



CORAL TRIANGLE INITIATIVE

ON CORAL REEFS, FISHERIES AND FOOD SECURITY

PHILIPPINES



Benchmarking MPA performance towards promoting effective management



USAID
FROM THE AMERICAN PEOPLE



Benchmarking MPA performance towards promoting effective management

April 2013

This publication was prepared by Conservation International Philippines for the Philippine's National Coral Triangle Initiative (CTI) Coordinating Committee with funding from the United States Agency for International Development's Coral Triangle Support Partnership.

USAID Project Number: GCP LWA Award # LAG-A-00-99-00048-00

For more information on the six-nation Coral Triangle Initiative, please contact:

Coral Triangle Initiative on Coral Reefs, Fisheries and Food Security Interim-Regional Secretariat
Ministry of Marine Affairs and Fisheries of the Republic of Indonesia
Mina Bahari Building II, 17th Floor
Jalan Medan Merdeka Timur No. 16
Jakarta Pusat 10110, Indonesia
www.coraltriangleinitiative.org

National CTI Coordination Committee-Secretariat
Protected Areas and Wildlife Bureau
Department of Environment and Natural Resources
Ninoy Aquino Parks and Wildlife Center
Telefax Number (+632) 925-8948, 924-6031 loc. 207
<http://www.coraltriangleinitiative.org>

Bureau of Fisheries and Aquatic Resources
Department of Agriculture
DA Compound, Q.C. Circle, Quezon City
Telephone Number (+632) 929-4894; 929-8183

This is a publication of the Coral Triangle Initiative on Corals, Fisheries and Food Security (CTI-CFF). Funding for the preparation of this document was provided by the USAID-funded Coral Triangle Support Partnership (CTSP). CTSP is a consortium led by the World Wildlife Fund, The National Conservancy and Conservation International with funding support from the United States Agency for International Development's Regional Asia Program.

©2013 Coral Triangle Support Partnership. All rights reserved. Reproduction and dissemination of material in this report for educational or other non-commercial purposes are authorized without any prior written permission from the copyright holder's provided the source is fully acknowledged. Reproduction of material in this information product for resale or other commercial purposes is prohibited without written permission of the copyright holders.

Disclaimer: This document is made possible by the generous support of the American people through the United States Agency for International Development (USAID). The contents are the responsibility of the Coral Triangle Support Partnership (CTSP) and do not necessarily reflect the views of USAID or the United States Government.

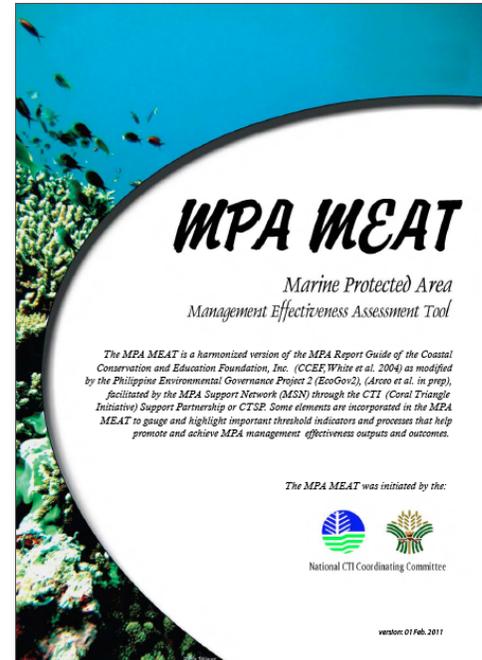
Cover photo: Jürgen Freund

Benchmarking MPA performance towards promoting effective management

For many years, establishing marine protected areas (MPAs) has been one of the most widely used ways of promoting sustainable management of coastal resources and marine biodiversity conservation in the Philippines. Many MPAs have been shown to achieve some measure of success, providing various benefits in areas like fisheries, tourism, species protection, and climate change resilience. MPAs help promote community participation in resource management (for local MPAs established under the Fisheries Code) and allow the conservation of relatively large areas of national importance (for national MPAs established under the National Integrated Protected Areas System or NIPAS).

However, to help sustain and promote these benefits, MPA managers need to have a stronger understanding of effective MPA management as well as a way of monitoring management effectiveness. The Management Effectiveness Assessment Tool (MEAT) was developed to help answer this need.

MEAT was developed through harmonizing previous MPA benchmarking tools used by the Coastal Conservation Education Foundation and the Environmental Governance Project of the United States Agency for International Development (USAID). This process was facilitated by the MPA Support Network and supported by the Coral Triangle Support Partnership (CTSP).



CTSP supported the initial use of the MEAT in assessing the management effectiveness of MPAs across the country. Results of the assessment will be used for the following:

- To provide baseline information for monitoring the Philippines' MPA targets under the Philippine National Plan of Action on MPA (Goal 3: MPAs established and effectively managed, with percent area of MPAs under effective management as success indicator)
- To track progress of the country's commitments to the Convention on Biological Diversity
- To provide recommendations for improving MPA management

Scenes from MPAs around the country [clockwise from top left]: Turtle Islands Wildlife Sanctuary (Tawi Tawi), Pujada Bay Protected Landscape and Seascape (Davao Oriental), Apo Reef Natural Park (Occidental Mindoro), and Tubbataha Reefs Natural Park (Palawan)

What makes an effectively managed MPA?

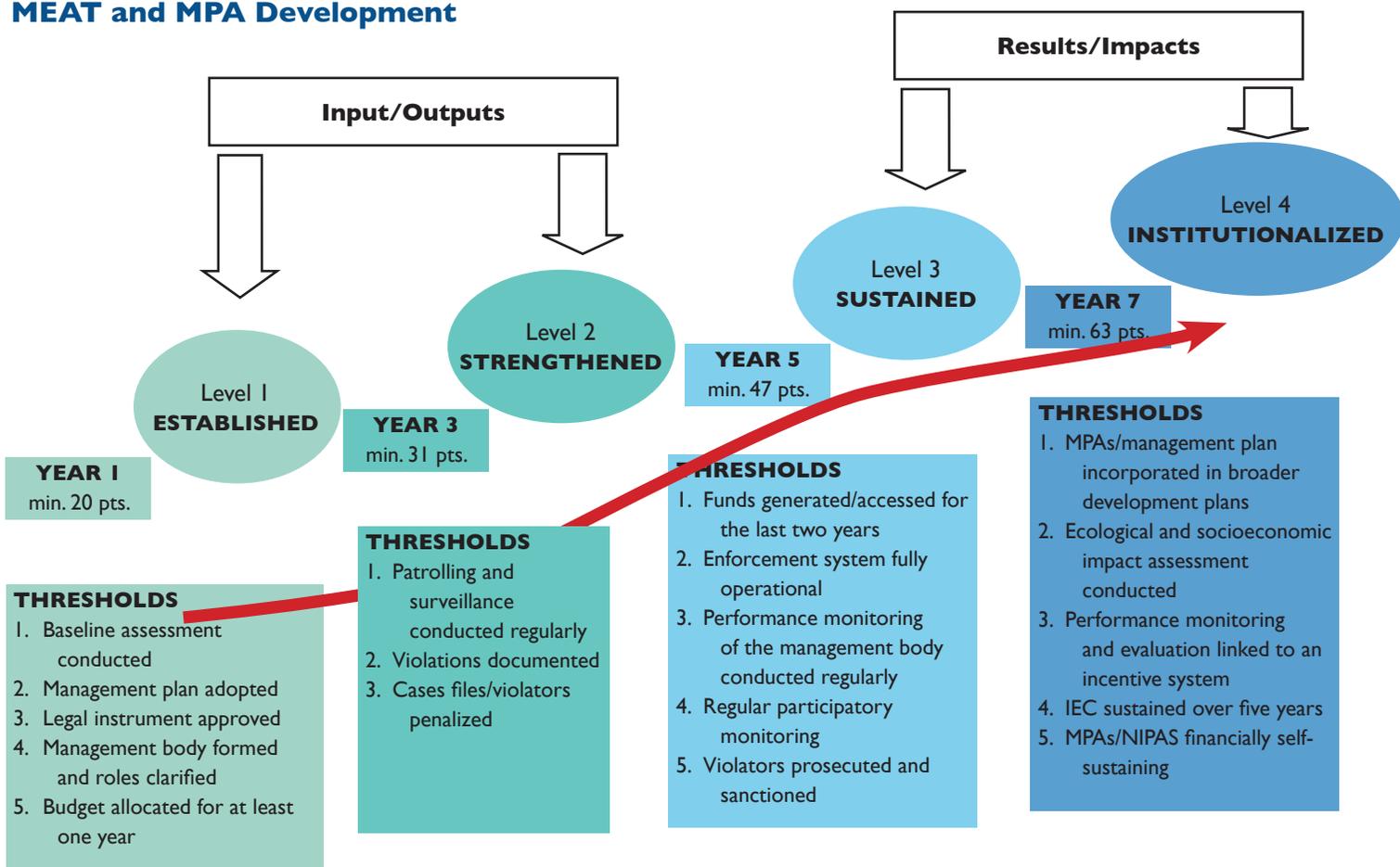
Under the MEAT, management effectiveness is measured through nine major criteria

- Law enforcement
- Monitoring and evaluation
- Financing
- Management body
- Information, education and communication
- Legitimization
- Community participation
- Site development

MPAs are given scores using questions related to these criteria, with parameters called threshold questions determining their overall score and level of management effectiveness (see figure below). To qualify in each level of management effectiveness, all of the threshold questions and at least 75% of the total allowable score in each level should be satisfied.

An MPA may be assessed to be at the lowest level of 0 when it fails to meet the requirements under Level 1 (MPA is established). The higher levels are Level 2 (MPA is strengthened), Level 3 (MPA is effectively sustained), and Level 4 (MPA is effectively institutionalized). An effectively managed MPA is one that satisfies the requirements of Level 2 or above.

MEAT and MPA Development



MEAT in NIPAS MPAs: Major Results

MPAs Assessed

CTSP used the MEAT in assessing **nine** of the 33 national MPAs under the Philippine NIPAS. These nine MPAs are found in eight provinces and cover **41% of the total 1.7 million hectares of NIPAS MPAs**.

Management Effectiveness

3 out of 9 MPAs were effectively managed, with two achieving Level 2 and one reaching Level 3. Three MPAs were at Level 1, while the rest have not reached the establishment level.

MPA	Location (province)	Area (hectares)	Management Effectiveness
Palau Island Protected Landscape and Seascape	Cagayan	7,415	Level 0
Masinloc and Oyon Bays Marine Reserve	Zambales	7,568	Level 0
Apo Reef Natural Park	Occidental Mindoro	27,469	Level 2
El Nido Managed Resource Protected Area	Palawan	89,134	Level 1
Tubbataha Reefs Natural Park	Palawan	98,828	Level 3
Albuquerque-Loay-Loboc Protected Landscape and Seascape	Bohol	1,164	Level 0
Turtle Islands Wildlife Sanctuary	Tawi-Tawi	242,967	Level 1
Pujada Bay Protected Landscape and Seascape	Davao Oriental	21,200	Level 1
Sarangani Bay Protected Seascape	Sarangani and Gen. Santos City	215,950	Level 2
TOTAL		711,695	

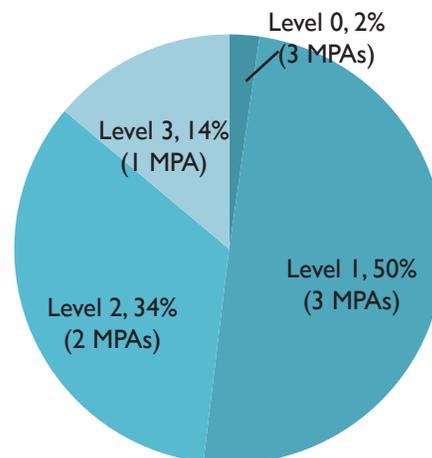
Strengths

- presence of legal instrument
- community participation in establishment process
- presence of management plan

Areas for Improvement

- monitoring and evaluation
- sustainable financing
- information, education and communication

In terms of area, **48% (342,247 hectares)** of the assessed MPAs are effectively managed or have achieved scores to qualify for Level 2 and up. This in turn translates to 19% of the total area of all NIPAS MPAs.



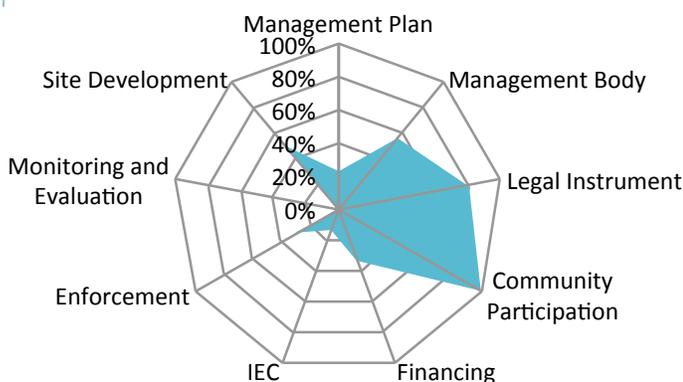
Management effectiveness by area

MEAT in NIPAS MPAs: Major Results

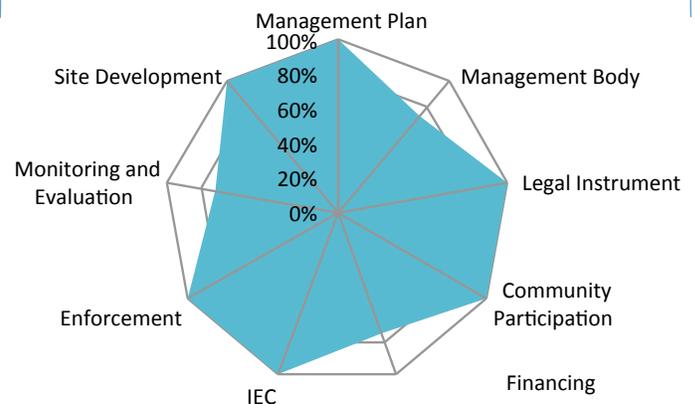
These charts reflect the scores of each NIPAS MPA with regard to the nine major management effectiveness criteria:

- **community participation** in establishment process
- presence of **management plan** drafted, adopted, implemented, reviewed, updated and incorporated in broader development plans
- presence of **management body** with identified members with clear roles and responsibilities and are capable of supervising management activities and sourcing funds
- presence of a **legal instrument** that is sufficient to enforce the MPA such as municipal ordinance for locally-managed, and presidential proclamation or republic act for nationally-managed MPAs
- availability of sufficient **funds** for the operations of the MPA through annual budget allocations from the barangay, municipal or provincial LGUs, sourced out from assisting NGOs, revenues from user fees, entrance fees and other sustainable financing schemes with the end view of maintaining a self-sufficient MPAs
- regular **awareness campaigns** to disseminate information on the MPA, its boundaries, its policies, its management
- presence of an **enforcement** system with a composite, capacitated team that conducts regular monitoring, control and surveillance, with records of violations, number of cases filed or violators penalized and sanctions enforced
- presence of **monitoring and evaluation** system with baseline assessments, annual participatory biophysical monitoring, socioeconomic monitoring and impact assessments
- **development of the site** through construction of various support facilities and infrastructure and expansion strategies or resource enhancement programs

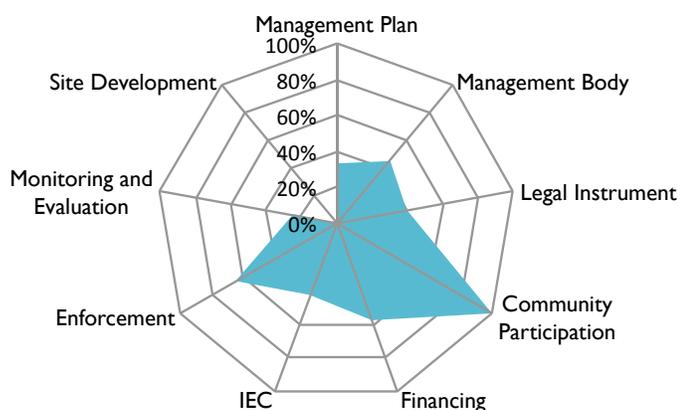
Alburquerque-Loay-Loboc PLS



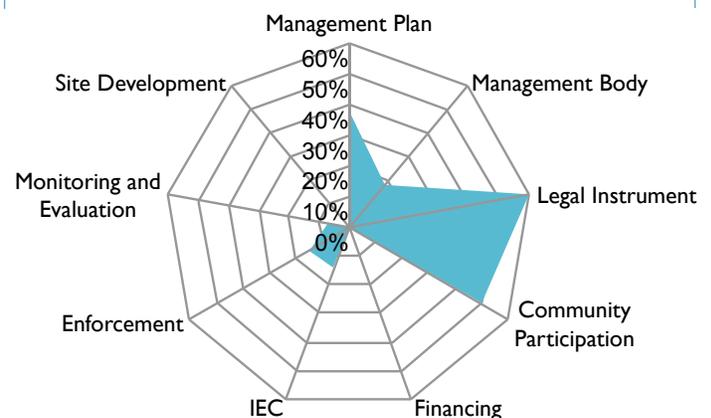
Apo Reef Natural Park



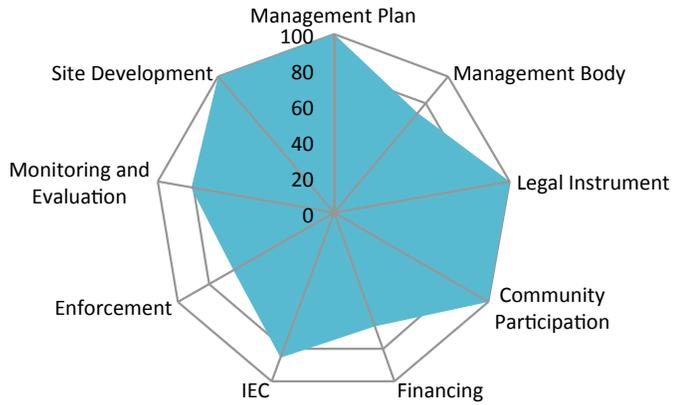
El-Nido Taytay Managed Resource PA



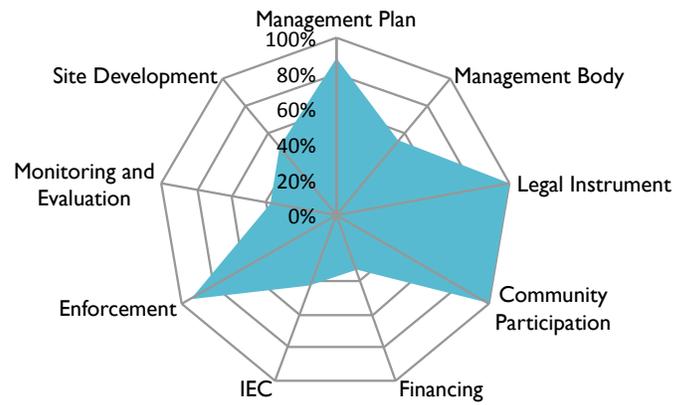
Masinloc and Oyon Bays Marine Reserve



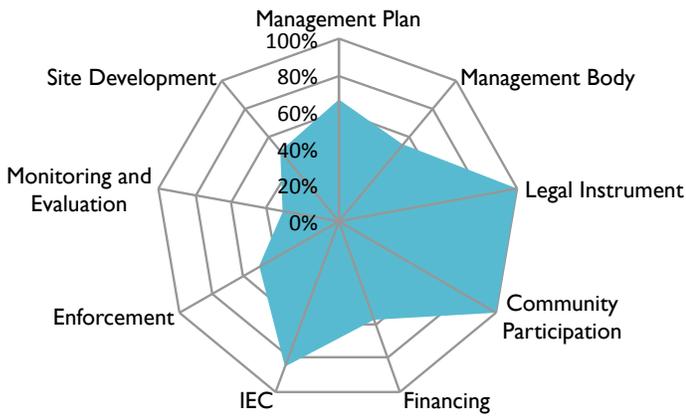
Pujada Bay PLS



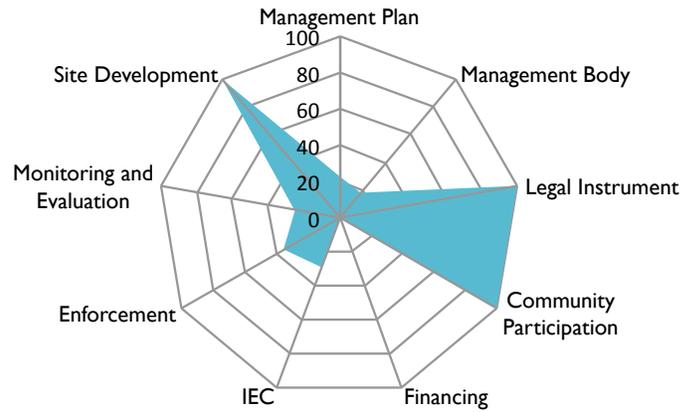
Sarangani Bay Protected Seascape



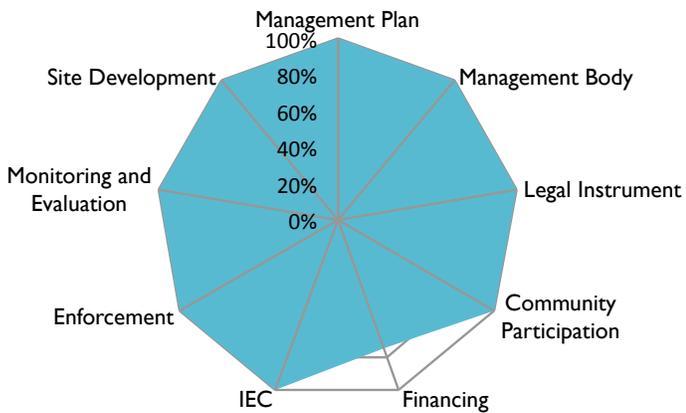
Turtle Islands Wildlife Sanctuary



Palau Island PLS



Tubbataha Reefs Natural Park



These results easily show the relative strengths and weaknesses of each MPAs, allowing managers to objectively identify areas for improvement.

Improving MPA Management Effectiveness

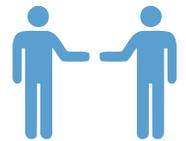
Building on the results of the assessment, several recommendations are drawn up to capitalize on the MPAs strengths and address weaknesses. These recommendations are on the areas of improving the capability of the management body, strengthening the legal status of the protected area, securing financing, and other actions related to the nine effectiveness criteria under MEAT.



Build the capability of the protected area management boards (PAMB) and PA workers through an institutionalized training program. Key skills that should be imparted include:

- basic knowledge on NIPAS
- policy development and implementation
- participatory governance and conflict management resolution
- project development and fundraising
- management planning, budgeting, implementation and evaluation
- law enforcement

Increase the number of PA workers through partnerships with other national government agencies (NGAs) as well as with local governments. This may be pursued through:



- a presidential directive coupled with conservation contracts
- sharing of powers with LGUs, in line with decentralization



Complete the PA establishment process of all 33 MPAs under NIPAS. This may be facilitated by the following measures:

- DENR Secretary to issue a memorandum order on the prioritization of the establishment process, setting a deadline for the protected area suitability assessment
- DENR Protected Areas and Wildlife Bureau to set a plan of action for the establishment process of each MPA, involving the participation of local stakeholders, relevant government agencies, academic and research institutions, local governments, and nongovernment organizations



Formulate a strategy for involving local and national governments in MPA management. Developing this strategy may involve:

- conducting a study on how to link MPA management with the concerns of NGAs like the departments of tourism, defense, budget management, justice, and local government
- forming a NIPAS Advisory Council or NIPAS Management Board to bring NGAs together for MPA management

Address perennial fundraising and financing problems.
Recommended actions for doing this include:



- DENR to advocate for allocations for individual MPAs for inclusion in the General Appropriations Act
- DENR to raise funds from its development partners to finance PA activities
- Explore wider implementation of the practice of some LGUs (with the cooperation of the PAMBs, in some instances) of capturing the revenues generated from the use and enjoyment of NIPAS sites to support the sites' needs.
- LGUs to share in the costs of MPA management
- PAWB to help the sites identify fund sources



Strengthen the monitoring and evaluation (M&E) as well as the learning system of MPAs.

- Adopt a definitive M&E tool.
- Conduct regular performance monitoring.
- Develop and maintain a database and knowledge management system to link the tools to supporting decisions.
- PAWB should be able to show how M&E is used for improving policies and practice at the national and local levels.
- Establish a system of documenting and popularizing best practices, as well as an incentive system to reward best performing MPAs.

Way Forward: Assessing Management Effectiveness of the MPAs under NIPAS

The results of the MEAT assessment can guide MPA managers in making improvements in their current programs with a view of improving the management effectiveness of their respective MPAs. However, since this assessment covered only 19% of the total area of NIPAS MPAs, assessing the remaining 21 MPAs is highly recommended. Most of the MPAs under NIPAS Act are the country's largest, covering 973,738 hectares which when managed effectively will play a big role in sustaining the country's needs for marine and coastal resources as well as other ecosystem services. It is also recommended that Philippine government (through the DENR) designate a particular unit that will sustain the monitoring and evaluation of the performance of MPAs at least biennially.

	Region	Name of Marine Protected Area	Location (province)	Area Covered (hectares)	Year of Proclamation/ Legislation
1	1	Agoo-Damortis Protected Landscape and Seascape	La Union	10,513	Apr-00
2	2	Peñablanca Protected Landscape and Seascape	Cagayan	118,781	Oct-03
3	2	Batanes Protected Landscape and Seascape	Batanes	213,578	Feb 1994 (RA Jan 2001)
4	4B	Malampaya Sound Protected Landscape and Seascape	Palawan	200,115	Jul-00
5	5	Malabugot Protected Landscape and Seascape	Camarines Sur	120	Apr-00
6	5	Bongsanglay Natural Park	Masbate	244	May-00
7	7	Talibon Group of Islands Protected Landscape and Seascape	Bohol	6,456	Jul-99
8	7	Apo Island Protected Landscape and Seascape	Negros Oriental	691	Aug-94
9	8	BiriLarosa Protected Landscape and Seascape	Northern Samar	33,492	Apr-00
10	8	Guiuan Protected Landscape and Seascape	Eastern Samar	60,448	Sep-94
11	8	Cuatro Islas Protected Landscape and Seascape	Leyte	12,500	Apr-00
12	9	Aliguay Island Protected Landscape and Seascape	Zamboanga del Norte	1,187	May-99
13	9	Demanguilas Protected Landscape and Seascape	Zamboanga del Sur	25,948	Aug-99
14	9	Great and Little Sta. Cruz Island Protected Landscape and Seascape	Zamboanga del Sur	1,877	Apr-00
15	9	Selinog Island Protected Landscape and Seascape	Zamboanga del Norte	960	Apr-00
16	9	Murcielagos Island Protected Landscape and Seascape	Zamboanga del Norte	100	Apr-00
17	10	Baliangao Protected Landscape and Seascape	Misamis Occidental	294	Nov-00
18	10	Initao-Libertad Protected Landscape and Seascape	Misamis Oriental	1,300	Sep-02
19	11	Baganga Protected Landscape	Davao Oriental	114	Apr-00
20	11	Mabini Protected Landscape and Seascape	Compostela Valley	6,106	May-00
21	13	Siargao Protected Landscape and Seascape	Surigao del Norte	278,914	Oct-96
	TOTAL			973,738	

“The benchmarking of marine protected area (MPA) management effectiveness is a crucial part in improving functionality of governance and management of MPAs in the Philippines. It serves as a baseline for the monitoring of the Coral Triangle Initiative (CTI) Philippines’ National Plan of Action (NPOA) and dovetails with tracking of commitments to the Convention on Biological Diversity.

The MPA Management Effectiveness Assessment Tool (MPA MEAT) was developed as a benchmarking tool as a result of considerable cooperative work between several institutions and individuals working to help establish and sustain MPA as an important strategy to adaptively manage the coastal and marine areas of the Philippine archipelago.

It is envisioned that the MPA MEAT will be implemented widely to help pursue the goal of improving effectiveness of MPAs in the Philippines as part of the CTI (see CTI Goal on MPAs). It can be used as a minimum set of standards for compliance to the CTI NPOA.”

- from the MEAT e-form version 01.Feb.2011.

The MPA MEAT was initiated by the Philippines’ National CTI Coordinating Committee. Interested MPA managers may download copies of the MEAT Training Toolkit from www.coraltriangleinitiative.org.



CORAL TRIANGLE
INITIATIVE
ON CORAL REEFS, FISHERIES AND FOOD SECURITY
PHILIPPINES