

Co-Management of Mangroves—A Briefer

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The management of mangroves is an important component in both forest and coastal resources management. Mangroves are classified as part of forests and forestlands and thus are included in forest land use plans. They are very valuable coastal resources as well and therefore should be part of coastal habitat protection, conservation and management programs of local government units (LGUs) and the national government.

This briefer on the co-management of mangroves provides information on how LGUs and DENR can collaborate in the management of these important but dwindling resources. It describes their respective roles in the partnership and the processes involved in forging and implementing a co-management agreement that is in line with DENR-DILG-LGU partnership guidelines (DENR-DILG Joint Memorandum Circulars (98-01 and 2003-01). Included in the briefer is a story insert about a successful mangrove co-management experience in the Visayas which is starting to show positive economic and environmental benefits.

The briefer is a supplementary material to EcoGov's Training Guides on Forest Land Use Planning and on Coastal Resources Management Planning. This suggests that mangrove co-management can best be implemented in accordance with the forestland allocation and coastal zoning frameworks adopted by an LGU.

It is hoped that this briefer will create interest among LGUs to explore the opportunities that the partnership offers.

ACRONYMS

| | |
|--------|--|
| BFAR | Bureau of Fisheries and Aquatic Resources |
| CBFMA | Community-Based Forest Management Agreement |
| CDC | City Development Council |
| CENRO | Community Environment and Natural Resources Office |
| DENR | Department of Environment and Natural Resource |
| DILG | Department of the Interior and Local Government |
| EcoGov | The Philippine Environmental Governance Project |
| LCE | Local Chief Executive |
| LGU | Local Government Unit |
| MDC | Municipal Development Council |
| MENRO | Municipal Environment and Natural Resources Office |
| MOA | Memorandum of Agreement |
| MPA | Marine Protected Area |
| NGO | Non-Government Organization |
| PMO | Project Management Office |
| PMU | Project Management Unit |
| PNP | Philippine National Police |
| RMP | Resource Management Plan |
| SB | Sangguniang Bayan |
| SC | Steering Committee |
| SP | Sangguniang Panlungsod |
| SWOT | Strengths, Weaknesses, Opportunities, and Threat |
| USAID | United States Agency for International Development |

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How can local government units (LGUs) manage their mangroves?

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LGUs (City/Municipality/Province) can manage their mangroves by entering into a co-management agreement with the Department of Environment and Natural Resources (DENR). Co-management of forestlands is allowed under Joint DILG-DENR Circular 98-01 and 2003-01.

Through a mangrove co-management agreement, DENR and LGUs will jointly manage certain

mangrove areas (mangrove stands and mudflats) of interest to the agreeing parties. Eligible mangrove areas are only those legally classified as forestlands and not zoned by the DENR for fishpond development.

Mangrove is a type of forest growing along tidal mudflats and along shallow water of coastal areas extending inland along rivers, streams and tributaries where water is generally brackish.





What is the difference between co-management agreement and community based forest management agreement (CBFMA)?



A co-management agreement is an agreement between DENR and local government units while a community-based forest management agreement is an agreement between the DENR and peoples' organizations, usually those situated at or in the vicinity of the forestland area subject of agreement.



Can fishponds be covered by co-management agreement?



Yes, but only those fishponds situated in areas NOT ZONIFIED by the DENR for fishpond development.



What is the purpose of mangrove co-management?



A mangrove co-management agreement is an indispensable accessory for securing the integrity of a Marine Protected Area and critical coastal management zones in implementing coastal resource management plans — especially when access to the coastal fishery grounds and the MPAs is possible only via the mangrove area. Other purposes may include:

- protection of the mangrove area as a vital spawning ground,
- conservation of biological diversity,
- protection of sacred grounds and other assets of local historical/religious significance,
- generation of supplementary livelihood or support systems to reduce threats on the fishing grounds and local biological diversity, and

- ❑ establishment of storm/typhoon barriers, sediment deposition areas, breakwaters, etc.



What are the benefits that the community and LGU can get from mangrove co-management?



Benefits to the Community:

- ❑ Security of tenure for residents within the co-management area
- ❑ Increased potential for entry of external investors as a result of zoning and establishment of property rights system
- ❑ Protection of spawning grounds, sacred grounds, and biological diversity
- ❑ Increased opportunities for engaging in sustainable livelihoods

Benefits to the LGU:

- ❑ Increased security of municipal fishing grounds as a source of municipal revenues
- ❑ Generation of revenues from user fees, rents, license fees which can be re-invested in the co-management area
- ❑ Development of eco-tourism areas
- ❑ Increased community participation in implementing LGU projects





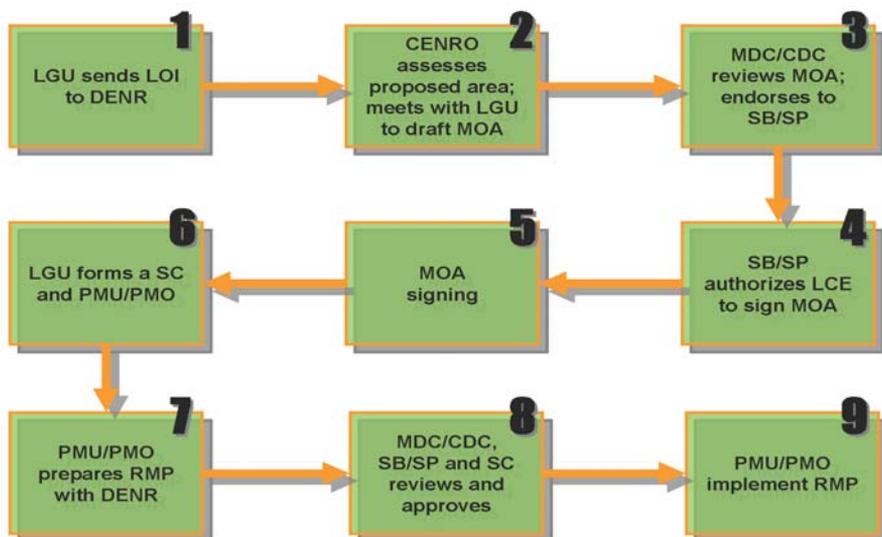
What are the processes involved in the co-management of mangroves?



These are the general steps and decision-making processes in securing and implementing co-management agreements for mangrove areas:

- Step 1** LGU signifies to DENR, through a Letter of Intent, its interest to co-manage areas with the DENR. The LGU may opt to secure an MDC/CDC endorsement of its proposal.
- Step 2** The concerned CENRO conducts jointly with the LGU an initial inventory on the existing mangrove forest and fishponds, and determines the total area that can potentially be placed under co-management. It meets with the interested LGU to agree on the area and draft the Memorandum of Agreement (MOA).
- Step 3** MDC/CDC reviews the draft MOA and endorses it to the Sanguniang Bayan (SB) or Panlungsod (SP)
- Step 4** SB/SP reviews the MOA and through a resolution, authorizes the Local Chief Executive (LCE) to sign the co-management MOA with DENR
- Step 5** The LGU LCE and DENR signs the MOA, with a DILG representative as witness.

- Step 6** The LGU, in consultation with DENR, forms a multi-sectoral Steering Committee (SC) and a Project Management Unit (PMU) or Office (PMO) through an Executive Order.
- Step 7** PMU/PMO prepares jointly with DENR a Resource Management Plan (RMP) for the co-management area and presents this to the MDC/CDC, SB/SP and Steering Committee for adoption.
- Step 8** The MDC/CDC, SB/SP and SC reviews and approves the RMP
- Step 9** PMU/PMO implements the plan with funding from the LGU and technical assistance from DENR





What are the roles and responsibilities of the LGU and DENR in the co-management agreement?



Responsibilities of the LGU:

- Establish a PMU/PMO and appoint a qualified area coordinator and personnel who will be responsible and accountable for the management of the area.
- Initiate the formation of the Steering Committee
- Prepare the Resource Management Plan and submit to appropriate bodies for legitimization
- Approve and enact ordinances and issue guidelines in support of the approved Resource Management Plan
- Allocate financial and other resources for the protection, rehabilitation and development of the co-managed area.
- Facilitate support of the public and private sector and communities to the program.
- Lead the conduct of a periodic assessment of activities in the co-managed area and prepare progress reports for the Steering Committee and other stakeholders
- Adopt good governance principles of transparency, accountability and participatory mechanisms in the joint management of the mangrove forestlands.
- Integrate the RMP into the Comprehensive Land Use Plan and other development and investment plans of the LGU

Responsibilities of the DENR:

- ❑ Provide technical assistance and advice to the LGU in the preparation and implementation of the Resource Management Plan
- ❑ Issue tenurial instruments within the co-management area upon recommendations of the Steering Committee and, where appropriate, affirm associated sub-agreements issued by the Steering Committee.
- ❑ Participate in the periodic assessment of activities in the co-managed mangrove forestlands.
- ❑ Assist the LGU enforce environment and natural resources regulations in the co-managed mangrove forestlands.
- ❑ Adopt good governance principles of transparency, accountability and participatory mechanisms in the joint management of the mangrove forestlands.



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How long is the effectivity of the co-management agreement?

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The agreement will remain in effect for 25 years unless mutually rescinded by both parties. It will be renewable for another 25 years.

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Who is the DENR signatory to the co-management agreement?

A

The signing officer will depend on the area (hectarage) that will be covered by the co-management agreement.

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|----------------------------------|---------------------------|
| Mangrove areas up to 1,000 ha | CENRO |
| More than 1,000 ha to 5,000 ha | PENRO |
| More than 5,000 ha to 15,000 ha | RED |
| More than 15,000 ha to 30,000 ha | USec for Field Operations |
| More than 30,000 ha | Secretary of DENR |



- ❑ Review/sign sub-agreements with actual occupants for the stewardship of any portion of the co-management area provided that such will not be interpreted as permanent substitute for tenure instruments that may be issued by the DENR.
- ❑ Review and sign business or venture contracts and other sub-agreements with private individuals, cooperatives, corporations or government agencies for the protection and management of any portion of the co-management area.
- ❑ Select a competent and technically qualified Area Coordinator to head the PMU/PMO.

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What are the functions of the Project Management Unit/Office?

A

These are the major functions of the PMU/PMO:

- ❑ Lead the preparation of the Resource Management Plan, ensuring the participation of the concerned barangays, communities and stakeholders.



- ❑ Coordinate implementation activities in the co-management area harnessing the support and services of national (e.g., DENR, BFAR, DILG, PNP) and local agencies, barangay officials, NGOs and the private sector.
- ❑ Conduct information dissemination and regular consultations/dialogues with barangay officials and occupants/stewards in the co-management area to generate local support and encourage their participation.
- ❑ Evaluate claims of occupants and proposals for public and private investments in the co-management area and submit recommendations to the Steering Committee regarding the issuance of appropriate tenurial instruments, sub-agreements or contracts.
- ❑ Organize a periodic assessment of the performance of the program based on key performance indicators (physical and financial) approved by the Steering Committee and submit periodic reports to the Steering Committee.
- ❑ Prepare annual workplans and budgets for submission to the Steering Committee.





What will be contained in the Resource Management Plan?



The RMP, which will be for a 5–year period, will have three essential parts:

- ❑ Situation Analysis. This describes the extent of the mangroves in the LGU and the specific area that will be placed under co-management, its current uses, and the current users of the area with their respective land claims. The preparation of the situation analysis will involve site investigations/validation, technical mapping, community mapping, stakeholder analysis and a strengths, weaknesses, opportunities, and threat (SWOT) analysis.
- ❑ Vision and Strategic Directions. This will contain the vision for the mangrove area, and the goals and objectives of the plan. This will also outline the key strategies to improve the management of the mangrove area which may include zoning, the establishment of property rights system, sustainable livelihoods for occupants and sustainable financing.
- ❑ Implementation Strategies. This will outline more specific actions that will be taken to achieve the goals and objectives of the plan, with the corresponding outputs and budget/resource requirements. This section will also describe the institutional arrangements for implementing, coordinating, monitoring and reporting these actions, and the strategy for financing plan implementation and recovery of management costs.

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