you going to do about it?” We learned that it is only when the community learns to share our vision for CRM that they begin to accept the “ought-to-be’s” and “ought-to-do’s” we are espousing. We learned that there is no single formula that will work in all cases. What we have is a set of tools that, in various combinations, have been proven to be effective not only in resource management, but also to support advocacy and key local government capacities to achieve high-impact results from CRM. These tools are incorporated in a capacity





## Planning

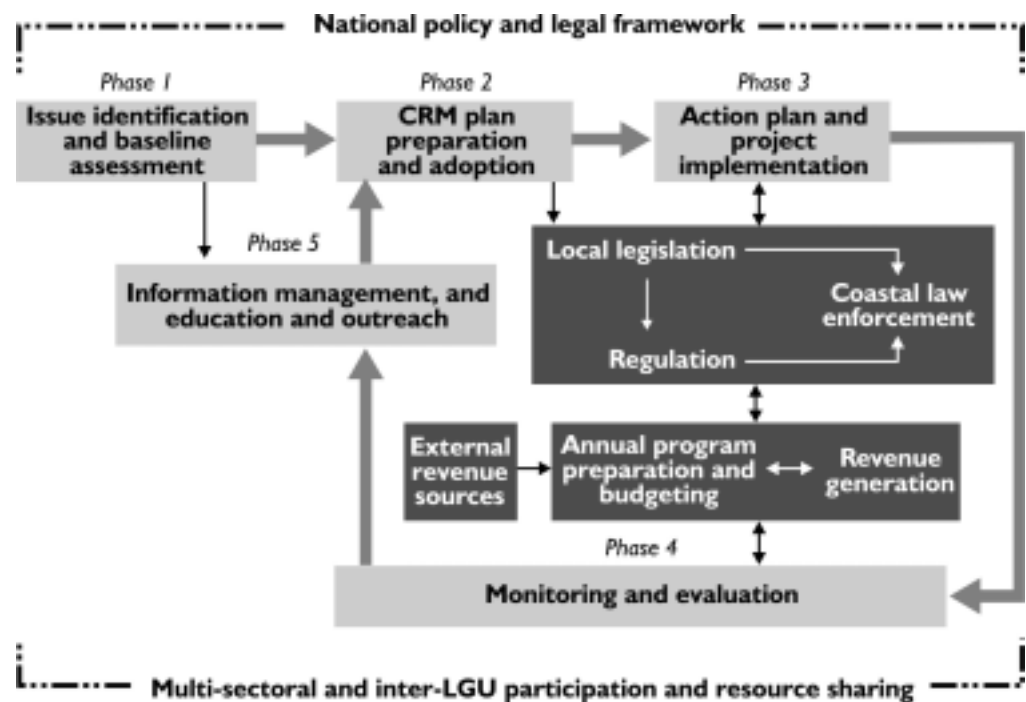
The planning process that CRMP adapted for Philippine LGUs consists of five phases covering the entire CRM cycle (Figure 3.1). It begins with issue identification and baseline assessment, into which results of PCRA activities are inputted (Phase 1). The identification of key issues is needed to guide CRM preparation and adoption of the CRM plan (Phase 2), which charts the course of future action, serves as a guide for managers to direct annual and day-to-day activities, and fosters informed decision-making. The strategies and actions articulated in the CRM plan are then implemented through specific programs (Phase 3) and monitored and evaluated regularly (Phase 4). These phases are supported by Phase 5 (information management, education and outreach), which is implemented throughout the planning cycle (CRMP 2001a).

Note that implementation is put within the “planning process.” This does not mean that CRM places more emphasis on planning than implementation. Certainly, program execution remains the priority. That implementation is depicted as a part of the planning process merely underscores that, because of the many variables that cannot be anticipated during the preparation of the plan, continuous programming – finding new possibilities, devising alternative



solutions and paths to take, adjusting timeframes according to the needs of the program in real time – characterizes the CRM process.

The key to the planning process is that it underscores not only plan formulation, but also and more importantly developing the capability of the LGU, encouraging the participation of all stakeholders, defining the roles of the agencies and LGU officials in CRM, and putting all this into a five-year focus. To this end, a CRM Technical Working Group (TWG) or Core Group may be organized at the municipal/city level, with the Municipal or City Planning and Development Office (M/CPDO) as the overall coordinator of CRM planning activities. Members may include the MFARMC, Municipal Agriculture Office (MAO), Municipal Environment and Natural Resources Office (MENRO), *Sangguniang Bayan* (SB – municipal council), and all coastal *barangays* (villages) (CRMP 2001a).



**Figure 3.1. The CRM planning process adapted for Philippine LGUs.**

To be sustainable, CRM must be included in local development plans, such as the comprehensive land use plan (CLUP), and planning must be integrated into the local government system as an essential part of the governance process. The phases of the process must be matched and adjusted as needed with corresponding powers, authorities and responsibilities devolved to the LGU. Specific activities, functions and areas of responsibility must be detailed for each phase of the process based on field experience and knowledge of the organizational and operational features of typical municipal governments. And, the timing of iterations of the cycle must coincide with government-mandated medium-term and annual planning and budgeting time horizons (Courtney *et. al.* 2002).

We must emphasize, however, that planning does not necessarily have to proceed sequentially – it would be an ideal but highly unusual situation where CRM moves from assessment through planning to implementation in a linear manner. The reality is that many LGUs regard planning and resource assessment exercises with skepticism, if not disdain – “All you do is gather information and plan, but nothing is ever done!” In such cases, even before PCRA can be conducted and planning can begin, on-the-ground results must be demonstrated through the implementation of small but strategic activities.

The most effective entry strategy – the strategy that will secure the LGU’s and community’s involvement in the CRM process – directly addresses the resource users’ most urgent concerns, or the LGU’s priorities. In many of our Expansion Areas – Masbate City and a number of towns in southwest Cebu, for example – the LGUs’ interest in CRMP technical assistance centered on specific resource management activities, such as MPA establishment and mangrove management. In Buenavista, Bohol,

the LGU warmed up to CRM only when community-based ecotourism and allied activities were introduced to the village of Cambuhat. Enterprise development was also our “re-entry” strategy in Panindigan, a village in San Vicente, Palawan, to revive the waning enthusiasm and erase the growing disenchantment of the groups organized for CRM there.

In all these cases, capacity building was built into every step of the process, which was made deliberately participatory and involved resource assessment and project-specific management planning that served as a model of how CRM can create benefits for the community, and subsequently became the vehicle for municipal-wide integrated CRM planning and capacity-building.

#### MPA establishment

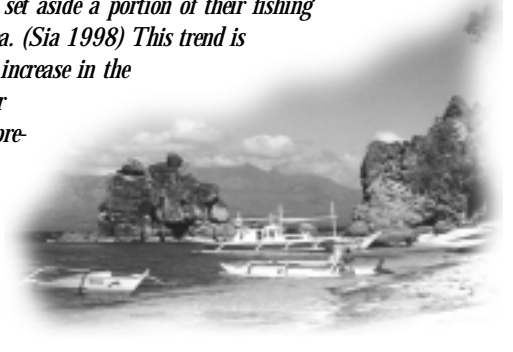
MPAs in particular have proven to be useful microcosms of CRM, demonstrating the impacts and benefits that can be derived directly from resource management, and serving as small models of a resource management system. The key activity is the process of establishment itself, which involves all the key steps in the CRM planning process, implemented on a smaller scale. It begins with the assessment of the area and quickly progresses through planning to the actual demarcation of the zones and boundaries and the eventual management and maintenance of the MPA, all undertaken by the resource users themselves, often with minimal assistance from technical experts.



The process of establishing a community-based MPA is significant in that it devolves the management of a small area of municipal waters into the hands of the community, and installs a locally controlled and managed system with the resource users themselves managing the area, thus changing once open access resource use regimes into 'closed access' resource management systems. We found that well-managed MPAs, combined with IEC, are especially potent agents of attitudinal and behavioral change in a small community setting involving the direct resource users and their immediate governing authorities. If successful – and in 80% of the areas we were involved in it was – an MPA becomes the stepping-stone to having other communities and stakeholders take over management and 'ownership' of one area of their resources, and lead the LGU into embracing the CRM process in its entirety.

We emphasize “well-managed”. MPAs generate the greatest benefits and are therefore most sustainable when they are done properly. This means taking sufficient time over their implementation, with the community taking the lead on the pace and, as implementation progresses, involving the other stakeholders one by one. If done well, MPAs stand like a beacon as an example of one CRM tool that has relatively fast benefits (6 months or so), is cost-effective, promises nothing that cannot be reasonably attained, and should last forever, while increasing the fish catch of small fishers from the surrounding area. With more and more of these MPAs cropping up around our Learning and Expansion Areas, a new regime of 'closed access' is taking shape, as increasing numbers of fishers begin to accept the fact that their fishery can no longer be free for all.

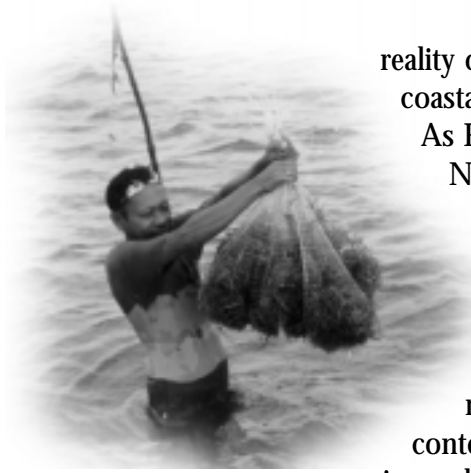
*The story of Apo Island in Negros Oriental has become legend: the residents of this small island of the municipality of Dauin are dedicated protectors of the marine sanctuary that they themselves manage. It took at least 10 years of intensive community organizing and education efforts by Silliman University outreach workers to convince the people to participate in the management and protection of the island's coral reef habitats. These days, as the word about the benefits of MPAs spreads, it takes much less to persuade communities to set aside a portion of their fishing ground as a protected area. (Sia 1998) This trend is reflected in the dramatic increase in the number of MPAs in our Learning Areas from a pre-Project baseline of 15, covering an area of 127 ha, in 1995 to 83, covering an area of more than 2,100 ha, in 2002 (Figure 2.10)*



There may be some resistance in the short term – some community residents or outsiders may attempt to violate the MPAs just to test the system and resolve of the people who committed to protect them. But the number of communities who want to set up their own MPA and declare their own area of sustainability is increasing. If this trend continues, it could well lead to the creation of a network of MPAs large enough to make a positive impact not only on certain local fisheries but on national fisheries as well.

#### Enterprise development

Our experience in Cambuhat, Buenavista, Bohol and Panindigan, San Vicente, Palawan demonstrates another important lesson, already underscored in many documents on sustainable development: Even as we must ease pressure off our coastal resources, we cannot ignore the need for production, wealth creation and sustaining livelihoods. “Strategies that do not consider the need to improve the economic quality of life don't work. Growth without social or environmental action is not sustainable, but it is also true that sustainable development without growth is impossible” (Serrate 1998). The argument that we must 'save the Earth for the future' does not stick in the face of the harsh



reality of poverty in our coastal communities.

As Robert Solow, Nobel laureate in economics, pointed out, “[T]here is at least as strong a case for reducing contemporary inequality (and probably

stronger) as for worrying about the uncertain status of future generations. Those who are so urgent about not inflicting poverty on the future have to explain why they do not attach even higher priority to reducing poverty today” (UNDP 1996).

At the outset, our Project design recognized the need to address the livelihood concerns of fishers, and recommended the following approaches (USAID 1995):

1. Resource assessments to increase fishers’ understanding of the biological and economic limits of their fishery, combined with assistance that demonstrates how to reduce costs and increase profits from limited harvests or add value to products; and
2. Identification of alternative enterprise opportunities for surplus fishers to reduce fishing effort with minimal economic dislocation, combined with effective controls on resource access.

The requirements of CRM shaped our enterprise development approach to one that focuses on commodities that do not cause harm to the environment, are marketable, and, where practicable, will have a positive impact on the coastal environment. This commodity-

specific approach is geared specifically toward the development of enterprises based in rural households, involving in particular the fishers and their families. Emphasis is placed on commodities with existing marketing channels that are not already saturated or monopolized by a certain sector and thus can still capture a high value for rural clientele. For example, the OBST, the community-based ecotourism venture of the village of Suba on Olango Island off Mactan, Cebu, was positioned in a manner that put the community on equal footing with tour operators and other marketing channels. Today, secure in their own niche market, the villagers are able to negotiate their own pricing with different clients, and continue to operate with or without a tour company to assist them.

Critical to the success of enterprise development as a resource management tool is commodity selection: the commodity or product mix chosen must meet the criteria of relatively fast return on investment, sustainability and environmental soundness. Ideally, the profitability of the enterprise should be linked to the health of the environment, so that the enterprise enhances environmental protection. In Olango, ecotourism successfully equated conservation with a higher economic value than if the resources were extracted. In Cambuhat, it was clearly demonstrated that the viability of the community’s oyster culture business depended on water quality.



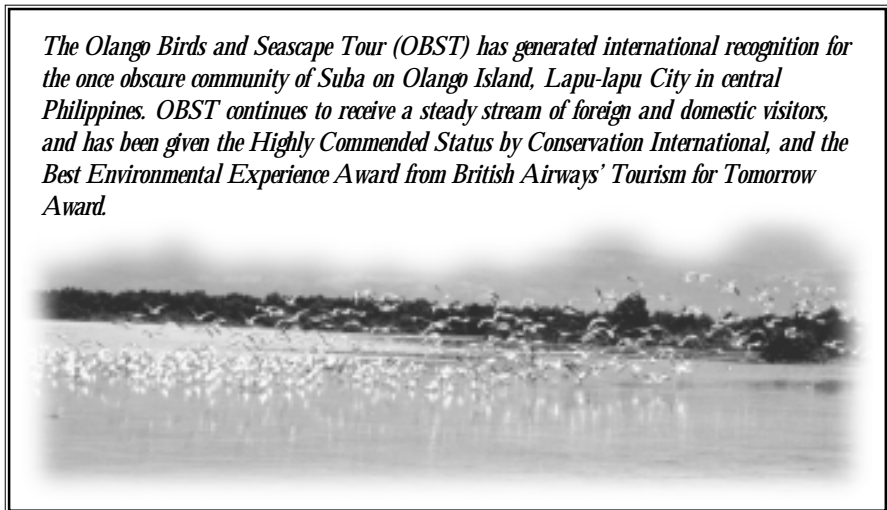
But even with the right commodity or product mix, there is no guarantee of success without adequate support mechanisms in place. Our free market system generally works against small start-ups with poor capital, as community-based enterprises usually are. Government support is essential, especially where policy changes are necessary to provide the community stakeholders the preferential use rights to the resources that sustain their business, at least for an appropriate incubation period that will buy them time to grow their business to scale and give them a fair chance and an even playing field in a free market.

One remarkable characteristic of the enterprise development strategy that resulted from CRMP's field implementation is that, in many cases, largely out of the need to install the necessary support systems for and improve the sustainability of the enterprise, it evolved into a more holistic resource management approach. Our enterprise development component initially focused on expanding the basic approaches outlined in our Project design, while establishing functional enterprise models to support CRM. Drawing from past lessons and our own initial experiences in the field, we developed an approach that considers the potential of enterprise as an alternative source of income; resource management tool; rallying, collaborative or unifying tool; educational tool; and revenue-generating scheme for government or other entities that are managing the resource.

With these potentials fully harnessed, enterprise development proved to be a powerful tool for facilitating collaboration between

different stakeholders that may otherwise have conflicting interests in the use of a resource. When positioned as a formal or non-formal concession instrument, it also secured the stakeholders' cooperation in resource management, not only where it could affect their business but in the holistic sense. Olango Island, once considered by development workers as a "difficult area" because of the residents' lack of cooperation, is now internationally recognized as a working model of ecotourism as a CRM tool, and many acknowledge that this is a result of the success of the OBST. The key was that the community and LGU were engaged as major players in all stages of a transparent process, from planning, through decision-making, product development and marketing, all the way to product and service delivery.

*The Olango Birds and Seascape Tour (OBST) has generated international recognition for the once obscure community of Suba on Olango Island, Lapu-lapu City in central Philippines. OBST continues to receive a steady stream of foreign and domestic visitors, and has been given the Highly Commended Status by Conservation International, and the Best Environmental Experience Award from British Airways' Tourism for Tomorrow Award.*



In Cambuhat, the process resulted in two key outputs that went beyond enterprise and was fully supported by the once vacillating LGU: a 5-year strategic CRM plan, and a 'bridge plan' that captured current realities in the area and identified three priority components. Implementation during the first two years focused on these three priorities, giving community and LGU stakeholders concrete activities to undertake that were strategic to achieving their 5-year plan, as well as material and psychological

benefits (in the form of recognition from the external CRM community) that further spurred them to sustain and expand their effort to include other aspects of CRM.

### Mangrove management

A similar combination of enterprise, local governance and resource management characterized the work of our mangrove management component, which in most areas focused on installing the systems that would make mangrove protection a more attractive economic proposition than converting mangroves to other uses. A key objective was to promote community stewardship over mangroves through the CBFMA, as specified in our Project design and 1998 Revised Results Framework (Figure 1.4).

The CBFMA is a 25-year (renewable) production-sharing agreement entered into between a community (through a duly registered people's organization (PO) or similar organization) and the government to develop, manage, use and conserve a specific portion of forestland consistent with the principles of sustainable development and pursuant to an approved Community Resource Management Framework Plan (CRMFP). CBFMAs, which integrate all of the old tenurial instruments on forestlands prior to 1996, are used by the DENR to award tenurial rights over forestlands (including mangroves) to organized communities. It also provides a mechanism for cooperation between DENR, the LGU and resource users.

It is not always easy to 'sell' the CBFMA to stakeholders or the LGU. Unlike other fishery resources, mangrove areas have for quite some

time been governed by regulation-oriented forestland management, where some individuals hold some form of permit or contract – the *nipa-bakawan* (mangrove) permit, for example – to use or harvest a specific resource. These individual permit-holders are likely to resist the idea of "sharing" the resource with the community. In addition, the CBFMA creates new roles and responsibilities for the LGU and even the DENR, which may still have to be defined and integrated into their official functions and performance indicators.

The DENR holds the primary jurisdiction over mangroves in the Philippines, but under the LGC, its responsibility for mangrove conservation is shared with the LGU. In an attempt to integrate management of fisheries resources and mangrove habitats more closely, the Fisheries Code of 1998 (Section 81) encourages the establishment of marine/coastal sanctuaries, which must include large areas "to be set aside for the cultivation of mangroves to strengthen the habitat and the spawning grounds of fish". The Code (Section 89) also mandates the DENR, DA-BFAR and the LGU to use participatory processes in determining which

abandoned, undeveloped, underutilized fishponds covered by fishpond lease agreements (FLAs) can be reverted to timberland for rehabilitation to their original mangrove state (CRMP 2001b).

These legal provisions and the CBFM framework provided the

basis for our work with the LGUs and 9 POs in 4 towns in Bohol (Candijay, Getafe, Inabanga and Mabini). A critical consideration was to equip the LGU for CBFM. Under an agreement with CRMP, each of our four LGU-partners assigned a community organizer (CO) to their respective



management area to assist the PO in community organizing and training, coordinate management activities, and monitor compliance with the terms of the CBFMA. In most areas, the CO's services were paid for by CRMP initially, and later by the LGUs involved. It seems that, as the commitment of the PO to manage the area is secured and new livelihood opportunities open up for the community, the LGU becomes more willing to invest its own money in the endeavor.



In Talibon, Bohol, for example, the LGU appropriated an initial budget of Php1.5 million from its internal revenue allotment (IRA) for soft loans that the cooperative could use to purchase equipment, supplies and working capital. Indeed, many LGUs are pouring funds into mangrove management, even outside the CBFMA system. CRMP provided mangrove management training to LGUs and communities in Masbate Province and Davao del Sur, where a number of municipalities have since pursued their own community-based mangrove rehabilitation programs. Since 1999, Masbate City has invested more than Php1 million to restore its mangrove areas, while the town of Hagonoy, Davao del Sur has established a mangrove nursery and plantation. Like enterprise, MPA, and other CRM “best practices”, mangrove management often becomes the take-off point for integrated CRM planning, which in turns leads to the LGU’s adoption of CRM as a basic service.

There are some policy issues that need to be addressed to strengthen the CBFMA system. A moratorium on the issuance of leases on islands, for example, has frustrated the efforts of the community of Banacon Island in Getafe, Bohol, to get a CBFMA. In many areas, coordination and relationships between the

DENR and LGU need to be improved – although at the policy level it is understood that the DENR is mandated to provide technical assistance to LGUs, its field personnel still perform mostly regulatory functions. In a few

areas where they do provide technical assistance, they often work directly with the communities and resource users without going through the LGU channels.

The reversion of abandoned, illegal, and undeveloped fishponds – many of which are potential CBFMA areas – is hardly moving. Meanwhile, because it carries no penalties for low production and does nothing to discourage conversion, the low annual rent for Fishpond Lease Agreements (FLAs) (P100/ha/year) has encouraged more mangrove conversion (CRMP 2001b).

Our hope is that, with the CBFMAs already established, the practice of community-based mangrove management will spread to other communities. There is a continuing need for community organizing to strengthen the POs responsible for the protection and management of the CBFMA areas. Intensive IEC and continuous monitoring is essential to minimize poaching, a problem that can be expected especially in the early stages of implementation, when residents and resource users from outside still have to fully accept the new resource use rules and practices as the norm. During a visit to Boyoan, Candijay, for example, our mangrove team detected signs of mangrove cutting for fish pond construction, reportedly perpetrated by outsiders, about a year after the PO was awarded its CBFMA. In this regard, close coordination with and intervention from municipal authorities, the DENR and BFAR may be required to ensure that pertinent rules and laws are consistently

applied and respected. The terrain and dense vegetation within a mangrove forest makes it extremely difficult to detect cutting, even from a 20-meter distance, so the PO members' vigilance is essential. (Candijay authorities subsequently apprehended suspected poachers based on the PO's reports.)

### Coastal law enforcement

Certainly, in all CRM programs, no amount of community organizing and "best practices" will succeed without the adequate application of the law. CRM involves limiting access to resources, gear use restrictions and other measures requiring regulatory and enforcement activities.

With the passage of the 1991 LGC and 1998 Fisheries Code, a broad range of powers and responsibilities, including law enforcement, were devolved to LGUs as the primary unit of governance for CRM. (CRMP 2001c) Our strategy focused on affirming this LGU mandate, by encouraging LGUs to form and strengthen the organizations legally mandated to enforce coastal laws, such as the *Bantay Dagat* (literally, "sea watch", a patrol team organized especially for purposes of enforcing fishery laws). In many of our Learning Area municipalities, CRMP worked with BFAR to

organize fishers and deputize them as wardens to assist in the implementation of the fishery laws in their own municipalities.



Improving law enforcement in the context of CRM, however, involves more than enhancing the capacity of law enforcement officers to apprehend violators; it also involves the application of a broad range of approaches by different institutions as well as coastal stakeholders. (CRMP

2001c) Recognizing this, we adopted a coastal law enforcement framework that relates law enforcement to the desired result of compliance with management measures (Figure 3.2). This framework reflects our view that, to achieve compliance with the requirements of the law, government must rely on a variety of interventions in a continuum of activities ranging

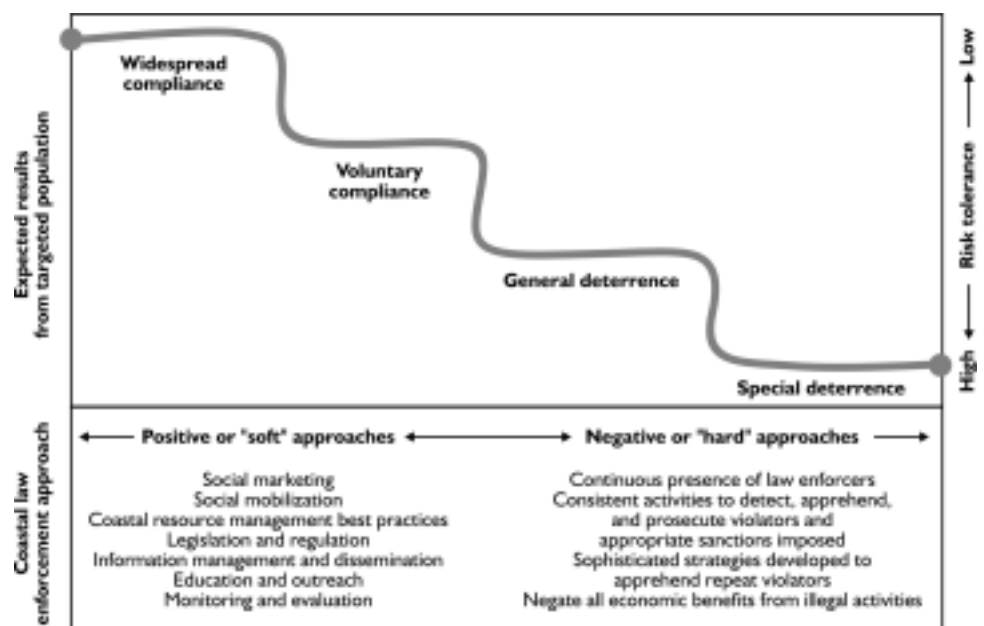


Figure 3.2. Law enforcement framework adapted for CRM (CRMP 2001c)

from “soft” preventive measures such as public education to “hard” sanctions imposed by apprehension, prosecution and conviction. The municipality of Talibon in northern Bohol, has realized significant improvements in local governance, the condition of coastal resources, and the health and welfare of coastal communities by diligently and consistently applying both soft and hard law enforcement approaches as an integral part of its CRM system (CRMP 2001c).



Lack of political will is often cited as the major cause of the pervasiveness of illegal activities in the coastal zone. Even when the LGU is determined to enforce the law, however, it is challenged by the fragmented state of our law enforcement system as well as logistical constraints. Records from our MCD show that in 2000, only 15% of the LGUs had budgets for law enforcement; of these, only 7% had operational patrol boats. (CRMP 2001c)

During a coastal law enforcement summit called by the Province of Bohol in 2000, participants concluded that law enforcement is a responsibility that must be shared between the LGU and higher levels of government, and that adopting a multi-sectoral and multi-agency approach is necessary. The summit resulted in the formation of the Coastal Law Enforcement Councils (CLECs), one for each of the three congressional districts of Bohol.

The CLEC’s operational arm is a coastal law enforcement team (CLET) led by the Philippine National Police (PNP) and PNP Maritime Group. To get the CLECs up and running, the Provincial Government provided each team with a fully equipped mother patrol boat and gasoline budget. The teams then held community meetings to explain the law and communicate the government’s intent to fully enforce it. These meetings also helped to resolve small issues and coordinate the law enforcement

activities of the CLECs. Since then, several arrests (more than 150 as of end-2002) have been made for violations ranging from dynamite fishing to commercial fishing in municipal waters.

Initially, the province fully funded the operations of the CLEC boats, but more and more municipalities are slowly taking on the burden of the costs of patrolling, and some are making significant economic returns from fines imposed on violators. PNP stations around the province have also set up environment desks to complement the CLECs’ efforts.

Bohol’s initial success in law enforcement is built on three key ingredients: multi-sectoral collaboration, IEC, and the support of the provincial government. Provincial support, in particular, must be emphasized. Although law enforcement must primarily and ultimately involve local action, inter-LGU collaboration and higher-level interventions covering a wider geographical area are essential to adequately control violations characterized by a high degree of mobility, as most fishery law violations are. At the provincial level, this can best be facilitated by the provincial government, which under the LGC (Section 447) holds the legal mandate to “protect the environment and impose penalties for acts which endanger the environment, such as dynamite fishing and other forms of destructive fishing... and such other activities which result in... ecological imbalance.”

The ongoing delineation of municipal waters, a provision of the Fisheries Code, is expected to improve coastal law enforcement interventions in general, as it will define the LGUs' area of jurisdiction and operations. CRMP assisted the NAMRIA to facilitate municipal water delineation in a number of provinces, including Antique, Bohol, Cebu, Negros Oriental, Surigao del Sur and Masbate. By July 2003, NAMRIA had certified the technical descriptions of the municipal waters of several municipalities

in these provinces; the City of Manila, 12 LGUs in Masbate Province, three LGUs in Negros Oriental and 8 LGUs in Bohol have since officially delineated and delimited their municipal waters through local ordinances.

Clearly, however, illegal fishing will continue to pose the biggest threat to the LGUs' effort to manage their fisheries, at least in the near to medium term. Commercial fishing in municipal waters, in particular, will remain a

**Table 3.1. Selling the law**

A key objective of CRMP was to clarify legal and jurisdictional issues, and address policy obstacles to CRM. In this, CRMP faced many challenges, one of the most diverting of which was the controversy arising from the effort to delineate municipal waters nationwide.

One of the most important developments related to CRM that emerged in the 1990s was the government's official declaration of municipal fishers' preferential rights over municipal waters. The concept of municipal waters is not new. It has been established under Philippine law since as early as 1916. The boundaries of these waters, however, were never delineated, so there was never any clear definition of the limits of the jurisdiction of local governments over their so-called "municipal waters" (Batongbacal 2001).

In 1999, to comply with its mandate under the Fisheries Code, NAMRIA, on request by DA-BFAR and assisted by CRMP, started the process of formulating the guidelines for the delineation and delimitation of municipal waters based on the archipelagic principle. The guidelines went through a series of consultations and trial runs in different provinces before they were officially approved under DENR Administrative Order 2001-17 (DAO 17) in 2001.

Formulating and then repeatedly amending the guidelines over several consultation workshops with various stakeholder groups was a challenging process, but what really proved challenging was defending DAO 17 when it came under attack from a group of commercial fishing operators who alleged the order was invalid because of "legal infirmities."

CRMP facilitated discussions to explain DAO 17 to government leagues, POs, NGOs, NGAs and various other groups that were involved in CRM. These discussions led to the formation of a loose coalition of DAO 17 advocates, who led information campaigns and consultations to counter the commercial fishing lobby. The defense focused on DAO 17's solid legal basis: the 1987 Philippine Constitution, which enshrined the archipelagic principle as the fundamental pillar of the Philippine concept of territory and recognized the preferential rights of subsistence fishers over communal waters; the LGC, which first defined municipal waters to include marine waters up to 15 kms from the shoreline; and the Fisheries Code, which declared municipal waters off-limits to commercial fishing, and mandated municipal water delineation.

Pressure from DAO 17 advocates encouraged DENR, through NAMRIA, to push the delineation. By end-2002, at least a dozen LGUs had adopted local ordinances delineating and delimiting their municipal waters. In November 2002, however, the Department of Justice, responding to a request from groups opposing DAO 17, issued an opinion stating that the DA, and not DENR, is the agency authorized to issue the delineation guidelines.

Subsequently, DENR revoked DAO 17, and DA-BFAR drafted a new set of guidelines. By the second half of 2003, consultations on the new guidelines were still ongoing, even as small fishers' groups and their supporters lobbied for the re-issuance of DAO 17 by DA-BFAR.

major issue, as commercial fishers have vowed to challenge – before the court of law as well as in every fishing ground – the municipalities’ jurisdiction and authority over the 15-km municipal water zone. The national government and donor projects would do well to assist LGUs to face up to this challenge, and institute the appropriate regulatory and monitoring systems to improve law enforcement, ideally through voluntary compliance by all sectors concerned and, where necessary, through the implementation of sanctions against coastal law violations.

### Monitoring and evaluation

M&E is perhaps the one phase of the CRM process that receives the least attention from Philippine LGUs. By and large, whether in law enforcement, CRM or development in general, this function is viewed as an “external” function, a requirement of donor-assisted and NGA projects to be performed by outside experts, and, if introduced as a component of a project, an unnecessary workload for already overworked LGU staff. It was important for us therefore to emphasize that M&E is an integral part of the CRM process, essential for sustaining management measures designed to improve the productivity and integrity of coastal ecosystems and restore benefits derived from coastal resources (CRMP 2001d). To this end, CRMP designed a performance assessment tool that is intended principally for the city or municipal LGU’s use but also encourages assistance from and collaboration with other institutions and organizations, including provinces, NGAs, NGOs and academic institutions.

The M&E procedure CRMP developed deviates from traditional approaches in two ways.

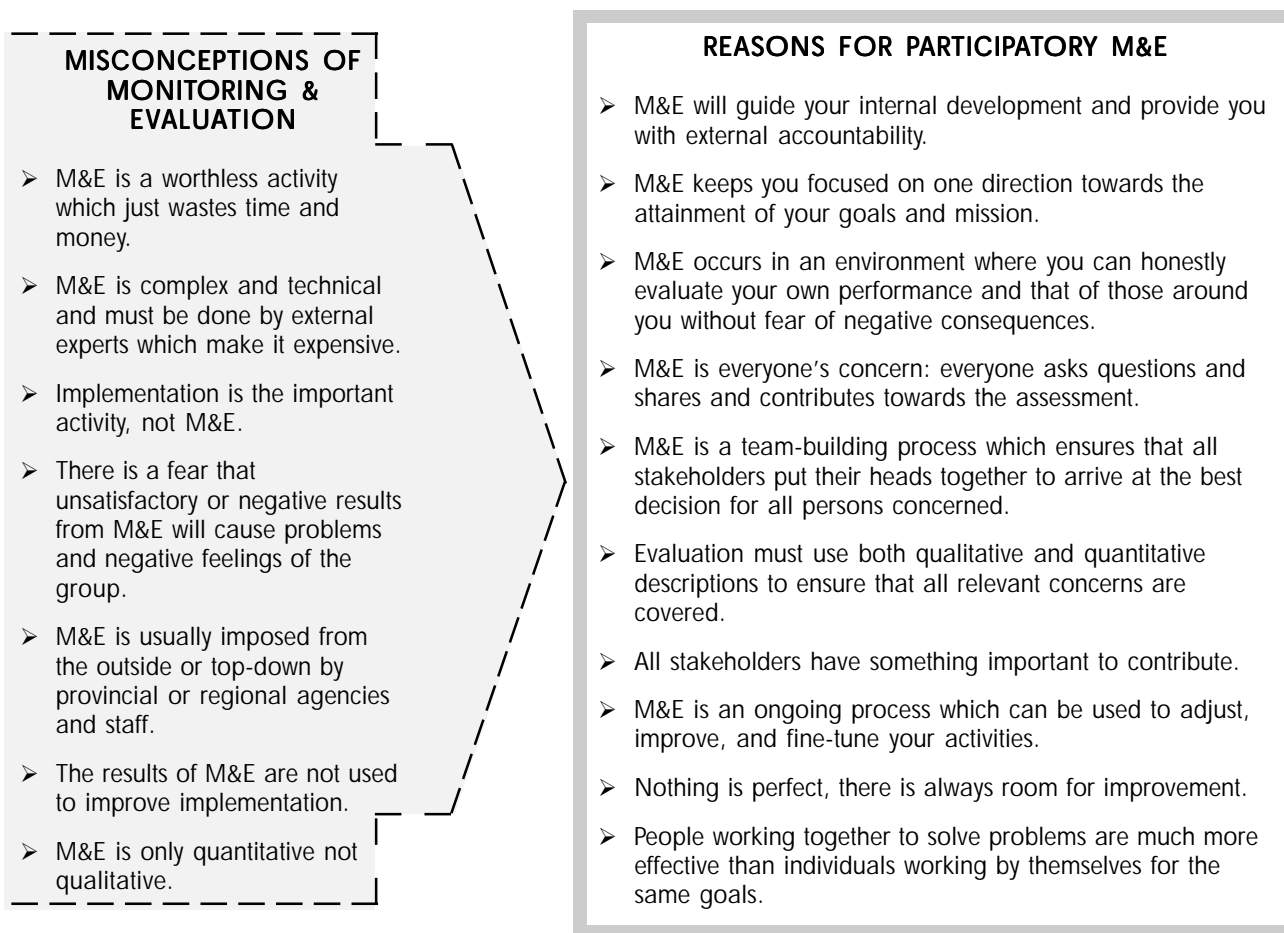
(Figure 3.3) First, while traditional approaches employ strictly quantitative methodologies, the CRMP approach uses both quantitative and qualitative methods. Second, it promotes broad stakeholder and multi-sectoral participation in an “internal” process of self-evaluation and continuous quality improvement, quite unlike the traditional models, where monitoring is an “external” process conducted by outside groups checking up on the implementers as a requirement for compliance in a top-down governance framework. This model follows recent international trends in project M&E design, which focus not only on the assessment function of M&E, but on its potential to contribute to overall capacity development (UNDP 1997a).



A key input to the M&E process is the MCD. The MCD, which is available electronically as well as in printed form (for LGUs lacking computer facilities), contains information on the coastal environment and the CRM activities undertaken and is updated periodically by each LGU to reflect changes in the indicators used and provide a measure to evaluate plan

implementation and enforcement. CRMP used the MCD as an M&E tool from as early as 1997, and refined it over 3 years of application in the field.

Full-blown M&E activities started only in 2000, rather late in the Project implementation. Some would say that the M&E system would have been put to better use had it been installed at the outset. Perhaps that would have been ideal, but the time it took to develop the system and guidelines was time spent learning from the field, and identifying the most appropriate benchmarks with which to measure LGU performance as well as the institutional



**Figure 3.3. Paradigm shift in monitoring and evaluation approaches (CRMP 2001d)**

arrangements necessary to establish M&E as an internal function of the LGU. The process that resulted from this effort incorporates the participatory elements that have proven so effective in the other phases of CRM, and expands the review process to include certification (Figure 3.4).

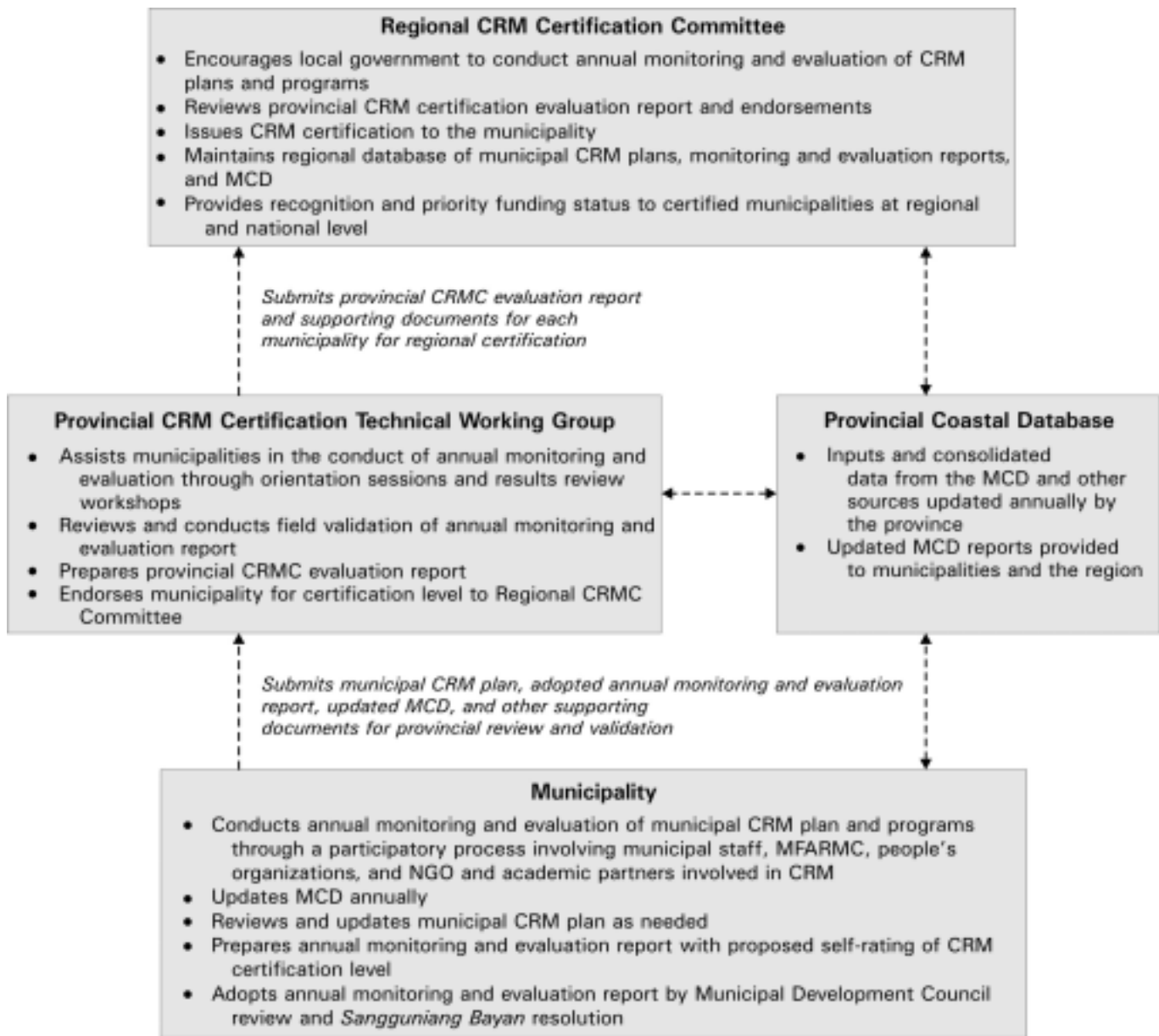
Patterned after international standards for organizational and environmental management systems (ISO 9000 and ISO 14000), CRM Certification (CRMC) aims to encourage LGUs, many of whom still have to acquire the habit of self-monitoring and self-evaluation, to comply with the M&E requirement of CRM. It is discussed in greater detail in Chapter 4.

### Training, IEC and building networks for CRM

Being primarily a technical assistance project, CRMP focused on two modes of developing LGU and community capacity for CRM: training and IEC supported by policy and advocacy, and building networks for better coordination of resources (both external



and internal). Our most crucial challenge was to develop a programmatic approach that would effect the transition of our “clients” – both individuals and institutions – from a “learning mode” to the actual application of newly learned



**Figure 3.4. Monitoring and evaluation and the CRM Certification review process (CRMP 2001d)**

CRM principles, knowledge and expertise as part of their daily custom.

An IEC or policy and advocacy intervention was usually our vehicle for introducing individual LGUs to the CRM concept. Such intervention was normally characterized by face-to-face, highly personalized interactions with political leaders and technical staff at all levels of the LGU. The immediate objective was to “sell” CRM as an indispensable ingredient for achieving the LGUs’ development

goals. Thus, although our message about the crucial need for CRM was consistent, the manner by which it was communicated varied from LGU to LGU.

For example, many LGUs regard CRM as a “marginal” activity relative to their “more important” agriculture and fisheries program, which in most areas involves mainly promoting efficiency and production from a purely resource utilization and economic perspective. Our message would therefore focus on changing this



It is not easy to pin down the specific message that will favorably influence LGU and community decisions about CRM. Communication theory suggests that people respond to messages in terms of their “frames of reference” – the closer the “meaning” or “impact” of a message to an individual, the quicker that individual will respond or react to that message. The message “hits home” when people can relate to it.

Generally, we found that messages affirming the LGU’s mandate as CRM service provider work, and often, it helps to cite pertinent provisions of the LGC, Fisheries Code and the AFMA. Continuously reiterating and affirming the LGU’s mandate in CRM promotes public awareness of the LGU’s responsibility for managing municipal waters – a 1999 survey revealed a high level of public awareness (85%) of such LGU mandate among coastal residents (Trends-MBL 1999) – which in turn promotes local accountability in CRM (Table 3.2).

perception by highlighting the negative impacts of development programs devoid of the resource management context, or the benefits that CRM can generate to enhance their program and improve its performance. Sometimes, the message may emphasize CRM’s critical role in food security, or, in the case of our expansion municipalities in the southern part of Cebu, as a requisite for optimizing the benefits of that area’s designation as a tourism zone in the Cebu Provincial Master Plan.

**Table 3.2. What the public knows about CRM and their coastal environment**

KNOWLEDGE/ATTITUDE STATEMENTS	% of Respondents		
	Strongly agree/Agree	Strongly disagree/Disagree	Undecided
The LGU is responding the need for managing waters	86	5	9
MPAs will contribute to the rejuvenation of fish stocks and recovery of coral reefs	87	8	5
Responsibility for managing coastal resources is everyone’s responsibility	92	4	4
Unproductive fishponds should be converted back to mangrove areas	89	6	5
Limiting fishing effort is one way of reversing declining fish catch	69	23	8
<b>AWARENESS OF CRM</b>	<b>Total Philippines</b>	<b>CRMP Learning Areas</b>	<b>Other Areas</b>
	41	50	25

(TRENDS-MBL 1999)

Localizing information regarding the state of coastal habitats and corresponding issues and problems is also highly effective as an agent to move people to action. This is why PCRA is such a valuable educational tool. A good number of community members and LGU officials we worked with were observed to have become more supportive of CRM after a PCRA exercise, when they had personally seen or were presented with information about what was happening to their own coastal environment, literally, in their own front or backyards.

Cecille Burgos, member of the Provincial CRM Core Group and lead PCRA and MPA trainer of Masbate Province, recalls the response of Mayor Arturo Vicente P. Maristela of Aroroy, where they conducted a PCRA training in 2000: “The mayor attended the visioning and planning workshop that followed the assessment exercises, and sat through the entire presentation of results by the fishers who participated in the assessment. He must have been moved by how the fishers described the condition of their coastal resources, because not much later, during their annual municipal planning session where the MPDC presented the CRM plan that resulted from the PCRA workshop, he directed the allocation of Php1.5 million out of their 20% economic development fund to implement the plan.”

To orient LGUs and community members to the more technical aspects of CRM, we packaged training programs in a way that made them as relevant and as responsive as possible to participants’ perceived learning needs. The training modules we developed emphasize the use of hands-on, participatory methodologies, and inject the element of “fun” to enhance learning. “Fun” – in

the form of on-site resource assessment involving snorkeling and swimming, and the telling of humorous “fish tales,” for example – has a great educational value, improving participants’ understanding and recall of scientific principles they would find difficult to grasp in a purely classroom setting.

LGU demand for training is often focused on specific activities, such as MPA establishment or mangrove management. While responding to such demand, our training programs also provided the “big picture” – a comprehensive overview of the entire CRM process, so that participants were able to make the necessary connections between the new skills they acquire with CRM and sustainable development as a whole. This was essential to developing in participants a mindset that CRM is a mainstream LGU service that must be prioritized in the LGU’s programmatic directions and resource allocations.

While training is an inherently capacity development activity, it can be properly directed so that it provides the LGU not only the technical capacity for CRM, but also the other skills needed to run a successful CRM program. The key is to involve LGU staff in the “backroom” operations of each activity leading up to the “main event”, and not just as participants in the “main event” itself. This

exposes them to organizational management training not normally available in regular training programs of technical assistance projects like CRMP. Given the diverse and cross-sectoral

issues that CRM interventions must address, some level of competence in coordination, facilitation, events organizing, and conflict resolution would be useful to the LGU.





Training and IEC activities can also serve as occasions for building coalitions and networks of formal and informal organizations to support local CRM implementation. To this end, counterpart funding must be encouraged. Through counterpart funding with partner organizations, CRMP was able to leverage resources in order to cover more areas, while enhancing LGU ownership and commitment to the CRM process. Analysis of the counterpart funding arrangements in our Learning Area municipalities in Negros Oriental revealed that municipal LGUs were contributing an average 73% of the necessary annual funding requirements of Php1,776,000 for CRM, while CRMP, NGAs, and NGOs were providing 16%, 6% and 5%, respectively (Courtney *et. al.* 2002).

As a rule, in all the municipalities and provinces we assisted, training also involved organizing a technical assistance team from among the participants. By requiring representation from various LGU units and national government line agencies, our training design helped ensure that there was a good mix of government institutions represented in the team.

In Palawan, one-on-one meetings with local officials, community leaders and other potential leaders and champions for CRM laid the groundwork for coalition building. Such personalized and informal meetings were followed by larger group discussions, often organized and facilitated by the identified champions themselves.

The important role of local champions and leaders is well recognized. Local champions can help catalyze policy change, build consensus and clarify goals. With local “heroes” and not the Project taking the spotlight, the LGU’s sense of ownership over the CRM process is heightened, accountability is promoted, and sustainability enhanced. Local champions can be nurtured by providing them with training, resources and an enabling environment. Where necessary and considering local expectations, values and power relations, CRM networks should support and advocate institutional and policy change in a way that ensures recognition and adequate incentives for individual performers.

“Institutional change”, however, does not necessarily mean creating new institutions, rather developing, strengthening and improving the organizations and systems already in place. The key is to make better use of people and resources, and the existing organizations and systems for program implementation. To sustain local CRM initiatives, support for local champions must be extended beyond the LGU to the community at large, and to the entire bureaucracy through mechanisms that facilitate communication, collaboration, and exchange of experiences. The role of state institutions and structures in CRM are examined in Chapter 4.

#### What We Learned

**CRM is a governance function.** There is no question that active community participation remains an essential ingredient for sustaining local CRM initiatives and that the community –

people – must be at the center of the CRM process. But the idea that the community can make CRM happen without assistance from government is a romantic notion. The community cannot achieve sustainable CRM outside of current policy conditions and political, social and economic structures.

It is the state that creates the conditions and enabling environment that makes it possible for stakeholders to equitably benefit from the CRM process, which in the final analysis is the primary motivation for their participation. The most effective CRM approaches therefore incorporate concepts of good governance into their design and implementation. Although the involvement and participation of NGOs and academe remain essential in catalyzing, funding and to some degree sustaining coastal management at the local level, the deliberate inclusion of the LGU establishes a new governance norm that acknowledges the delivery of coastal (and environmental) management as a basic service (Courtney *et. al.* 2000).

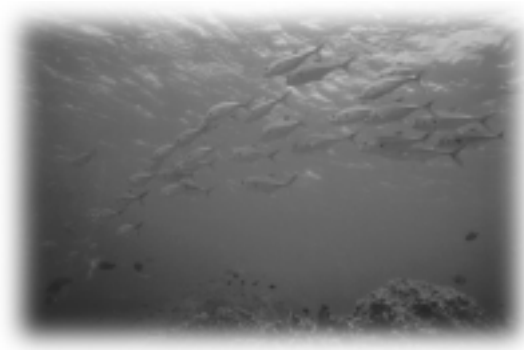
**CRM begins with LGU acceptance of their leadership role.** CRM is a new concept to Philippine LGUs, or a function that they still regard as a national government mandate. Unless and until they accept CRM as a responsibility, they will hold back crucial support, which can derail community resource management efforts. Effort must therefore be taken to encourage LGUs to take on the leadership role in CRM, and to constantly affirm and underscore such role. To increase the LGUs' appreciation of their role in CRM, the governance aspect of CRM must be emphasized and reiterated, and if necessary, pertinent provisions of the LGC, Fisheries Code and AFMA must be cited. LGUs as a rule want to be perceived as responsive to their constituents' needs, and thus respond more positively when CRM is presented as a basic



government service that they are mandated and expected to deliver to coastal communities.

**Interventions must be responsive to the LGU's "priorities".** Often, LGUs

are anxious to immediately implement specific CRM interventions, such as marine sanctuaries or closed seasons, because they want to see results that will establish the connection between resource management and certain benefits, for example, increased fisheries yield. Many LGUs reasonably regard CRM planning as a protracted process that offers few immediate benefits, and often generates negative impacts on people's livelihoods in the short term – therefore, a politically risky proposition. While technical assistance must work toward the eventual LGU adoption of the CRM planning process, it must also be perceived as timely and relevant to LGU needs. The opportunity of using specific "best practices" and management interventions to demonstrate the benefits of CRM must therefore not be ignored. Many allies can be won over with just a few small successes. Indeed, the LGUs who are most committed to CRM are those who have seen, for instance, a marine sanctuary work. Education can provide the initial understanding of why a program is needed, but, where there is pressure from the public for the LGU to produce results, only observable results can sustain a program (Courtney *et. al.* 2000).



**CRM must directly address poverty issues.**

The argument that CRM will in the long term provide greater economic benefits to resource users than current unsustainable practices sounds lame when made against the backdrop of the hand-to-mouth existence that our poorest coastal communities live. In particular, marginal fishers who are asked to stop destructive fishing must be assured of livelihood assistance that will allow them to “survive” low yields and income for as long as it takes fishery stocks and habitats to recover their natural abundance and productivity. This is what makes enterprise development particularly appealing to LGUs as an entry point for CRM.



**The process is essential.** No matter what the entry point may be, the process must promote capacity development for CRM and proceed progressively toward the integration of the CRM planning process into the local governance system. Whether the LGU opts to begin CRM implementation with the establishment of a marine sanctuary or enterprise development or some other specific intervention, capacity development for CRM planning is possible if the five CRM phases – issue identification and baseline assessment, plan preparation and adoption, action plan and project implementation, M&E, and IEC – is integrated in the design of every training program. In the same vein, every phase of the CRM planning process is an opportunity to build capacity. The process therefore is as important as the output, and indeed, is in itself an output.

**The message is the medium.** Many LGUs perceive CRM as a project focused on fisheries designed to meet certain specific, sectoral and primarily conservation objectives. Where there are existing programs aimed at increasing fisheries productivity and efficiency for food production (which is nearly always the case), the LGU may

regard CRM as low priority, redundant, or worse, an unnecessary workload and therefore inimical to its interest. The key to such LGU’s acceptance of CRM often lies in how CRM is packaged and “sold” to the decision-makers and project

implementers within the LGU. In general, the LGU officials become more accepting of CRM and its objectives when they are able to relate it to their development functions and goals, their “bread and

butter”. Without exception, poverty eradication is the ultimate goal, and economic growth through sustainable development is the means to that goal. No LGU will deny the problem of declining fisheries, or its impact on the local economy. In many areas around the country, uncontrolled shoreline development is becoming a major concern, contributing to pollution, shoreline erosion, and the loss of water quality. No LGU therefore will refuse an offer to develop its capacity to solve these problems. In this sense, CRM becomes a much more attractive proposition as an integrating management “framework” for coastal development efforts than it would be as a fisheries-focused conservation “project”.

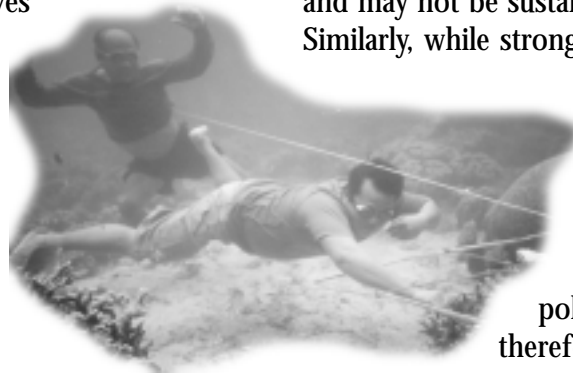
**Sell the law.** IEC efforts must focus on ‘selling the law’ and must add the elements of environmental ethics in their message. There is a need to strongly advocate for a protective, holistic and precautionary mindset and perspective in addition to technical information and training in CRM.

**People need to understand the ‘why’ of CRM.** Providing some biological information and explanation of natural and ecological laws contribute greatly to the understanding of why CRM is needed. When resource users understand

the workings of certain natural laws, there is a better appreciation of the impacts of human activities on the environment and the importance of good resource management.

**Integration is essential.** CRM will remain a marginal program if it is not integrated into the development framework of the LGU. The integration of resource management and economic development, in particular, is an essential ingredient in sustaining CRM initiatives in the government bureaucracy. The CRM plan and framework will have far greater impact if it is integrated in the LGU's overall development plan, for instance, the municipal CLUP. There must be involvement of both the executive and legislative branches, in addition to community-level participation by resource users and village officials. And there must be a conscious effort to cut across the horizontal and vertical lines of government to ensure that all concerned sectors are integrated into the process.

**Information is better appreciated when it is "localized".** The value of localizing information regarding the state of coastal habitats and corresponding issues and problems is best illustrated with the conduct of PCRAs at the community level. PCRA serves not only as a research tool for informed decision-making, but also as a high-impact educational vehicle for resource users and decision-makers alike. Efforts to generate LGU and community support for CRM are generally more successful when backed up by information about local conditions. Through the presentation of locally derived research results and other relevant information, LGUs and community resource users are able to appreciate better the issues and problems and the need for a unified rather than a fragmented solution.



**Ownership must be shared and spread as widely as possible.** Ownership of the program must be spread across the community and across as many sectors as possible. To foster such ownership, the process must be made as transparent as possible, giving all partners a say in what happens in the project. Counterpart funding of LGUs in the conduct of CRM activities must be negotiated so as to generate a level of LGU ownership over these activities. Formation of capable and respected community groups is critical, and groups working together on projects with real outputs are essential (Courtney *et. al.* 2000). In the previous section, we cited the importance of cultivating local heroes and champions who feel a strong sense of ownership over the CRM process. These champions, however, must be taught to "distribute" power and accountability and manage relationships in a manner that will foster everyone's sense of ownership over the process. It is essential that everyone work together at the same pace – assisting agencies, fisherfolk, and government officials – and that adequate second liners are developed and ready to take over at any time. Having just one or two people own the whole project and do all the activities means that ownership accrues only to a couple of people, and may not be sustainable in the long run. Similarly, while strong political commitment is a must for success, de-linking CRM from the political process and political personalities makes management less vulnerable to changes in political leadership and therefore enhances sustainability.

**A low-profile approach favors collaboration.** In any endeavor, credit for the achievements that are realized must always go to one's partners – the LGU, fisherfolk, village heads, NGOs and NGAs. By working behind the scene, equipping partners with training and information while



ensuring that they are the ones who are leading the way, and taking into account the traditional structures

of authority in the community, donor projects are better able to coordinate the actions and outputs of all the players in CRM.

**Planning is not implementation.** Priority must be given to implementation, not to planning. This does not mean that planning is not important, but to be useful, it must consider pragmatic concerns – time, money, and the need to adjust strategies, targets and speed as required – depending on how implementation proceeds and how the institutional, political and human relationships that affect it develop.

**Clear, measurable targets keep everyone on track.** Goals and priorities must be clearly identified and communicated, and consensus built around them. The use of measurable indicators improves program efficiency, as shown by CRMP's experience in the application of its Revised Results Framework (Figure 1.4). It provides focus to project implementation, and guides all players in the same direction. It also helps to optimize the use of resources, and improves the efficiency of implementation processes and systems. To be useful, indicators must reflect changes in the outcomes as well as the process, and must be monitored and evaluated regularly against program baselines and targets. Moreover, M&E should be conducted in a manner that allows those responsible for program implementation to assess their own progress and adapt their actions accordingly, and should in itself contribute to capacity development.

**Resource constraints are real, but counterpart funding must be encouraged.**

Capacity building efforts must adjust to the financial, technological and human resource realities at the local level. Capacity development in M&E, for example, should consider the technological deficiencies in many rural settings – computer-based M&E database tools, while useful in most cases, have no immediate practical application in municipalities that do not have a reliable supply of electricity. Resource assessment and management methods must not require expensive, sophisticated gear that LGUs can barely afford. And, reporting and documentation requirements must not be so complicated as to stretch the LGU's manpower resources beyond their limit. Nevertheless, LGU investment in CRM must be encouraged, not only to allow assisting projects and organizations to leverage resources in order to cover more areas, but also to increase the LGUs' sense of ownership in a specific activity, and the intensity of their commitment in follow-up activities (Courtney *et. al.* 2002).

**CRM requires a broad-based support system.** CRM involves a complex network of issues involving a wide range of sectors, some outside the realm of the LGU. Capacity development efforts for CRM therefore cannot be confined to the LGU, but must encompass all institutional and state structures that play a role in development and other activities in the coastal zone. The degree of coordination of local initiatives and resources with external policies, resources and actions is within the LGU's control only to a limited extent. To avoid duplication and conflicts, and in order that resources are more effectively used and have greater impact, higher-level interventions are needed to coordinate the actions and resources of all levels of government for CRM. External driving forces – in particular, state structures and institutions – are important factors that must be included in the CRM equation.

# chapter 4

## Beyond the Community: Support Structures and Mechanisms for Coastal Management

*The key to a sustainable approach to coastal resources management lies within the overall political, economic and social institution of the concerned communities...*

*The Project purpose is to achieve effective in-country capacity and efficient incentive system for increased and continuing public and private sector investment to support replication and sustainability. (USAID 1995)*

In the early stages of CRMP, a decision was made to operationalize the Project mission using a two-pronged approach to address issues simultaneously at the national and local levels. This decision was prompted by our realization that, while local implementation is the primary and ultimate requirement for success in any resource management initiative, higher-level interventions are needed to achieve the desired spread, sustainability and streamlining of CRM services. This chapter discusses such interventions, focusing on what has been accomplished and key lessons generated by our experience in catalyzing a critical mass of support for CRM.

### Achieving “critical mass”

Our first consideration – spread – was firstly a programmatic requirement related to our strategic objective of 3,000 km of shoreline under improved management by 2002: Our Learning Areas had a combined total of only 670 km of shoreline, not even one-fourth of our target reach. Obviously, we needed to expand to other areas to achieve our objective, and we needed a strategic vehicle to introduce CRM in the shortest time and most efficient way to as many LGUs as possible.



As has already been noted in the previous chapter, the introduction of CRM to LGUs was largely through an IEC or policy and advocacy intervention. The “mother” of all such interventions was the historic Conference of Coastal Municipalities of the Philippines organized jointly by CRMP and the Philippine mayors’ league, the LMP, in 1999. More than 700 mayors representing 90% of coastal municipalities in the Philippines attended the forum, the first of its kind in Asia and only the second in the world after a similar event held in Canada. This resulted in tremendous exposure of the LGUs to the concept of CRM, with dramatic impacts. Many mayors across the country have since credited the Conference for awakening their interest in coastal issues, and redirecting their programmatic focus to the critical coastal issues of overfishing, habitat destruction, and resource degradation.

The choice of the LMP proved to be particularly strategic. From the time CRMP first connected with the League in 1997, the partnership started the process of the prioritization of CRM in the local agenda of the country’s more than 800 coastal mayors. That year, CRMP and LMP developed the Best CRM Program Awards for coastal municipalities. A

national search committee, composed of LMP, NGAs, NGOs, academic institutions and CRMP, formulated a set of evaluation criteria which covered integrated coastal management planning and implementation processes, community participation, local government capacity, inter-governmental linkages, quality of life, impact on environment, and sustainability. The search committee conducted the review and field validation of all finalists, and in 1998, out of 15 nominees, 6 municipalities were recognized nationally for their leadership efforts in CRM. (Courtney *et. al.* 2002)

The awards served as a venue for friendly competition among LGUs in the field of coastal management. By recognizing outstanding performance in CRM from its own ranks, the LMP leadership effectively issued a challenge to all members to prioritize CRM in their local agenda. Members quickly responded, affirming their commitment through a 15-point resolution, which they formulated and approved at the historic 1999 Conference (Table 4.1).

From there, demand for technical assistance from LGUs seemed to us to have grown exponentially, as manifested by the many requests for assistance we received from LGUs

**Table 4.1. Catalyzing change**

The Conference of Coastal Municipalities in the Philippines and the other high-leverage, high-impact activities initiated by CRMP in 1998 and 1999 created a groundswell of support for CRM among LGUs. The LMP is now one of our most vocal advocates of CRM. The League prioritized CRM in the local government agenda, and on several occasions, took a firm stand against policies and actions that ran counter to its CRM objectives. For example, when a group of commercial fishing operators lobbied for the revocation of the DENR administrative order providing guidelines for municipal water delineation, LMP was at the forefront of efforts to defend the guidelines and push for their immediate implementation. Other local government leagues, including the League of Provinces, League of Vice Governors, and League of Cities have also now begun to advocate and support CRM among their members.

CRMP’s expansion into the provinces of Masbate, Davao Oriental, and other provinces outside of its initial Learning Area provinces was also a direct result of the publicity and awareness generated by the events of 1998 and 1999. Masbate province forged a link with CRMP in 1999, soon after a number of municipal LGUs there began requesting for technical assistance in CRM. In Palawan, “expansion municipalities” were motivated by their participation in the 1999 Coastal Mayors Conference. Together, Masbate (with 715 kms) and the Palawan expansion area (733 kms) accounted for nearly one-half of CRMP’s 2002 strategic objective of 3,000 kms.

across the country. Such increased interest in CRM provided the impetus for CRMP to expand to other provinces – and to achieve its 2002 strategic objective of 3,000 km of shoreline under improved management – ahead of schedule. Without the high-profile activities that characterized CRMP’s operations between 1998 and 1999, such expansion would have happened only in at least twice the time it actually took (Table 4.1).

Increased LGU demand for CRM services allowed us to expand, from our original core Learning Areas consisting of 29 municipalities covering 670 km of shoreline, to 113 LGUs covering 3,640 km of shoreline, 101 (3,167 km) of which completed the three indicators for improved management of coastal resources for the year ending 2002. The target was set at 3,000 km – about 15% of the 18,000-km Philippine coastline – based on the critical mass theory, which states that a self-reinforcing mechanism emerges when 10-30% of the targeted population has adopted a particular behavior (Marwell and Oliver 1993).

As interest in CRM spread among LGUs around the country, and as we began to analyze the lessons generated from our Learning Areas, however, it became obvious that the lack of convergence between national policy and what happens in the field was not a function of LGU interest only. We realized that the gaps existed not only because of the LGUs’ lack of awareness and understanding of their role in CRM, but also because of the NGAs’ low – and slow – adaptation to their new role in a decentralized governance system. And, while local action is the primary and ultimate engine that drives CRM, LGUs and communities face a rough-and-tumble ride without the cloak of support of the other State sectors. In short, we needed to “sell” CRM

not only the LGUs, but to the entire national government bureaucracy, both rank and file alike, and to the general public, so that a network of support is built around local initiatives to ensure their success. Moreover, to increase buy-ins for CRM, we needed to promote the idea that CRM is a mainstream, public issue that concerns not only fisherfolk but the entire society as well.

*... we needed to “sell” CRM not only the LGUs, but to the entire national government bureaucracy, both rank and file alike, and to the general public, so that a network of support is built around local initiatives to ensure their success.*

To jumpstart the process, we adopted four inter-linked modes to define our IEC strategy: development support communication (DSC), advocacy and institutionalization, social marketing, and social and community mobilization.

DSC, the oldest of the four modes, involves development, production and dissemination of IEC materials in support of other program components and activities. Advocacy uses different strategies to influence decision-making at the various government levels, while institutionalization directly addresses the need for ensuring the sustainability of the CRM process (CRMP 2000e). Social marketing employs “programs aimed at increasing the acceptability of a social idea or practice in one or more groups of target adopters” (Kotler and Roberto 1989). And the fourth mode, social and community mobilization, focuses on collective action and uses public participation processes and techniques to bring about consensus and inform and educate the public about CRM (CRMP 2000e).

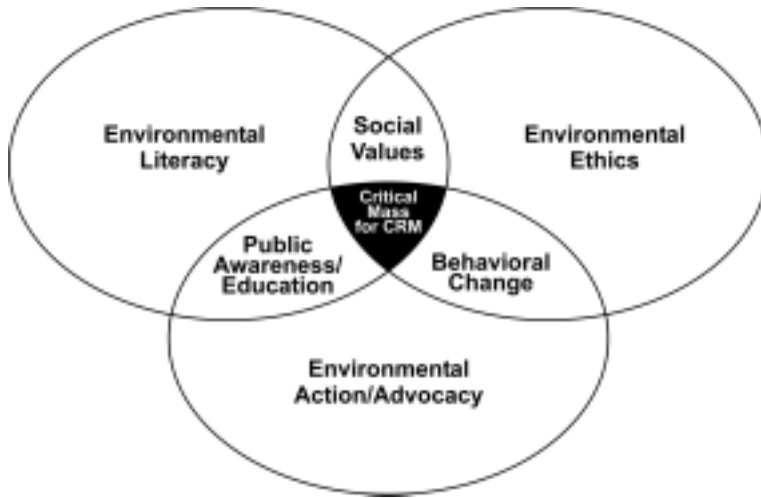
These four modes represent differing perspectives on program communication, and are often applied singly and distinct from the others. Adopting only one or two modes, however, is not adequate to address the broad range complex

**Table 4.2. It Takes a Village: Elements of the Philippine coastal milieu requiring integrated mainstreaming and agenda-setting approaches to coastal management (CRMP 2000)**

1. **Too many players and stakeholders.** CRM is a complex strategy involving not only many sectors of society but also various types of resources that need to be conserved and/or utilized in a sustainable fashion. It involves “trying to influence the behavior of groups and individuals whose activities contribute to the problem. [These groups and individuals] include large-scale hotel builders, industrialists, miners, aquaculture operators, as well as the thousands of villagers who clear mangroves to make charcoal or create farmland, the fishermen who overfish and others whose small, individual actions can have large, cumulative impacts. In most countries, the personnel in other agencies are among those whose behavior must be modified if coastal problems are to be mitigated or development objectives are to be achieved.” (Lowry, in T.E. Chua and Pauly, 1989)
2. **Lack of immediate benefits.** The benefits offered by CRM are long-term benefits. Unlike health, population and agricultural programs, environmental programs can offer no immediate benefit in exchange for dropping environmentally unfriendly behaviors. Moreover, health, population and agricultural benefits are much easier to equate with behavioral change in a person than environmental benefits. A change in one person’s behavior, by itself, can improve at least that person’s health, or his or her income, or his or her family’s well-being.
3. **“Negative rewards” from behavioral change.** Although changing fishers’ behaviors – such as stopping the use of dynamite or cyanide in fishing – is in everyone’s best interest in the long term, it often has instant negative rewards for the fishers (it takes away food from the fisher’s table and money from his pocket). It is not a coincidence that the population sectors with the highest poverty are at the two ends of the watershed: the forest folk and the coastal folk, both highly resource-dependent populations with very little alternatives in the form of secure employment. It is possible to make minor modifications in individual behaviors. For example, persuading fishers to change the size of their nets, to fish seasonally, to keep only fish of a particular size, or to limit fishing to a well-defined area to allow other habitats to restore themselves may rely on voluntary changes in behavior. The “bigger” behavioral changes, however, such as stopping dynamite and/or cyanide fishing, are largely involuntary, triggered by regulatory and enforcement measures.
4. **Need for regulation and law enforcement.** Regulatory and enforcement activities can mandate involuntary behavioral change and, in the short run, may be the most effective way to proceed. When consistently done, it can cause large-scale involuntary behavioral change to turn around the resource. There are social and financial costs to enforcement, however, and sustainability is a problem.
5. **Complexity of environmental programs.** With their array of biological, geophysical, institutional, and socio-economic concerns, environmental programs possess a higher order of complexity than agricultural, population and health programs. Environmental programs therefore require a set of higher-order interventions than traditionally practiced.
6. **Too many behaviors to deal with.** The behavioral approach works well in health, population and agricultural programs, but it falls short of expectations when applied to the environment, where one must contend with many related behaviors and cross-cutting sectors. Applying specific interventions for each behavior may not be realistic and focusing on a few behaviors may produce results that are fragmented and ineffective when viewed from a holistic perspective.
7. **Need for community involvement.** As change agents in an environmental management setting, individuals and groups are not autonomous enough to undertake “action” when many limitations and constraints circumscribe them. Tenorial disputes, policy conflicts among and between national agencies and local government, as well as “political squabbles” are real issues that impinge on the decision-making and environmental activism of communities.
8. **Political and social dimension of environmental problems.** The Philippine setting is such that environmental issues are not just “individual” issues involving individual behavior change, but collective and political problems requiring collective initiatives and political solutions. Focusing solely on behavior as a strategy does not account for the structural and systemic weaknesses that contribute to the state of the country’s natural resources. The issue of dynamite fishing, for example, is better understood not only in behavioral terms but also in the context of the social and political situations in which people live.
9. **Need for a pragmatic approach.** It may be more pragmatic to focus on setting CRM on the local and national agenda, using a normative approach to environmental management characterized by literacy, ethics, action and advocacy. These elements reinforce each other and can lead to sustained and consistent changes in social norms and consequently in behavior.

issues affecting CRM (Table 4.2). Our operational framework was designed to integrate the four modes to produce synergy and strategic expansion covering the LGU as the core target of

change, and the wider community as pressure point or supporting system. (Figure 4.1) (Flor *et. al.* 1997, Smith *et. al.* 1999).



**Figure 41. CRMP framework for information, education and communication (CRMP 2001e)**

**Moving CRM beyond sectoral confines**

Our campaign to “sell” CRM to sectors outside the LGU and fishers’ groups was well underway even before the 1999 Coastal Mayors Conference. In 1998, the world celebrated the International Year of the Ocean, which opened up an excellent opportunity for CRMP to build alliances and generate the necessary public and private sector commitment to improved management of Philippine coastal resources. That year, CRMP mounted “Our Seas, Our Life”, a traveling exhibit which made the rounds of seven Philippine cities between 1998 and 1999 and was participated in by tens of thousands of people from all walks of life. Supported by broad-based communication and social mobilization activities, the exhibit proved to be a most effective promoter of the CRM cause. At each of its three stops between February and September 1998, it engendered such high interest in CRM issues never before seen in



the country, opening many avenues for the Project to advance and mainstream its cause.

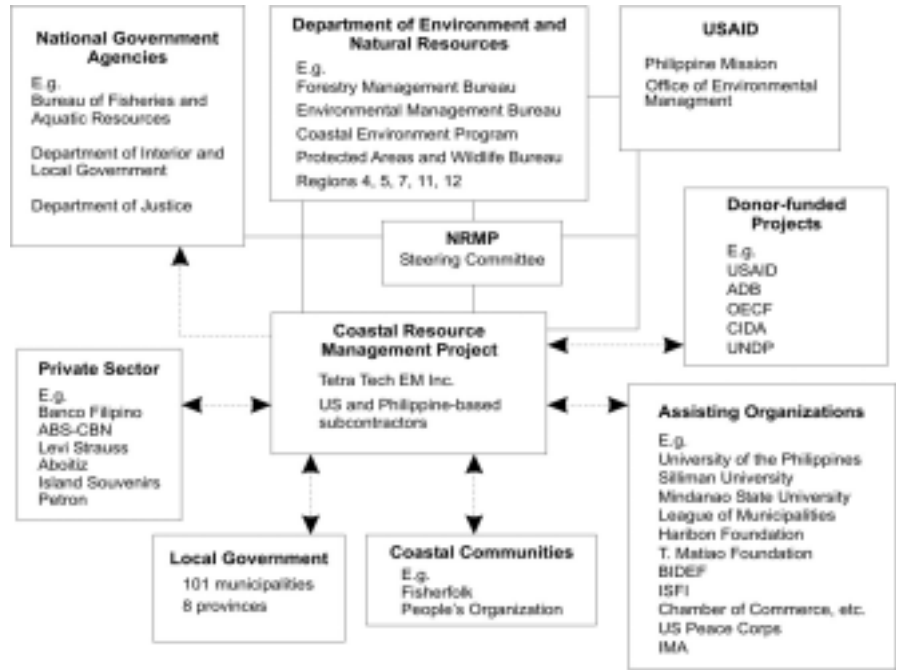
emphasized the active involvement of key partners in the planning and coordination activities leading up to each event. This ensured that, in line with our strategy, each activity was process-oriented, synergy-driven, participatory and built on existing capacity for CRM. To fulfill our mandate of producing video materials on CRM, for example, we passed over “media



invitationals” and commercial production contracts in favor of joint production projects with the country’s top media networks, such as ABS CBN through *Sine’skwela* and GMA Network through *AgriSiyete* and *Brigada Siete*. This strategy not only was cost-effective, it also helped to institutionalize CRM in the media sector. Largely as a result of this media strategy, the various TV networks and news agencies began to look at coastal and marine environmental issues as a priority subject for their public affairs shows.

Thus, when the 1999 Coastal Mayors Conference unfolded, the media and a large segment of the public were already “primed” on coastal issues, an attentive audience sympathetic to the CRM cause. Until then, we did not fully appreciate the amount of goodwill generated by our social marketing and mobilization activities. In retrospect, the Conference would not have happened as it did without the leveraging, partnerships and prioritization of CRM that evolved as a result of our social marketing, advocacy and institutionalization efforts during the previous year. As noted above, our framework was designed precisely to bring about, in the most cost-effective way possible, a fast spread of CRM amidst a host of potentially hindering factors (Table 4.1). With the LGU community, the public, the media and other lead actors deeply engaged in the process, we multiplied our reach a thousand-fold, creating a multitude of pressure points and a broad base of support for the view that CRM is both a social norm and a basic service of LGUs to coastal municipalities.

But more than quantity, we wanted quality, results that would generate benefits for coastal communities that could be sustained beyond the life of CRMP. The only possible way to support CRM that addresses all the complexities of issues in a meaningful way is through partnerships and good collaboration. In many ways, our large-group interventions in 1998 and 1999 built many relationships crucial to collaboration in CRM (Figure 4.2). These relationships, however, needed to be more effectively coordinated, the synergies clearly identified, roles defined, and the working mechanisms and directions spelled out, all in support of local actions by LGUs and communities.

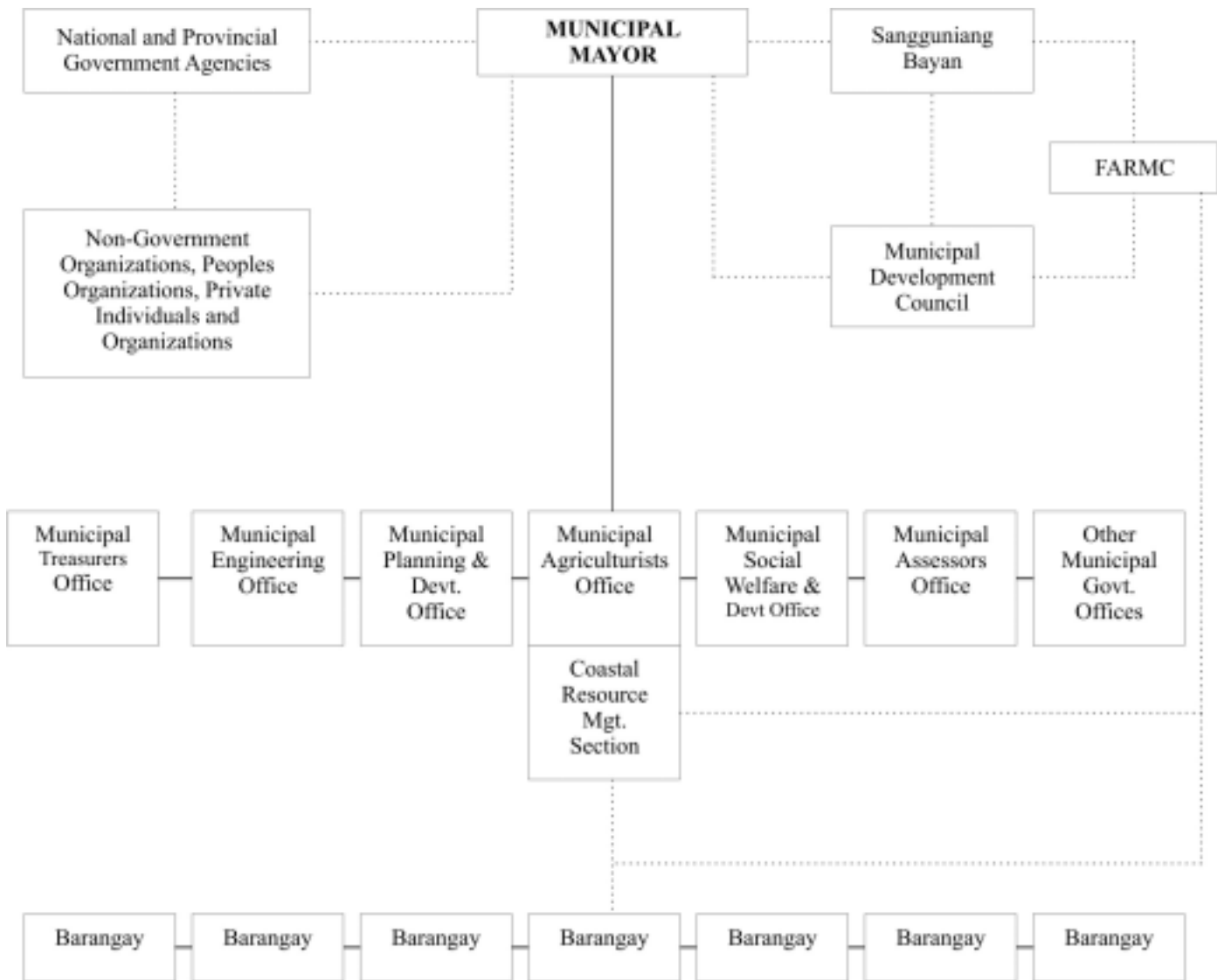


**Figure 4.2. CRMP partners**

### Defining collaborative mechanisms

At the municipal level, various LGU offices (planning and development, agriculture, natural resources, social welfare and development) and people’s organizations (fishers, women, youth, resort owners, boat operators) were engaged in planning to ensure that all views were represented, and there was an adequate mix of personnel and expertise to meet the requirements of the diverse range of issues that needed to be addressed. In many of our Learning Area and Expansion municipalities, CRM TWGs formed the core mechanism for collaboration (Figure 4.3); in others, CRM offices were created to coordinate the CRM-related activities and programs of the various LGU offices.

With local coordinating mechanisms thus defined, mechanisms to connect and align LGU functions with other entities that affect CRM had to be identified. The success of efforts to develop CRM capacities at the local level is greatly affected by existing capacities in the broader system within which the LGU operates. If such capacities are inadequate or absent, or do not match or align with the needs and priorities



**Figure 4.3. Typical CRM implementing structure at the local level**

of the LGU, service delivery at the local level cannot function effectively. Without the appropriate coordinating mechanisms and alignment with the broader system, LGUs often find themselves in a frustrating fix, where their programs cannot progress because of lack of local expertise, or because their programs must give way to some national “priority” project. The experiences of our Learning and Expansion Area municipalities affirmed that, for local CRM activities to succeed, capacity development must address capacity gaps not only at the local level, but also from a systems perspective.

With the success of our large-group IEC interventions in generating widespread interest in coastal issues and forging relationships between institutions and individuals from a wide range of sectors, we were not wanting in opportunities to foster meaningful collaborations for CRM. Our challenge was to identify and define effective mechanisms to allow such collaborations to happen and become sustainable. The mix of mechanisms described below, although still needing refinement, shows the best potential for improving the flow and exchange of information and services among sectors concerned with CRM.

### **Donor collaboration and leveraging.**

The directive to seek out collaborative arrangements with other donor projects involved in CRM or related activities was articulated in the original Project Design (USAID 1995), and reiterated in the 1998 mid-term evaluation report (Rassas *et al.* 1999). The 1995 design specifically identified the USAID-funded GOLD, Growth with Equity in Mindanao (GEM), Industrial Environmental Management Project (IEMP) and GreenCom Project; and the ADB-funded FRMP as key partners. In addition to these, the 1998 evaluation report recommended linkages with the World Bank-funded Community-Based Resource Management Project (CBRMP); USAID-funded Environmental and Natural Resources Accounting Program (ENRAP) and Global Plan of Action (GPA); and the United Nations Development Programme (UNDP)-supported Capacity Building Coastal for Management Project.

As directed by the Project design, we were to achieve 1,500 km of our target kilometers of shoreline by working with other donor groups involved in CRM in the Philippines. The strategy was to promote the use of our Revised Results Framework (Figure 1.4) among donor projects, so that whether it was CRMP or some other project that was working in the field, we would all be moving toward the same strategic objective, and applying the same indicators to account for our results. Such level of collaboration and leveraging with other donor projects would have helped us catalyze the development and operationalization of a national coordinating mechanism for CRM.

*For donor activity to be effectively coordinated, collaboration has to be taken to a level, where a common results framework and benchmarking and reporting system are shared across donor projects. This proved to be the bigger challenge.*

But that, as we found out, was easier said than done. There was considerable sharing of experiences, expertise and products between CRMP and projects like FRMP, CBRMP, and the GOLD Project. FRMP, for example, now uses CRMP methodologies and training materials for CRM planning, PCRA, mangrove management and MPA establishment, while CBRMP employs our strategy for promoting community-based mangrove management. Joint training courses were conducted and, in some cases, handbooks and guidebooks were co-published with other programs.

Between 1996 and 2001, CRMP collaborated in this manner with more than 150 different organizations and institutions. (Courtney *et al.* 2002) These are all significant initiatives contributing to the spread of CRM best practices to areas outside the CRMP sphere of influence.

For donor activity to be effectively coordinated, however, collaboration has to be taken to a higher level, where a common results framework and benchmarking and reporting system are shared across donor projects. This proved to be the bigger challenge. The national government's Medium-Term Philippine Development Plan (MTPDP), which sets a target for CRM (CRM adopted by 250 LGUs along 3,000 km of shoreline by 2004), was seen as a unifying element, but it does not specify the parameters for measuring such target, nor the particular agency responsible for delivering the target. Different projects were administered by different NGAs – CRMP by DENR, FRMP by DA-BFAR, and CBRMP by the Department of Finance (DoF), for example – and were often greatly influenced by the priorities and development orientations of their respective lead agencies. No one office had the mandate to

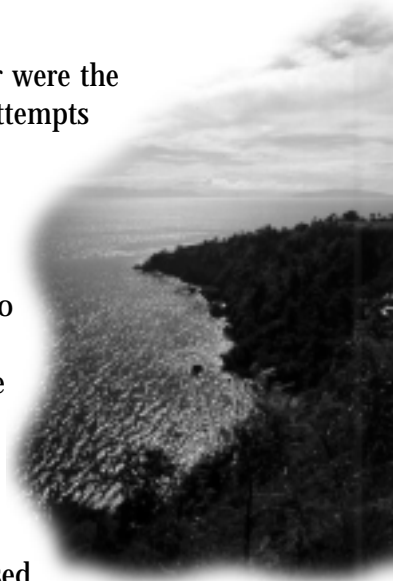
collate and consolidate information emanating from the field into a single integrated national report that accurately tracked local implementation and showed how much further it needed to go relative to the national target. Promoting the use of the CRMP Results Framework (Figure 1.4), therefore, literally involved approaching individual donor projects to get them to adopt the benchmarking system we developed. To this end, we put together the MCD not only as an M&E tool for LGUs, but also to facilitate the exchange of information, at the local level, between LGUs and assisting projects and, at the national level, between and among projects and NGAs.

We had anticipated development in this area to be slow. We realized that each donor project has its own orientation and priorities, and is accountable to its donor agency for a specific set of results on which it must focus attention and resources. Also, each project works at the pace required by its own timeframe and learning and experience curves. Bound by our own life-of-project targets, we thus directed our efforts at achieving spread through other means, and by responding directly to increased LGU demand for technical assistance that resulted from our IEC campaign in 1998 and 1999. Nevertheless, the work toward the establishment of a coordinating mechanism for CRM at the national level must continue. In February 2002, the CMMO was created under the DENR to monitor and coordinate local CRM implementation. The donor community's efforts must now focus on assisting this office to develop the policy, procedures, mechanisms and terms of reference for regular project donor coordination (Chapter 5).

**LGU “clusters”.** Among the earlier mechanisms we employed to improve service delivery in CRM at the local level was inter-LGU coordination. The municipalities bordering Sarangani Bay in Sarangani Province and Malalag

Bay in Davao del Sur were the focus of our initial attempts to establish a coordinating mechanism among LGUs. The primary objective there was to bring about the harmonization of the regulatory ordinances of the concerned LGUs to address one of the downsides of increased local autonomy: the preponderance of inconsistent, sometimes conflicting regulations on resource use and management. The need to harmonize local ordinances, especially for bay-wide planning and management such as in Sarangani Bay and Malalag Bay, was articulated in our Project Design, which stated, “[R]egulatory ordinances... should, ideally, be in agreement from one place to another” (USAID 1995).

The cluster concept later evolved as a strategy to create a “ripple” of CRM from one LGU cluster to neighboring municipalities. In Cebu, Negros Oriental, Sarangani and Bohol particularly, each LGU cluster served as a network of support and a mechanism for a group of municipalities to plan together, leverage resources, share experiences, and generate a common vision and shared commitment for CRM. Regular checkpoint meetings served as the venue for sharing and some friendly competition and peer pressure, as well as windows for ventilating issues and concerns affecting cluster members. In Negros Oriental, the number of MPAs (28 as of 2001) reflects the desire of each LGU to replicate what is working and popular in a neighboring LGU (Courtney *et. al.* 2000). In Cebu in 2000, the LGU cluster successfully lobbied for funding support from the provincial government, which until then had shown little interest to promote CRM.



Clustering is only effective, however, where there is an impartial “broker” that orchestrates and coordinates cluster activities, builds consensus among members, and where necessary, pushes for a formal written agreement on outstanding issues. Donor projects can serve this purpose, as CRMP did particularly in Cebu, but the objective is to transfer the coordinating capacity to the government. Our experience points to the province, given the right motivation and capacities, as a most effective coordinator of CRM activities at the provincial level, and therefore an efficient conduit for the delivery of CRM services to municipalities.

**The Province.** In the wake of a national policy shift from centralized governance to increased local autonomy, the role of the provincial government in service delivery has largely been ignored as capacity development efforts focused on filling capacity gaps at the municipal and community levels. Yet the province is strategically positioned not only to coordinate municipal-level capacity development activities, but also to integrate CRM into the development framework of the LGUs under its jurisdiction.

Project management decided to shift from direct assistance to municipal LGUs to the provincial service delivery mode in 1999, in response to a recommendation contained in the CRMP mid-term evaluation report (Rassas *et al.* 1999). At the time, it was apparent that, because of basic differences in orientations, timelines and targets between CRMP and other donor projects, donor collaboration alone would not give us the expansion required to achieve our 2002 strategic objective of 3,000 km. In our Learning Area provinces – Bohol, Cebu, Davao del Sur, Negros Oriental, Palawan, and Sarangani – the shift primarily involved engaging the province as a partner in “expansion” activities covering municipalities outside our core Learning Area

municipalities, and at the same time continuing our municipal-level efforts. In our Expansion Area provinces, such as Masbate, we focused solely on developing capacities at the provincial level, while instituting the mechanisms for inter-agency cooperation through the Provincial CRM Core Group. This firmly put the province in the lead role as primary CRM technical assistance provider within its sphere of jurisdiction, with NGAs such as DA-BFAR, DENR, DILG, Department of Trade and Industry (DTI), the Department of Social Welfare and Development (DSWD) and coastal law enforcement agencies in a supporting role.



Four elements make the province especially strategic as a channel for CRM technical assistance to municipal LGUs: the existence at the provincial level of mechanisms for regular consultations between municipal LGUs, assisting NGAs and the province, such as the Provincial Development Council (PDC); availability of funds for capacity development that can be strategically directed to promote municipal-level capacities in CRM; the province’s influence on municipal development thrusts through a review process undertaken by the Provincial Land Use Committee (PLUC); and

policy and legal mechanisms for setting a provincial framework to support local CRM implementation.

A key to success in capacity development at the provincial level is visible leadership – the political will, ownership and commitment manifested by both political leaders and technical staff for CRM. Such leadership was present in varying degrees in most of our Learning and Expansion Area provinces. The more important challenge for us, however, was to define and install suitable instruments and mechanisms to ensure that capacities were sustained beyond the terms of government officials who initially championed the capacity-building effort.

In Davao del Sur, several institutional mechanisms have been put in place, including a provincial CRM council created by an executive order issued by the provincial governor, designation of the Provincial ENRO as the lead CRM office also through an executive order from the governor, CRM TWG, CRM certification committee, and Provincial Anti-Illegal Fishing Task Force (PANIF-TF). These groups worked together to formulate a 5-year (2001-2005) provincial CRM plan, believed to be the first of its kind in the Philippines.

In Palawan, a provincial CRM team was organized through a special order from the governor. It is supported by a Provincial Board resolution adopting CRM as a basic service of the provincial government.

In Bohol, a provincial environment code formulated in 1998 with assistance from the GOLD Project provides the policy and institutional framework for environmental management. The code created the Bohol Environmental Management Office (BEMO) responsible for all environmental management activities in the province. CRMP focused on integrating CRM into BEMO's development and

organizational framework and at the same time guiding the office's CRM section staff through the development of seven "learning area municipalities". This resulted in the spread of CRM outside of our initial Learning Area, provided individual BEMO staff countless opportunities to gain competence in CRM through hands-on experiences, and installed an institutional memory that outlives political term limits.



In Masbate, the institutionalization of CRM in provincial governance began with the creation of a Provincial CRM Core Group, which is now looked up to by municipal LGUs as the primary provider of technical assistance and training in CRM in the province. In 2000, the province adopted a provincial environment code, which defined the policy and organizational framework for environmental management. Utilizing and building on existing capacities at the provincial level, the code affirms the province's supportive role and provides at least two sustainability mechanisms for CRM: The creation of a provincial office on environment and natural resources, which includes a CRM division responsible for coordinating all CRM activities in the province; and the formulation and adoption of a provincial CRM framework for eventual integration into the Provincial Physical Framework Plan (PPFP) and the CLUPs of all municipal and city LGUs within the province.

Integration into the PPFP and the CLUP, in particular, is strategic in that it builds CRM into the planning and review cycle that is already installed in the province. The CLUP contains the LGU's road map to development, with detailed resource use, annual investment, and action plans



covering a five-or ten-year period. It is based on the PPFPP, which directs municipal-level development planning over 10 years. Both the PPFPP and CLUP go through an intensive review process at the provincial, regional and national levels, and are officially adopted through a local ordinance.

The application of these mechanisms to CRM, however, is in its early stages of development. Much remains to be done to fully develop the capacity of provincial governments to promote CRM best practices, harmonize local policies, provide information management support, and service the technical assistance and training needs of coastal municipalities and cities. (Courtney *et. al.* 2002) And even more remains to be done to realign NGAs' priorities and service delivery modes to take advantage of the strategic role of the province as a channel for technical assistance and a venue for multi-sectoral collaboration in support of local CRM initiatives.

**NGA coordination.** One of the biggest challenges in the effort to improve local governance for CRM is the fragmented manner by which technical assistance and other services are channeled from the national government to the LGU. In many areas, but particularly in CRM, national government has yet to make the full transition from its old, centralized, command-control-do culture to the decentralized, demand-driven, service-oriented style of management required by devolution. At the field level, NGAs

largely operate independently of each other, and often work directly with target beneficiaries without coordinating or consulting with the concerned LGU. At best, this has resulted in redundant functions and inefficient utilization of limited resources; at worst, it has fostered jurisdictional and policy conflicts and confusion, mismatched programs and objectives, and a culture of distrust that impairs LGU-NGA relationships. Thus, while the great majority of NGA field workers are doing what they believe they are mandated to do – with some even performing their work above the call of duty – they often fail to meet the expectations of the LGUs and communities they are trying to serve.

In focus group discussions and interviews conducted by the research firm Trends-MBL in 1999, *barangay* captains (village chiefs) and key members of academe, NGOs and civic organizations expressed a lack of confidence in national government, particularly DENR, which they perceived as “undermanned, generally with lazy and inefficient employees, and graft-ridden,” and said that, in general, “only a few national government employees know their job.” Mayors, on the other hand, said that compared to outreach workers from academe, people’s organizations and donor projects, they found NGAs “less cooperative.” Most discussants also said national government support to local CRM initiatives was “insufficient” (Trends-MBL 1999).

CRMP initiated a number of mechanisms to improve coordination between LGUs and NGAs, and between the various NGAs with CRM mandates. A typical coordinating mechanism at the LGU level is the CRM-TWG, whose membership comes not only from within the LGU but from assisting NGAs, NGOs, and donor projects as well. At the provincial level, CRM core groups also have a multi-agency, multi-sectoral composition and likewise serve as a venue for coordinating technical assistance and training services to LGUs. TWGs and core

groups are typically created by an executive order from the governor or a MOA between participating agencies.

For coastal law enforcement purposes, the Coastal Law Enforcement Alliance in Region 7 (CLEAR7) was established through a Memorandum of Understanding (MOU) signed in June 2000 between regional offices of DENR, DA-BFAR, DILG, PNP-Maritime Group (PNP-MG), National Bureau of Investigation, Cebu City *Bantay Dagat* Commission, and some NGOs. In Bohol, the CLECs are composed of representatives from fishers' organizations, LGU executive and legislative branches, PCG, PNP-MG, PIA, and civil society.



Development of the Philippine marine capture fisheries profile, as well as the Fisheries Management Framework Plan for Region 7 was also a collaborative undertaking involving key government agencies and academic institutions involved in fisheries research, management and regulation. The work focused on depicting the extent of overfishing in the Philippines by consolidating data and information generated by various groups nationwide, for future policy and management guidance.

Regular meetings and consultations have resulted in a better exchange of information and coordination of activities of member-agencies, but divergence often occurs where inter-agency activities do not address the individual NGAs' "key result areas" and performance targets, which are usually set at the central and regional offices. This indicates a misalignment between national government targets and LGU targets, and implies the need to realign government policies and programs at all levels toward a common vision for CRM. The DENR, with technical assistance

from CRMP, has recently completed the development of a proposed National CRM Policy incorporating the vision, guiding principles and integrated action agenda for sustainable use of coastal resources. This policy, now the subject of nationwide consultations, could serve as the mechanism to build a common vision for sustainable coastal resource use (Courtney *et. al.* 2002).

Another recent initiative to restructure and strengthen the national government's role and supporting machinery for CRM is the CMMO under the DENR. The CMMO will serve as the primary coordinating agency of CRM programs, technical assistance and services emanating from the national government. However, its organizational and implementing structures still have to be defined, key positions staffed, relationships spelled out, and operational guidelines drawn up. All this will have to be done soon, as LGUs are getting an increasingly firmer grasp of central-local government relationships in the context of decentralization, and are therefore demanding more and "better" service from NGAs that are mandated to support them.

Salient points of the proposed National CRM Policy and the organizational and capacity development requirements of the CMMO, as well as other sustainability issues, are discussed in greater detail in Chapter 5.

**Feedback and incentive systems**  
An important dimension of coordination that must be considered is communication and information exchange. For coordination to happen, there must be continuous flow of information and feedback between field implementers (LGUs) and their sources of technical assistance, services and policy directions (national government).

**Municipal coastal database.** The MCD, although developed primarily as an information management system for local use (Chapter 3), can double as a system of information exchange for purposes of monitoring 1999-2004 MTPDP targets for CRM and coordinating national government assistance and services to LGUs. Between 1997 and 2001, CRMP tracked local CRM initiatives throughout the country by collecting MCD data into a master database. As of end-2001, the database contained information from more than 500 coastal municipalities (60% of all coastal municipalities nationwide). This represents the first attempt to establish a national database for local CRM initiatives, with one limitation: Although quality control measures were used to review for typographical errors and to investigate possible erroneous numbers, the data were not independently validated in the field, except in the case of our Learning Area municipalities.

**CRM certification.** To encourage individual LGUs to continue to contribute to the national database, CRMP devised a CRM Certification System that serves a double purpose: as a guide for LGUs to evaluate their progress and plan their next steps, and as an incentive system to motivate LGUs to stay within the CRM process.

The Certification System was developed to catalyze annual M&E and validate results by an independent multi-sectoral body. CRMP promoted certification as a voluntary process where a municipality may submit the results of annual M&E to a regional certification committee, composed of relevant NGAs, NGOs and academic institutions, for validation (Courtney *et. al.* 2002).



It is yet too early to gauge LGU acceptance of the concept of certification. So far, only a handful of municipalities – Inabanga, Bohol; Hagonoy, Padada, Sulop, and Malalag, all in Davao del Sur; and Dauin and Dumaguete City in Negros Oriental – have achieved Level 1 CRM Certification. All received assistance in documentation from assisting projects, including CRMP. Some LGUs, daunted by the paperwork required for certification, have already expressed disinterest in getting CRM-certified because they have “other priorities” (CRMP 2002). Certification was also designed to assist national government to prioritize investments to LGUs based on performance, but until this “incentive” part of the system is realized, few LGUs will appreciate the value of certification.

The 1997-98 Search for Best CRM Programs was the first attempt at “rewarding” LGUs specifically for good performance in CRM. Our M&E and Certification System in fact was built on the evaluation criteria and process used for the Search, as well as internationally recognized practices and locally tested experiences in M&E and process certification. The primary advantage of the Certification System over the Best CRM Program awards is that it emphasizes that CRM is a continuing process that consists of many small steps, each building on the others.

The system defines three levels of performance benchmarks: beginning, intermediate, and advanced. Beginning level benchmarks mark CRM plan and best practices initiated. Intermediate level benchmarks denote successful implementation underway. And advanced level benchmarks address sustained implementation and socio-environmental improvement. Indicators and activities for each benchmark are incorporated in the MCD (Courtney *et. al.* 2002).

This stepladder approach encourages the LGU to plan on “small wins”, which help to sustain support and momentum, and sets definite timelines for review of successes (and failures), which in turn generate valuable lessons that can be inputted into the planning cycle.

### **Showcasing LGU success in CRM.**

One promising strategy to generate feedback on local CRM initiatives, using as a common framework the benchmarks of the CRM Certification System, is the development of “CRM showcases” for LGUs that have shown success and a long-term commitment to managing their coastal resources.

A CRM showcase is a set of sound and replicable resource management and local governance models packaged in a study tour where relevant learning regarding CRM can occur quickly and collaboratively. In at least one area assisted by CRMP (Masbate), where there was counterpart funding from the LGU and a

commitment to make the initiative operationally viable, it also involved the development and operation of a CRM interpretive center that would serve as the exchange hub for information and learning in coastal management.



Showcasing offers two primary benefits. The first, obvious benefit is that it provides a first-hand learning method and educational opportunity that allows sharing of tangible lessons, experiences and ideas on CRM and provides for actual, interactive and “real-time” learning for participants. As noted by conservation practitioners, “systematic learning across sites is the best tool available to produce confident and replicable conservation principles, and can be used as management guidance by others considering the use of such tools...” (Pomeroy 2001).

**Table 4.3. Coastal Resource Management Showcases**

As an exit strategy and to document and disseminate lessons in coastal management to promote the strategic spread and sustainable implementation of CRM, CRMP “showcased” successful CRM programs in four areas: Region 7, Davao Provinces, Palawan and Masbate.

The strategy is anchored on the premise that if planned and implemented well, cross visits and study tours are highly cost-effective educational tools. Cross visits are generally popular training activities in CRM, but they remain underrated because of the absence of well-packaged and well-planned CRM study tour programs. A primary output of CRMP’s showcasing activities is a portfolio of functioning study tour packages, complete with semi-structured learning programs and activities. Through the strategy of “showcasing,” the sharing of CRM experiences and lessons, as well as the modeling and promotion of best practices, is facilitated.

In Region 7 the tour package covers Saavedra and Olango in Cebu; Dumaguete City, Bais City and Apo Island, Dauin in Negros Oriental; and Getafe, Buenavista, Inabanga, Dimiao and Guindulman in Bohol, and focuses on the region’s pioneering efforts in CRM.

The Davao Provinces circuit covers Davao City, Davao del Sur, Davao Oriental and Davao del Norte, showcasing the region’s diverse menu of CRM best practices.

The municipality of San Vicente, a CRMP learning area, is the focus of the Palawan circuit, which provides lessons in the management of the Port Barton Marine Park. At 7,000 hectares, the Port Barton Marine Park is the biggest locally legislated marine park in the Philippines.

The Masbate circuit focuses on the provincial approach to CRM, which looks at the interplay of the various geophysical, economic and social factors affecting coastal resource use.



A second, less obvious but perhaps more important benefit is that the development of the showcase is an opportunity to “affirm” and sustain the LGU’s success in CRM. As we have seen with the OBST in Olango and other communities that have gained public recognition for their resource management efforts, affirmative feedback can create a chain of positive reactions among LGU officials and community members that will help sustain specific activities. This is the premise that we used in formulating our CRM showcase development framework. Because the objective is to develop a “showcase,” our efforts were to a certain degree an exercise in appreciative inquiry<sup>1</sup> focused on building on the uniqueness and specific qualities of a CRM program and the best of what an LGU has to offer.

This strategy is not applicable in all areas, because not all areas are equal in terms of tourism potential. But where CRM efforts can be packaged alongside natural or cultural



attractions, or are in themselves tourist attractions, the showcase can be a powerful sustainability mechanism. Over time, visits by study tour groups seeking to learn from an LGU’s experience will provide constant affirmation of the merits of local CRM initiatives, which in turn can serve as impetus for the LGU and its partners to sustain their resource management activities, and indeed improve their implementation. Already, our LGU partners in Region 11, Region 7, Palawan and Masbate have committed manpower and financial resources for the long-term operation and management of their showcases. And, because running the showcase requires regular coordination and communication among all players involved, it has also encouraged close collaboration among the different LGUs involved, thus further reinforcing local efforts in CRM.

#### What We Learned

**Mainstreaming need not be expensive.** Large-group interventions targeted at increasing general public awareness are normally expensive, but we were able to reduce costs considerably through leveraging and strategic selection of events and venues to serve multiple IEC purposes.

Partnerships with national and local mass media groups, for example, yielded about half a million dollars in media values contributed by government and private media groups, both print and broadcast. TV plugs and short documentaries produced jointly by CRMP with ABS-CBN Foundation and the PIA continue to get airtime, especially in May, the Month of the Ocean. To mainstream CRM in the national government agenda, we looked for appropriate opportunities to frame proposed messages against the government’s current priorities, such as food security.

<sup>1</sup>Appreciative inquiry, in essence, is an attempt to generate a collective image of a future by exploring the best of what is and has been. (Thatchenkery 1999). The basic rationale of appreciative inquiry is to begin with a grounded observation of the best of what is, articulate what might be, ensure the consent of those in the system to what should be, and collectively experiment with what can be (Cooperrider & Srivastva 1987).

**CRM is a collaborative undertaking.** Clearly, no matter how dedicated and determined, no LGU acting alone can be effective in addressing the multi-dimensional and multi-sectoral issues that characterize CRM. And given the complex network of activities affecting coastal resource use and management, no LGU can be self-contained in CRM. It must be supported from the inside as well as from the outside by all sectors whose activities affect the coastal environment. Even heroes need an enabling environment. Capacity development must not focus only on developing local champions and equipping them with the technical skills for CRM. It is also important to build the capacity of institutions within and outside the LGU to support these champions so that they can more effectively undertake and push for the right course of action toward sustainable CRM.

**Collaboration begins with and is strengthened by a policy of inclusion.** To encourage collaboration, one must not preclude anyone from participating in CRM, whether in advocacy or actual management activities. The policy of inclusion must apply to all stakeholders at all levels of implementation. This not only ensures that issues are addressed across a wide range of sectors – it also fosters a broad mechanism of support that extends throughout the entire CRM system and helps promote sustainability by providing a “back-up support” should the community’s internal support mechanism fail.

**Collaboration entails coordination.** Collaboration can only work with effective coordination. It is not enough that the various sectors come together and agree to work together, they must also define their individual roles and responsibilities and functional relationships, and devise mechanisms

by which their actions and interactions can be properly coordinated to serve the purpose of CRM.

**To promote CRM, one must speak the language of the bureaucracy.** To increase buy-ins for CRM at various levels of government, one must frame one’s message in a way that appeals to the prevailing bureaucratic mindset. Aside from policy, the bureaucracy is concerned primarily with development functions, which permeate their day-to-day decision-making and work practices. One must be able to frame CRM not only as a program or project, but also and more importantly, as an overarching strategy or framework that will support and enhance the development process. The goal is to influence the entire bureaucracy so that everyone is thinking resource management, and CRM principles and capacity development are considered in the formulation and implementation of development and land use plans and programs, in policies, and in legislation. This promotes horizontal and vertical integration of CRM into the governance system.

**Absorptive capacity is a key determinant of success in capacity development at any level.** Existing skills, knowledge and experience levels, as well as the attitudes, ethics and values of individuals within the organization affect the pace at which capacity initiatives are accepted and understood, and the desired capacities developed and utilized. All of our Learning Area provinces, at one time or another, had been the project site of earlier CRM or other resource management projects, and so had institutional memory and previous experience in resource management. In Masbate, the high-caliber technical and decision-making



competencies and professionalism of provincial staff members allowed for fast uptake and acceptance of the principles and technologies of CRM. Although they had no prior exposure to CRM, the individuals involved in the capacity initiative had extensive previous experience in development planning and change management, which made for a higher level of openness to acquiring new skills and taking on new responsibilities, and a minimal resistance to change and multi-tasking.

**M&E is a habit that LGUs still have to acquire.** Benchmarking keeps everyone on track, but it is not a practice that many LGUs are inclined to practice on a regular basis. Currently, the LGU is tasked to collect and collate data for various purposes, but these data are often not organized for easy retrieval, and data collection is not done in a systematized manner. Computer-based tools such as the MCD that partially automates M&E can make data management less “tedious” and therefore improve compliance with M&E requirements. Utilization of such tools, however, remains low, even among LGUs with computer facilities. LGUs complain about having to maintain several databases, which require repeated encoding of data. It would be useful to incorporate all LGU performance monitoring tools, including the MCD, into a single integrated information management system. Compliance can also be improved with incentives. As a non-

monetary incentive, certification provides the “prestige” factor, which can encourage LGUs to regularly benchmark, monitor and evaluate their progress in CRM. Combined with financial incentives, it can be a powerful mechanism for cultivating LGU commitment to CRM, and thus promoting the sustainability of local CRM initiatives.

**Affirmative feedback goes a long way in helping sustain program implementation.** The adage “they can because they believe they can” works with LGUs as well as any organization. Programs that focus on bringing out and enhancing the achievements and good intentions of local initiatives can create an environment conducive to good performance, and often get longer-term and much greater support from municipal and city officials than those that, at the outset, underscore the deficiencies or absence of interventions and therefore seem critical of current efforts. Vital to sustaining development programs over the long term is the participants’ belief that they are doing the right thing and are capable of improving. Strategies aimed at reinforcing such belief – awards, certification systems, cross-visits that earn for LGUs recognition from peers and the general public — can be a strong driving force to ensure the sustainability of LGU and community efforts in resource management.

*Masbate City has taken the showcasing strategy a step further, by incorporating in the local government structure the Masbate CRM Interpretive Center. The first of its kind in the Philippines, the Center was established through a local ordinance by the Masbate City government not only to manage the showcase tour, but also to serve as the hub of the city’s IEC, training and outreach activities related to CRM. A primary function is to interpret or ‘translate’ CRM and efforts in CRM into everyday language so that these are better understood and supported by a wider community. Now a permanent part of the Masbate City government institution, the Center opened on September 30, 2003 and served more than a thousand visitors in its first week of operation.*



*Masbate CRM Interpretive Center*

# chapter 5

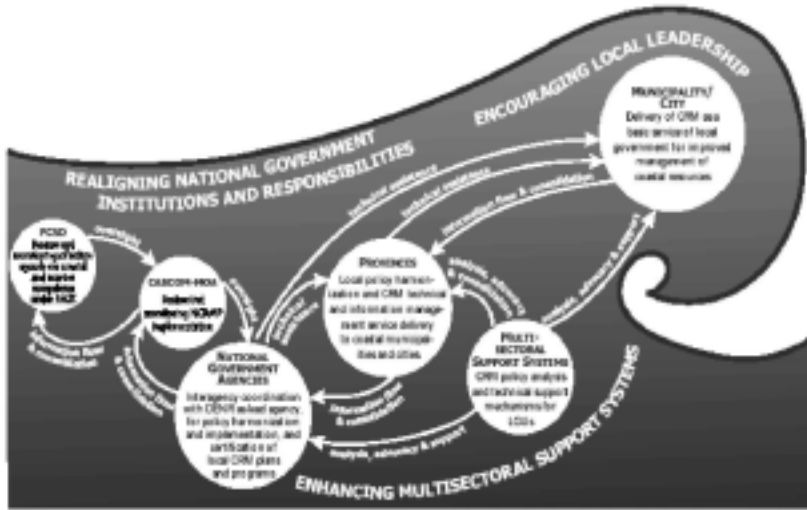
## Challenge for the Future: Zooming In On Key Sustainability Issues

*The National Government must continue to provide leadership in monitoring and evaluation of natural resources at the national level and provide technical assistance to LGUs and communities.* (USAID 1995)

One of the most important aspects of CRMP’s work involved forward-looking assessments of the governance systems that affect service delivery in CRM. These assessments – most of them done collaboratively with other projects and organizations – affirmed, as discussed in preceding chapters, the tremendous gains that have been achieved in the last six years by capacity initiatives for CRM (Table 5.1). They also, however, pointed to serious capacity gaps in systems of local governance and CRM that must be addressed to ensure that the gains are sustained and developed further.

**Table 5.1. Policy directions for improved local governance and CRM in the Philippines**

From	To
<b>Improved local governance (adapted from Ellson 1997)</b>	
Public administration	Public management
Centralized, uniform, “top down” service	Decentralized, diverse, localized service delivery
Self-sufficiency	Inter-linked sectors
Hierarchical control	Empowerment
“Upward” accountability	“Outward” accountability
Standardized procedures	Performance orientation
Apolitical civil service	Advocacy-oriented civil service
Individual skill building	Organizational competence
<b>Improved coastal resource management (adapted fro Courtney and White 2000)</b>	
Agri-based fisheries development	Coastal resource management and protection
National government control and regulation	Local government delivery of CRM as a basic service
Top-down planning by national government	Upward, participatory planning and co-management regimes
Input indicators used to monitor activities	Output indicators to benchmark local government performance
Single local government interventions	Inter-local government and multi-sectoral participation in co-management regimes
Individual skill building in CRM	Organizational capacity building in CRM for local government, resource management councils, NGOs, civil society



**Figure 5.1. Multi-sectoral systems supporting local CRM**

Since the enactment of the LGC in 1991, the Philippine government has been pursuing a decentralization policy that devolved many CRM-related functions to the LGU. The goal of decentralization is to enable government to respond quickly to local needs and conditions by bringing it closer to the people. This goal presupposes that authority and resources as well as responsibilities are appropriately “decentralized” so that LGUs and civil society organizations can participate more effectively in governance. It also assumes that organizational structures are supportive of local service delivery (UNDP 1997b). Figure 5.1 shows a schematic illustration of how institutions can be realigned as an integrated system supporting local CRM implementation. As has already been noted, capacity gaps occur throughout the system that must be addressed to ensure that local CRM initiatives are sustained.

The landmark draft National CRM Policy (DENR 2001), developed by DENR with the assistance of CRMP and other DENR projects and programs through policy analysis, field studies and multi-sectoral forums, covers many of the key issues that continue to threaten the sustainability of CRM in the Philippines. Among the issues enumerated are lack of institutional

capacity, inconsistency, and conflicts within NGAs and LGUs in the implementation of national CRM-related laws – issues that must be addressed through improved governance systems for CRM. These and other concerns are discussed in this chapter.

### Capacity Gaps at the Local Level

There are two key aspects of capacity development where LGUs need assistance in order to effectively carry out and sustain CRM implementation.

The first aspect relates to the technical requirements of project implementation, and the second concerns organizational and operational needs. Much of CRMP’s effort at capacity building focused on developing technical capacities at the individual level. In most CRMP Learning Area municipalities, some level of competence in specialized technical functions, such as underwater assessments, mangrove management, M&E, has been achieved. More importantly, in a number of areas, personnel and resource users have also been exposed to IEC interventions and learned to advocate and champion CRM within the LGU.

Nationwide, however, lack of technical expertise remains a top concern – in a 1997 survey of 243 coastal mayors, it ranked even higher than inadequate funding, the perennial top-of-mind LGU concern (Table 1.2). As a result, most LGUs are unable to adequately perform their CRM mandates under the LGC and 1998 Fisheries Code. Currently, only about 50 coastal municipalities, most of them in the CRMP Learning and Expansion Areas, are estimated to have achieved beginning level benchmarks necessary to establish a fully functional municipal coastal resource management system (DENR 2001).

Much work needs to be done to address organizational and operational constraints. Although coordinating mechanisms – in particular CRM Core Groups, TWGs and in some LGUs, CRM offices – have been established at the municipal and city level in a number of CRMP areas, there remains a need to define more clearly and align the CRM functions of the different offices and units within the LGU, such as the municipal social welfare and development office for community organizing, engineering office for foreshore/shoreline management, and the agriculture office for fisheries. Capacity development must be pursued further to address critical institutional issues, such as lack of political will; lack of continuity between political term limits in the implementation of CRM and other environment programs requiring sustained effort; absence of and inconsistency between multi-year CRM plans, CLUPs and municipal development plans; weak law enforcement capabilities; and inconsistency and conflicts between plans, programs, and legislation within and between local and national government (DENR 2001).

While the national average annual LGU budget for CRM has increased substantially from Php108,000 in 1995 to about Php290,000 in 2002, this amount is still way below the investment needed for sustainable CRM at the municipal and city level. MFARMCs need to be established, strengthened, and financially supported as required under the Fisheries Code, to promote active participation by fisherfolk and coastal stakeholders (DENR 2001). Meanwhile, the system must be geared up as demand for technical assistance is expected to increase further, with more LGUs beginning to plan for CRM, following the trend set by a growing

number of LGUs that are already adopting CRM as a basic service.

An important supporting role that must be given greater importance is that of the province. Experience from CRMP's Expansion Areas has proven that coastal provinces are uniquely suited to foster harmonized local policies and programs through a provincial policy framework, provide technical and information management support services to coastal municipalities and cities, and thus contribute to the sustainability of local CRM programs. But, as in municipal and city LGUs, capacities still need to be developed in many provinces, in the context of both the technical and organizational requirements of CRM. Currently, about 10 coastal provinces or 15% of all coastal provinces nationwide have established provincial CRM units with budget allocations; a few are beginning to develop CRM framework plans to address the delivery of CRM as a basic service to coastal LGUs (DENR 2001). The policy instruments and initial institutional arrangements installed in the

provinces of Bohol, Davao del Sur and Masbate, for example, are good beginnings and models for other provinces, but they need strengthening to become fully operational. Capacity development aimed at improving provincial governance systems must continue to ensure that these initial

provincial initiatives and successes are sustained.

#### Weaknesses in Multi-Sectoral Support Mechanisms

Some of the most meaningful experiences in CRM in the Philippines relate to the participation of coastal communities, NGOs, academic institutions and private sector in co-management regimes at the local level. There are a number of

*... the system must be geared up as demand for technical assistance is expected to increase further ....*



mechanisms to promote community participation through the establishment of MFARMCs and coastal watch groups such as *Bantay Dagat* as well as participatory processes for assessment, planning, and M&E. With adequate capacity-building interventions, these mechanisms tested well in the CRMP Learning and Expansion Areas, but in most places, their implementation remains weak and often fragmented. In general, LGUs have not taken advantage of the participatory approaches in CRM assessments, planning, and M&E that promote multi-sectoral collaboration. While MFARMCs are required under the Fisheries Code, most lack technical and financial capacity to function properly as the advisory body on all aspects of CRM to the LGU. The *Bantay Dagat* is supposed to serve as a multi-sectoral support system assisting PNP for coastal law enforcement, but in many areas, it is a largely fragmented effort that lacks leadership from LGUs (DENR 2001).

NGOs, meanwhile, lack training and skills in catalyzing and facilitating local CRM. Many bypass the LGU and work directly with fishers, thereby losing important opportunities to mainstream CRM in the local government agenda. Academic institutions involved in research of the socio-environmental aspects of CRM can play a vital role by providing sound scientific studies and assessments needed

for management decisions, but they too are under-utilized. In general, information flow from assisting organizations is unidirectional with feedback mechanisms to government decision-makers lacking.

### Inconsistencies, Overlaps, and Conflicts at the National Policy and Program Level

Farther away from the core level of the service delivery system, the gaps widen. Policy assessments undertaken by CRMP show that, higher up the government hierarchy, NGAs involved in CRM have not kept up with the process of decentralization. Inconsistencies, overlaps and conflicts between national policies and programs have long existed, but devolution has magnified and dramatized their negative impact on service delivery. As the pace of devolution picks up, the need to realign government functions and policies toward supporting local initiatives in CRM becomes increasingly urgent.

NGAs with the bulk of the CRM-related responsibilities include the DENR, DA-BFAR, DILG (including the PNP), and the Department of Transportation and Communication (DOTC), in particular the PCG. Since the devolution of major CRM responsibilities to local government in 1991, national government not only should have realigned and prioritized policies and programs toward the

common goal of improving local government capacity to adopt CRM, it was also expected to provide consistent and clear policy guidance, training, and technical and financial assistance to LGUs, as well as monitor and evaluate the condition of coastal resources and progress of local management programs.

*As the pace of devolution picks up, the need to realign government functions and policies toward supporting local initiatives in CRM becomes increasingly urgent.*

Instead, considerable inconsistency, overlap, inaction, and conflict continue to exist within and between NGA policies and programs related to CRM (DENR 2001).

The proposed National CRM Policy points out that while some environment-related responsibilities have been devolved to LGUs under the LGC, DENR still retains important tasks, such as pollution control, the environmental impact system, management of nationally protected marine areas, and jurisdiction over mangrove forests and foreshore areas. Realignment of DENR functions toward assisting the LGU to implement environmental management systems has not been realized nationwide, as training and technical assistance is usually provided in selected *barangays* (villages) through the DENR's under-funded and understaffed CEP (now the Coastal and Marine Management Office or CMMO) (DENR 2001).



Moreover, within DENR itself, different offices have conflicting mandates and policies – some even posing a threat to coastal resources and the environment – and, often, there is no continuity between political administrations in program prioritization and implementation, a particularly critical issue in CRM and other environmental programs, which require sustained effort. Closer to the field, more specific operational issues hound the system: Foreshore lease agreements are routinely issued by DENR officers without consultation with LGUs, consideration of environmental impacts, or monitoring foreshore use. Monitoring of compliance of large coastal development projects with the Environmental Impact System is weak, if not altogether absent. Protection goals of DENR-administered protected areas are not achieved because mechanisms for consultation

and co-management are not functional. And, overall, there is no long-term program for capacity building in CRM (DENR 2001).

While the CMMO is a step towards consolidating DENR's coastal management function, it is hindered by recent initiatives to place the office under the Protected Areas and Wildlife Bureau (PAWB), which limits its scope to protected areas (Special Order 2003-742).

Like DENR, the DA-BFAR, the country's lead national agency in charge of fisheries, faces serious issues that hamper its ability to balance its mandate for increased production with sustainable use of the nation's fishery resources. Foremost among these is the current state of fisheries where municipal fishers, commercial fishing operations, and fishpond operators compete for the same degraded resources. Being principally responsible for the development and implementation of the National Fisheries Development Plan, issuance of commercial fishing licenses and FLAs, and monitoring fish stocks and catch limits, the DA-BFAR has traditionally held a bias for policies oriented to fisheries production and exploitation.

At the policy level, there is a pervasive lack of acceptance of the degraded condition of fishery resources, and poor understanding of the management measures required for sustainability. Provisions of the LGC and 1998 Fisheries Code related to decentralization, municipal waters and coastal management have yet to be institutionally internalized. Although primary management responsibility for municipal fisheries has been devolved to LGUs, the bureau does not have a capacity development program for LGUs in fishery management; instead, line personnel often circumvent LGUs by providing technical assistance and training directly to marginal and municipal fishers. Also, significant conflicts exist

between the bureau's mandates in the implementation of the 1997 AFMA and its mandates in the implementation of the Fisheries Code. These conflicting internal mandates create confusion at the local level, help perpetuate the use of unsustainable fishing methods and gear by both marginal and commercial fishers, and therefore call for a serious review (DENR 2001). A policy paper prepared by CRMP to examine the major issues related to AFMA can serve as starting point (Batongbacal 1999), and the major outputs CRMP's fisheries management component in 2003 and 2004 can be key contributors to the development of a Philippine fisheries management master plan designed to rationalize fisheries management and development in the country.

A landmark publication, *In Turbulent Seas: The Status of Philippine Marine Fisheries* provides a snapshot of the current state of fisheries, and examines the state of implementation of fisheries management in the Philippines. It marks the first time that a wide variety of stakeholders came together and put their specialized information into one book, thus ensuring a clearer view of the state of the country's fish stocks and a solid basis on which managers and politicians can implement their management decisions and interventions.

The third NGA that must be engaged in the capacity development effort is DILG, which holds two key functions that can directly impact LGU adoption of CRM as a basic service: capacity development in governance, and monitoring of LGU performance. To assist LGUs in CRM service delivery and increase their capacity in environmental governance, the department must broaden its functions to include policy review



and technical assistance in environmental and natural resources management, and work toward establishing collaborative relationships in CRM with DENR and DA-BFAR. Also, DILG has authority over the PNP, which performs all police functions over territorial waters and rivers and coastal areas. Currently, the ability of the PNP to enforce coastal laws at sea, is severely hampered by the lack of trained coastal law enforcement officers and equipment, including patrol boats, required to do the job (DENR 2001).

### Closing the Gaps

Many of the answers to current issues are already in the form of policy that needs only to be operationalized, with some refinements, if necessary. For instance, three important issuances made in the past few years directly address the need to coordinate the activities of NGAs and to eliminate or reduce their overlapping jurisdictions. First, the Fisheries Code of 1998 consolidated parts of many pertinent national laws into a single law that addresses fishing and the protection of the aquatic ecology. In addition, it reconfirms that municipal and city LGUs "shall be responsible for the management, conservation, development, protection, utilization, and disposition of all fish and fishery/aquatic resources within their respective municipal waters." However, amendments to the LGC should be considered to reconcile and clarify LGU mandates for CRM in light of certain provisions of the Fisheries Code (DENR 2001).

Second, a Joint Memorandum Order issued in mid-2000 by DENR and DA clarifies their respective authorities and jurisdictions over the management of fisheries and aquatic resources, and requires the two departments to coordinate in the implementation of the Fisheries Code. This JMO paves the way for harmonizing policies

and policy implementation relative to CRM between the two departments. Mechanisms to involve other NGAs with CRM-related functions, however, still have to be established at national and regional levels for effective implementation of CRM-related laws (DENR 2001).

And third, the 1999-2004 Philippine National MTDP, the implementation of which is coordinated by the National Economic and Development Authority (NEDA), provides a national results framework for improving CRM. The MTDP goals and objectives for coastal and marine resources targets *250 LGUs along 3,000 km of shoreline adopting integrated coastal management for the improved management of municipal waters by the year 2004*. NGAs together with LGUs can use the MTDP as an integrated framework to harmonize and prioritize national and local policies and programs and align funding assistance to address priority local needs (DENR 2001).

In addition, the development and application of a number of sustainability instruments and mechanisms are underway and need only to be pursued. These include the proposed National CRM Policy, DENR's newly created CMMO, municipal water delineation, and the results framework and benchmarking and reporting system developed and tested by CRMP (see Chapter 4). These instruments and mechanisms, as well as coastal law enforcement and financing arrangements, two critical success factors in CRM, are discussed below.

**National CRM Policy.** The Philippines already has a National Marine Policy, which was adopted in 1994 as an official response to the growing awareness of the importance of the marine sector and the ocean environment for national and international security. Following the

adoption of the Philippine Agenda 21 in 1996, however, efforts were undertaken to revise this policy to cover principles of sustainable development. The revised policy would include a component on coastal and marine environment, which DENR, through CRMP, was tasked to develop.

The absence of a national CRM policy has been identified as one of the biggest hindrances to sustainable management and improved management of coastal resources in the Philippines. The policy proposed by DENR seeks to address this issue by building on CRM capacities that have been developed in the country in the last three decades. This option, as noted in the policy document, is more politically feasible than the massive policy, legal and institutional restructuring that some quarters demand. In the Philippines, as most knowledgeable observers agree, the existing legal regime is already sufficient. Some changes in laws and policies may be desirable, but the laws governing the management of coastal and other environmental resources are fairly characterized as excellent. Similarly, although our institutions with responsibility for the country's natural and environmental resources might not be as well-structured as we might like them to be, the creation of new agencies is unlikely to be a suitable solution. Creating a new agency or department is always difficult, especially when its success depends on the weakening or demise of existing agencies (DENR 2001).

Rather than prescribe the creation of a new agency, the proposed CRM policy focuses on the LGU as the core implementor of CRM in the Philippines and NGAs as supportive of this function. It calls on NGAs to re-define their mandates and operational structure and foster a genuine collaborative atmosphere among one

*The absence of a national CRM policy has been identified as one of the biggest hindrances to sustainable management and improved management of coastal resources in the Philippines.*

another, and defines leadership roles and responsibilities for specific policy actions, targeting LGUs and NGAs in particular. In addition, it offers a statement of long-term goals and a medium-term policy agenda for action for coastal management. The agenda focuses on encouraging local leadership to emphasize that CRM is a basic service of LGUs and that CRM planning is within the realm of LGU functions; realigning national institutions, in particular, DENR, BFAR, and DILG and redefining their mandates and responsibilities in support of CRM plans and programs of LGUs; and enhancing the effectiveness of multisectoral support systems to widen the operating vista for national support for CRM with specific strategies and responsibilities from government and NGOs (DENR 2001).

Nationwide consultations are underway to solicit inputs from the widest possible range of sectors that may be affected by the policy, and to promote acceptance of policy provisions by ensuring that they are publicized and thoroughly discussed before adoption. The greater challenge, of course, will be to ensure that the policy, unlike many existing policies of government, can and will be operationalized across all sectors and up and down all layers of the bureaucracy, and that it will serve its purpose of realigning and harmonizing NGA mandates and responsibilities to support the CRM plans and programs of LGUs.

The CABCOM-MOA, which was established by presidential directive in 1994 to oversee the administration of the National Marine Policy and to consult with all concerned and affected sectors, will serve as oversight body to review policy implementation at the national level and as an integrative and monitoring body among the various agencies with

CRM mandates. The DENR will be the lead NGA for coastal and marine management and liaison agency for multi-sectoral and multi-institutional collaboration in the implementation of the policy. In addition, DENR will be tasked to coordinate inter-agency policy review, analysis, and development as well as the provision of technical assistance, training and information support services to local level CRM implementation (DENR 2001). It is primarily for this purpose that the CMMO was created.

**Coastal and Marine Management Office.** The CMMO is the national coordinating office of the DENR for coastal and marine environmental management and development. Among its functions are to formulate and oversee the implementation of a National CRM Policy; provide overall policy guidance to the DENR in matters pertaining to CRM; provide technical assistance to NGAs, LGUs, NGOs and other organizations; coordinate the activities of the various CRM programs and projects operating in the country; and manage CRM-related data (maps, studies, MCD) (DAO 2002-08).

The CMMO seeks to address crucial issues related to the implementation of programs and the delivery of services in CRM. It will, for example, be responsible for defining and setting up regular coordinative mechanisms within

DENR and between NGAs to harmonize national policy implementation guidance on sustainable CRM; developing consultative and review processes that genuinely involve NGAs and LGUs; providing clear, consistent and integrated capacity building programs on CRM for LGUs; and coordinating

delivery mechanisms within and between NGAs



providing CRM technical assistance and training to coastal LGUs and communities.

A primary concern of the office is the establishment of a coordinating mechanism with DA-BFAR, particularly in the regulation and management of commercial fishing effort, management of migratory fishery stocks whose harvest in coastal waters needs to be regulated by LGUs, and the reversion of mangrove areas cleared for but not properly used as fishponds.

In short, the issues the CMMO must tackle are well understood, and therefore its functions are fairly well set. Efforts must be taken to build into the office the capacities required for it to perform its mandates effectively. But in addition to technical capacities, there must also be a conscious effort to consider the other dimensions of capacity – leadership skills, professionalism, interpersonal and presentation skills, communications skills, and even attitudes, values and ethics. This will help ensure that the CMMO does not evolve into the command-control-do mode of the traditional NGA, but rather, an organization that is truly oriented toward assisting LGUs develop their own capacities in CRM service delivery to stakeholder communities, and, moreover, an organization that promotes a culture of efficiency, openness, accountability, transparency and client service.

**National benchmarking and reporting system.** As the office responsible for the management of data on coastal management, the CMMO is also tasked to establish a national M&E framework for local CRM plans and programs, and coastal resource uses and conditions. One of the major constraints the office faces in the performance of this task is the current lack of an

integrated information management and reporting system for CRM at the municipal, provincial, regional and national levels. The MCD and certification system developed by CRMP (see Chapters 3 and 4) provides a working model to fill this gap, but the mechanisms for its full operation at the different levels of government still have to be established. CMMO will have to put this mechanism in place, as well as work toward establishing a coordinated information-sharing system within and between NGAs with regulatory and enforcement mandates (DA-BFAR, PNP, PCG), to reduce if not totally arrest coastal resource use by repeat violators of the law (DAO 2002-08).

Good information management systems help organizations track the implementation of programs and projects, and are an essential ingredient in any capability building effort, especially for cross-sectoral programs such as CRM. By making relevant information easily accessible and available, these systems make government more responsive to the needs of the public, and therefore more efficient in its performance of its responsibilities. The best information management systems provide not only for efficient storage and retrieval of data, but also for free flow, effective sharing and communication of data across the sectors involved in and affected by a development endeavor.

**Comprehensive land use plan.** Data and plans generated from the CRM process must at some timely point be integrated into the LGU's CLUP. This will enhance sustainability, because funding for activities is assured over each plan period. It is an efficient way to influence development directions for a broad range of sectors at the local level. A key





management of contiguous fishery areas.

At the minimum, delineation and the recognition of municipal waters as part of the municipal territory should instill among coastal LGUs a sense of ownership over these waters and encourage them to be more aggressive in enforcing resource management measures, including national laws and ordinances aimed at conserving coastal resources and protecting the preferential use rights of small-scale fishers, as provided for in the 1987 Philippine Constitution and the Fisheries Code (NAMRIA 2001).

CRMP assisted in the consultative formulation of DENR Administrative Order No. 17 Series of 2001 (DAO 17-2001), which provided the technical guidelines for the delineation of municipal waters. DAO 17 was contested by a group of commercial fishers for various reasons, and was subsequently revoked (Chapter 2), but it served as basis for the formulation of a new set of guidelines to be issued by DA-BFAR. Moreover, the furor created by the controversy has a silver lining: it provided the impetus to turn municipal water enforcement into a public issue, and for an unprecedented number of groups and individuals from a broad range of sectors to close ranks behind the delineation and full enforcement of municipal waters. This is significant because, while defending the guidelines has been a struggle, the bigger challenges lie ahead: The sheer number of municipal water boundaries that must be delineated is alone a major hurdle for government

to surmount, and even more crucial, proper enforcement of municipal water boundaries is necessary to ensure that management measures will achieve their intended results.

**Coastal law enforcement.** The bottom line in improving CRM in the Philippines is to improve compliance with laws, ordinances and plans. (Courtney *et al.* 2000) Law enforcement remains a weak link in the CRM effort, but there have been some advances in this area. Some mechanisms that worked well in CRMP sites include (Courtney *et al.* 2000):

- Improved technical and financial support to LGUs to develop and fully implement CRM plans
- Improved legal basis for local communities to gain tenurial rights over their own natural resource base and its management. Mangrove forests can be managed through CBFMAs and coral reefs can be managed through zoning laws that give rights to limited numbers and groups of stakeholders.
- Creation of special coastal law enforcement units trained and equipped well to enforce fisheries and other laws pertaining to coastal law enforcement.
- Multi-sectoral partnerships to facilitate compliance by creating peer pressure from various groups and levels of society. Bohol's CLEC (Table 5.2) is a good model for provincial-level initiatives, while CLEAR7 (Chapter 4) provides a useful example of a regional coalition

**Table 5.2. Coastal law enforcement in Bohol**

Across the board coastal law enforcement before and after the establishment of the CLECs in the three congressional districts of Bohol has still some way to go, but it may be the key to the long-term success of CRM in Bohol. Ninety percent of Bohol's fishers do not use illegal fishing methods, but everywhere we would go the fishers would tell us that their main problem was illegal fishing. With the province taking the lead in coastal law enforcement, fishers began to feel fairly rapid impact on their livelihood. Stopping illegal fishing eased a huge pressure off the resource, allowed fishery stocks and habitats to recover, and resulted in increased catches and incomes for small fishers. Fishers, feeling that they had at last the backing of the LGU and boosted by what they perceived in the CLEC as an apolitical enforcement unit, were encouraged to attend seminars and implement activities that support CRM (Green 2002).

supporting coastal law enforcement.

There remains a critical need to bring local successes to scale, however. As international fishery experts have pointed out, the high mobility of fishing operations renders traditional fishery-by-fishery solutions to the problem ineffective, because the effort simply moves to another area, “exporting” the overfishing practices and habits, widening the sphere of unsustainable resource use, thereby creating more “problem areas” (SeaWeb 2002). While local action must be continued and intensified, capacity development for coastal law enforcement must also focus on finding solutions that address the more systemic causes of the illegal fishing problem. Fish don’t know political boundaries. Fisheries management that builds upon the efforts of CRM is an effective steppingstone to initiate the piecing together of the jigsaw of municipal waters and national waters around the country for each ecosystem. It is only when each ecosystem is managed independently that the benefits of fisheries management and CRM can truly spell the difference between the continued decline and the recovery of Philippine fisheries.

Of particular concern are the government’s production-oriented operational policies that do not consider ecological limits and other basic resource management tenets. During the 1960s and 1970s, government policy was to encourage capital investment and full exploitation of fish stocks. People were lured into the business by the promise of high returns on relatively low investment (CRMP 2001f). General policy directions have been slowly shifting toward resource management and sustainable use of fisheries, but at the operational level, weak



coastal law enforcement and remnants of the past policy – low fees and taxes and other incentives that encourage maximum fisheries exploitation – combine to perpetuate “efficient”, industrial-scale but unsustainable methods of harvesting already fast-declining fishery resources. Cost-and-

return studies indicate that more than 90% of production cost in the fishing business is actually operating cost, indicating that fixed costs (taxes and fees) are very minimal (DAP 1997).

In effect, government continues to subsidize illegal fishing practices that are devastating Philippine fishery stocks and habitats, and costing the country hundreds of millions of dollars annually. Fishery experts estimate that the Philippines is losing more than US\$400 million a year to overfishing of demersal and small pelagic species (Dalzell *et al.* 1987)

Incentive-disincentive mechanisms must be devised to encourage enforcement of and compliance with coastal laws and regulations, promote sustainable coastal resource use, and direct fishing effort away from overexploited near-shore fisheries and degraded coastal habitats. The incentives/disincentives must target both implementers and resource users alike, so that they reinforce the establishment of new norms encouraging “best practices” in fisheries and CRM.

**Financing mechanisms for CRM.** All discussions about gaps in local capacities for CRM inevitably lead to one subject: Funding. We noted earlier in this chapter that LGU budgets, while still inadequate, have been increasing in the last few years, indicating the growing acceptance of LGUs of their CRM mandate. Indeed, we can always argue that funding is directly proportional to the LGU’s acceptance of an issue as a priority.

But to the deputy fish warden who cannot go after illegal fishers because the LGU has run out of gas money, or to the municipal fishery technician who cannot begin PCRA or participatory CRM planning because the budget allocated for the activity had to be realigned to disaster and relief operations, the problem is real and cannot be glossed over. “Environmental protection also requires not only stronger enforcement of environmental regulations but also more market mechanisms and economic incentives to promote it” (UNDP 1997).



livelihoods such as ecotourism that depend directly on keeping the resource pristine and healthy – must be installed to ensure that revenue generation and financing mechanisms are always aligned with the LGU’s overall CRM policy, and

that resource management objectives are not sacrificed in the pursuit of higher revenues from resource use. Opportunities to maximize receipts by allowing high-paying “customers” to over-exploit the resource will be plentiful and can prove tempting to LGUs struggling to meet revenue targets, especially in a setting where the primary resource users – small-scale fishers – have little capacity to pay taxes, at least in the near term in severely depleted fishing grounds, before stocks have had the time to recover.

Part of the capacity development effort must therefore focus on helping the LGU institute revenue generation and financing mechanisms to cover at least some of the funding needs of CRM. Several financing mechanisms are available to the LGU for CRM, but these mechanisms are largely underutilized. Credit financing schemes, domestic loans, grants and other external funding for CRM are available, but few LGUs avail of them (CRMP 1999).

LGUs can also generate their own revenues through development enterprises, inter-LGU cooperation and revenue generation from water use zones. But few LGUs currently apply taxes, fees or other charges to the use of municipal waters. This is partly due to the fact that no official delineation of municipal waters has taken place in most areas, and few municipalities have established CRM plans that zone municipal water use and, even fewer have tax or fee structures that can apply the relevant economic rent (CRMP 1999).

Safeguards – fishing quotas, closed seasons, size limits on harvestable fish,

CRMP assisted in the adoption of CRM and zoning plans in most of its Learning Area municipalities that can serve as a basis for the establishment of revenue generation mechanisms. In particular, a number of MPAs in CRMP sites serve as pilot areas to evaluate the effectiveness of user fees as an incentive for LGUs and coastal resource users to sustain protection and management efforts. A user-fee system is now operational at the Gilutongan Island Marine Sanctuary, which is part of the CRMP Learning Area in Olango Island, Cebu. In 2001, the municipality of Cordova, which has jurisdiction over Gilutongan Island, collected Php900,000 in entrance fees and another Php30,000 from the accreditation of dive boats and dive shop operators. These revenues were allocated for the upkeep of the sanctuary (CRMP 2001g).

In addition, CRMP together with LMP and relevant NGAs, is pushing for the issuance of an executive order adopting ICM as a national strategy and urging LGUs to regularly allocate a budget for CRM. The executive order is in the

**Table 5.3. Who community residents go to for CRM assistance**

CRM Concern	Recognized point persons
Organized fishers' organization	<i>Barangay</i> captain – 45% Mayor – 13% BFAR – 12%
Report an illegal fishing activity	<i>Barangay</i> captain – 40% Mayor – 13% Police/PNP – 11% <i>Bantay Dagat</i> – 11% BFAR – 10%
Report incidence of gathering corals	<i>Barangay</i> captain – 40% <i>Bantay Dagat</i> – 12% Mayor – 11% BFAR – 11%
Get mangrove management assistance	<i>Barangay</i> captain – 40% Mayor – 12% BFAR – 10%
Be deputized as a fish warden	<i>Barangay</i> captain – 40% Mayor – 15% BFAR – 14%
Report intrusion of commercial fishers in municipal waters	<i>Barangay</i> captain – 39% Mayor – 16% <i>Bantay Dagat</i> – 12%
Get information about fishing rules and regulations	<i>Barangay</i> captain – 38% BFAR – 14% Mayor – 14%
Alternative livelihood assistance	<i>Barangay</i> captain – 36% Mayor – 22%
Attend CRM training	<i>Barangay</i> captain – 33% Mayor – 13% BFAR – 13%

final stages of review and is expected to be signed within the year.

At the national level, CMMO must have adequate funding, as well as access to funding for capacity development efforts and coordination activities. It must not be distracted from these primary functions by opportunities to administer grants and other funding intended for field-level resource management activities. Instead, it must concentrate on its role as broker, channeling such funds to the LGUs.

**The *Barangay*.** While maximizing the use of strategic channels for technical assistance delivery, capacity development efforts – whether by donor projects, the CMMO, the Province, or other institutions – must be ultimately geared toward enhancing the governance and leadership skills of the *barangay* (village) officials, and



contribute to CB/CRM. At the municipal level, mayors set the tone in terms of urgency, funding and implementation of projects, but at the community level, it is the *barangay* captain (village chief) that residents go to for advice or assistance (Trends-MBL 1999, Table 5.3). NGAs, provinces, municipal LGUs and other institutions must therefore be trained to assist in developing governance capacities for CRM of *barangay* officials, in particular, the *barangay* captain, the most visible government official at the community level.

## What We Learned

**Capacity development must be comprehensive.** Because CRM involves many inter-linked issues that cut across sectors, it is important to address capacity gaps across the sectors and at all levels of government. One cannot effectively build capacities at the LGU level without addressing the impacts of NGA support (or lack of support), cross-sectoral interactions and relationships, and the policy environment. Nevertheless, capacity development can only progress incrementally, one step at a time. CRMP took a two-track approach that directly addressed capacity gaps at the local level, while considering national factors that hindered local capacity initiatives. The next step would be to strengthen the capacities that have been built, and then link national and local initiatives so that the capacities are coordinated and ultimately integrated into one seamless system that assures CRM services are delivered where they are needed in the most efficient and timely manner.

**Good coordination is key to success in CRM.** Like all cross-sectoral programs, CRM cannot work effectively without proper coordination. Coordinating mechanisms must be instituted at all levels of implementation. While progress has been achieved in this regard at the local level, the mechanisms that have already been installed still need to be strengthened. At the national level, the newly created CMMO will be the primary coordinating body for CRM, but this office has yet to be fully staffed and organized. To a limited extent, in the past few years, CRMP played the role of national coordinator for CRM. There must be a proper transition period to prepare CMMO for its role as CRM “broker” and at the same time ensure that progress achieved in instituting CRM as a basic LGU service does not lose its momentum.

**Sustainability is a function of demand, which is built on success.** Now more than ever,

servicing LGU needs for assistance is crucial to ensure that CRM initiatives are pursued long enough to generate economic, social and political benefits. Current demand for CRM best practices will peter out if LGUs are unable to sustain their initiatives, and thus can demonstrate no positive results to justify their CRM effort. Results that are tangible and convincingly spell success will generate a self-sustaining demand for CRM that will ensure its continuity. One way that national government can help sustain local initiatives is by using the CRM Certification System as basis for prioritizing LGUs, especially for financial assistance. Such stepladder benchmarking system encourages progressive implementation of prescribed CRM best practices.

**National government reorientation is necessary.** The devolution of mandates to LGUs implies a change in the complexion of NGA-LGU relationships. No longer are NGAs expected to control, command and deliver many basic services directly to communities, as these have become the primary responsibility of LGUs. In resource management, particularly in CRM, where capacities have only recently begun to develop (Courtney *et al.* 2002), national government has been slow in adapting to its new supporting role. At the policy level, there is recognition that the LGU now plays the lead role, but operational directions and performance targets, as well as authority and accountability structures, have not been sufficiently adjusted to allow the machinery of government to respond adequately to the needs of LGUs as the new CRM service units of government. The National CRM Policy, once adopted, can serve as a guide to reorient



government's central management targets and coordination functions to more closely fit NGAs' assigned role in the new decentralized governance system. But, again, policy is only as good as its implementation. Every effort must be taken to ensure that the National CRM Policy is translated into concrete actions. NGAs must begin to perceive the LGU as their customer, and define their function as, generally, meeting the LGU's needs and demands. They must learn to trust that the current decentralized governance system works, to support and inspire LGUs, and to focus on building LGU capacity and confidence to shape their own development.



**Resistance must be anticipated and addressed.** Policy and institutional reforms and other efforts that bring about radical changes are often met with resistance from those who benefit from the *status quo*, or those who fear they would be worse off if reforms were instituted, or those who simply do not see the need for change. There are many proven ways to manage resistance. These include education and awareness campaigns, implementing “bridge” activities to achieve early and visible wins that generate benefits for affected stakeholders, encouraging those who oppose change to participate in capacity development and related activities, providing support to those who need it, negotiations, co-opting, finding champions and innovators, and even taking disciplinary actions (UNDP 1998). The important thing is that the resistance is anticipated, recognized, and addressed appropriately in a timely manner. For example, a paradigm shift from “open access” to “limited access” is now taking place – the necessary legal and policy instruments are in place to limit access to municipal waters to small-scale (municipal) fishers. The commercial fishing

sector has blocked efforts at implementing these instruments. Such resistance must be addressed – primarily through coordinated, consistent enforcement of fishery laws, public awareness campaigns, and where practicable, disincentives for investments in highly efficient industrial fishing gear and incentives for investments in environment-friendly enterprises.

**The province can play a strategic role as coordinator of CRM.** Provinces that appreciate the importance of CRM are the best “retailers” of CRM service to municipal and city LGUs. Many provinces have a good number of years of experience and adequate

capacities in development planning and coordination that only need to be enhanced by the introduction of CRM technologies and skills. In particular, much headway can be achieved by working with the province to integrate a CRM framework into the PPF. The PPF provides the general directions of provincial development planning and programming and serves as the basis for all municipal CLUPs. It can provide a well-entrenched mechanism to establish CRM planning as a mainstream function of the LGU. Many provinces have begun revising their PPFs for the next 10-year plan period (2003-2013). This is an opportunity to begin the integration and mainstreaming of CRM in the provincial agenda that must not be missed.

**Capacity development never ends.** Capacity building is an ever-ongoing process. It is important to be always responsive to requests for information, guidance, assurance and support from LGUs and communities as they undertake CRM. The emphasis must not be on creating new institutions, but rather on building and strengthening capacities by linking and connecting the mechanisms already in place in government institutions to support CRM.



# chapter 6

## At a Crucial Junction

*The strategic spread of sustainable natural resource management within the Philippine coastal zone, with particular emphasis on coastal fisheries, is essential to prevent a general collapse of marine resources due to the rapidly rising demand for marine protein. (USAID 1995)*

The Philippines is now at a stage where there is widespread acceptance among LGUs that CRM is an urgent need that requires priority action, and moreover, is a basic service they are mandated to deliver. Such acceptance comes with some level of dissonance, as people begin to question the *status quo*, government's capability and readiness to change it, and the appropriateness of remedies currently being applied. Such noise points to change, a shift from old mindsets to new perspectives, which is slowly paving the way for more and more LGUs and communities to accept CRM as the right way of doing things and consequently adopt sustainable resource use and management practices. In many ways, their journey is only just beginning: Many of the interventions applied in CRMP's time are only just starting to bear fruit, and there are many challenges ahead to test everyone's resolve to remain committed to their CRM goals.

But wherever the road will take the CRM cause from here, we are reassured by one thing: It was not one broadstroke but many small steps – some planned, others fortuitous – that together made CRMP a singular success. And it was not one but many institutions and individuals from diverse sectors sharing a common concern that helped put such success together. One way or the other, these institutions and individuals are bound to continue making the ripples that CRMP started.





Agreed, there is so much more to do. Over the last 10 years, the Philippines has been exploring and experimenting with new systems of governance based on decentralization, local autonomy and large-scale participation of communities and civil society in democratic processes (Rood 1998). But many policy directions for improved local governance and CRM in the Philippines still have to be implemented to support decentralization and accountability. National government must not resist further devolution by holding on to or trying to regain command and control functions and financial resources. At the same time, LGUs must continue to improve their delivery of basic services and provide real measures of accountability to their constituents and the

country at large. They need to integrate lessons learned in improved local governance and coastal management into a new framework of environmental governance that includes both coastal and watershed ecosystem planning and resource management. Co-management regimes between local government, NGAs, NGOs and coastal stakeholders must continue to be strengthened, guided by a common vision of sustainable coastal resource use (Courtney *et al.* 2002).

The future holds many uncertainties, the institutional terrain remains difficult, and implementing CRM is as big a challenge as ever. But, having gone this far, after overcoming so much and after achieving countless small wins and many significant successes, we now have no reason to say that sustainable coastal management cannot be done, and no reason for its implementers to break their stride.

For, “at the end of the lessons learned, the most comprehensive of them teaches that, when the strategy is going to be concluded, everybody feels as if they were only starting. So, they feel that so many are the new challenges to be faced, and so new are the coming realities, received or produced by the changes introduced in the country. It is a never-ending process, and it is important to know that history never ends, and that it requires permanent renewal at all times. This is one of the main characteristics of human lives, and it is the same for strategy lives. And when a strategy flies, the foreign community cooperates from the outside-in, and the national community works on it from the inside-out” (Serrate 1998).

Where CRM is concerned, we believe we have learned to fly. We can get there, if we persevere, and keep working together.

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# CRMP TRAINING COURSES FOR COASTAL MANAGEMENT

CRMP has successfully implemented several training courses in collaboration with the Department of Environment and Natural Resources, Department of Agriculture - Bureau of Fisheries and Aquatic Resources, other government agencies and non-governmental organizations. These include:

- Integrated Coastal Management
- Participatory Coastal Resource Assessment
- Coastal Law Enforcement
- Mangrove Rehabilitation and Management
- Strategic Planning for Coastal Management
- Coastal Tourism Planning and Management
- Marine Protected Area (MPA) Establishment and Management

**Integrated Coastal Management Short-term Training Course.** This 3-day course consists of 10 sessions covering a wide range of inter-related topics such as: coastal ecosystem, concept of ICM, coastal management options and strategic planning. The course aims to enhance the participants' awareness of coastal environmental issues and appreciate the integrated coastal management approach to address these challenges.

Training Objectives:

- Introduce the participants to the economic, social and biological importance of coastal resources
- Describe the existing institutional system of coastal resource management in the Philippines
- Describe the role of leaders and public participation in coastal management
- Explain the importance of integrated coastal management for the Philippines in general, and for the participants' area in particular
- Describe the strategic planning process and its relevance to coastal management
- Design appropriate local institutional networks to implement coastal management plans

**Participatory Coastal Resource Assessment.** This 3-day course is designed primarily for use by municipal-level trainers involved in community development for sustainable coastal resource use. It has two main purposes: first, to assist local resource managers in maximizing the contribution they can make to initial coastal resource assessment and project monitoring and evaluation; and second, to initiate dialogue and input from local community resource users in a relevant and meaningful fashion for planning purposes.

The output of this course will enable resource managers to work with local coastal resource users to generate valuable information for coastal management planning and implementation. This will be done simultaneously while improving community participation and local empowerment.

Training Objectives:

- Illustrate the coastal resource management process
- Enumerate the many benefits of a participatory coastal resource assessment
- Identify the various stakeholders in a coastal community
- Show the linkages between and among resources, people and sustainable coastal management and development
- Apply the various PCRA techniques: (a) interview, (b) transect, (c) habitat assessment
- Compile a preliminary coastal area profile based on PCRA results
- Develop a PCRA map of the local coastal management area

**Coastal Law Enforcement.** This 3-day course seeks to strengthen the enforcement of coastal laws involving deputized fish wardens, local government officials, police officers and other law enforcement units. It encourages the participation of the community in the enforcement process where such participation is sanctioned by law. At the end of the training, the participants will:

Training Objectives:

- Appreciate the role of law enforcement in coastal management;
- Understand environmental, fisheries and aquatic resource laws as applied in local situation;
- Map out local coastal law enforcement issues and develop strategies for effective enforcement;
- Demonstrate knowledge and skills in basic enforcement procedures;
- Formulate an operations plan for their localities.

**Mangrove Rehabilitation and Management.** This 3-day training program caters to personnel directly involved in mangrove management field implementation, such as people's organizations, technical staff of local government units, non-governmental organizations, and relevant national government agencies. The training aims to enhance knowledge and techniques in managing mangrove forests and appreciate the integrated coastal management approach to address these challenges. At the end of the course, the participants will be able to:

Training Objectives

- Discuss the components of mangrove ecosystem, functions, characteristics and their relationship to coastal environment;
- Appreciate the importance of mangrove identification in management;
- Demonstrate capabilities in identifying various species of mangroves;
- Explain the techniques and requirements of establishing mangrove nurseries;
- Determine appropriate regulatory and non-regulatory techniques of mangrove forest protection and maintenance;
- Illustrate the strategies and techniques of managing natural and plantation mangrove forests including harvesting and applicable intermediate treatments,
- Identify appropriate livelihood options and alternatives in respective mangrove areas,
- Demonstrate capabilities in designing mangrove plantation plan.

**Strategic Planning for Coastal Management.** This 2-day workshop aims to impart the importance of strategic planning for coastal management to municipal-level resource managers and users.

Training Objectives:

- Answer basic questions on the concept of integrated coastal management and identify the major characteristics
- Define the unit of coastal management, as well as enumerate the goods and services derived from the coastal area
- Relate the coastal environmental issues of the municipality with the need for a coastal management plan
- Explain coastal management planning as a strategy
- Enumerate various coastal management options

**Coastal Tourism Planning and Management.** This 5-day course introduces participants to the overall framework of integrated coastal management and to the role of coastal tourism as an available management option. It ties together the effects of human interventions within the coastal area to the health of the coastal ecosystem, and proposes "safe" methodologies for attaining economic security by local community members.

Training Objectives:

- Define planning and management processes used in creating strategic ecotourism plans (SEP)
- Endorsement of a/the local SEP, identification of key projects and development strategies by local decision-makers
- Outline of specific measures and activities for the implementation of the SEP
- Creation of a coordinating working group of public and private sector and communities for implementation

**Marine Protected Area (MPA) Establishment and Management.** This 5-day training course is designed to equip participants (LGU technical staff and local communities) with fundamental skills in establishing and managing a community-based marine protected area. Specifically, the participants, at the end of the course will:

Training Objectives

- Enhance their knowledge and skills on the processes involved (i.e. resource mapping, baseline data collection, management plan formulation, monitoring and evaluation) in establishing and managing a community-based marine protected areas;
- Strengthen capabilities of technical staff in facilitating MPA establishment and management processes (i.e. site identification, planning, ordinance formulation and monitoring and evaluation) with local communities;
- Demonstrate the process of formulating a MPA management plan using existing documented information and results of community consultation activities

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3. For Future's Sake. On the need to manage our coastal resources to ensure their long-term sustainability. (English and Cebuano).
4. Imagine the future without mangroves. On the importance of mangroves (bilingual).
5. Human Impacts on the Philippine Coastal Environments. Illustrates the range of activities that impact on coastal environments and why CRM is a strategy that could balance coastal zone use and coastal zone care. (English).
6. Month of the Ocean posters. 'It's their Ocean too, and their Future'; 'Ang dagat ay buhay, ating kinabukasa'y, dito nakasalalay'- Announcements on the celebration of Month of the Ocean in the Philippines by virtue of Presidential Proclamation No. 57. (English and Filipino).
7. Philippine Fisheries in Decline: No Time To Lose. Calling attention to the decline in fish catch and the need to: (1) reduce fishing effort to sustainable levels; 2) protect and manage coastal habitats; 3) stop illegal and destructive fishing practices. (English and Cebuano)

## WEB SITE

1. <http://oneocean.org>. Launched on January 26, CRMP's official website serves as a source of information on coastal resource management and other developments in the Philippines and around the world related to the marine and coastal environment. The site incorporates, among other features, pages for CRMP, the International Year of the Ocean, and "Over Seas," an on-line magazine on coastal resource management. It is designed to appeal to a wide audience but is especially targeted at media practitioners, policymakers, business and other key sectors with the wherewithal and influence to "make a difference" in the worldwide effort to promote the sustainability of our seas.
2. Ocean Ambassadors at <http://oneocean.org/ambassadors>. Uses migratory animals such as sea turtles, dolphins, whales and others to highlight the message that the loss of one resource in one part of the sea can have repercussions globally. It features a turtle tracking project undertaken jointly by CRMP, Pawikan Conservation Project of the Department of Environment and Natural Resources, World Wildlife Fund-Philippines, and Smithsonian Institution.
3. Participatory Coastal Resource Assessment On-line at <http://oneocean.org/pcra>. Explains methodologies of participatory coastal resource assessment.
4. Olango Birds and Seascape Tour at [http://oneocean.org/ambassadors/migratory\\_birds/obst](http://oneocean.org/ambassadors/migratory_birds/obst). On-line presentation explaining the features of the community-based ecotourism venture established by CRMP at the Olango Island Wildlife Sanctuary.
5. Fishweb (on-line forum on the development of the Philippines National Marine Capture Fisheries Profile) at <http://www.oneocean.org/fishweb>.

## VIDEO/AUDIO MATERIALS

1. *Ang Dagat ay Buhay* (Our Seas, Our Life). This song, created by leading Filipino composer Vehnee Saturno and performed by Cris Villonco, is the theme song of the I Love the Ocean Movement. It speaks about the importance of the ocean to human life and how it behooves us all to protect it.
2. *Kapitan Barongoy* Radio Drama Series. A radio drama series featuring a comedy/fantasy woven around the adventures of the lead character, a flying fish called Kapitan Barongoy, and three other characters, Dorica, Christian and Cordilla, who are humans. It paints a bleak picture of destruction under the sea from the point of view of sea creatures. While using entertainment story lines, the drama series is a valuable source of information on coastal resource management and provides practical lessons on ways to protect and conserve the marine and coastal environment. The series, a co-production of CRMP, DENR-CEP and GMA Network, was aired for six months (February-August) over GMA Network's DYSS. It reached an estimated audience of 35,000 in Cebu, Bohol, Siquijor, Negros Oriental, Southern Leyte, Western and Northern Mindanao, Western Samar, Camiguin, Davao, Zamboanga, and General Santos City. This radio series was awarded as best radio drama in the provincial category by the Kapisanan ng mga Brodkaster sa Pilipinas "1997 Golden Dove Award".
3. *Karaniwang Tao* MTV. Based on the song "Karaniwang Tao" (Ordinary Citizen) by of one of the Philippines' foremost environmental artists (Joey Ayala), this three-minute MTV features CRM-relevant video clips and highlights the role and impact of ordinary human activities on the country's natural resources. Developed for showing at the National Convention of the League of Municipalities of the Philippines in October, the video has found use as workshop icebreaker and takeoff point for discussion in ICM training activities at both the national and local levels.

4. *Sigaw ng Karagatan*. Adapted and re-edited from the AgriSiyete video series on CRM, this seven-minute video documentary was presented at the National Convention of the League of Municipalities of the Philippines in Manila on October 9. Produced in Filipino, this video documentary has done the rounds of schools and special audiences and serves a most effective discussion tool in CRMP is training and information-education programs.
5. *Tungo sa Bagong Umaga*. This video documentary features the six winners of the 1998 Search for Best Coastal Resource Management Programs in the Philippines. A shorter version was produced as a promotional material for the Search.
6. *TV/Radio Plugs for Ocean Month*. Two TV plugs and one radio plug were produced in cooperation with the Philippine Information Agency, and two TV and two radio plugs with ABS CBN Foundation. These plugs focused on the need for marine conservation.
7. *Video Course on the Establishment of Community-Based Marine Sanctuary*. Produced (in Filipino) in cooperation with the Technology and Livelihood Resource Center, GMA Network and Silliman University, this seven-part video series describes the framework and process prescribed by experts for the establishment of community-based marine sanctuaries. The series covers the following topics: Overview of CRM, Framework for the Establishment of Community-Based Marine Sanctuaries, Community Organizing, Community Education, Physical Establishment of a Marine Sanctuary, Legislation, and Sustainability. The video was aired on GMA Network's educational TV program AgriSiyete from March 31 to April 8. Copies were distributed to local governments and non-governmental organizations and used as visual aid in ICM training and workshops. Print materials (English and Filipino) were also produced as collateral materials.
8. Video course on Coastal Resource Management. Produced (in Filipino) in cooperation with the Technology and Livelihood Resource Center, GMA Network and GreenCom-Philippines, this 10-part video series is a comprehensive introduction to coastal resource management. It describes the status of coastal resources in the country, the importance of community participation and collaborative management in CRM and features various stories on communities that have successfully implemented CRM. This video series was awarded in 1997 as "Best Information Tool" in the Television/Video Category by the Public Relations Organization of the Philippines.
9. "Colors of the Sea" — Children's Video Series (in Filipino). Six episodes are included in this series: "Coastal Crossroads", which speaks about the interconnectedness of land and marine ecosystems; "A House for Hermie" (about coral reefs); "Sea of Trees" (about mangroves); "Treasures of the Sea" (the importance of marine biodiversity); "Don't Teach Your Trash to Swim" and "I Love the Ocean". Produced in cooperation with ABS CBN Foundation, these episodes continue to be aired as part of Sineskwela's summer TV lessons.
10. The Fisher and the Sea – a video production for children telling the story of Timoteo Menguito (Nong Toti) and his life as a "sea guardian". Produced in cooperation with ABS CBN Foundation *Sineskwela*.
11. Big Fish, Small Fish – a video production for children explaining how fish are overharvested. Produced in cooperation with ABS CBN Foundation's *Sineskwela*.

## CD PRODUCTIONS

1. CRMP Publications on CD. A compilation of major CRMP publications plus:
  - a. Let's Talk About Fish. Inter-active movie featuring fish parts and other interesting fish facts
  - b. The Mangrove and Life Within. Animated illustration of the life processes within the mangrove ecosystem
  - c. A Sea Story. Animated presentation featuring different seascapes and marine species
  - d. The CRMP Guidebook Series Microsoft PowerPoint Presentation
  - e. The Biology of Reef Fish (poster)
  - f. Paddling Up the Cambuhat River (promo poster for the Cambuhat River and Village Tour)
  - g. Paddling Up the Cambuhat River (brochure)
  - h. For Future's Sake (poster)
  - i. Human Impacts on the Philippine Coastal Environment (poster)
  - j. The Mangrove and Life Within (poster)
  - k. Restore Our Mangrove Habitat for Food Security (poster)
  - l. Hop on the Olango Birds and Seascape Tour (poster)
  - m. Proposed Mangrovetum Layout for Boyoan Mangrove Association (poster)
  - n. Facts About the Coral Reef Community (poster)
  - o. Olango Birds and Seascape Tour (brochure)
  - p. Di Totoong Walang Pagkaubos ang Yamang-Dagat (poster — Pilipino)
  - q. Philippine Fisheries in Decline — No Time To Lose (poster – Visayan)
  - r. Philippine Fisheries in Decline – No Time To Lose (poster – English)



17. I Love the Ocean labels/bumper sticker. Initially produced and distributed at the National Convention of the League of Municipalities, this sticker and its message have become a symbol of the fast-growing I Love the Ocean Movement. The sticker uses the heart symbol to express the word 'love' and the heart is done in blue. Two flying fish hover above the word "ocean".
18. I Love the Ocean Membership Card, Pin and Creed. A specific objective of CRMP is to "mainstream" CRM issues and concerns in the national consciousness and foster a process that will lead to an coastal environmental movement in the Philippines. Translated into a rallying theme – "I love the ocean" – initiatives were undertaken to realize this movement through social marketing activities that would encourage public and community mobilization and advocacy on CRM issues. Each member was issued a blue heart pin and a membership card, at the back of which is printed the "I Love the Ocean Creed."
19. I Love the Ocean T-shirts. These T-shirts, courtesy of Islands Souvenirs (a retail chain selling T-shirts, caps, and other garment items), were distributed to the press and special guests during a press conference for the opening of the "Our Seas, Our Life" Exhibit at SM City-Cebu in February. The shirts carry the Movement's logo and the I Love the Ocean Creed.
20. Islands Souvenirs I Love the Ocean line. In support of CRMP's IEC activities, Islands Souvenirs introduced a sub-line called "I Love the Ocean" consisting of T-shirts, caps and bags. The company donated part of the proceeds from the sale of these products to the I Love the Ocean Movement.
21. oneocean.org postcard. This postcard was a convenient and effective way to promote the website to the project's various target groups and audiences.

#### **BRIEFING MATERIALS (Transparencies)**

1. Participatory Coastal Resource Assessment (PCRA) and CRMP Briefing Kit in Cebuano. Produced as overhead transparencies and flipcharts and distributed to Learning Area coordinators during the December quarterly meeting, these Cebuano briefing materials serve as training, communication and education tools at the barangay (village) level.
2. Briefing Package on CRMP
3. Introduction to Coastal Resource Management
4. Economic Valuation of Coastal Resources
5. Food Security and Coastal Resources
6. Into the Mainstream: Promoting Coastal Resource Management in the Philippine National Social Agenda
7. Integrated Coastal Management
8. Mangrove Management
9. Earthwatch Research Results
10. CRMP Revised Results Framework
11. Philippine Situational Analysis of coastal resources
12. Eco-Tourism Framework
13. Enterprise Development Framework
14. Information, Education, Communication (IEC) Framework

## ACRONYMS

ADB	Asian Development Bank
AFMA	Agriculture and Fisheries Modernization Act
BEMO	Bohol Environmental Management Office
BFAR	Bureau of Fisheries and Aquatic Resources
BFARMC	<i>Barangay</i> -level Fisheries and Aquatic Resource Management Council
CABCOM-MOA	Cabinet Committee on Marine and Ocean Affairs
CB/CRM	community-based coastal resource management
CBFMA	community-based forest management agreement
CBRMP	Community-Based Resource Management Project
CEP	Coastal Environment Program
CLEAR7	Coastal Law Enforcement Alliance for Region 7
CLEC	Coastal Law Enforcement Councils
CLUP	comprehensive land use plan
CMMO	Coastal and Marine Management Office
CO	community organizer
CRM	Coastal resource management
CRMFP	Community Resource Management Framework Plan
CRMP	Coastal Resource Management Project
DA	Department of Agriculture
DAO	Department Administrative Order
DENR	Department of Environment and Natural Resources
DILG	Department of the Interior and Local Government
DoF	Department of Finance
DOTC	Department of Transportation and Communication
DSC	Development support communication
DSWD	Department of Social Welfare and Development
ENRAP	Environmental and Natural Resources Accounting Program
ENRO	Environment and Natural Resources Office
FARMC	Fisheries and Aquatic Resource Management Council
FLA	Fishpond lease agreement
FRMP	Fisheries Resource Management Project
GEM	Growth with Equity in Mindanao
GESAMP	Group of Experts on the Scientific Aspects of Marine Environmental Protection
GOLD	Governance and Local Democracy
GOP	Government of the Philippines
GPA	Global Plan of Action
GreenCom	GreenCom Project in the Philippines
ICM	integrated coastal management
IEC	information, education and communication
IEMP	Industrial Environmental Management Project
JAO	Joint Administrative Order
JMO	Joint Memorandum Order
LGC	Local Government Code of 1991
LGU	local government unit
LMP	League of Municipalities of the Philippines
M&E	monitoring and evaluation

M/CPDO	Municipal/City Planning and Development Office
MAO	Municipal Agriculture Office
MCD	municipal coastal database
MENRO	Municipal Environment and Natural Resources Office
MFARMC	Municipal Fisheries and Aquatic Resource Management Council
MOU	Memorandum of Understanding
MPA	marine protected area
MTPDP	Medium-Term Philippine Development Plan
NAMRIA	National Mapping Resource and Information Authority
NCRMP	National Coastal Resource Management Policy
NGA	national government agency
NGO	Non-governmental organization
NIPAS	National Integrated Protected Areas System
OBST	Olango Birds and Seascape Tour
OIWS	Olango Island Wildlife Sanctuary
PANIF-TF	Provincial Anti-Illegal Fishing Task Force
PAWB	Potected Area and Wildlife Bureau
PCAMRD	Philippine Council for Aquatic and Marine Research and Development
PCRA	Participatory coastal resource assessment
PIA	Philippine Information Agency
PLUC	Provincial Land Use Committee
PNP	Philippine National Police
PO	people's organization
PPFP	Provincial Physical Framework Plan
SB	Sangguniang Bayan
SMICZMP	Southern Mindanao Integrated Coastal Zone Management Project
SOW	Statement of Work
SWS	Social Weather Station
TWG	Technical Working Group
UNDP	United Nations Development Programme
UP-MSI	University of the Philippines-Marine Science Institute
USAID	United States Agency for International Development

## PROJECT INFORMATION

The Coastal Resource Management Project - Philippines is a nine-year (1996-2004) technical assistance project of the Department of Environment and Natural Resources, funded by the United States Agency for International Development. It operates in six “learning areas” in Olango, Cebu; Negros Oriental; Northwest Bohol; San Vicente, Palawan; Malalag Bay, Davao del Sur; and Sarangani Province including General Santos City in partnership with the Department of Agriculture- Bureau of Fisheries and Aquatic Resources, Department of Interior and Local Government, Department of Tourism, local government units, non-governmental organizations, academe, private sectors, and people’s organizations.

### PROJECT MANAGEMENT AND TECHNICAL SUPPORT

Tetra Tech EM Inc.

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Global Vision Inc.

Coastal, Ocean, Reef and Island Advisors Ltd.

Helber, Hasters and Fee Planners

Mote Environmental Services Inc.

Pacific Management Resources Inc.

Plan Pacific

Economic Development Foundation

Pacific Rim Innovation and Management Exponents Inc.

Woodward-Clyde Philippines

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Davao Oriental State College of Science and Technology

Environmental Legal Assistance Center, Inc.

First Consolidated Bank Foundation, Inc.

Haribon Foundation, Inc.

Institute for Small Farms and Industries, Inc.

Rtn. Martin “Ting” Matiao Foundation, Inc.

League of Municipalities of the Philippines

Mindanao State University - General Santos Campus

Silliman University Center of Excellence in Coastal Resource Management

University of the Philippines-Marine Science Institute

University of the Visayas Foundation, Inc.

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