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**THE CHALLENGE OF ENVIRONMENTAL GOVERNANCE:
MAKING IT WORK WITH LGUs**

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THE CHALLENGE OF ENVIRONMENTAL GOVERNANCE: MAKING IT WORK WITH LOCAL GOVERNMENT UNITS (LGUs)¹

I. Introduction

This paper synthesizes the various concepts and ideas that emerged during the implementation of the Philippine Environmental Governance (EcoGov) Project Phase 1² (from December 1, 2001 to November 30, 2004). Reflecting on the Project's three-year experience, this paper tries to draw certain ideas from the lessons learned and recommendations made that could serve as a "think piece" for consideration in the implementation of EcoGov 2.

Some of these ideas may be obvious and may easily be implemented, a few may be part of evolving concepts in development and need to be tested, while others may remain as mere ideas and simply stay in the realm of theory and academic discussions. Nevertheless, it is worthwhile to discuss even a few of these ideas, as the possibility exists that even one or two may open up doors for development projects, like EcoGov 2, to break new grounds or advance environmental governance initiatives, especially at the local level.

Environmental governance, no matter how abstract this concept may be, is this paper's center piece. Emphasis is given on local environmental governance as it is believed that the LGUs are in a better position—and it is to their interest—to put resources within their jurisdiction under effective management.

Local environmental governance is a challenging act that LGUs have to do. The stage is the municipality or a city where the players are going to perform. The key players are the city/municipal leaders and their constituents, the provincial LGUs, the Department of Environment and Natural Resources (DENR), and the civil society organizations (including the leagues of LGUs, NGOs, people's organizations, media, and enforcement agencies). And the objective is to put "flesh and blood" into the concept that is environmental governance and apply it in the management of coastal and forest resources as well as solid waste.

II. What EcoGov 1 did and accomplished

Following a demand-driven approach, EcoGov 1, in partnership with the DENR, DENR/Autonomous Region in Muslim Mindanao (ARMM), Department of Agriculture/Bureau of Fisheries and Aquatic Resources (DA/BFAR), and local resource

¹ Written by ES Guiang, Chief of Party of EcoGov 1. Ideas and observations in this paper do not necessarily reflect those of DAI, DENR and USAID.

² The EcoGov Project Phase 1 is a Technical Assistance Grant of the US Agency for International Development (USAID) to the Government of the Philippines (GOP). EcoGov 1 was implemented by the Development Alternatives, Inc (DAI), in close collaboration with the DENR, LGUs, and other partners in Central and Western Mindanao, Central Visayas, and Northern Luzon. The Project supports policy initiatives as well as planning and implementation efforts of LGUs on coastal resources, forests and forest lands, and solid waste.

organizations, responded to several requests for technical assistance from LGUs and communities in an effort to:

- Improve governance of forests, coastal resources, and solid wastes; and
- Address corruption and conflicts for enhanced resources conservation.

The Project helped in improving local environmental governance through the LGUs, which earlier expressed interests in availing technical assistance and signed Memoranda of Agreement (MOAs) with EcoGov 1 and the DENR Secretary, or with the concerned DENR Regional Executive Directors (REDs). Through the MOAs, the Project in collaboration with DENR, DA/BFAR, DENR/ARMM, and in some areas, the provincial government, assisted the city/municipal LGUs, leagues, and the communities in making informed decisions and carrying out actions that are founded on transparent, accountable, and participatory processes. The assistance strengthened stakeholders' capacity to analyze key environmental issues and opportunities; identify and choose their options; implement key activities; and craft and enact local ordinances to strengthen incentives, allocate resources, and make enforcement effective.

The Project worked closely with DENR, DA/BFAR, local service providers, the Department of Interior and Local Government (DILG), and other national line agencies in training and coaching LGU counterparts. This approach, in turn, strengthened the partners' capabilities in directly assisting the LGUs and communities. To a certain extent, the Project demonstrated how field offices of technical agencies, such as the DENR, DA/BFAR, the National Commission on Indigenous Peoples (NCIP), should respond and guide the LGUs and communities as they carry out various local environmental governance initiatives. This is quite significant as the LGUs are now increasingly becoming the major clients of DENR, DA/BFAR, and DILG as more and more environmental governance functions are devolved to the local level.

In addition, the Project worked with counterparts (both at the local and national level) in:

- a) Reviewing, crafting, and facilitating issuance of policies to improve local environmental governance; and
- b) Providing technical, information/education/communication (IEC), and analytical support needed by LGUs and counterparts for program implementation, advocacy, and policy modifications.

The Project primarily focused on Mindanao, but also covered Central Visayas and Northern Luzon. In terms of resource distribution, EcoGov 1 invested 35 percent of its technical and financial resources to forests and forestlands management (FFM); the other 35 percent to coastal resources management (CRM) efforts; and the remaining 30 percent was allocated for integrated solid waste management (ISWM) initiatives.

In three years' time, EcoGov 1 was able to assist 79 LGUs³. These LGUs committed and contributed an amount of more than P40 million in planning and implementing various local environmental governance initiatives in FFM, CRM and ISWM.

³ Consist of municipal/city LGUs and some provincial LGUs. A number of the municipal/city LGUs was provided with a combination of assistance (e.g., FFM and ISWM; FFM, ISWM and CRM)

Despite some slippages which resulted from budget cut and national and local elections in general, and some local factors, in particular, EcoGov 1 was still able to accomplish an average performance rate of 96 percent (Annex 1) across all sectors based on the Project's 16 key performance indicators.

FFM, CRM and ISWM targets

In FFM, EcoGov 1 assisted 28 LGUs in preparing governance-oriented forest land use plans (FLUPs), 21 of which were able to legitimize their plans and 12 able to execute co-management agreements for specific areas of forests and forestlands. The 21 legitimized plans cover about 275,000 ha of forest cover. Of this, more than 266,000 ha have been placed under:

- (a) MOA between the LGUs and DENR for the joint implementation of the legitimized and approved FLUPs, and
- (b) Co-management agreements for the protection, development, and management of forests and forestlands.

The Project was able to accomplish an average performance rate of 92.8 percent in FFM, despite slippage in the number of signed DENR-LGU MOAs for joint FLUP implementation and the delay in the signing of the co-management agreements of DENR Region 9 and Zamboanga City due mainly to the changes in the mayors. The implementation of FFM assistance to LGUs have ignited local interests in taking proactive actions to plan, allocate, protect, develop, and manage forests and forestlands.

In CRM, EcoGov 1 assisted 26 LGUs in preparing and legitimizing CRM plans, fisheries management plans, and in identifying and legitimizing (through local ordinances) the establishment of marine sanctuaries. A total of 625 km of coastline have been placed under improved management, with 16 new marine sanctuaries being established and are now under protection of local governments and communities.

Annex 1 indicates that the Project has achieved an average performance rate of 98.3 percent in CRM. This was accomplished despite slippage in the number of LGUs with consensus on coastal terminal points, which was due to difficulty in getting agreement between leaders of LGU that have different political affiliations. The CRM sector assistance to LGUs deepened their understanding and strengthened local political will (through the processes of transparency, accountability, and participatory decision making) to get organized and do collective protection and management of municipal waters as mandated under the Local Government Code and the Fisheries Code.

In ISWM, EcoGov 1 assisted 44 LGUs in planning and starting key implementation activities that respond to the provisions of the Ecological Solid Waste Management Act (RA 9003). The ISWM sector assistance highlighted several urgent implementation issues that the LGUs have to address in order to be responsive and effective in carrying out the provisions of the law.

EcoGov 1 developed methodologies for assessing solid wastes, estimating baseline and determining 25 percent waste diversion, and preparing and legitimizing ISWM plans. With these new approaches, LGUs initiated waste segregation at source, started shifting from open to controlled dumpsites, as well as planned sanitary landfills, strengthened local ESWM Boards, and crafted operational strategies and ordinances. In this sector,

EcoGov 1 achieved an average performance rate of 96 percent (Annex 1) despite slippage in the number of legitimized ISWM plans (due to delays in completing waste characterization data analysis and reprioritization of technical assistance due to budget cut) and in LGU actions to effect waste diversion. At the end of Phase 1, the Project achieved an average of 11 percent out of the 15 percent waste diversion target in selected LGUs.

Policy, technical and other support

As shown in Annex 2, EcoGov 1 assistance in improving policies on environmental governance was more prominent in the FFM sector than in any other. More than 50 percent of all the major policy instruments that were issued at the national level responded to key issues touching on the governance of forests and forestlands. The DENR-DILG Joint Memorandum Circular (JMC) 2003-01, Executive Order No. 318 (Promoting Sustainable Forestry) and the Muslim Mindanao Autonomous Act (MMAA) 161 (ARMM Regional Sustainable Forest Management Act) have provided clear policy directions for more devolved, transparent, accountable, and participatory approaches in protecting and managing forests and forestlands. There were also several studies that supported and recommended key policy changes in the implementing rules and regulations (IRRs) or provisions of the Fisheries Code, RA 9003 and other existing IRRs. Some of these recommendations will need follow-up assistance by DENR, LGUs or by EcoGov Phase 2.

Lastly, Annex 3 summarizes the nature and status of what EcoGov did and accomplished with respect to providing technical, analytical, and IEC support to the various clients at the local, regional, and national levels. The major objectives of these initiatives were two-fold:

- (a) Develop and test materials – training modules, models, guidebooks, primers, etc. —for dissemination to the general public and for helping key stakeholders make more informed decisions and actions; and
- (b) Develop and test analytical tools for the purpose of arriving at consensus, resolving conflicts, or organizing more concerted advocacy initiatives.

Challenges, opportunities and lessons learned

As mentioned earlier, the Project encountered some slippages but was still able to gain substantial accomplishments, like in ISWM. In many ways, the EcoGov-assisted LGUs started and pioneered the implementation of most of the key provisions of RA 9003 and its IRR, such as the more comprehensive approach to waste assessment, options analysis, ISWM planning, determination of diversion benchmarks as the basis for measuring the targeted 15 percent diversion or the 25 percent requirement of the law, the legitimization process and protocol at the LGU and DENR field offices. EcoGov 1 with the LGUs, gradually realized that some provisions of the law and its IRR simply take time to be internalized by DENR, the LGUs, and the community members themselves. More practical, simple, and accurate methods and systems for tracking, monitoring, and diverting wastes have yet to be developed or tested.

Among the major challenges that EcoGov 1 had to face as it tried to assist as many LGUs as possible during its lifetime were the budget cut and the local and national elections.

The budget cut resulted in having to prioritize LGUs to be assisted, causing the dropping of some and the reduction of assistance to many. The local and national elections in 2004 followed by the changes in local leadership in several LGUs almost put to a halt many of the “legitimization” processes at the local level. There was a change of local leadership in 55 percent of municipalities and cities where EcoGov 1 operated. New local leadership required another round of time-consuming briefings and efforts to re-connect and establish relationships. The Team waited until the new leaders were able to respond to previously agreed actions for implementation or legitimization.

In some LGUs, the new leaders were lukewarm to initiatives started by the previous administrations. The changes at the local level also resulted in changes in key leaders of some leagues, particularly the League of Cities of the Philippines (LMP), and to some extent, the League of Municipalities (LMP). Fortunately, some of the leadership changes proved to be helpful for EcoGov 1 implementation during its last 4-6 months. For instance, partnership with LMP towards the end of EcoGov 1 was very encouraging as the league’s vision and direction became more defined under the new leadership.

The increasing budget deficit at the national level impacted the LGUs and technical counterpart agencies. For instance, the worsening fiscal situation of DENR, the major technical counterpart in assisting LGUs plan and implement actions in FFM, CRM, and ISWM, had constrained the agency’s participation in several training activities and in on-site coaching and mentoring activities. Because of the nature of implementation agreement between the US Government and the National Economic Development Authority (NEDA), DENR found it difficult to secure GOP counterpart for EcoGov 1 implementation. The budget constraint and the impending change in national leadership at DENR during the Project’s last few months resulted in re-alignments within the department to respond to the President’s 10-Point Priority Agenda.

The combined impacts of changes in DENR leadership and the worsening budget deficit have demanded new kind of partnership arrangement between DENR, LGUs, and EcoGov Project in improving local environmental governance. Based on EcoGov’s experience, however, the partnership flourished in areas where provinces and municipalities have strong working relationships between and among DENR field offices, LGUs, and EcoGov Project specialists.

The following is a “think piece” that provides an analysis of what took place during the implementation of EcoGov 1 as well as some ideas on how some challenges should be addressed (and slippages avoided).

III. “Think Piece” (from EcoGov 1 Project Implementation)

1. *An LGU’s vision for its forests and forestlands, coastal resources, and solid waste provides perspective and direction in improving local environmental governance*

EcoGov 1 invested its resources in helping LGUs to clearly define their vision with respect to the management of coastal and forest resources and solid waste. The processes involved have helped them gain a better appreciation of, and set the direction for, local environmental governance. Moreover, the LGUs learned to state their vision

and outline their strategic directions based on agreements with the local stakeholders following participatory, transparent, and accountable processes. The Project promoted the idea that the vision and direction in governing the forests and forestlands, coastal resources, and solid waste serve as the cornerstone of sound environmental governance. Vision and directions were crafted from extensive discussions of lessons from the past (hindsight), the LGU's current condition (situational analysis), and trends that may impact the future (foresight) of forests and coastal resources, and solid wastes. Each LGU's vision and strategic directions were embedded in their FLUPs, CRM plans, and ISWM plans. These are proving to be the rallying points for the local stakeholders and interested parties to participate, invest, and collaborate. Clearly, "without vision, a people fails" and according to the Koran, "If you don't know where you're going, any road will take you there".

In the past, the lack of a clearly defined vision in environmental governance at the national, regional, and local level had led to decisions and actions that were less than optimal. Scarce resources were thinly spread over wide geographic coverage. There was no single focus for resource mobilization, resource allocation and re-alignment, public advocacy, information dissemination, enactment of local policies, enforcement, and support for the rule of law. There was a strong motivation for "quick fix solutions" and "quick actions" and firefighting. These were not sustainable, especially in the protection and management of forests and forestlands. Currently, at the national level, the vision and direction of governing the coastal resources and solid waste are clearly laid down in the Local Government Code, Fisheries Code, and RA 9003. This is not exactly the case with forests and forestlands (except for areas that were declared or proclaimed as belonging to the NIPAS law coverage), for which reason, the LGUs, the communities, the private sector, and the civil society organizations are getting mixed signals with respect to the protection, development, and management of such forests and forestlands.

The LGUs need assistance to translate into action the vision and direction set in the national laws. EcoGov 1 tried to facilitate and model this process. In all the technical sectors, the assistance given by the Project to the LGUs started with the question on where they would like to go, and asking them to paint a picture of what they would like to be. With clear vision and direction, the LGUs could wisely invest their meager resources and put in place effective environmental governance in their forests and coastal resources and solid waste. The efficiency of carrying out strategic actions will be a major challenge in implementing EcoGov 2. This will be crucial for spread, replicability, and upscaling environmental governance initiatives. The LGUs could always start with what they know, what they can do and what they have and decide where they want to go. EcoGov 2 and the national government should support the LGU initiatives.

2. The LGUs are the heart and soul of local environmental governance

Over the last 10-15 years, there has been a wave of national policies devolving part or all of environmental governance functions and responsibilities to LGUs and communities. This reflects worldwide trend, the impact of information technology, a more organized advocacy by the grassroots and local leaders, and in the Philippines, the after-effect of the Marcos regime. For example, the Local Government Code of 1991 and Fisheries Code have devolved the protection and management of municipal waters to the concerned LGUs, and RA 9003 has placed the major responsibility of solid waste management to the LGUs. Several national policies enjoined partnership and strong

collaboration between the LGUs and the national line agencies such as in the NIPAS, IPRA Law, EO 263, DENR-DILG JMC 98-01 and 2003-01, EO 318, the Philippine Clean Water Act. The effectiveness of these policies largely depends on the capacities of the LGUs to respond and carry out actions. It also largely depends on the capacity of the national line agencies to provide technical assistance, guidance, and support to the LGUs especially during the initial years of implementation.

EcoGov 1 advocated—under the principle of subsidiarity and in the context of sound environmental governance (transparent, accountable, and participatory decision making processes) – that illegal logging, forest conversion, overfishing and destructive fishing, and unmanaged solid waste are better addressed at the local level. Enforcement, the resolution of conflicts, the rule of law, and use of incentives/disincentives are more effective with local government units and organized communities. EcoGov 1 promoted that devolution, partnership, or collaborative approaches are more effective tools in governance efforts, such as protecting the forests, managing coastal resources and fisheries, and diverting biodegradables (through composting) or recyclables (through re-use or re-processing centers) from the waste stream.

Translating devolution into effective local environmental governance demands accountable, responsive, competent, and committed LGUs and communities with assistance and support from the national technical line agencies, civil society organizations, and donor agencies in the interim period. This is where the gap exists and this is also where EcoGov 1 tried to respond. This situation made EcoGov 1 implementation a learning experience, which required piloting modules, exploring ways to work effectively with LGUs, and setting examples of “product lines,” such as the governance-oriented FLUP, co-management agreement, CRM and fisheries planning, marine sanctuary establishment and management, and ISWM planning.

What EcoGov 1 had confirmed is that environmental governance at the local level cannot prosper without the active participation and full commitment of the LGUs. In the past, the national government has implemented projects at the local level, with the LGUs being given only supporting roles. Experience shows that this strategy does not work. When it comes to local development and local governance, the LGUs have to be in the driver’s seat, with the national government assuming a supporting role. Because ultimately, it will be the LGUs who will be directly accountable to their constituents – not the heads of national agencies, who are accountable to the appointing powers under the Executive Branch of the government.

Under a democratic and participatory system of governance, the LGUs represent the first level of decision makers and actors who are closest to the people and thus, directly responsible, accountable, and capable to act as the brokers and implementers of good environmental governance. They can allow the participation of local stakeholders in planning, making decisions, and carrying out actions that would impact the allocation and use of forests and forestlands; the collection, diversion, and disposal of solid waste; and the protection, development, and management of municipal coastal waters.

As a political unit, the city and municipal LGUs with their elected barangay leaders and the oversight of the provincial governments are in the best position to leverage support from the national government, from the private sector, and civil society organizations. If these local leaders are strategic in their direction with respect to the governance and

management of coastal and forest resources and solid waste, they can be highly effective and efficient in delivering environmental governance services.

The LGUs, through their local leaders and civil society organizations, have a better “feel” of the people’s pulse; enabling them to better organize campaigns to do collective actions such as enforcement against illegal logging, destructive and illegal fishing, and irresponsible waste management. Under EcoGov 1, these were occurring in LGUs in Illana Bay (apprehending illegal commercial fishing in municipal waters), in Lebak and Kalamansig (controlling illegal logging), in Baler Bay (forging of agreements among LGUs for inter-LGU management of fishery resources), and in Alburquerque, Bohol (offering a landfill to service a cluster of adjacent LGUs). The 79-assisted LGUs were able to commit at least ₱40 million as their counterpart in environmental governance planning and initial implementation of plans.

All these prove that LGUs can make things happen.

The implementation of EcoGov 1, which focused heavily on LGUs, showed a growing interest among LGUs to carry out effective local environmental governance. In all sectors, there was a mounting clamor from LGUs and the local stakeholders to participate in the transparent and accountable processes of:

- Planning and allocating forests and forestlands based on watershed divides, regardless of the purpose of allocation: biodiversity, watershed, production, protection, social equity, civil/military use, and private use. Their active participation in these decisions, especially in the allocation, enforcement, resolution of conflicts, will determine the future status and condition of the resource. The lukewarm tendencies of LGUs to protect the forests arise from their perception that these resources do not have any value or do not benefit the local constituents.
- Determination and legislation of CRM zones, and protection and management of municipal waters based on agreed-upon zones. This includes enforcement of rules and regulations in the protection of marine protected areas, fisheries management, and facility development.
- Determination of ISWM options and the accompanying local legislation for enforcement, incentives, penalties, and procurement of equipment and facilities.

3. Local environmental governance may just be a matter of public advocacy and social awareness

When the LGU’s vision, direction, and strategic actions are set and defined with respect to the management of coastal and forest resources and solid waste, governance-oriented operational decisions and actions could then take place. The boundaries are then determined and marked. This is where public advocacy and social awareness campaigns can influence the mindsets of decision makers and implementers. In addition to strategies that appeal to emotions, public advocacy can then use science-based analysis, consensus of various stakeholders, results of consultations, and the need to address equity and social justice as arguments to ensure that local environmental governance should be based on “sound and transparent information” in order to serve the “greater good” rather than catering to the demands of a few. This is of special concern in CRM zoning and allocation of forests and forestlands, where in many

instances, the interests of the “favored few” are placed before those of the local communities.

For instance, if a legitimized FLUP has shown the urgent need for forest protection and relocation of settlements in disaster-prone areas, then public advocacy and awareness campaigns should openly inform the decision makers and the affected communities of the impending disaster that may come. It is also the LGU's and DENR's responsibility to inform the communities inside the protected areas and watershed reservations why the government is imposing restrictions on the use and development of forests and forest lands in these “set asides”. Or if certain forests and forestlands are going to be allocated as protected areas, then the LGUs and the DENR should get the consensus and endorsement of local communities, especially in the protection and management of these areas. Otherwise, these areas will only exist on paper as “declared protection forests.”

In EcoGov 1, the fisheries and bio-economic modeling in municipal waters was able to demonstrate both the negative and positive impacts of local decisions to:

- (a) Expand or reduce marine sanctuaries,
- (b) Limit fishing efforts,
- (c) Increase aquaculture areas,
- (d) Allow commercial fishing in municipal waters, and
- (e) Introduce alternative livelihoods or community enterprises.

In this case, public advocacy and awareness campaigns should focus on helping decision makers evaluate the benefits and determine who will benefit, who will be displaced, and the steps to take to minimize displacement and damage to fisher folks.

In solid waste management, EcoGov 1 has established that the major sources of biodegradable and recyclables (at least 80% of the total waste generation of LGUs) are public markets, residential and commercial areas. In this case, public advocacy and awareness campaigns can influence how the LGUs will allocate funds for certain waste management options (establish materials recovery facilities that could aggregate volumes of recyclables, composting facilities, etc.). Increasing awareness of households, hospital staff, and other generators of toxic and hazardous waste may eventually prevent the occurrence of a major disease within a locality.

At the LGU level, it is also crucial to identify those who make the decisions, how decisions are made, how their decisions are influenced and by whom, and what triggers them to make decisions. The leagues, organized constituents, markets, civil society organizations, and incentives will play a significant role in influencing the decisions and actions of local decision makers. In Tacurong City, for instance, the champion in solid waste management was a lady “kagawad”. Her passionate plea and influence over other LGU officials, including the mayor, helped in the passage of local ordinances and performance of actions that led to improved waste management.

In Wao, Lanao del Sur, the mayor's decision to fully enforce forestry regulations in the municipality was a result of the advocacies done by the dependable and highly credible municipal planning development coordinator.

4. Creating and establishing social enterprises may be the future of forests and coastal resources and solid waste

The effective governance of forests and coastal resources requires sustainable financing. Funds are needed to cover:

- (a) Fixed costs - salaries and wages for protection, development, enforcement, and overhead,
- (b) Recurring costs - travel, training, workshops, coordination activities, etc.,
- (c) Investment and maintenance costs - equipment, capital outlays.

Fund sources could be the government (national and local), equivalent cash value of the voluntary labor of communities and other volunteers, loans, private sector financing, in kind contribution of civil society groups or the private sector, grants and donations, profits, and other form of government subsidies.

For communities managing their forests and coastal resources, e.g., marine sanctuaries, they can rely on their own resources, such as volunteer labor or income from community enterprises if any. They can also depend on income from savings and credit if any, grants and donations, and subsidy from the local/national government. Unless these communities are able to generate revenues or access subsidies, they will continue to use their own volunteer labor as the major source of funding support to protect and manage their resources. It is ironic, however, that due to the nature and externality in natural resource management, these communities will only be able to capture a portion of the total direct value of the resource.

In forestry, for instance, only an average of 60% is captured by the communities; the rest of the benefits trickle down to other members of the society (public benefit or public good). When an Industrial Forest Management Agreement (IFMA) holder manages the forests and forestlands, the holder only captures 60 percent of the total direct value of benefits while the rest goes to public consumption in the form of better quality of water, aesthetics, and biodiversity values (Francisco, 2004).

In community-managed marine sanctuaries, the communities are only able to capture part of the fishery spillovers within their vicinity because the fish may move outside their area. In addition, other members of the community who may not be active in protecting the marine sanctuary may also catch the fish and benefit. These are the “free riders”.

In solid waste management, the efficient collection, recycling, and disposal operations of a privatized system benefit the operator and the public in general because of reduced threats to public health and environmental hazard. The junkshop owners are serving the general public by recycling, while generating revenue stream for his/her enterprise.

The externality in managing forests and coastal resources and solid waste yields both public and private benefits and costs. In many cases, the management of these resources requires continuing expenditures to serve public good purposes such as in protected areas or watersheds. In this situation, the government has the responsibility of fully funding the operations since the dominant beneficiaries are the greater public and the next generation of Filipinos. Coastal resources and forests and forestlands are also natural resource assets. The LGUs and communities are in a better position and have the greatest interest to improve and protect the value of these assets through improved

property rights and appropriate enabling environment. The LGUs and communities, with the private sector, have to be allowed to generate revenues to adequately cover their fixed costs, and to expand and continue operations while empowering communities and improving the overall condition of the environment.

It is therefore imperative that the governance and management of forests and coastal resources and solid waste should seriously consider applying the concept of “social enterprises”, which is the “promotion and building of enterprises or organizations that create wealth, with the intention of benefiting not just a person or family, but a defined constituency, sector, or community, usually involving the public at large or the marginalized sectors of society....” (Dacanay, 2004). For instance, social enterprises may be used in protecting and managing watersheds, bays, or waste disposal facilities since these can be managed to generate double or triple bottom lines – generation of profits (from user fees, tipping fees, permits, etc.), empowerment of communities (especially in the uplands and coastal areas), and improvement of environmental health and quality. Making and operationalizing this concept in selected areas is a challenge that EcoGov 2 should tackle. Also, as social enterprises, these units have to generate adequate profits to finance environmental protection and rehabilitation while empowering communities. This way each management unit will become less dependent on government subsidies and donor funds.

5. Shifting environmental governance from compliance to results-based approach

EcoGov 1 has generated baseline information for key performance indicators in forestry, coastal areas, and solid waste. The development and installation of an LGU-based monitoring system could effectively track improvements in performance over time, using key indicators for each sectoral area. Initially, the DENR and the LGUs will monitor compliance of each accountability center such as tenure holders, communities managing marine sanctuaries, or junk shop operators or percentage of diversion of each waste source based on requirements of the law (compliance or rule-based governance). However, the DENR, LGUs and the different accountability centers may agree to jointly monitor improvements in performance over time (results-based) that are related to transparent, accountable, and participatory governance (Durant, Fiorino, and O’Leary 2004). The idea behind results-based governance is that if incentives are in place, “what gets measured gets done,” especially if each accountability center is clearly defined.

At the LGU level, the FFM, CRM and ISWM sectors together with the LGUs, DENR and other local stakeholders will determine and agree what key indicators of performance will have to be measured over time. The definitions of the indicators, how they are measured, who measures them, and how they are going to be used should be clear, and disseminated to each accountability center. In forestry, for instance, natural forest cover area may be a key indicator; in solid waste, the percentage of diversion of recyclable and biodegradable waste may be an indicator; and in CRM, the increase in fish biomass inside and outside the MPA may be an excellent indicator over time. The installation, operationalization, and use of the LGU-based performance monitoring system should have the active participation of all key sectors such as the private sector, women’s groups, indigenous peoples, civil society organizations, among others. The credibility and use of the monitoring system will only be credible and useful, if it is tied up with follow-up actions especially with provision of incentives and enforcement by the LGUs, DENR, or local multi-sectoral bodies.

6. DENR has to re-engineer itself to be responsive to the increasing demands for environmental management services

At this point, there is almost no turning back for DENR. The Local Government Code mandates LGUs to work hand in hand with the DENR in managing the country's natural resources. Effectively, the Code devolved to the LGUs some functions which used to be performed solely by DENR, such as enforcement of forestry laws in community-based forestry projects, etc.

The recent disasters—flashfloods and landslides—that took place in Quezon and Aurora, killing hundreds and destroying thousands of homes underscored the urgent need for effective forest management, which the DENR cannot do alone. Thus, the DENR has to re-engineer itself and train partners to manage our forests resources more effectively. The local partners – LGUs, tenure holders, holders of co-management agreements or local resource managers – should have clearly defined accountability, responsibility, and authority. DENR has to lay down these guidelines while addressing the needs of its partners. DENR cannot continue to remain as a regulatory agency. Other national agencies should follow suit, such as the DA/BFAR in the case of coastal areas.

Based on observations in EcoGov 1, improving local environmental governance at the LGU and community levels will definitely change the way forests, coastal resources and solid wastes are going to be managed. This shift has a large implication on DENR. It will have to reinvent itself to meet new mandates, tasks, and responsibilities. While not totally displacing the private sector in the governance and management of the forests and coastal resources and solid waste, the LGUs and the communities will increasingly play a major role in translating national policies, standards, and directions into actions on the ground in order to benefit society, in general.

In this case, DENR will only be the “best if it plays the least role” in the governance of forests and coastal resources and solid waste. Its guide in re-engineering itself will be in the context of setting the national policies and guidelines, standards, periodic monitoring of key performance indicators, facilitating the allocation of national resources in support of LGU and communities as well as in crafting policies that will enable the private sector to effectively enter into public-private or private business arrangements with the LGUs and communities. It will continue to oversee the macro level allocation of forests and forestlands, coastal resources in the context of competing uses and demands such as mineral exploration and exploitation versus biodiversity and environmental services concerns. It will continue to access technologies, management expertise, and financing that may be useful to the LGUs, communities and the private sector. It will also continue to provide macro level analysis and information on the supply and demand of major products from natural resources for policy makers.

IV. Moving forward with local environmental governance

The challenge for EcoGov 2 from EcoGov 1 remains to be centered on the following questions:

- What can be done at the local level to improve local environmental governance – by the LGUs, local DENR, communities, private sector, and civil society organizations?
- What can be done at the regional support systems level – province, regional development councils, regional leagues, coalition of regional civil society organizations, regional chambers of commerce, etc.?
- What can be done at the national level – national leagues, DENR, BFAR, DILG, national training institutions, Department of Budget and Management (DBM), donor agencies, national civil society organization members?
- For whom and with whom will the regional and national support systems perform their tasks and responsibilities to improve environmental governance at the LGU and community levels?
- How will the LGUs, communities, and regional and national support institutions perform their mandated responsibilities?
- In the midst of these basic questions, how will EcoGov 2 strategic directions support EcoGov 1 initiatives so that there is continuity in building up knowledge and best practices?

As EcoGov 2 continues to craft, refine, and re-adjust its Life of Project Work Plan and its succeeding annual work plans, the foregoing questions should be considered. Definitely, assisting the LGUs improve their local environmental governance remains to be a priority of EcoGov 2. Enjoining the national and regional partners to actively participate in and contribute to these strategic efforts will significantly increase the Project's effectiveness over time. It is also obvious that financing the LGU and community initiatives over time continues to be a challenge that will have to be faced squarely if sustainability is to be expected from these stakeholders. The hope is that environmental financing will increasingly become a major source of funds for the LGUs and communities and that federations of people's organizations and marine sanctuary networks will increasingly have the ability to advocate for and access grant funds from both the public, private, and donor organizations to carry on with their resource protection and management activities.

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Annex 1. EcoGov Project Regional Physical Targets and Accomplishments as of end of November 2004

Key Performance Indicators	REVISED TARGETS: MAY 2004*										ACCOMPLISHMENTS VS 2004 TARGETS (ORIGINAL AND REVISED) AS OF END OF PHASE 1						REASONS FOR DELAY
	Central Mindanao		Western Mindanao		Central Visayas		Northern Luzon		Total		Original 2004 WP Targets	Slippage (Original 2004 Targets)	% Completion (Orig 2004 Targets)	Revised 2004 Targets	Slippage (Revised 2004 Targets)	% Completion (Revised 2004 Targets)	
	Completed	Not Completed	Completed	Not Completed	Completed	Not Completed	Completed	Not Completed	Completed	Not Completed							
A. CRM																	
1. Number of LGUs with consensus on CTPs of their municipal waters thru individual or joint ordinances	0	0	4	0	5	1	0	0	9	1	13	4	69%	10	1	90%	LGUs (e.g., Balamban, Cebu) had difficulty in getting agreement on CTP with adjacent LGUs due to boundary conflicts or different political affiliations of LCEs.
2. Number of LGUs with joint (inter-LGU) fishery management and enforcement agreements	0	0	8	0	0	0	4	0	12	0	12	0	100%	12	0	100%	
3. Number of LGUs with overall consensus on their respective CRM zones	0	0	4	0	3	0	1	0	8	0	10	2	80%	8	0	100%	CRM planning in Lamitan not pursued further due to limited LGU absorptive capacity and EcoGov budget constraints. TA to Toledo City was not continued due to unresolved organization and staffing issues.
4. Number of LGUs with legitimized CRM plans	0	0	4	0	2	0	1	0	7	0	8	1	88%	7	0	100%	
5. Number of LGUs with legitimized MPA plans and MPA mgt implementation	0	0	6	0	4	0	1	0	11	0	13	2	85%	11	0	100%	MPA establishment in Lamitan and Isabela City was not pursued further due to limited LGU absorptive capacity and EcoGov budget constraints.
6. Number of LGUs with municipal fishery plans and mgt implementation	2	0	3	0	2	0	1	0	8	0	10	2	80%	8	0	100%	TA to Balamban not completed due to delays in completion of resource assessment and community consultations; TA to Compostela not pursued due to resource constraints and change in leadership.
Average Performance Rate (CRM)															98.3%		
B. FFM																	
1. Number of LGUs with completed and approved FLUP thematic map	7	0	2	0	11	0	8	0	28	0	27	-1	104%	28	0	100%	
2. Number of LGUs with consensus/agreements on priority sub-watersheds and forest lands allocation	7	0	2	0	11	0	7	0	27	0	25	-2	108%	27	0	100%	
3. Number of LGUs with legitimized municipal FLUP (with approved action plan and budget for initial implementation)	5	1	2	0	11	0	3	1	21	2	19	-2	111%	23	2	91%	FLUPs of Makilala, North Cotabato and Quezon, Nueva Vizcaya were under review by their respective SBs (for legitimization) at the end of Phase 1.
4. Number of signed DENR-LGU MOAs for joint implementation of approved FLUP	5	0	2	0	8	2	2	2	17	4	19	2	89%	21	4	81%	Delays due to change in LCE, need for PAMB confirmation, delay in completion of FLUP document. All MOA s are expected to be signed early 2005.
5. Number of signed co-management agreements for LGU-managed forest lands (under JMC 2003-01)	2	0	1	1	9	0	0	0	12	1	3	-9	400%	13	1	92%	Discussion of Zamboanga City co-management was stalled due to change in local leadership, i.e., death of LCE. LGU and DENR have prepared an action plan leading to signing of MOA.
Average Performance Rate (FFM)															92.8%		

Key Performance Indicators	REVISED TARGETS: MAY 2004*										ACCOMPLISHMENTS VS 2004 TARGETS (ORIGINAL AND REVISED) AS OF END OF PHASE 1						REASONS FOR DELAY
	Central Mindanao		Western Mindanao		Central Visayas		Northern Luzon		Total		Original 2004 WP Targets	Slippage (Original 2004 Targets)	% Completion (Orig 2004 Targets)	Revised 2004 Targets	Slippage (Revised 2004 Targets)	% Completion (Revised 2004 Targets)	
	Completed	Not Completed	Completed	Not Completed	Completed	Not Completed	Completed	Not Completed	Completed	Not Completed							
C. ISWM																	
1. Number of LGUs with completed analysis of solid waste assessment data	8	0	5	0	20	0	11	0	44	0	44	0	100%	44	0	100%	
2. Number of LGUs with general consensus on options for managing solid wastes at the barangay and municipal levels.	5	0	5	0	19	0	7	0	36	0	44	8	82%	36	0	100%	Due to delays or late start of waste characterization exercise and re-prioritization of TA activities following EcoGov budget cut.
3. Number of LGUs with legitimized ISWM plans with one year work plans (and approved budget for initial	4	0	4	1	6	0	5	0	19	1	20	1	95%	20	1	95%	Slippage due to delayed completion of plan document/inputs by the TWG, e.g., Pagadian City.
4. Number of LGUs with ordinances and actions to reduce, divert, or recycle waste streams via SWM facilities, agreements, or other local initiatives	3	1	4	1	7	0	3	1	17	3	20	3	85%	20	3	85%	All LGUs are implementing IEC activities. The three remaining LGUs (Koronadal City; Lamitan, Basilan; and Bambang, Nueva Vizcaya) have yet to take more specific actions (in addition to IEC) to reduce and divert waste from the waste stream.
5. Number of LGUs with complete follow-up analysis of first-year improvement in diversion, recycling, and reduction of waste stream.	2	0	1	0	2	0	1	0	6	0	9	3	67%	6	0	100%	
Average Performance Rate (ISWM)															96.0%		
Overall Average Performance Rate															96.0%		

* The Team revised its targets in May 2004 following an assessment of the impact of the local elections on field activities. In early 2004, some targets were lowered and activities w

Annex 2. Status of Policy, Legal and Institutional Support Targets and Deliverables as of November 30, 2004

Output/ Deliverable	Status	Reasons for Slippages/Recommendations
<p>CRM 1. Set of recommendations for improving environmental governance provisions of RA 8550 and its IRR (contract with LEAP, Silliman University)</p>	<ul style="list-style-type: none"> • Completed except for national consultations • Regional consultation on recommendations held with key stakeholders. • Final Report submitted. 	<ul style="list-style-type: none"> • To give more time for public input, national consultation and submission of proposed revision on RA 8550 and its IRR to DA-BFAR decided to be pursued in Phase 2
<p>CRM 2. Foreshore Protocol</p>	<ul style="list-style-type: none"> • Completed except for formulation of national policy • Workshops held to identify issues and concerns and to consolidate proposed management protocols. Proceedings of two major consultations prepared and submitted to DENR Region 7 • Prepared synthesis of regional workshops with recommendation and options for consideration in the development of regional policy. 	<ul style="list-style-type: none"> • Regional/national policy not completed due to time constraints. Proposed for inclusion in Phase 2
<p>ISWM 1. DENR-DILG JMC on joint identification of land fill and disposal sites (draft JMC completed in 2003)</p>	<ul style="list-style-type: none"> • Completed • Draft of NSWMC Memo Order submitted to NSWMC Secretariat for review and endorsement to the Commissioners 	<ul style="list-style-type: none"> • NSWMC has not taken up the draft memo order
<p>ISWM 2. DENR-DOH-DILG JMC on management and disposal of toxic and hazardous wastes (medical wastes)</p>	<ul style="list-style-type: none"> • Reprogrammed for Phase 2 	<ul style="list-style-type: none"> • Not pursued due to EcoGov budget cut. Proposed for inclusion in Phase 2.
<p>ISWM 3. NSWMC and DILG Memo Circular on guidelines on clustering of LGUs for common waste disposal and processing facilities</p>	<ul style="list-style-type: none"> • Not completed • Initial guidelines was prepared and discussed with selected LGUs; outline of clustering guidelines also prepared. 	<ul style="list-style-type: none"> • There is insufficient ground experience in the Philippines to provide lessons and basis for developing the guidelines. The concept is being tested first in Metro Tagbilaran (8 LGUs), which have agreed to cluster and share a common facility.
<p>ISWM 4. Set of recommendations for improving environmental governance provisions of the IRR of RA 9003</p>	<ul style="list-style-type: none"> • Completed • Analysis and recommendations included in EcoGov 1 SWM completion report. 	<ul style="list-style-type: none"> • Discussions with NSWMC scheduled for Jan 2005. EcoGov 2 Policy Forum in Feb 2005 will be devoted to the discussion and formulation of actions on the recommendations.

Output/ Deliverable	Status	Reasons for Slippages/Recommendations
FFM 1. EO On Sustainable Forest Management Policy (draft and consultations completed in 2003)	<ul style="list-style-type: none"> • Completed. • Draft EO was endorsed to Malacañang by the DENR Secretary in May, 2004 and was signed in June 2004. • EcoGov provided continuing assistance in the preparation of the EO's IRR. 	
FFM 2. Manual of Forestry Regulatory Procedures (contract with FDC, UPLB)	<ul style="list-style-type: none"> • Completed. • Final Manuals on CBFM and Law Enforcement and Due Diligence and reports containing proposed changes to major existing regulatory procedures on forestry submitted to the DENR. • Recommendations from this study inputted into four administrative orders (DAO 2004- 35 on grazing; DAO 2004-29 on CBFM; DAO 2004-30 on SIFMA, DAO 2004-59- on Special Uses of Forest land) signed by Secretary Gozun. 	
FFM 3. Documentation of Nueva Vizcaya's experience in co-management (as part of continuing support to implementation of DENR-DILG JMC 2003-01)	<ul style="list-style-type: none"> • Completed as part of the FDC sub-contract. • FDC completed the sub-report "Review and Analysis of co-management schemes in the Philippine Forestlands"; one of the case study sites of which is Nueva Vizcaya. Three models of co-management were reported: the DENR-LGUs-Stakeholders co-management of the Lower Magat Forest Reserve, TREE for Legacy, Education and Enterprise and the Devolved Small Watershed. 	
FFM 4. Securitization of Forest Plantation	<ul style="list-style-type: none"> • Started but needs more in-depth analysis before next steps • Two meetings held, first with FMB and second, with FASPO and PNB Trust Banking Group Corporation to explore the feasibility and design of the forest securitization strategy. 	<ul style="list-style-type: none"> • Not pursued due to time constraint. For consideration in Phase 2.
CCP 1. LGU EcoGov Index (testing of protocol completed in 2003)	<ul style="list-style-type: none"> • Testing and protocol revision completed 	<ul style="list-style-type: none"> • Development and testing took longer than planned and required significant amount of resources to implement. Further work to be conducted in EcoGov 2.
CCP 2. DENR EcoGov Index (to be determined)	<ul style="list-style-type: none"> • Deliverable revised • Submitted to DENR initial concept for the Index • Per request of DENR, draft recommendations and mechanics for Search for Best Environmental Governance Practice were submitted instead. 	

Output/ Deliverable	Status	Reasons for Slippage/Recommendations
<p>CCP 3. Analysis and recommendation for addressing NRM conflicts in the Philippines</p>	<ul style="list-style-type: none"> • Completed a framework for analyzing ENR conflicts. This was discussed during the “Training-Workshop on ADR Methods and Practices for DENR and LGUs held May 4-7”. • Provided assistance in the design and conduct of the “Natural Resource-based Conflicts in the Philippines: Trends, Challenges and Actions” held May 13-14. 	
<p>CCP 4. Design and conduct adaptive dispute resolution (ADR) and NRM conflict resolution module for selected DENR</p>	<ul style="list-style-type: none"> • Completed • Training design and materials developed, training held May 4-7 with 23 DENR and 5 LGU participants. • Training documentation report prepared • Draft DAO strengthening/ institutionalizing ADR approaches in DENR prepared and submitted to DENR although not part of the original deliverables; • Drafted a design for NRC Focal Unit workshop 	
<p>CCP 5. Environmental Accounting as A Tool in Policy-Making</p>	<ul style="list-style-type: none"> • Not pursued. 	<ul style="list-style-type: none"> • The team decided not to pursue this as it appeared to be of low priority as a policy initiative within DENR.
<p>OPAI 1. Support to the DENR-DILG JMC 2003-01/ 98-01 Operationalization</p>	<ul style="list-style-type: none"> • Provided support to NTWG: • IEC materials (pamphlets on DENR-DILG JMC 2003-1 and FLUP) for distribution to DENR and LGUs • Updates and conduct of orientation with DENR counterparts in Central Mindanao and Central Visayas • Provided talking points for preparation of a strategic partnership plan • Prepared guidelines for operationalization of DENR-LGU co-management of forest lands 	<ul style="list-style-type: none"> • Continue support in Phase 2
<p>OPAI 2. Improving DENR Capacity to Deliver Legal Environmental Service</p>	<ul style="list-style-type: none"> • Not completed. • Prepared SOW • Initial meetings held with DENR Legal Service, HRDS and USEC for Technical and Management Services • Participated in Common Assessment Framework (CAF) for DENR Legal Service sponsored by GTZ as part of internal assessment before TNA workshop. 	<ul style="list-style-type: none"> • Scheduled workshop on TNA and recommendations for improving DENR Legal Services was not held. Interest on their request waned with the impending change in DENR leadership.

Output/ Deliverable	Status	Reasons for Slippage/ Recommendations
OPAI 3. Support to the "Paralegal and Forest Law Enforcement Training for DENR Forest Protection and Law Enforcement Officers"	<ul style="list-style-type: none"> • Completed 	
OPAI 4. Implementation of Investment Program for Lower Magat	<ul style="list-style-type: none"> • Completed • Finalized TOR, Business contracts/MOAs and eligibility criteria for investors • Investment program primer finalized • Advertised need for investors • Held Investors' Forum • Prepared criteria for evaluation of investment proposals by the Provincial Government 	<ul style="list-style-type: none"> • To be continued in Phase 2
OPAI 5. Assistance to Institutional Strengthening of LMP	<ul style="list-style-type: none"> • Completed • Held a workshop with LMP Secretariat and National Executive Committee to assist LMP re-state its vision, mission and strategic directions (including on environmental governance) • LMP National Directorate Resolution adopting the new vision, mission and strategic directions drafted 	<ul style="list-style-type: none"> • Assistance on LMP organization strengthening and service delivery to be continued in Phase 2
OPAI 6. Support to the 2 nd Resource Management Course (May 24-June 8)	<ul style="list-style-type: none"> • Completed (Response to USEC Metin's request) • Sec. Victor Ramos and Dr. Ben Malayang III deployed as resource persons 	

Annex 3. Technical, Analytical and IEC Support Targets and Deliverables as of November 30, 2004

A. CRM

Output/Deliverable	Status	Reasons for Delay/Recommendation
1. Compilation of CRM training modules (developed and tested by EcoGov)	<ul style="list-style-type: none"> • Completed. 	<ul style="list-style-type: none"> • Delayed completion due to decision to reformat the output into a training guide instead of simple compilation of modules.
2. Design of CRM certificate training for DENR/BFAR	<ul style="list-style-type: none"> • Completed. • Conducted training for Mindanao on June 7-11, with Mindanao State University (MSU) at Naawan as host institution. Out of 20 participants from DENR, BFAR and academic institutions, 16 received Certificates of Competency from the MSU-Naawan. 	
3. FISH Biophysical and Economic model – decision support tool for fishery management	<ul style="list-style-type: none"> • Completed except for the popularized version of the model. • Produced the following outputs: national workshop proceedings; two technical papers (one on the biophysical aspect of the model, the other on the economic aspect); and a policy paper that summarizes the lessons and insights from its development, consultations and application of the model. 	<ul style="list-style-type: none"> • Development of IEC material was reprogrammed for Phase 2.
4. Analysis and recommendations on user fees and incentives systems	<ul style="list-style-type: none"> • Completed. • Sourcebook on user fees and incentives systems was produced. 	
5. Production of Primer on ARMM Fisheries Code	<ul style="list-style-type: none"> • Completed. • Printed and turned over to BFAR-ARMM in June 2004 	
6. CRM tenure instruments	<ul style="list-style-type: none"> • Initial draft completed. • The material entitled “Managing the Phil Foreshore: A Guide for Local Governments” is ready for DENR review. 	<ul style="list-style-type: none"> • There are many unresolved issues and ambiguities in in foreshore management policies. The additional research involved delayed completion of document.
7. Case studies on resolving conflicts in CRM	<ul style="list-style-type: none"> • Completed one case study and 2 short success stories. Case study on CTP conflicts was prepared for the USAID-funded workshop on resource management conflicts. Additional stories on the inter-LGU fisheries management and enforcement initiatives in Aurora and IBRA 9 were produced. 	

B. FFM

Outputs/Deliverables	Status	Reasons for Delay/Recommendations
1. Compilation of FFM training modules (developed and tested by EcoGov)	<ul style="list-style-type: none"> • Completed. 	<ul style="list-style-type: none"> • Delayed completion due to decision to reformat the output into a training guide instead of simple compilation of modules.
2. FLUP training for DENR and other partners	<ul style="list-style-type: none"> • Completed. • Two training held with Univ of Southern Phil of Cebu and Nueva Vizcaya State University as host institutions. 48 participants from DENR and academic institutions were awarded Certificates of Competency. 	
3. Pilot-testing of water users fee	<ul style="list-style-type: none"> • Not pursued. • Series of discussions and negotiations among Kidapawan LGU, water district and DENR were facilitated but did not result in planned formal agreement. 	<ul style="list-style-type: none"> • The water district did not show keen interest to pursue signing of agreement with LGU and DENR.
4. Pilot test co-management in upland and mangroves	<ul style="list-style-type: none"> • Completed. • The co-management agreement signed in Talibon (mangroves) and Lebak/ Kalamansig and Isabela City (upland). Implementation will be pursued in Phase 2. • Completed work on the detailed co-management guidelines. 	
5. Sourcebook on Tenure Instruments for Philippine Forests and Forestlands	<ul style="list-style-type: none"> • Completed. • Printed 500 copies and turned over to DENR-FMB in August 2004. 	
6. TAP enhanced FLUP guidelines	<ul style="list-style-type: none"> • Integrated into the FLUP training guide (see Item # 1 above). 	
7. Case studies on conflict resolution, co-management agreements and water user fees.	<ul style="list-style-type: none"> • Completed 3 case studies and 2 short success stories. Case studies are on property rights conflicts (co-management area of N. Vizcaya), tenure and resource use conflicts (North Cotabato), and Talibon mangrove co-management area. 	<ul style="list-style-type: none"> • Water user fee case study not done as piloting was not pursued (see item # 3 above)

C. ISWM

Output/Deliverable	Status	Reasons for Delay/Recommendation
1. Compilation of ISWM training modules (developed and tested by EcoGov)	<ul style="list-style-type: none"> • Completed. 	<ul style="list-style-type: none"> • Delayed completion due to decision to reformat the output into a training guide instead of simple compilation of modules.
2. Design of training for DENR, NSWMC, other	<ul style="list-style-type: none"> • Completed. • Two training courses held with Ateneo (de Davao) Resource Center for Local Governance and UP Cebu as host institutions. Out 	

Output/Deliverable	Status	Reasons for Delay/Recommendation
	of 38 participants from DENR, Provincial Governments and academic institutions, 30 were issued Certificates of Competency by the DENR-EcoGov.	
3. Simplified guidelines for data analysis and planning/ designing disposal facilities; refined clustering guidelines	<ul style="list-style-type: none"> • Completed guidelines for data analysis and planning/designing disposal facilities. Incorporated into training modules. • Initial draft of the clustering guidelines discussed with selected LGUs. Not completed. 	<ul style="list-style-type: none"> • There is insufficient ground experience in the Philippines to provide lessons and basis for developing the guidelines. The concept is being tested first in Metro Tagbilaran (8 LGUs), which have agreed to cluster and share a common facility.
4. Analysis and recommendations to improve institutional arrangements for collection, storage and disposal of toxic and hazardous waste	<ul style="list-style-type: none"> • Reprogrammed for EcoGov 2 	<ul style="list-style-type: none"> • Not pursued due to EcoGov budget cut . Proposed for inclusion in Phase 2.
5. Analysis and recommendations on SWM fees and incentives systems	<ul style="list-style-type: none"> • Completed. • Full Cost Accounting Guidebook produced. This provides simplified procedures to account for costs that may be used for determining SWM fees. • Sourcebook on SWM incentives systems completed. 	
6. SWM Resource books	<ul style="list-style-type: none"> • Completed 2 volumes. • Volumes 1 (Funding Sources) and 2 (TA Sources) were printed (total of 3,500 copies) and disseminated to LGUs through the EcoGov and DENR regional offices, NSWMC, LMP, LCP, LPP, and SWAPP. 	<ul style="list-style-type: none"> • Production of Volume 3 (Recyclers) was put on hold. Regional inputs from DENR and DTI are necessary to complete Volume 3. Requested NSWMC to request info from DENR regional offices.
7. Case studies (inter-LGU clustering for waste disposal)	<ul style="list-style-type: none"> • Completed 3 short success stories on the experience re establishment of common disposal facility (Metro Tagbilaran), and private sector participation in SWM (Danao City and Solano). 	

SECTORAL COMPLETION REPORT

- **PROMOTING GOVERNANCE-ORIENTED COASTAL RESOURCE MANAGEMENT**
- **LAYING THE FOUNDATION OF A GOVERNANCE-ORIENTED AND COLLABORATIVE APPROACH TO FORESTS AND FOREST LANDS MANAGEMENT IN THE PHILIPPINES**
- **HELPING LGUs IMPLEMENT RA 9003: THE ECOLOGICAL SOLID WASTE MANAGEMENT ACT**

**PROMOTING GOVERNANCE-ORIENTED
COASTAL RESOURCE MANAGEMENT
COMPLETION REPORT OF THE
ECOGOV PROJECT CRM TEAM**

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Annexes

PROMOTING GOVERNANCE-ORIENTED COASTAL RESOURCE MANAGEMENT COMPLETION REPORT OF THE ECOGOV PROJECT CRM TEAM¹

I. Introduction

The country's increasing population, resulting in higher demands for natural resource use, has brought about adverse effects on the environment. This has been aggravated by people's unsustainable practices which are motivated by increasing competition among resource users. Catch per unit effort of demersal and small pelagic fisheries have decreased drastically in the past three decades, and various studies have shown that the major bays and nearshore fishing grounds in the country are severely overexploited. The widespread degradation of critical coastal habitats, such as coral reefs, seagrass beds and mangrove forests has contributed substantially to the decline in fisheries productivity. Habitats, spawning and nursery grounds of many commercially important species have been threatened by destructive fishing practices and the cutting and conversion of mangrove forests. Sedimentation due to improper upland management and other sources of pollution further imperil coastal areas, municipal waters and its resources. These environmental damages have severe socio-economic consequences for millions of people, who rely on fishing and fishery-related livelihoods, and on the food security of the country.

Coastal resource management (CRM) is one of the major functions devolved to the local government units (LGUs) by the Local Government Code (RA 7160) and the Philippine Fisheries Code (RA 8550). The LGUs are mandated to conserve and protect and sustainably manage resources within their municipal waters. In this regard, the municipal/city LGUs are responsible for planning, legislation, regulation and law enforcement, taxation and revenue generation and networking with various institutions for extension and technical assistance. Given that the most productive coastal habitats and fishery grounds are found within the jurisdiction of LGUs, it is important that they, together with the local community, make sound and informed decisions regarding the use and management of these resources. In view of the critical role of the coastal LGUs and communities, EcoGov 1 primarily aims to strengthen the LGUs' capacity for good governance in CRM. At the same time, the Project aims to strengthen the constituency that will demand for good environmental governance.

¹ Written by M A Juinio-Meñez, P Aliño, M F Portigo, R Bojos, D Diamante-Fabunan based on field reports and observations, relevant memos from assisting professionals (R Valles, M Samson, A Balang, P Senoc, L Dizon, P Orencio, E Legaspi), reports of local service providers and short-term technical assistants (STTAs). The authors are the national and regional CRM specialists of the Philippine Environmental Governance Project (EcoGov)..

II. Scope of Work

EcoGov 1 is designed to support GOP's and USAID's goal of revitalizing the economy by fostering improved management of the environment and natural resources that provide key inputs to the long-term economic development of the country. The Project aims to address critical threats to the country's coastal resources and forests, primarily overfishing and the use of destructive fishing practices, and illegal cutting and conversion of natural forests. It is also designed to urgently respond to the increasing need to address unmanaged solid waste at the local level to address issues on public health and environmental hazard.

As shown in **Figure 1**, the EcoGov 1 Scope of Work (SOW) for the CRM Sector supports the goal of Strategic Objectives 4 (SO4) of the Philippine Environmental Governance Program². The key outcome indicators to show improved management of coastal and fisheries resources are:

- Kilometers of coastline under improved management, and
- Coastal area (in hectares) under protection (marine sanctuaries).

Supplementary indicators that were proposed include:

- Area (in km²) of municipal waters under management, and
- Abundance of fish inside and outside marine sanctuaries.

As defined in the Project's Performance Monitoring Plan (PMP), kilometers of coastline with improved management is the length of coastline covered by LGUs, which have completed at least one of the following:

- Municipal waters delineated and supported by LGU ordinance,
- Community validated and LGU legitimized CRM plan, and
- Fishery regulation and enforcement plan supported with fishery ordinance.

The coastal area under management is the area that LGUs and communities commit to protect and manage based on their legitimized CRM and/or fisheries management plans. On the other hand, the area (in hectares) placed under protection is the total area of the marine protected areas (MPAs) which are being jointly managed by LGUs and communities, based on the approved management plan (with budgetary support). The supplemental indicator for selected MPA is the change in the fish density and composition within and outside marine sanctuaries based on technical benchmarking and monitoring activities.

² The EcoGov 1 Project is part of the USAID-assisted Philippine Environmental Governance Program as defined in the Memorandum of Understanding between the GOP and the USAID.

Results Framework for EcoGov

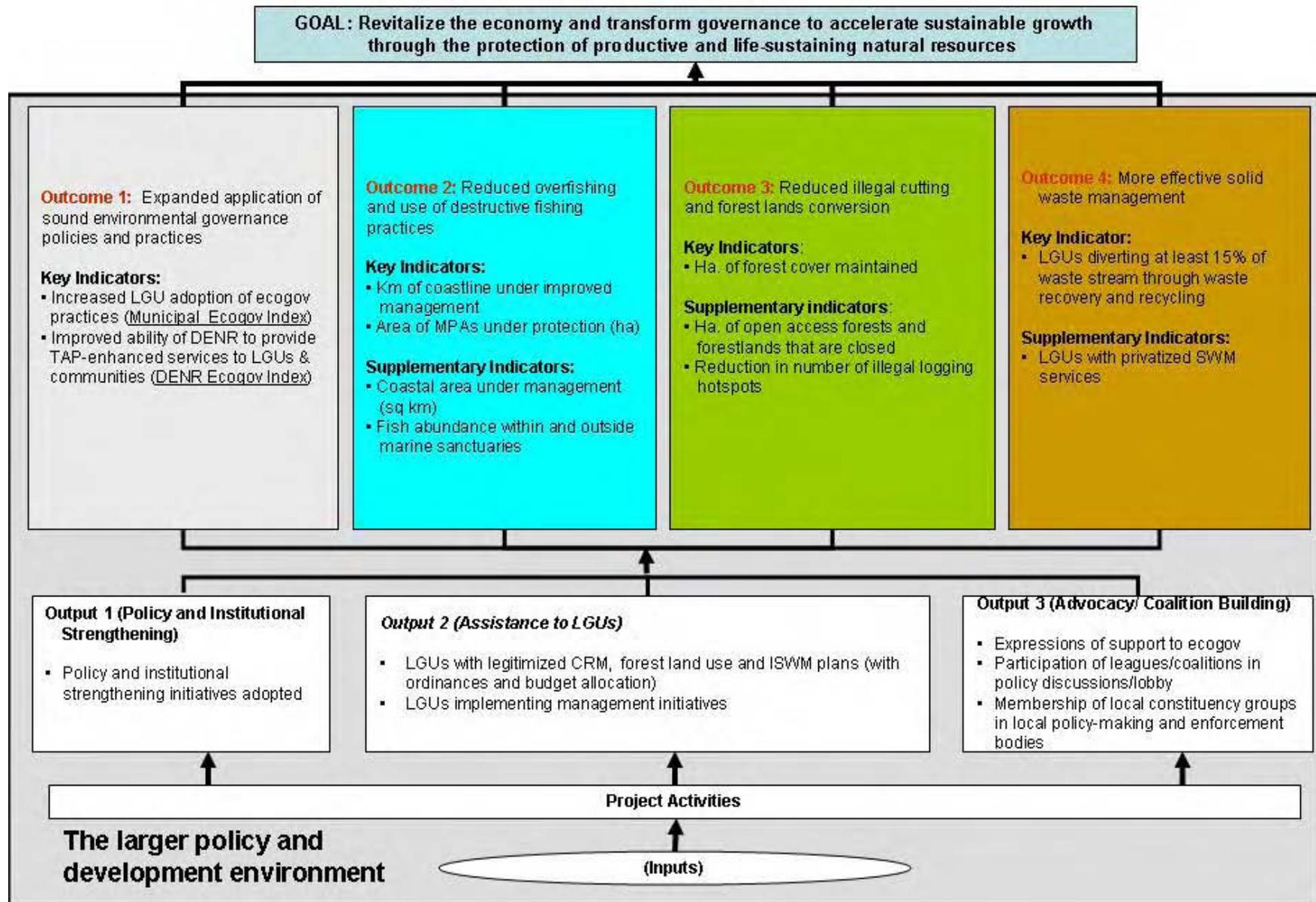


Figure 1

In relation to the above SOW, EcoGov 1 is to assist local decision makers in arriving at sound and informed decisions in the formulation, implementation and enforcement of CRM and fisheries management plans. Training and mentoring is also provided to DENR, local institutional and individual service providers and other related agencies to strengthen their capabilities in providing technical assistance on good governance in CRM to other LGUs.

Aside from strengthening LGUs and local partners, policy, technical and advocacy/IEC support at the national and regional level is provided. National support in policy include the review of RA 8550 to enhance good governance provisions, and policy studies on coastal and marine tenurial arrangements/instruments and shifter investments. Technical studies and IEC support include the development of a bio-economic model as a decision support tool for municipal fisheries and CRM management; a source book on incentive systems for CRM and fisheries; and a primer on foreshore management. In addition, the small grants program provides support for complementary activities to people's organizations and NGOs.

III. Targets and Deliverables

The overall life-of -project biophysical targets set in 2003 are:

- 525 km of coastline with improved management, and
- 25 MPAs/marine sanctuaries covering a total of 250 ha.

Subsequently, as firmer estimates became available, total target kilometers of coastline with improved management was increased to 710.6 km. While the number of MPAs was reduced to 17, the area increased to more than 1,500 ha (EcoGov Work Plan for 2004).

The numbers of LGUs targeted for each of the key performance indicators is as follows:

Key performance indicators	Number of LGUs
1. With Consensus on coastal terminal points of their municipal waters thru individual or joint ordinances	13
2. With overall consensus on their respective CRM zones	10
3. With legitimized CRM plans	8
4. With municipal fishery management plans and initial management implementation	10
5. With joint (inter-LGU) fishery management and enforcement agreements	12
6. With legitimized MPA plans and initial management implementation	13 (with 17 MPAs)

IV. Key Strategies

Internally, the EcoGov 1 Team adopted a two-pronged approach in implementing its technical assistance strategies. Firstly, it built on lessons learned, good practices, and acceptable and doable approaches and tools in assisting LGUs and communities and in collaboration with DENR and other partners at the national and local levels. The Team tried to refine and improve on certain approaches, practices, and tools and incorporated lessons learned from previous initiatives in the delivery of technical assistance with the purpose of making them more efficient, doable, simple, and easy to apply. Secondly, the Team identified, tested, and piloted potential interventions that could improve environmental governance in each of the EcoGov 1 sector with the purpose of generating “innovations” that may have a greater application among other LGUs. This perspective combined with flexibility was used in EcoGov 1 annual work planning preparation and implementation.

Demand Driven Technical Assistance (TA)

In all the sectors (CRM, FFM, and ISWM), the DAI EcoGov team conducted interactive assemblies in different locations in Central and Western Mindanao, Central Visayas and Northern Luzon. These assemblies were designed to “interest” LGUs and other local partners to collaborate with the EcoGov 1 Project in helping address governance issues in the CRM sector. The LGUs and the local partners (community groups, local DENR, or local service providers) express their interest for CRM technical assistance through a letter or resolution from their respective MDCs and SBs. The EcoGov 1 regional team facilitated meetings between the concerned LGU, DENR field officials, other local stakeholders to confirm/affirm the LGU interest, craft a simple action plan, discuss the key provisions of the draft MOA for collaboration between DENR, LGU, and the EcoGov 1 Project, and conduct a more detailed orientation on how to improve CRM governance at the local level. Priority was given to clusters of LGUs sharing a bay or contiguous shorelines that have common or similar interests and levels of commitment, such as LGUs in Baler Bay, the Camotes Island, Illana Bay in Zamboanga del Sur and Sibuguey Bay in Zamboanga Sibugay.

Delivery of CRM TA Modules

Three types of TA modules were provided to LGU partners to help address the threats of overfishing, illegal and destructive fishing practices and degradation of coastal habitats. Each module/sub-module is designed to be independent entry points of an integrated framework shown in **Figure 2**. The TA modules incorporate good governance elements, particularly transparency, accountability and participatory (TAP) practices with technical resource management solutions. The minimum milestones and physical outcomes (e.g., reports, plans, resolutions or ordinances, documentation of implementation activities) per module are clearly defined and leveled off with local partners. Although different in scope, all modules are designed to facilitate sound and informed decision making and provide opportunities to put good governance into practice. The “learning by doing” process and technical inputs provided throughout the delivery of the technical assistance aim to catalyze transformation in governance perspectives and values and forge cooperation between the LGU and local community.

The TA modules and sub-modules are as follows:

Module 1: Coastal Resources Management Planning (detailed steps in **Figure 2**)

Sub module A: Municipal Water Delineation and Enforcement

Sub Module B: Municipal-wide Participatory Coastal Resources Management Planning

Module 2: Marine Protected Area Establishment & Management

Sub module A: Establishment and Management of MPAs

Sub module B: Participatory MPA Monitoring and Evaluation

Module 3: Enhancement of Municipal Fisheries Management

Municipal water delineation is implemented for a cluster of at least 3 LGUs and dovetails with some activities in Module 3 for the formulation of an inter-LGU fisheries management plan. The second sub-module is participatory municipal-wide CRM planning. The results of the participatory coastal resources, fisheries and socio-economic assessments can already be used as inputs to initiate implementation activities to strengthening MPA and fisheries management even before plan formulation and legitimization are completed (**Figure 2**).

Coastal and municipal water zoning is used as a framework for planning. Management strategies per zone include institutional arrangements, financial plans, policy and IEC support programs. Legitimization of the plan includes community validation, multi-year budget allocation for plan implementation and SB resolution adopting the plan and/or enactment of enabling ordinance.

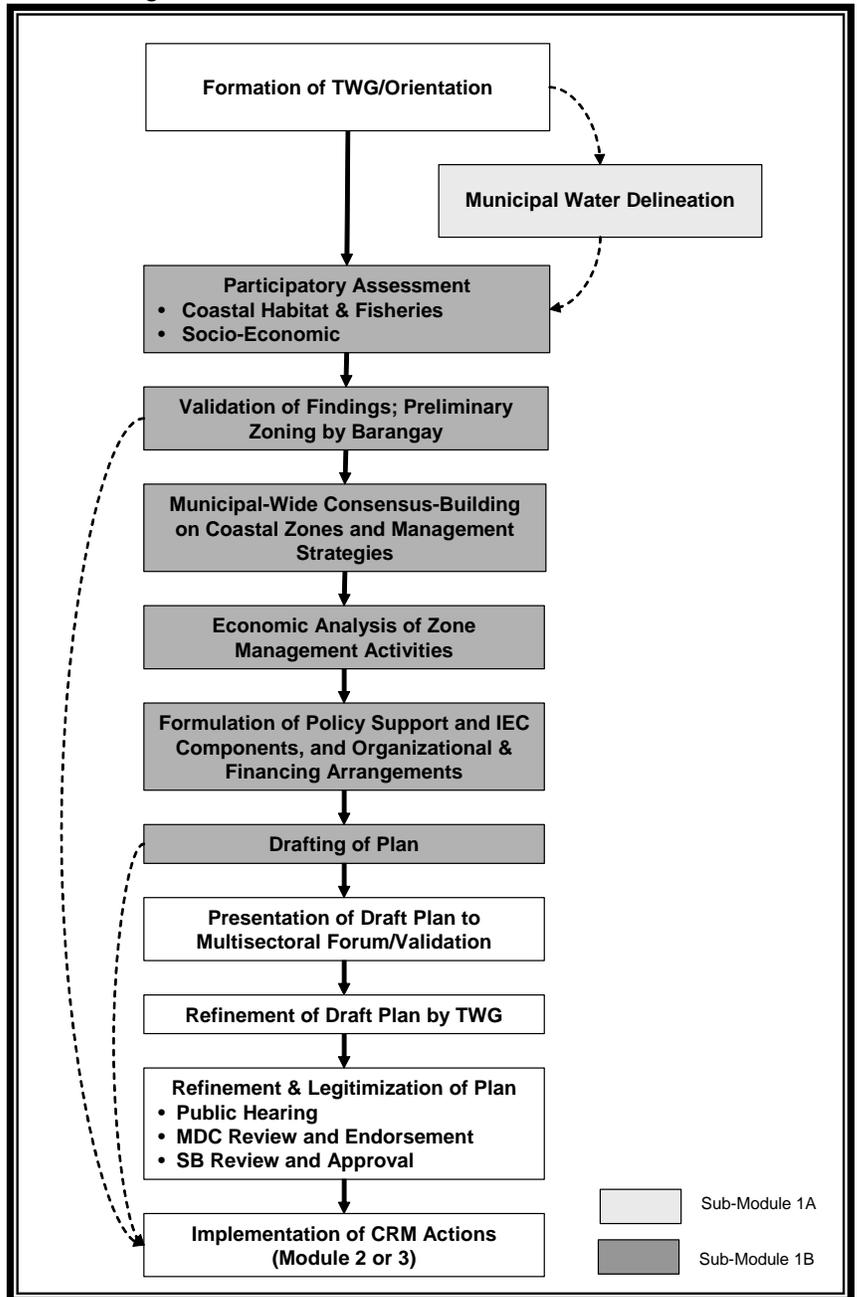


Figure 2 – Schematic diagram of CRM planning process

In contrast to Module 1 which focuses on planning, Modules 2 and 3 are intended to facilitate specific implementation activities. The first sub-module on MPA Management is for the establishment of new MPAs and the development of MPA management plans. The sub-module on participatory MPA monitoring and evaluation, is provided for LGUs with more advanced MPAs alongside technical benchmarking activities. Module 3 is intended to facilitate improved implementation of a few strategic fisheries management activities that will regulate effort or access (e.g., registry, licensing and permits, close and open seasons, gear regulation) and/or improve fishery law enforcement (e.g. reporting and apprehension system, deputation of fish wardens and formation on fishery law enforcement units). The activities in the module can be used for inter-LGU or LGU level fisheries management and enforcement planning and implementation. For both Modules 2 and 3, the minimum outputs are the formulation and legitimization of operational plans and conduct of initial implementation activities.

Field responsibility for EcoGov 1 CRM activities was decentralized to four regional offices supported by national teams for Policy Advocacy and for Technical, Analytical and IEC Support. Two part-time national CRM specialists assisted 3 CRM regional specialists and 6 assisting professionals. For pilot sites in each region, the national and regional project staff in collaboration with DENR, BFAR or other related local agencies provided direct technical assistance. Individual and institutional local service providers (LSPs) were engaged to provide technical assistance to other LGU partners for specific modules following the minimum standards and deliverables. The Project specialists coached the LSPs, provided training materials and reviewed LSP outputs.

V. Status and Accomplishments

The accomplishments of the CRM EcoGov 1 component are discussed in relation to the scope of work and key strategies discussed earlier. These are organized into:

- Results of technical assistance to LGUs as quantified by the biophysical targets;
- Good governance practices;
- Local capability building;
- IEC and policy support; and
- Innovations and policy studies.

CRM TA to LGUs

A total of 26 LGUs in northern Luzon (4 LGUs), Central Visayas (8 LGUs), Western Mindanao (12 LGUs) and Central Mindanao (2 LGUs) were provided assistance on at least one of the different CRM technical assistance modules/sub-modules of EcoGov described earlier. Highlights of activities, specific outputs and outcomes in terms of good CRM and governance practices in relation to the different TA modules provided in each region are summarized in **Annex 1**. These provide an overview of the synergistic impacts of EcoGov 1 CRM assistance to LGUs and success stories for each EcoGov 1 region. The number of LGUs attaining the respective indicators and corresponding biophysical targets accomplished are summarized as follows:

Table 1. Summary of biophysical targets accomplished (as of November 2004)

Key performance indicators	Actual Number of LGUs (% of WP 2004 target)	Biophysical Targets accomplished
1. With consensus on coastal terminal points (CTPs) of their municipal waters thru individual or joint ordinances	9 (69%)	664.7 kilometers of coastline with improved management 149,170² hectares of municipal waters under management
2. With overall consensus on their respective CRM zones ¹	8 (80%)	
3. With legitimized CRM plans	7 (88%)	
4. With legitimized municipal fishery management plans and initial management implementation	8 (80%)	
5. With joint (inter-LGU) fishery management and enforcement agreements	12 (100%)	
6. With legitimized MPA plans and initial management implementation	11 (85%)	16 MPAs established covering 1,942 hectares

¹km of coastline of LGUs with consensus on CRM zones but with no legitimized CRM/fisheries management plans are not included

²not including Talibon and Toledo City (municipal water delineation only). Five km distance from shore is used in computing area.

Municipal CRM Planning

Only 9 of the 2004 target for consensus on coastal terminal points (CTPs) was met. The 9 LGUs which completed the process enacted municipal ordinances delineating their respective municipal water boundaries; 4 LGUs submitted Sangguniang Bayan (SB) resolutions to the National Mapping and Resources Information Authority (NAMRIA). Consensus and agreements were facilitated through a series of inter-LGU technical input sessions, participatory field verification and joint workshops.

Overall, the process of reaching agreements required a lot of effort and time due to various political reasons between and within LGUs. In a number of cases, agreements in CTPs were reached only with one adjacent LGU (e.g., Aurora LGUs, Balamban, Danao). In Camotes Island, the SB of San Francisco rescinded the agreement of the local chief executive(LCE) with the LCEs of the adjacent municipalities. Thus, only 9 out of a total of 20 LGUs assisted in municipal water delineation were able to delineate their municipal waters. Despite these, however, the municipal water (MW) delineation efforts opened communication lines and fostered collaboration on fishery enforcement among LGUs (e.g., Aurora, Illana Bay).

Consensus on coastal and municipal waters zones was formally reached in 8 out of 10 of LGUs. Two other LGUs reached consensus of CRM zones but focused planning on the fisheries management sub-zones. Seven out of 8 LGUs completed and legitimized their municipal CRM plans with budget allocations and the creation of CRM bodies. Community validation and barangay-level zoning workshops, together with IEC activities, facilitated consensus and plan legitimization. These LGUs have started to implement strategies in their respective protection and fisheries management zones.

Municipal Fisheries Management

Inter-LGU agreements

The inter-LGU agreements were major milestones considering the deep political differences among some LGUs, even among the members of the Illana Bay regional alliance in Zamboanga del Sur. The support of the provincial government was significant in facilitating the joint planning and legitimization by the IBRA 9 council.

In Aurora, the inter-LGU fisheries management plan formulation and legitimization was the very first collaborative effort among the LGUs. The plan provided for inter-LGU coordination and improved municipal fisheries management efforts of each LGUs. The LGUs also agreed to jointly seek support from the LGU.

Eight out of 10 LGUs were able to legitimize their municipal fisheries management plans. The target for joint LGU fisheries management and agreements (i.e., 8 LGUs in IBRA 9 and 4 in Aurora) was fully accomplished. More importantly, LGU level and joint inter-LGU implementation activities to improve municipal fisheries management (e.g., registry and permit systems established, color coding of boats, reporting and apprehension of illegal fishing activities, community IEC in support of CRM) have been initiated and enabling municipal ordinances enacted.

These accomplishments in municipal coastal and fisheries management planning and implementation (i.e., indicators 1-5) cover a total of 664.7 km of coastlines with improved management. This is 94 percent of the 2004 Work Plan target.

Consensus on zones was reached in Balamban, but the planning was not completed because of limited time and resources. For the same reason, together with the limited absorptive capacity of the LGU TWG to undertake activities for two sectors simultaneously, the

CRM technical assistance was not pursued in Lamitan and Isabela City. The estimated total area of municipal waters placed under management based on legitimized CRM and fisheries management plans is 149,170 ha.

The 664.7 km of coastline accomplished by EcoGov 1 represents 66 percent of the total Philippine Environmental Governance Program target. In terms of EcoGov 1 regional distribution, 41 percent of the kilometers of coastline under improved management was achieved in Central Visayas (7 LGUs), 27 percent in Western Mindanao (9 LGUs), 25 percent in Luzon (4 LGUs), and 7 percent in Central Mindanao (2 LGUs). See **Annex 2**.

The Project put 664.7 km of coastline under improved management. This already represents 66 percent accomplishment of the entire target of the USAID-assisted Philippine Environmental Governance Program, of which EcoGov 1 was just a part.

Also, the Project established 16 MPAs, placing under protection a total area of 1,942 ha; the target was 250 ha.

Marine Protected Areas

A total of 16 coral reef MPAs in 11 LGUs were delineated, with MPA management plans adopted and implementation activities, such as deployment of marker buoys and patrolling, initiated. These MPAs cover a total of 1,942 ha of critical coastal habitats. While the number of LGUs assisted on MPA establishment falls short of the target by 2, and the number of MPAs established is short by 1 MPA, the total area placed under protection is 1,692 ha more than the target of 250 ha.

Notably, majority of the MPAs established in Western Mindanao are greater than 50 ha (the largest being 880 ha in Tungawan) and one of the MPAs in Tudela in Camotes Islands covers 69.3 ha. The big sizes of the MPAs is notable given that more than 90 percent of the sanctuaries in the Philippines are less than 20 ha in size (Phil Reefs database, Alino et al., 2000). This could be indicative of the lesser fishing pressure in the Mindanao target areas. The LGUs must have also realized the potentially greater benefits if more than token efforts are taken for replenishment and protection of their declining stocks. All the MPAs established had support from the municipal government in contrast to many of the community-based MPAs which were established by people's organizations (POs) or barangay officials with little collaboration with the municipal LGU. Means to generate resources to effectively enforce larger MPAs and address the social costs due to displacement of fishers (e.g., seaweed farmers in Zamboanga Sibugay) have to be explored. In Western Mindanao, co-financing by the barangay and municipal LGUs, close collaboration between the LGU and military and provision of livelihood assistance to displaced fishers partly address these concerns.

In terms of regional distribution, 50 percent of the number of MPAs are in Western Mindanao (6 LGUs), 38 percent Central Visayas (4 LGUs), and 12 percent in Luzon (**Annex 2**). The number of MPAs established through EcoGov 1 represents 16 percent of the Philippine Environmental Governance Program target. However, the total area placed under protection represents 39 percent of the total Program target, instead of only 5 percent as per original EcoGov Project 1 target. The number of MPAs and total area protected do not include other MPAs identified in the legitimized CRM plans (~ 500 ha) that are enforced but do not yet have management plans (e.g., Dinas MPAs, the seagrass reserve in Dinalungan which is a critical feeding ground for dugongs, other MPAs in Poro and Tabina, including a 12-ha mangrove reserve in Tabina which is protected by a local PO grantee of the project).

Part of the CRM's improvement indicator is the periodic assessment of selected MPAs in Aurora, Bohol and Illana Bay. The Marine Environmental Resource Foundation (MERF) under sub-contract with the Project carried out these assessments in 6 MPAs in 2003 and 8 MPAs in 2004. Using a combination of line transect, video transect and fish census, key parameters inside and outside the MPAs were measured, evaluated and compared to determine improvements of management interventions over time. The relative state of health of resources in an MPA indicates the potential rate of biomass increase or recovery. For example, in areas where the densities of fish are usually > 500 individuals per 500 km² (as in Tabina and Tukuran) there is a higher potential rate of increase in fish in abundance in both density and biomass.

It is also important to note that the species diversity (20 – 30 species per 500 km²) in Cataban, which has the lowest fish abundance, is only about half of the diversity in the high abundance less fished areas (50-60 species per 500 km²). Based on the results of the technical benchmarking (**Table 2**), the fish biomass increased in the MPAs of Alindahaw (Tukuran, Zamboanga del Sur), Tambunan, Talisay and Concepcion (Tabina, Zamboanga del Sur). It

Technical benchmarking results showed that fish biomass increased in some of the MPAs, indicating that local efforts to protect and manage the MPAs have become effective.

appears that local collective actions to protect and manage the MPAs in these areas have become effective. The experts, however, explained that assessing improvement of fish biomass and other parameters in MPAs could only be reliable after a number of

periodic measurements as there are so many external factors that could affect fish biomass in MPAs.

In Aurora, for instance, there was a typhoon before the assessment was conducted. This significantly affected the density of fishery resources within the MPAs. In Bohol, a low/very low fish biomass was recorded in the Talibon MPA. This and the low density and diversity reflects the severely fished status of reefs in the area. Improvement in reefs, such as those in Talibon, will take a long time and will require a much larger protection area coupled with enhancement efforts and fisheries regulations.

Table 2. Fish Biomass in MPAs in Selected EcoGov Sites

MPAs	mt/km ²		category
	2003	2004	
Tukuran, Zamboanga del Sur			
Sugod-Tagulo	14.09	24.97	medium / high
Alindahaw	16.38	28.81	medium / high
Tabina, Zamboanga del Sur			
Tambunan	18.48	26.23	medium / high
Talisay	13.89	19.34	medium / medium
Concepcion	16.60	23.94	medium / high
Dinalungan, Aurora			
Mapalad	21.26	14.18	high / medium
Abuleg-Ditawini		13.00	medium
Talibon, Bohol			
Cataban	6.14	4.06	low / very low

As expected, there were no evident changes in species composition and coral cover a year after benchmarking. Shifts in species composition become apparent usually after at least three years of effective full protection in areas which have at least 20 tons per km². Thus, the size of the area of protection is important in terms of resilience to effects outside the area of protection (Russ 2002)

Promoting Good Governance Practices

Aside from the biophysical targets, the TA modules effectively promoted good governance practices as evidenced by various co-management agreements (e.g., financial and logistic support) between barangay and municipal LGUs and clusters of adjacent LGUs as well as multi-sectoral/cultural collaboration in all regions (**Annex 1**). These evolved from holistic participatory assessments, problem identification and analysis; a systematic multi-criteria approach to informed decision-making; and utilization of transparency and accountability mechanisms and tools throughout the planning and initial implementation process.

Adopted plans and enacted ordinances incorporate various TAP provisions (e.g., clear roles and responsibilities, protocols, regular feedback and reporting, etc.). Although difficult to quantify, initial transformations in LGU and local community's values and perspectives of their respective roles and responsibilities in CRM, as well as in the conduct of resources management activities, have been observed.

The Project's promotion of the participatory process seem to have worked. Whereas before the LGUs in Zamboanga del Sur were having difficulty in getting people to join public hearings, their problem now is how to limit the number of community members who attend meetings, as people now see themselves as part of the LGU decision-making process.

For example in Zamboanga del Sur, LGUs were initially pessimistic about utilizing participatory approaches in the planning process because of consistently very poor turn out of people for public hearings. However, after the participatory assessment activities and barangay cluster zoning workshops, limiting the number of participants to meetings became a concern. It became easier to call the local community members for meetings because they were

already part of the decision-making process.

Moreover, these changes in governance perspectives have been translated into concrete actions in various LGUs such as :

- Increase and/or regularization of budget allocation for CRM particularly those assisted with participatory municipal wide CRM planning and MPA establishment or fisheries management. For example in Tukuran, the budget has progressively increased from ₱400,000 in 2001 to ₱800,000 in 2004; likewise, Dinas allocated ₱380,000 in 2001 and by 2004, allocated ₱1.1 M for CRM; Poro allocated ₱250,000 in 2003, ₱400,000 in 2004 and ₱500,000 for 2005 and Tudela allocated ₱200,00.00 in 2003, ₱300,000.00 in 2004 and ₱500,000 for 2005.

Changes in environmental governance perspectives of LGUs have been translated into concrete action. In allocating budget for instances, LGUs are now putting in more money for CRM and MPAs.

- Increase support for enforcement such that the number of deputized fish wardens increased and institutionalization of provision for incentives (allowances, life and health insurance) for Bantay Dagats (e.g., Tukuran, Dinalungan) in fishery ordinances, giving of recognition awards (e.g., Outstanding Bantay Dagat Award during Araw ng Tukuran)
- Establishment of a system for application of permits and licenses, registration and application and responsibilities and operationalization of CRM management bodies (e.g., CRM Section in Dinalungan and Tukuran, CRM Office in Tabina) with clear roles and responsibilities as provided for in the adopted operational plans to improve municipal fisheries management.
- Co-management and enforcement of relatively larger MPAs by local community members and municipal LGU with support from other external agencies (e.g., military, provincial alliance).
- Dissemination of information on protocols and communication flow for reporting of illegal activities, procedures, schedules and requirements application for licenses and permits and other information for public information before and after adoption of plans and enactment ordinances through IEC activities (e.g., Tabina, Tukuran, Tungawan, Lebak, Dinalungan, Baler, Poro).
- Enactment of resolutions and supplemental ordinances (e.g., Tukuran on Livelihood Assistance Fund) in support of CRM activities and posting of notices on billboards about CRM and fisheries related ordinances (e.g., IBRA 9 LGUs).
- Sourcing out of supplemental funds from province, NGOs of technical assistance from NGAs and academic institutions for implementation of CRM activities to augment LGU allotment (e.g., Camotes Islands, IBRA 9 LGUs, Aurora LGUs).

- Negotiations and initiatives to resolve conflicts in municipal water boundaries and among resource users within the municipality and with adjacent municipalities (all LGUs assisted).

These concrete actions have also encouraged other adjacent LGUs to invest in coastal and municipal resources management and forge alliances and linkages with other LGUs. For example Tukuran has become a learning site for other LGUs in the province and the region. Because of the CRM initiatives in the four LGUs in the province and the exposure trip to Tukuran, the province of Zamboanga Sibugay wants to facilitate the formation an alliance.

Some of these changes are also taking place in nearby LGUs that are not necessarily Project-assisted. For example, after visiting Tukuran (an EcoGov 1-assisted LGU which has become a learning site), other LGUs were encouraged to invest in coastal and municipal resources management.

Local Capability Building

The TA modules heightened awareness, increased knowledge, and understanding particularly of the LGUs, the TWG and local communities on good governance practices in the management of their coastal resources and municipal waters. Aside from knowledge, they acquired skills in gathering and analyzing information for informed decision-making. In addition, coaching and mentoring of LSPs were undertaken.

LGU and local community

The expanded Technical Working Group (TWG) with representatives from all barangays were exposed and trained on biophysical assessment methods (e.g., manta tows, line and plot transects, quadrats for coral, seagrass mangrove assessment) and fisheries and socio-economic assessments (e.g., household interviews, focused group discussions).

Local participants, particularly active TWG members, were coached on how to analyze and present results of activities in feedback sessions (e.g., the highlights of the participatory assessments, synthesis of issues and problems and recommendations, provisions of draft plans and ordinances, progress of CRM activities, etc.) to community members and LGU officials. In the conduct of community consultations, the TWG were trained on process facilitation and preparation of activity designs. Notably, these approaches and methods have been used for other planning and community consultation activities.

Members of the plan drafting committees were provided training on cost-revenue analysis and TAP-enhanced ordinance formulation the outputs of which were part of the implementation mechanisms for their plans. Writeshops facilitated the preparation of the draft plans. The draft plans were reviewed and revised by the TWG before endorsement to the Municipal Development Council (MDC) for SB adoption.

Specialized trainings were provided for groups responsible for enforcement (e.g., deputation and fish examiner) and MPA monitoring (e.g., fish census, coral cover assessment, landed catch monitoring). Other experiential learning opportunities were provided during cross-site visits to successful MPAs.

Altogether, the technical assistance facilitated the development of a pool of multi-sectoral local resource persons with firsthand experience on various aspects of CRM assessment, planning and implementation. An average of 20 TWG members were trained in 26 LGUs in the EcoGov 1 regions. On the average, about 30-40 percent of the TWG members were women. In addition, the awareness and knowledge of substantial number of other local community members (i.e., at least 100-200 persons) who were participants in barangay-level participatory resource assessments and various training workshops during the course of the TA activities were enhanced. Over time, more of the Project's initial responsibilities and tasks were gradually turned over to the local partners as they gained experience, knowledge and confidence in facilitating follow-up activities (e.g., barangay consultations, documentation of results, preparation of work plans, drafting of ordinances, etc.).

Local service providers (LSPs) and partners

Local institutional and individual service providers were tapped to deliver technical assistance to LGUs. To establish minimum technical and process standards in providing assistance to LGUs, orientation, coaching and mentoring aside from training materials and designs were provided. Project specialists also reviewed LSP outputs and assisted them in providing quality assistance to the LGUs. Through this process, capabilities of local individuals and institutions were developed and partnerships with the LGUs established.

Along the same line, a training course for DENR, BFAR and local institution representatives in Mindanao was conducted to impart information on innovations on CRM technical assistance approaches and tools to enhance their capability to provide technical assistance to LGUs on CRM and good governance practices.

The training was capped with an evaluation exam and certificate of competence was given to those who passed the exams. As a result of the institutionalization of a CRM governance certificate course, other prospective LSP and LGUs who may want to avail of related training may be considered for expansion. In addition orientation and sharing of information on incentive systems, decision support tools and approaches for fisheries management were shared with representatives of LGUs DENR, BFAR and academic institutions during inter-LGU/regional workshops (e.g., ARMM, Malalag Bay).

IEC and Policy support

Among the initial implementation activities of LGUs and TWGs are the drafting and enactment of enabling ordinances in support of management strategies per zone, fisheries and MPA management in support of their respective plans. Training on drafting TAP-enhanced ordinances were provided. Likewise training workshops on IEC, including the development of communication plans and IEC materials in support of implementation activities was part of the technical assistance package. The results of the training activities have been the actual drafts of ordinances that were advocated for issuances by the LGUs.

At the national level, IEC materials were produced and/or developed include: (1) a primer on the ARMM fisheries code, (2) pamphlet on CRM tenure instruments with focus on foreshore areas, (3) case studies on resolving conflicts in CRM; and (4) a CRM Training Guide LSPs.

Innovations and Policy Studies

To contribute to the advancement of CRM theory and practice in the country, the Project developed new CRM training modules and enhanced existing CRM approaches, developed decision support tools (e.g., Fisheries Bio-economic Model) and facilitated policy studies to enhance good environmental governance policies and practices. These include the process of developing consensus and prioritization of CRM zones, the use of multi-criteria analysis in analyzing the CRM zones and the doable interventions per zone, the legitimization and buy-ins of other stakeholders.

Development of TAP-enhanced CRM training modules

Training modules including activity designs, key technical input materials (e.g., powerpoint presentations) and guidelines for LSPs were developed and field tested by the project specialists. The TA modules incorporated good governance principles with sound technical inputs and provided opportunities to put good governance into practice. Participatory municipal-wide coastal development planning using zoning as a spatial framework was streamlined and enhanced.

The design and methods on participatory fisheries and socio-economic assessment were developed to complement the participatory coastal habitat assessment methods. This facilitated a better understanding of the interactions between environmental and socio-cultural and economic factors and thus provided a comprehensive basis for informed-decision making. To complement technical inputs on traditional resource/fishery management options, training workshops on cost and revenue analysis, incentive systems and revenue generating mechanisms were developed to guide the preparation of work and financial plans per management zone. The policy support workshop included analysis of good governance elements in ordinance formulation.

As mentioned earlier, CRM Training Guide based on the training materials and approaches used in delivering technical assistance to LGUs has been prepared. The guide is for CRM service providers, including DENR and BFAR field offices, NGOs, consulting firms, academic institutions and individual professionals. In addition, a source book on incentive mechanisms for local governance of environmental and natural resources have been prepared.

Fisheries Bio-economic Model

A bio-economic model was developed by a team of experts to serve as a decision support tool to explore the ecological (i.e., sustainability of fisheries stock) and economic consequences (number of fishers who can meet their daily income requirements from fishing) of decisions (i.e., scenario simulations) on the size of MPAs, allowing commercial fishing within 10.1 to 15 km of municipal waters, regulation of the number of fishers/fishing effort. The model simulations using inputs from the participatory coastal resource assessment in Tabina, Zamboanga del Sur, and information from Illana Bay, were validated in workshops with local fishers and TWG members and presented at the regional level for possible scaling up.

The model was also tested using data from different bays in the country. In general, results were concordant with predictions derived from other fishery models. In addition,

the model's conceptual framework was presented in a national and international symposium to gain inputs for further refinement. The model generated a lot of interest from the LGUs, technical government personnel and the members of the academe and scientific community.

Based on workshop results and feedbacks from presentations, the model can be used for IEC and advocacy purposes, comparative analysis and scenario setting, and actual application in various sites for decisions on fishery management options. In the future, more user-friendly applications would be explored and linked to IEC and policy reform advocacy concerns. The results of the model provide information pertinent to the review national policies on size of fishery reserves, determination of allowable catches and interaction between municipal and commercial fisheries fishing effort.

Formulation of Foreshore Management Protocols in Central Visayas

TA was provided to DENR 7 to conduct two major workshops to review existing foreshore practices and policy instruments, identify major issues and gaps and begin to harmonize institutional overlaps towards the formulation of foreshore management protocols for Region 7. The regional initiative also provides significant inputs to national policy considerations on this matter. In addition, a primer on foreshore management for LGUs has been drafted for review by DENR prior to reproduction.

Policy study on enhancement of good governance provisions in the Fisheries Code and case studies on CRM tenure and access arrangements, incentives and shifter investments

The Legal Environmental Advocacy Program (LEAP) of Silliman University was contracted to conduct a review of RA 8550 and its IRR to identify provisions where good governance can be enhanced or incorporated. This will be the basis of further studies and recommendations to be submitted to League of Municipalities of the Philippines (LMP), DENR and BFAR as inputs to the ongoing review of RA 8550. Case studies on actual good governance practices of selected LGUs in Central Visayas on coastal and marine access and tenure arrangements, use of incentive systems and initiatives of shifter investments provides some concrete baseline on current practices for comparison with good practices elsewhere. This analysis provides insights on opportunities and areas of possible intervention to expand and enhance local current practices on these aspects of environmental governance.

VI. Lessons Learned

What Worked

Overall, the technical assistance modules and approaches that were employed were effective as evidenced by the accomplishments in terms of physical targets, good governance and capability building outcomes discussed earlier.

Design and Delivery of TA modules

The three TA modules were designed to be focused (i.e., with clear milestones and outputs) and implementable as independent entry points within a holistic and integrated framework. As such, one module can build on outputs of another and can be customized

depending on the needs of the LGU. Assistance was also designed to provide improve planning and implementation at the LGU and inter-LGU level.

Given the limited Project resources, this design allowed for broader geographical reach and impact coupled with selection of clusters of adjacent LGUs. In relation to this, only a few selected LGUs per region with highly committed TWGs and local officials were provided the municipal-wide participatory coastal management planning TA complemented with one or both of the implementation modules (i.e., MPA establishment and enhancement of fisheries management). These LGUs are learning sites for adjacent LGUs. However, even if the scope of the TA for some LGUs were more limited than for other, all modules followed the same principles of facilitating informed decision making and providing opportunities to put TAP into practice.

Multi-sectoral TWGs

Creation and mobilization of a multi-sectoral working group paved the way for participatory decision-making and consensus building leading to collective action from the assessment through initial implementation phase. This capacitated a core group within the municipality with knowledge and skills to conduct activities consistent with good governance practices. Pre- and post-activity strategizing and evaluation always involved the municipal TWGs and local community representatives. Action planning involved identification of the action areas and the corresponding resources needed, agreement on schedules and clarification of the specific roles and responsibilities of all the participants (e.g., information dissemination, logistic arrangements, co-sharing of expenses, etc.).

As needed, the TWG was reconstituted or expanded to involve committed local participants and sector representatives. The composition of the TWG varied but majority included: Municipal Agriculture Officer (MAO), Municipal Planning and Development Coordinator (MPDC), Municipal/City Environment and Natural Resources Officer (M/CENRO), and/or representatives from these respective offices; SB chair or committee member(s) for Agriculture and Fisheries or Environment, representatives from the Bantay Dagat, Municipal/Barangay Fisheries and Aquatic Resources Management Council (M/BFARMC), Association of Barangay Captains (ABC) president or barangay captains, fisher folk and PO representatives. In addition, some TWGs had representatives from local environmental associations, NGOs, representatives from the business and religious sector, local academic/research institutions, the Philippine National Police (PNP) and the military (i.e., in Western Mindanao).

Participatory Assessments

Local knowledge and perceptions were determined through participatory approaches and tools (e.g., community resource/issue mapping, gear/resource use and livelihood mapping, fishery-related activity calendars, trend lines, commodity flow diagrams) during the assessment of coastal resources, fisheries and socio-economic situation. This was enhanced by technical inputs and skills training. The participatory approach was used for all technical assistance modules.

The experience gave the local participants firsthand knowledge and a better understanding of the status of the resources, and the interactions among resource uses and users that are important to consider in resource management. The local participants

were effective local resource persons, thus facilitating information dissemination and community validation. Aside from the newly acquired skills and broadened perspective, ownership of decisions based on information gathered with their participation is enhanced. This also facilitates not only transparency but affords accountability in conjunction with the participatory decision making process.

Informed Decision-Making

All technical assistance activities were designed to facilitate informed and responsible decision making by the LGU and local community participants. A multi-criteria framework that considers legal, ecological, socio-cultural/political, socio-economic factors guided decision making in planning. The synthesis of the best available primary and secondary information (i.e., local knowledge and technical inputs provided by specialists (e.g., marine biologists, lawyers, economists) was the basis for joint analysis of the situation and options (e.g., agreements on coastal zoning scheme; MPA site and size selection, fisheries management options).

Community Feedback and Validation

Results of resource/resource use assessments, proposed management actions are shared with the local communities for validation and enhancement and facilitate agreement and support. The criteria for selection of participants for workshops and community consultations are discussed to ensure meaningful discussion of major stakeholders' concerns and interests. This was particularly important in culturally/politically heterogeneous communities. Indigenous peoples (IPs), former rebel groups members, Muslims and other concerned groups were given importance and provided opportunities to participate and articulate their concerns during the planning process.

Regular Review and Assessment of Progress

Orientation and leveling off on good governance principles, the overall process, key activities and expected outputs with the TWG and other local partners at the start was very important. Common knowledge and understanding facilitated regular review of what have been accomplished and what remains to be done. The success of each activity and constraints were evaluated so that the conduct of activities became more efficient with time. The local partners were motivated by concrete progress attained through their efforts.

Multi-level LGU Consensus Building and Conflict Management

Culturally sensitive, multi-sectoral participatory decision making coupled with transparency and clear accountabilities reduced conflicts and promoted collective action at the local level and facilitated legitimization and initial implementation of CRM, MPA and fisheries management plans (see examples in **Annex 1**) in all the regions. Synergy in LGU level initiatives in turn promoted inter-LGU and/or provincial level support and facilitated co-management agreements (e.g., management and enforcement in IBRA 9 and Aurora).

Heightened CRM consciousness among political leaders, nurtured by regular briefing and feedback on progress of activities by empowered TWG, support from the provincial LGU and other national government agencies in the region sustained efforts despite

changes in political administration after the elections. Some LGUs have conflicts in interest (e.g., operation of commercial fishing activities within municipal waters) or strong political differences (i.e., between the local chief executive and SB, two adjacent LGUs) that can only be managed through constituency building to strengthen demand for good governance and effect a more permanent transformation in “business as usual” practices.

MPA Establishment

It is well established that exposure trips are one of the most effective means to heighten awareness and catalyze action for establishment of MPAs. Interaction with fellow LGUs, POs and communities on site inspire exposure trip participants to attain the same ecological and socio-economic benefits. Unfortunately this was not conducted in Aurora and Central Visayas due to the budget cuts. However, some LGUs in Camotes went to visit successful MPAs on their own.

Benchmarking is crucial in sustaining management and enhancing good governance practices. Preliminary training on participatory MPA M&E in conjunction with technical benchmarking for selected MPA managers in four LGUs was helpful but not sufficient. Follow-up training and coaching is essential in the future to strengthen local MPA groups.

Providing Opportunities to Put Good Governance into Practice

Attainment of a common understanding of the principles of good governance principles of transparency, accountability and participatory decision-making in the context of fisheries and coastal resources management among local partners was embedded in approaches and processes in CRM, MPA, and fisheries planning and implementation.

For instance, some of the tangible manifestations of the governance principles are found in CRM zones determination, agreements on the location, area, and strategies for protecting and managing MPAs and fisheries resources, agreements on various CTPs, resolutions of conflicts among various stakeholders, enforcement of fisheries regulations, among others. The agreements among local stakeholders to collaborate, work together, and take collective actions in the protection and management of coastal resources, especially their municipal waters were the first steps taken with Project support. Consciously providing opportunities to put TAP into practice in all aspects of the technical assistance was most effective in engaging local communities. This also enhanced the credibility of the LGU. In some cases, the outputs provided leverage for external sources of funding and technical support from other donor agencies, NGOs and the local academic institutions.

Providing Grants

The grants expanded the Project impact area (e.g., MPA strengthening by CCEF) and complemented technical assistance in sites where the Project was operating in the case of the PO grantee (Pangalaran Environment and Livelihood Association or PELA) in Tabina. However, in the case of Mediation Network (MedNet), differences in the context, approach and timing of the intervention brought about some confusion at the level of the LGUs. The LGUs were in the process of assessment and formulation of

CRM plans which included harmonization of various interest (e.g., consensus on zoning, MPA site and size selection). Although the training on managing CRM based conflicts was theoretically useful, the timetable and targets of the project technical assistance and the grantee's activities were not compatible.

What Did not Work

Several Project approaches and interventions did not work because of time or resources constraints, capability limitations of the LGUs and LSPs, and political interference. These were beyond the control of the technical Project staff, but were managed as best possible.

Some Agreements on Municipal Water Boundary Delineation and Enforcement

In the EcoGov 1 training module, emphasis was given on municipal water delineation as a tool for planning and a means to improve municipal fisheries management and foster collaboration in enforcement among LGUs. The expectation that the size of the municipal waters will someday be a basis for Internal Revenue Allotment (IRA) kept some LGU officials from coming to an agreement with adjacent LGUs because this might reduce the area of the municipal waters they want to claim.

Despite all the possible technical inputs and assistance (e.g., mediation with indigenous peoples (IPs), legal and mapping support), historical and deeply-rooted conflicts in cadastral boundaries and differences in political affiliations of adjacent LGUs or between the executive and legislative branches within the LGU, municipal water delineation was not accomplished in the other LGUs .

Comprehensive TA to all LGUs

In Central Visayas, the TA modules were initially planned to be provided in a sequential manner making municipal water delineation a prerequisite for all the other modules. The long-drawn process in municipal water delineation, differences in level of commitment of LGUs, coupled with the limited time and resources of the LGU and project, resulted in considerable setbacks in the completion of technical assistance activities. In some sites where TA for other project sectors (e.g., Talibon, Toledo, Lamitan, Isabela) were being provided simultaneously, the LGU had difficulty in keeping up with the activities and allocating counterpart funds. In these cases, the TA was terminated or reduced in scope.

Availability of Competent LSPs

The Project was designed with very few project staff with the assumption that individual and institutional service providers can be mobilized efficiently for the delivery of the technical assistance. In all regions, finding suitable LSPs was a major constraint. Substantial efforts for capability building were required to get some LSPs up to speed. Providing LSPs with guide materials were very useful but not sufficient. The LSPs like the LGUs, needed substantial coaching on good governances in the context of CRM. The Project's initiatives to capacitate LSPs delayed the completion of several CRM targets and deliverables. The approaches, process and scope of a technical assistance modules, particularly the promotion of TAP principles and practices, are new to them and even the project staff. These factors resulted in Project staff putting in a lot of time

and effort in improving the outputs of the LSP, while trying to keep up with direct technical assistance commitments.

Collaboration with DENR and BFAR

Operationalizing collaboration with regional BFAR and DENR to provide joint TA to LGUs was difficult to realize because of conflicts in schedules and differences in time tables and key result areas. At best, DENR counterparts in some regions attended some EcoGov 1 activities but did not have specific deliverables and outputs. In addition, focal persons changed frequently and regular involvement in planning and implementation activities was limited. There is no incentive for BFAR to fully engage as a partner since this is a DENR project. In some cases it is feasible to engage Provincial Fisheries and Aquatic Resources Office (PFARO) personnel from PAO. However, regional BFAR personnel were dependable for deputating training for fish wardens and fish examiner trainings.

A larger issue, however, looms as a result of EcoGov 1 initiatives: DENR and BFAR have yet to fully realize and re-align resources in support of LGUs emerging as their new clients, a different market to cater in which their institutions are only partly capable to respond.

VII. Recommendations

Policy and Advocacy

- With the legitimized CRM, MPA and fisheries plans, EcoGov 2 should follow through with initiatives to enhance and implement good governance provisions in RA 8550. Initiatives should be combined with assistance to strengthen the LGUs's efforts to enact local policies and complemented by national policies that are geared towards improving coastal and marine tenure/access arrangements (including foreshore management) and other appropriate incentive systems for communities, LGUs, and the private sector. Both local and national policies should minimize opportunities for social injustice and inequity to take place at the expense of the municipal fisher folks.
- Implement comprehensive IEC and advocacy strategy to strengthen partnership of communities and other local stakeholders to sustain and scale up environmental governance initiatives in the CRM sector and to mobilize collective actions for enforcement at bay or ecosystem levels. These efforts should capitalize on the gains of EcoGov 1 in developing a broader mass base support at the LGU and provincial levels. The IEC and advocacy in the coastal areas should focus on strengthening political will for joint enforcement, conduct of periodic monitoring and evaluation of key CRM performance indicators to determine improvements of over time, resolutions of conflicts, and sustained local actions against illegal and destructive fishing practices.

- DENR, the leagues, BFAR, and civil society should continue supporting the ongoing efforts to advance the National Coastal and Marine Policy Framework and the development of the enabling legislation. The proposed framework should incorporate incentives (and possible subsidies) into certification of good practices and standards (e.g., MPA networks) and standardization procedures for performance monitoring and management effectiveness. Provide mechanisms and windows of opportunities where the public and private sector could compensate for the community's and LGU's efforts to protect and manage their MPAs and coastal resources.

Improving Regional TA Operations

- EcoGov 2 should continue supporting the EcoGov 1-assisted LGUs and set realistic and strategic targets within available financial and human (including LSPs) resources and develop criteria for selecting additional LGUs for assistance . EcoGov 1 TA commitments to LGUs with existing MOAs should be reviewed and evaluated. An affirmation from these LGUs is needed in the form of SB and MDC resolutions, especially those from Illana Bay, Zamboanga-Sibuguey, Basilan Island, Camotes Island, Northern Cebu, and Baler Bay. TA could be provided as an incentive for LGUs with good track records in governance and/or resource management. In evaluating additional LGUs for EcoGov 2 assistance, consider biophysical criteria (e.g., extent and condition of resources and habitats, entrainment and connectivity potential, biodiversity) together with socio-cultural and political criteria (e.g., good track record in governance and/or resources management).
- Assist the LGUs and communities to network and link for support and TA (e.g., legal, livelihood development, sustainable financing) with local and national institutions to sustain implementation of CRM, MPA, and fisheries plans. Most LGUs are not able to provide sustained and adequate financing for CRM enforcement, community livelihood and social infrastructure support, periodic assessments, and information dissemination. The leagues, with the local and national agencies, and the civil society groups, should facilitate a wider use and application of the decision support tools (e.g., fisheries bio-economic model) to promote complementation of efforts and alliance building, stewardship and accountability across various accountability centers in CRM management . These may include the LGUs, communities, private sector, BFAR, enforcement agencies, social welfare institutions. Displacements of fisher folks may result from the implementation of environmentally-sound mechanisms and actions following the recommendations from the bioeconomic model.
- Operationalize institutional and technological mechanisms to strengthen and network MPAs in strategic biogeographic regions (e.g., Sibugay Bay, Illana Bay, Basilan, Eastern Davao Gulf, Sibuyan Sea Passage, Aurora) to optimize impacts and resources. Explore subsidy and non-traditional financing to sustain the operation, coordination, and advocacy work of the networks.
- Develop capabilities of local individual and institutional LSPs through more on-site training and mentoring by project specialists. Because institutional

LSPs do not have expertise for all the technical assistance activities required, assistance to LGUs has to be complemented by direct project assistance and engagement of resource persons. Mechanisms to streamline and make procurement of LSPs more responsive to field operational concerns are essential.

EcoGov 2 Small Grants Program

- Expand and rationalize small grants program to give priority to local communities in partnership with the LGU. In the CRM sector, the communities protecting and managing MPAs deserve higher priorities for grants especially those proposals that support community enterprises that lessen dependence on fishery resources, proposals that compensate for the communities' "no-take" in MPAs, proposals that strengthen their political and organizational capacities to enforce and take collective actions against illegal and destructive fishing. Different standards and more administrative support should be provided to people's organizations. Grants to institutionalize support systems for local academic institutions to sustain effective delivery of technical assistance (e.g., local institutional grants for good governance training, start-up for establishing mechanisms for periodic biophysical and socioeconomic assessments of CRM indicators, M&E database and decision support systems) should be provided.
- Provide grants to selected coalitions or NGOs to promote, facilitate, and stimulate the emergence of demand- and self-driven incentives for joint partnerships in good environmental governance undertakings (e.g., Grants for MPA networks to demonstrate complementary benefits, performance monitoring and management effectiveness through standards and cross leveraging mechanisms). At the regional and national levels, grants to facilitate linkage and collaborative efforts among LGUs and communities that form biologically-rich corridors must be supported to enhance sustainability of coastal and fishery resources.

Overall implementation of CRM Governance

- Both DENR and BFAR should strengthen their institutionalized collaboration in providing TA to LGUs on coastal and fisheries resources. This is an area of opportunity for EcoGov 2 TA. For instance, efforts to link the database of EcoGov to other databases (e.g., Coastal Resources Management Project or CRMP, Fisheries Resources Management Project or FRMP) and its interface with decision support tools will enhance CRM governance at the local, regional and national levels.
- The national government should promote public-private partnerships in research and development for sustainable fisheries and coastal resources management (e.g., sustainable financing, livelihood development) coupled with adoption of pertinent international good environmental governance performance standards (e.g., code of conduct for responsible fisheries, environmental certification systems).

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ANNEX 1. HIGHLIGHTS OF OUTPUTS AND IMPACTS OF ECOGOV CRM TECHNICAL ASSISTANCE TO LGUS

1. Northern Luzon (refer to Map of LGUs)

Technical assistance was provided to four LGUs in the province of Aurora, i.e., San Luis, Baler, Dipaculao and Dinalungan. All four received technical assistance in municipal water delineation and the formulation of an inter-LGU fisheries management and enforcement plan. In addition, Dinalungan was provided technical assistance in participatory municipal-wide CRM planning and the establishment and management of marine protected areas.

Inter-LGU Fisheries Management Plan Adoption and Implementation

Orientations on municipal water delineation in relation to improved municipal fishery management, field surveys, community consultations in boundary barangays, inter-LGU meetings and workshops, and technical mapping on proposed coastal terminal points were conducted with the TWGs of the four municipalities. Agreements were reached between Dingalan and San Luis and Baler and Dipaculao. However, agreements could not be reached for the coastal CTPs between San Luis and Baler because of contested cadastral boundaries confounded by the ancestral domain claim of the Dibut tribe. The project facilitated multi-sectoral negotiation meetings with inputs from lawyers on legal and jurisdictional issues pertinent to MW delineation, and clarification of the indigenous people's rights and claims by the National Commission for Indigenous Peoples (NCIP). However, the long standing cadastral dispute between Baler and San Luis, and between Dipaculao and Dinalungan precluded agreement on the CTP between these municipalities.

Despite the impasse in agreements in coastal terminal points, all LGUs agreed to forge collaboration towards improving municipal fisheries management. An inter-LGU fisheries management plan was formulated through joint inter-LGU training and planning workshops. Community consultations were conducted by the respective TWGs as part of the legitimization process. The inter-LGU fisheries management plan was adopted by all four LGUs. The scope of the plan includes: implementation of registration, permit and licensing systems; color coding of boats; monitoring, control and surveillance including a reporting system within each LGU and among LGUs under the coordination of the provincial fisheries and agricultural officer (PFARO), provision of incentives for law enforcement to barangays and ntay dagats, and eventual development of unified fishery ordinances.

Aside from adoption of the inter-LGU plan by the respective SBs, each LGU initiated local level implementation in accordance with the inter-LGU plan. Specifically, municipal fishery law enforcement units in Baler and San Luis have been formed, BFARMCS and MFARMCS in Dipaculao organized, fisheries ordinances have been drafted and in the process of legitimization in Dinalungan and Baler. Deputation of fish wardens and fish examiners' training were conducted for all four LGUs in collaboration with BFAR region 3. This contributed in the enhancement of patrolling and apprehension of illegal fishers in San Luis and Dinalungan and initiation of similar activities in Baler. The organization of the inter-LGU committee for fishery enforcement has started and agreed to solicit support from the provincial government for budget allocation and appointment of the PFARO to coordinate the inter-LGU fishery enforcement activities identified in the plan. While the pace and level of commitment of the different LGUs vary, it is significant to note that this is the first time in the history of these LGUs to reach an agreement to work together and collaborate to attain the same goals and objectives despite strong political differences.

Adoption and Implementation of CRM plan and MPAs in Dinalungan

The participatory process of formulating integrated municipal CRM plan and the operational plans for the management of Dinalungan MPAs enhanced collective action and cooperation by the local community. Local IEC and advocacy initiatives by the local community members and barangay councils paved the way for the adoption and legitimization of the plans despite the politically polarized Sangguniang Bayan members. Initial plan implementation activities focused on the management strategies for the multi-fishery and protected zones. Technical benchmarking of the two MPAs and initial training of the local MPA management group on participatory monitoring and evaluation of MPA has been conducted. Regular patrolling of the two MPAs; Mabudo (49 ha) and Ditanggol (23.5 ha) is being undertaken by the Bantay Dagat. In addition to the two fish sanctuaries, a seagrass reserve, which is a critical feeding area for dugongs, has been identified as part of the protection and conservation zone. Ordinances in support of the implementation of the CRM and MPA plans are in the process of legitimization, fisher folk registry, boat coding per barangay harmonized with the inter-LGU boat color coding are ongoing.

2. Central Visayas (refer to map of LGUs)

A total of 8 LGUs (7 in Cebu and 1 in Bohol) were provided technical assistance on coastal resources management. All LGUs were provided assistance in municipal water delineation. Four of the LGUs also were assisted in the establishment of marine protected areas, two of which were also assisted in participatory municipal-wide CRM planning. Two of the LGUs were assisted in formulation of operational plans to improve municipal fisheries management.

Inter-LGU Agreements on Municipal Water Boundary Delineation

Consensus on coastal terminal points were reached after a series of negotiations, as embodied in resolutions and ordinances enacted to delineate the municipal water boundaries of five of the eight LGUs. These resolutions on LGU agreements with adjacent LGUs have been submitted to NAMRIA for verification. In Danao, agreement on the CTP was reached with Compostela but not Carmen due to political differences between the LGUs. Similarly, Balamban reached an agreement on the CTP with Toledo but not with Asturias although negotiations are still ongoing. In the case of San Francisco, the Sangguniang Bayan representatives did not concur with the agreement on CTPs between the Mayor of Poro and their Mayor. Consensus on coastal CTPs and delineation of municipal waters in Talibon, Toledo and Compostela together with strategic planning and review of enforcement have enhanced fishery law enforcement.

Adoption and initial implementation of CRM Plans in Camotes Islands

Lobbying by local participants for a special SB session and public hearings paved the way for adoption of the municipal wide CRM plans in Poro and Tudela despite differences between the mayors and vice mayors of the LGUs. In Tudela, where a new set of local officials were elected, the orientation on the participatory planning process, the presentation of the situational analysis and the zonal management strategies by the TWG gained the support of the new officials even if the project was not initiated during their term. Both LGUs are actively sourcing external funding to augment their local resources for plan implementation. Poro has launched their IEC CRM program, including school based orientation and trainings such as the "little fish wardens" program.

Adoption and Implementation of MPA plans

All three LGUs in Camotes have adopted the management plans and enacted ordinances for their MPAs. Altogether four community validated MPA plans were adopted and legitimized in Camotes. Two of these are in Tudela, in Villahermosa (69.3 ha) and Puertobello (39.1 ha). The other two are in Consuelo, San Francisco (32 ha) and Esperanza, Poro (42 ha). The bantay dagats and POs managing the MPAs have been provided training on enforcement by ELAC and Plan International. For all these MPAs, community IEC activities are continuing and fund sourcing for guard houses in collaboration with Plan International who has also provided co-funding for some of the CRM TA activities in Camotes.

In Talibon, the management plan of the MPA in Sag (33.5 ha) is newly has been adopted by the LGU and endorsed to the PAMB since it is within a protected seascape. The local community has taken the initiative to deploy temporary markers to delineate the MPA. The MPA plan for Cataban (19.8 ha) is still in the process of legitimization. Enforcement activities are continuing with support from fisher's organizations and coastal law enforcement team (CLET).

In addition, technical benchmarking of the MPAs in Esperanza, Poro and Cataban, Talibon, and initial training on participatory monitoring and evaluation was provided to the local MPA management groups. The project grant to CCEF also provided capability building for enforcement, monitoring and IEC to strengthen MPA management of the MPAs in Cordova, Dalanguete and Alcoy.

Adoption and implementation of fisheries management plans

The fisheries management plans of San Francisco and Danao were legitimized. In San Francisco, Camotes, agreements on the zoning of municipal waters and the fisheries management plan for the multi-fisheries management zone has been adopted. Notably it is the Association of Barangay Captains who endorsed the fisheries management to the MDC for SB adoption, indicating strong support from the ground for the adoption and implementation of the plan. In both LGUs, law enforcement orientation for the Bantay Dagats, FARMCs and deputized wardens were conducted as part of the capability building in support of implementation. The fisher folk registration is also ongoing in both LGUs.

Interest in inter-LGU collaboration on fishery law enforcement activities have been expressed in a memorandum of agreement among the LGUs of Camotes Island (i.e., Poro, Tudela, San Francisco, Pilar). Similarly, initial discussions on inter-LGU collaboration between Danao and Compostela have been conducted. Though these are encouraging developments, it should be recognized that the Camotes Sea area and the municipality of Danao is home to a considerable fleet of commercial fishing operators. It will be a major challenge to enjoin political support to limit commercial fishing operations in the municipal waters in the area.

3. Western Mindanao (refer to map of LGUs)

Eight LGUs along Illana Bay (IBRA 9 members) were assisted in the province of Zamboanga del Sur and 4 LGUs in Zamboanga Sibugay. All IBRA 9 LGUs were provided assistance in municipal water delineation and the formulation of an inter-LGU fishery enforcement plan. Three LGUs in strategic sections of the IBRA 9 area (i.e., Tabina on the east, Tukuran on the west and Dinas in the middle) were assisted in participatory municipal-wide CRM planning. In addition, Tabina and Tukuran were provided assistance in marine protected area and municipal fisheries management. The assistance provided in IBRA 9 was strategic in strengthening the Alliance which was formed through LGSP.

In Zamboanga Sibugay, four LGUs were assisted in MPA establishment and management. In addition, Tungawan was provided assistance in participatory municipal-wide CRM planning and fisheries management.

Inter-LGU Agreements on Municipal Water Delineation and Fisheries Enforcement in IBRA 9

The participatory and non-confrontational approach facilitated through technical inputs and close coordination with the provincial TWG brought about agreements on eight out of nine coastal terminal points among members of IBRA 9. These were formalized through the adoption of joint Sangguniang Bayan resolutions. The coastal terminal point between Tukuran and Sultan Naga Dimaporo requires inter provincial/regional negotiations to be pursued in the future. Tabina, Dimataling, Dinas and San Pablo reached agreements on the seaward coordinates of their municipal waters and enacted municipal ordinances delineating their respective municipal waters. These agreements have improved inter-LGU relations and in part paved the way for the adoption of the IBRA 9 council of the IBRA 9 fisheries enforcement plan. The plan includes operational mechanisms and activities for joint local capability building, IEC, inter-agency and inter-LGU collaboration on fishery law enforcement with budget allocation and personnel detail for the inter-LGU enforcement unit of IBRA 9.

Although technical assistance for inter-LGU fisheries enforcement has not been provided in Zamboanga Sibugay, the CRM initiatives in the four LGUs and the cross site visit to Zamboanga del Sur (Tukuran) have paved the way for interest in formalizing a provincial TWG and the formation of the Sibugay CRM Inter-LGU Alliance similar to IBRA 9. Through the efforts of the PENRO, an initial budget of ₱100,000.00 has been allocated by the province. The training on effective management of coastal resource based conflicts conducted by a project grantee (MedNet), gained some interest from the provincial government to forge agreements on conflict resolution mechanisms among LGUs in the province. Some of the conflicts identified are operation of commercial fishing and use of destructive fishing methods within municipal waters, and displacement of seaweed farmers due to the establishment of the MPA (e.g., RT Lim).

Adoption and implementation of CRM plans

Participatory municipal-wide coastal development plans in Tabina, Tukuran and Dinas were formulated and adopted. The planning process provided opportunities for different sectors to work together including representatives of different ethnic groups, former rebels, and the military. The CRM plans of the three LGUs facilitated implementation of habitat rehabilitation and livelihood fund from the Philippine Canadian Development Fund. In Tukuran and Tabina, the Coastal Resource Management Office has been operationalized. In addition, Tukuran enacted an ordinance establishing a livelihood assistance fund amounting to PhP 200T per year for poor coastal and upland families.

In Zamboanga Sibugay, the CRM plan of Tungawan has been adopted and initial implementation focuses on the establishment of the municipal MPA and improved enforcement of fishery laws.

Adoption and Implementation of MPA plans

Three MPAs were identified in the legitimized CRM plan of Tabina, and 2 each in the Tukuran and Dinas CRM plans. Tabina and Tukuran have passed municipal ordinances establishing these marine protected areas. Assistance was provided in the technical benchmarking and development of the management plans of the Concepcion (28 ha) and Tambunan (98 ha) marine protected areas in Tabina; and for the Panduma, Alindahaw, Lower Bayao, San Carlos (PALS) (70 ha) and the Militar, Sugod, Tagulo (MiSSTa) (160 ha) marine protected areas in Tukuran. For both LGUs, initial training on participatory monitoring and evaluation was also provided in conjunction with the technical benchmarking activities. Technical assistance was provided in zonation and preparation of the technical description of the municipal fish sanctuary in Taracan (460 ha). Deployment of marker buoys and regular patrolling of these MPAs are conducted by the enforcement groups. Co-management arrangements (i.e., sharing of financial and logistic support) have been forged among the respective barangays where the MPAs are located and the municipal government.

Several agencies and institutions including the Sibugay Valley Management Council, NEDA 9 and Zamboanga City LGU visited Tukuran for a 2-day exposure on MPA establishment and management. As part of the community CRM IEC program, the Tabina TWG organized exposure trips to the local MPAs for various barangay and local school officials and other local agencies. The youth sector has been involved with the CRM IEC. In addition, PELA (Pangalaran Environment and Livelihood Association), a PO grantee of the project is managing a 12 ha mangrove reserve. The PO has entered into a MOA with the MPA fish wardens of Concepcion to assist them in patrolling and conducting IEC activities. Coordination with the fish wardens of Tambunan is also taking place. A number of illegal fishers including commercial fishers and dynamite fisheries have been reported to the PNP leading to some apprehensions.

In Zamboanga Sibugay, technical assistance for the establishment, development of the management plans and conduct of initial implementation activities in Tandu Balasan, Naga (115 ha), Takot Patumbok, Payao (220 ha), RT Lim (120 ha) and Bangaan Island, Tungawan (880 ha) marine protected areas. All MPA management has been adopted and preparation of supporting ordinances is underway. Marker buoys have been deployed and patrolling activities initiated in Tungawan in conjunction with the implementation of the fisheries enforcement plan for the multi-fisheries management zone. Bantay Dagat (CAFGU) personnel assigned by the 4th Infantry Battalion are now stationed in Bangaan Island. Similar fishery and MPA enforcement arrangements between the LGU and the military are being pursued between Payao and the 102nd Brigade and the 4th Infantry Battalion; and in Naga, with the Coast Guard and the Special Forces assigned in the area. In Payao, aside from MPA related activities, representatives of youth and religious sectors have taken the initiative to bring forth a complaint on the rampant occurrence of dynamite fishing in the coastal waters of Payao. Deputation of fish wardens in RT Lim and Tungawan has enhanced enforcement activities leading to apprehension of illegal fishing activities in the MPAs and in the municipal waters at large. In RT Lim, the mayor has agreed to assist displaced seaweed farmers in the MPA area in relocating their farms and providing some financial assistance in the form of small loans.

Adoption and Implementation of Fisheries management plans

In support of the implementation of priority activities for the management of the respective fisheries management zones provided for in the CRM plan of Tabina, Tukuran and Tungawan, operational plans were formulated and legitimized to facilitate implementation of fishery management and coastal/fisheries law enforcement. In Tabina and Tukuran, the registry of fisher folks and organizations are ongoing. In addition, Tukuran has enacted supplemental fishery ordinances for granting exclusive fishery privileges and fees and for the institutionalization of the fisheries registry. Tabina is in the process of amending its comprehensive municipal fisheries ordinance to incorporate provisions in the adopted CRM, fisheries and MPA plans. Likewise, in Tungawan, a number of arrests relating to poaching by commercial fishers in municipal waters, use of destructive fishing methods and cutting of mangrove trees have been made. This are attributed to the enhanced capabilities of the deputized fish wardens and the collaboration with the military. Two cases involving commercial fishers have been filed. Confiscated catch totaling no less than 80 *banyeras* were distributed among provincial and municipal jails and the hospital in Ipil. Penalties collected amounting to around ₱100,000.00 have been allocated as seed fund for year 1 implementation activities for the multi-fisheries management zone.

4. Central Mindanao (refer to map of LGUs)

Adoption and implementation of fisheries management plans

The LGUs in Lebak and Kalamansig, Sultan Kudarat were assisted in formulating their fisheries management plans. Participatory fisheries profiling and review of the status of fisheries management and policies were conducted and community validated. Both fishery management plans were adopted by the respective Sangguniang Bayan and supporting municipal fisheries

ordinances have been drafted and in the process of legitimization. Deputation of fisheries warden trainings were conducted with assistance from BFAR 12 and the municipal agriculture office (MAO), and municipal fishery ordinances are being drafted. In addition, IEC campaign on the registration of vessels, gears and fisher folk have been undertaken to facilitate implementation of these activities.

Annex 2. CRM LGUs with Corresponding Coastline, Coastal Area and MPAs Under Management (as of Nov 2004)

Name of LGU	EcoGov TA Interventions	Km of Coastline Under Management	Coastal Area Under Management (in sq km)*	Coastal Area Under Management (in ha)	MPA Established	
					Number	Area (Ha)
Region 12		42.9	165	16,491	0	0
Sultan Kudarat		42.9	165	16,491	0	0
1. Lebak	Fisheries management	18.6	57	5,698		
2. Kalamansig	Fisheries management	24.3	108	10,793		
Total Central Mindanao		42.9	165	16,491	0	0
ARMM		0.0	0			
Basilan		0.0	0			
1. Lamitan	For EcoGov 2					
2. Isabela City	For EcoGov 2					
Region 9		179.7	592	59,231	8	1,634
Zamboanga del Sur		123.6	468	46,751	4	356
2. Dimataling	Inter-LGU fisheries mgt; mun water delineation	12.5	47	4,742		
3. Dinas	Inter-LGU fisheries mgt; CRM planning; mun fishery mgt; mun water delineation	19.7	63	6,333		
4. Labangan	Inter-LGU fisheries mgt	6.4	18	1,818		
5. Pagadian City	Inter-LGU fisheries mgt	14.7	40	3,984		
6. Dumalinao	Inter-LGU fisheries mgt	15.3	50	5,001		
7. San Pablo	Inter-LGU fisheries mgt; mun water delineation	15.0	81	8,141		
8. Tabina	Inter-LGU fisheries mgt; CRM planning, MPA estab; mun fishery mgt	31.0	151	15,138	2	126
9. Tukuran	Inter-LGU fisheries mgt; CRM planning, MPA estab; mun fishery mgt	9.0	16	1,594	2	230
Zambo Sibugay		56.1	125	12,480	4	1,278
10. Tungawan	Inter-LGU fisheries mgt; CRM planning, MPA estab; mun fishery mgt	56.1	125	12,480	1	880
11. RT Lim	MPA establishment				1	50
12. Naga	MPA establishment				1	124
13. Payao	MPA establishment				1	224
Total Western Mindanao		179.7	592	59,231	8	1,634
Bohol		98.9	0	0	2	53
1. Talibon	Mun water delineation; MPA estab	98.9			2	53.3
Cebu		176.9	174	17,433	4	182
2. Balamban	PCRA and zoning					
3. Toledo City	Mun water delineation	27.0				
4. Danao City	Mun fisheries mgt	15.2	16	1,640		
5. San Francisco	Mun fisheries mgt; MPA estab	47.2	16	1,573	1	32
6. Poro	Mun water delineation; CRM planning; MPA estab	65.2	56	5,560	1	42
7. Tudela	Mun water delineation; CRM planning; MPA estab	15.4	87	8,660	2	108.4
8. Compostela	Mun water delineation	6.9				
Total Central Visayas		275.8	174	17,433	6	236
Region 3		166.3	560	56,016	2	73
Aurora		166.3	560	56,016	2	73
1. San Luis	Inter-LGU fisheries mgt.	54.6	204	20,353		
2. Baler	Inter-LGU fisheries mgt.	35.2	130	12,960		
3. Dipaculao	Inter-LGU fisheries mgt.	49.5	161	16,073		
4. Dinalungan	Inter-LGU fisheries mgt.; CRM planning, MPA estab	27.0	66	6,630	2	73
Total Northern Luzon		166.3	560	56,016	2	73
Total CRM sites		664.7	1,492	149,171	16	1,942

* Estimated at 5 km from the shoreline

**LAYING THE FOUNDATION OF A
GOVERNANCE-ORIENTED AND COLLABORATIVE
APPROACH TO FORESTS AND FOREST LANDS
MANAGEMENT IN THE PHILIPPINES
COMPLETION REPORT ON
FORESTS AND FOREST LANDS (FFM)**

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LAYING THE FOUNDATION OF A GOVERNANCE-ORIENTED AND COLLABORATIVE APPROACH TO FORESTS AND FOREST LANDS MANAGEMENT IN THE PHILIPPINES¹ COMPLETION REPORT ON FORESTS AND FOREST LANDS (FFM)

I. Introduction

The Philippine forest statistics present a bleak picture: only 18 percent of the country has forest cover; about 44,000 ha of natural forests are lost each year in Mindanao alone; over one-third of the country's endemic 12,000 plant species that are globally important are near extinction. Food and Agriculture (FAO) data indicate that in the Asia-Pacific region, the Philippines had the highest rate of deforestation at 3.5 percent annually and one of countries with the lowest forest cover of 0.1 per capita (FAO 2001). The degradation of the country's forests has impacted productivity and local people's well being; majority of the 20 million forest dwellers depend on these natural resources for their livelihoods.

Although the rate of forest loss has declined in the last 10 years or so, the country's forests are still under threat from illegal cutting and conversion of remaining forests into other uses. Beginning in the 1980s, the Philippines started experiencing the consequences of misallocating and unsustainable use of forests and forest lands. The Ormoc tragedy, where at least 7,000 people died; and the most recent disaster that hit the provinces of Aurora and Quezon, where hundreds were killed and thousands rendered homeless, were but grim manifestations of how degraded our forests and forest lands are. Records show that more than 60 percent of the country's land area suffers from soil erosion ranging from 74 to 81 million tons of soil lost annually. As a result, the total area of irrigated agricultural lands during the dry months is reduced by about 20-30 percent. Deforestation has indirectly decreased rural incomes, supply of food and fiber, and germplasm reserves.

The Philippine Environmental Governance Project Phase 1 (EcoGov 1) believes that weak environmental governance in the forestry sector is the root cause of continued deforestation and degradation of the country's forests and forest lands. EcoGov's premise is that despite the availability and widespread adoption of adequate and technically-sound solutions and approaches, forest resources will continue to decline if good governance principles (transparency, accountability and participatory decision-making or TAP) are not applied in all transactions and actions related to managing the country's environment.

It has been observed that key decisions on forests and forest lands management (FFM) are still made by a few—technocrats and politicians—based on the influence of vested interest groups rather than on sound analysis, professional judgment and participation of key stakeholders. Constituents of forests and forest lands are neither organized nor in a position to

¹ Written by ES Guiang, B Dolom, C Olvida, and R Aragon based on field reports and observations, relevant memos from assisting professionals, reports of local service providers and short term technical assistants (STTAs), and USAID and DENR assessments. The authors are the Chief of Party and regional forestry specialists, respectively, of the Philippine Environmental Governance Project (EcoGov). Copies of the report may be requested from: ernie_guiang@dai.com.

assert their rights and hold government and private agencies accountable for their actions and decisions, which are still centrally executed without clear accountability, instead of devolving these functions to the most responsible and capable entities at the local level. These entities include local government units (LGUs) as well as organized communities, who are where the resource is and who often take the brunt of environmental disasters.

It is within this context that EcoGov 1 collaborated with key partners, such as the Department of Environment and Natural Resources (DENR), LGUs and local service providers (LSPs), to improve their strategic decision making processes by pursuing options and action areas where good governance and technical solutions converge to make a difference. This perspective was applied in developing and implementing the strategic direction of the FFM sector of EcoGov 1, in particular the implementation of governance-oriented municipal forest land use planning (FLUP) and the co-management agreements between DENR and the LGUs.

Throughout the implementation of EcoGov 1 (December 1, 2001 to November 30, 2004) the FFM sector supported interventions that involved TAP-enhanced planning, allocation, management, utilization and monitoring of forests and forest lands. To promote good governance in the sector, the Project advocated the participation of local stakeholders in allocating forests and forest lands, strengthening property rights, improving incentives for stakeholders, enforcing regulations based on sound information, endorsing subsidiarity and partnership, supporting allocations for indigenous peoples (IPs).

It should be noted that members of the EcoGov 1 FFM Team have been part of many forestry sector projects in the Philippines, including foreign-assisted projects, such as those funded by the United States Agency for International Development (USAID), like the Rainfed Resourced Development Project (RRDP) and the Natural Resources Management Project (NRMP 1 and 2); and the World Bank-funded Regional Resources Management Project (RRMP). Many Team members were also engaged in the implementation of the USAID-funded Governance and Local Democracy Project (GOLD). These various exposures provided a rich background and experience for the EcoGov 1 FFM Team.

II. Scope of Work for Technical Assistance on Forests and Forest Lands (FFM)

EcoGov 1 is designed to support GOP's and USAID's goal of revitalizing the economy by fostering improved management of the environment and natural resources that provide key inputs to the long-term economic development of the country. The Project aims to address critical threats to the country's coastal resources and forests, primarily overfishing and use of destructive fishing practices, and illegal cutting and conversion of natural forests. It was also designed to respond to the increasing need to address unmanaged solid waste at the local level and address issues on public health and environmental hazard.

As shown in **Figure 1**, the FFM sector supports the goal of the Strategic Objectives (SO4) of the Philippine Environmental Program. The key outcome indicator is:

- Hectares of forest cover maintained.

Supplementary indicators are:

- Hectares of open access forests and forest lands (FFL) that are closed; and
- Reduction in number of illegal logging hotspots.

These outcome indicators were defined in the context of:

- Legitimized and approved municipal FLUPs with LGUs' initial budget during the first year of implementation; and
- Signed co-management agreements between DENR and the LGU for specific area of forests and forest lands.

FLUP approval involves DENR signing a joint implementation memorandum of agreement (MOA) with the LGU based on DENR-DILG Joint Memorandum Circular No. 2003-01 (Strengthening and Institutionalizing the DENR-DILG-LGU Partnership on Devolved and Other Forest Management Functions). The MOA commits both parties to “close open access forests and forest lands within the municipality” through the appropriate issuance of tenure/allocation instruments as outlined in the approved FLUP, organization and deployment of multi-sectoral forest protection teams, as well as enforcement of forests and forest lands management regulations and policies among existing holders of tenure or allocation instruments. The MOA

also calls for facilitating the resolution of conflicts among local/ community stakeholders or holders of tenure instruments, encouraging public and private investments in forests and forest lands, and installing and establishing LGU-based FLUP monitoring system.

Focus on TAP principles

EcoGov-sponsored activities in the FFM sector aimed to strengthen the capacities of local DENR, LGUs and communities to adopt TAP processes in making decisions and taking actions in the protection and management of their forests, and develop, protect, and manage their bare forest lands.

The FFM Team worked with various agencies and organizations, such as the DENR; LGUs; the Autonomous Region in Muslim Mindanao (ARMM); leagues of LGUs; and LSPs to analyze, formulate and advocate responsive and governance-oriented policies and practices to reduce illegal cutting and conversion of forests.

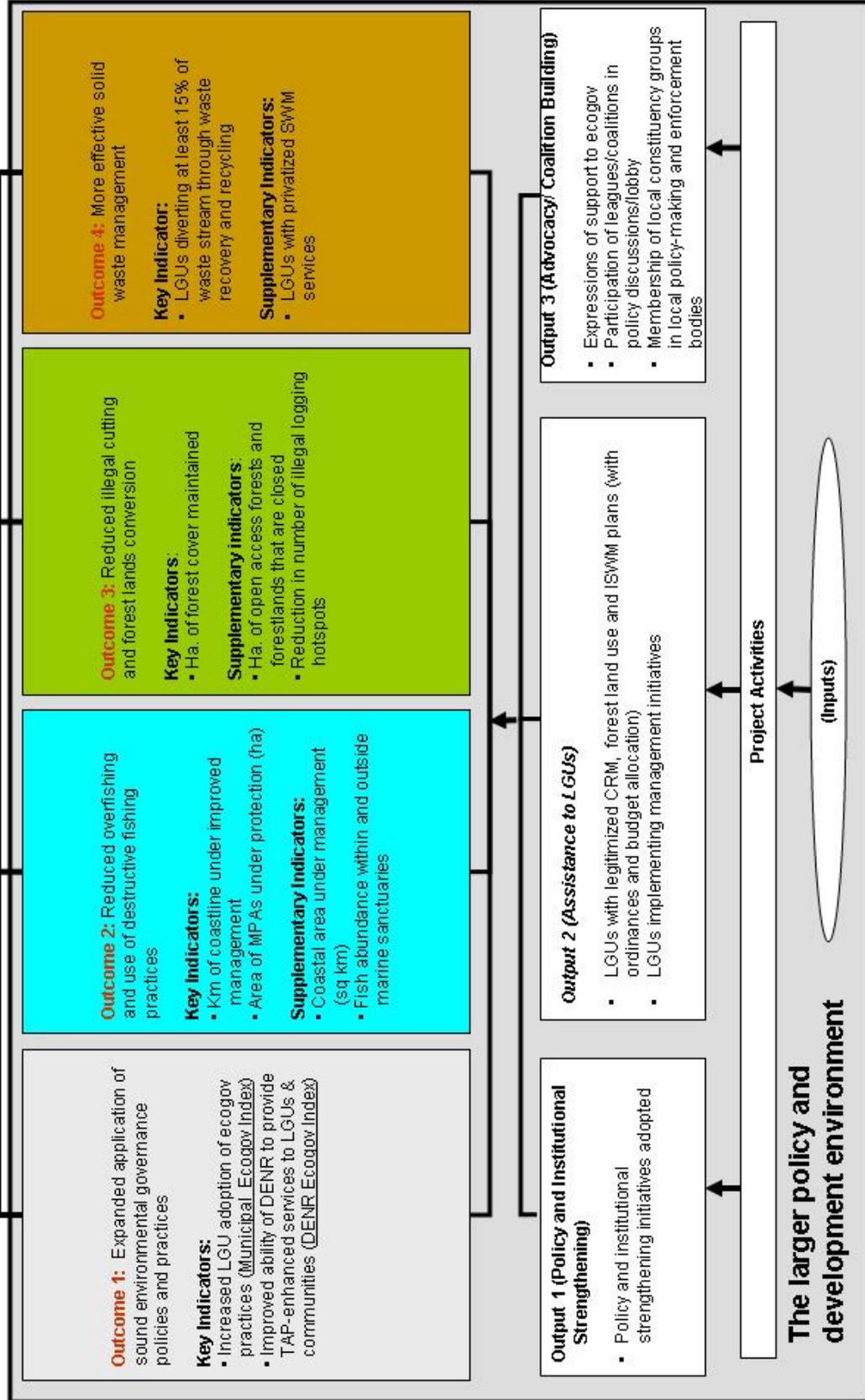
Targets and Deliverables

EcoGov 1 strategies and activities are designed to contribute to achieving the overall targets set in the Memorandum of Understanding (MOU) between the Government of the Republic of the Philippines (GRP) and the USAID. The overall MOU targets in the FFM sector are:

- Maintain 360,000 ha of forest cover with 75 percent of these placed under community-based forest management (CBFM);
- Put in place relevant policies in place for improving FFM governance;
- Make available and test effective governance tools, techniques, practices, instruments, training modules that will help LGUs, DENR, and community organizations in making informed decisions;

Results Framework for EcoGov

GOAL: Revitalize the economy and transform governance to accelerate sustainable growth through the protection of productive and life-sustaining natural resources



- Update information on forests and forest lands available at the local level (LGUs and DENR field offices); and
- Strengthen LSPs and community groups that are able to articulate “demands” for sound governance in the forestry sector.

EcoGov 1 targetted a total area of **400,000 ha of forest lands**² to be placed under legitimized and approved municipal FLUPs. It was assumed that of these, only 25% ha would have existing cover; the rest will be forest lands that will be developed or rehabilitated under various commitments of DENR, LGU, private sector, and communities. Thus, the target of **100,000 ha of forest cover**.

At least 35 percent of EcoGov 1 resources was allocated for the FFM sector, broken down as follows: 60 percent in Central and Western Mindanao, 35 percent in Central Visayas, and 15 percent in Northern Luzon.

In the Project Monitoring Plan and the 2003 EcoGov 1 Work Plan, **forest cover maintained** was redefined as those forest areas under legitimized and approved FLUPs. FLUPs are considered legitimized when these are reviewed and approved by the SBs (legislative) and MDCs (executive) of LGUs. The SBs (headed by vice-mayors) allocate funding support for the legitimized FLUPs while the MDCs (headed by the mayors) implement the plans. DENR has to technically approve the FLUPs through the signing of a FLUP implementation MOA with the LGU, consistent with the provision of DENR-DILG JMC 2003-01. The MOAs must include LGU commitments for budgetary support during the FLUP implementation, with technical assistance and guidance coming from DENR.

To achieve the target of 100,000 ha of forest cover, the Project committed to assist 30 LGUs prepare their municipal FLUPs and facilitate the signing of at least 3 co-management agreements on forests and forest lands. These commitments were part of the USAID-approved EcoGov 1 Work Plans for 2003 and 2004. Other targets in FFM include policies, tools and techniques, training modules, IEC materials, updated information, and capacitation of DENR, LSPs and other partners. Please see **Annex 1** for the list and status of these targets.

III. Key Strategies

The EcoGov 1 Team adopted a two-pronged approach in implementing its technical assistance strategies:

- First, the Team improved certain approaches, good practices, and tools for FLUP and for assisting partners (e.g., DENR, LGUs) and facilitating co-management agreements by incorporating lessons learned from previous initiatives for increased efficiency, doability, simplicity, and applicability.
- Second, the Team identified, tested, and piloted potential interventions to “innovate and generate” approaches that may have a greater application in other LGUs.

² The estimated area of forest lands in the initially identified FLUP LGUs were used in deriving the 400,000 figure.

Demand-driven approach. The EcoGov 1 FFM strategy for providing technical assistance in improving governance policies at the local and national was anticipatory, demand-driven, and opportunistic.

This demand-driven approach was evident in the use of interactive assemblies (IAs), which were conducted in Central and Western Mindanao, Central Visayas and Northern Luzon. During these assemblies, the Team discussed how the LGUs could avail of EcoGov 1 Project assistance in FFM, coastal resource management and solid waste management. If they are interested, the LGUs have to submit a letter of intent (LOI) or a resolution from the Municipal Development Councils (MDCs) or Sangguniang Bayan (SB). The FFM Regional Team then facilitated meetings between the concerned LGU, DENR field officials, other local stakeholders to confirm/affirm LGU interest, craft a simple action plan, discuss key provisions of the draft MOA for collaboration between DENR, LGU, and the EcoGov Project, and conduct a more detailed orientation on how to improve FFM governance at the local level.

Clustering municipalities. In addition to a “demand-driven” approach in providing assistance to LGUs, the FFM Team also proactively identified contiguous LGUs with the largest remaining forest cover. Clustering interested municipalities or cities (such as those near and inside protected areas and those providing key environmental services like domestic water) was employed in strategically located LGUs, such as those in Quirino province, Kidapawan City and Makilala in North Cotabato, LGUs in Negros Oriental, the adjacent LGUs of Maasim and Maitum in Sarangani and Lebak and Kalamansig in Sultan Kudarat.

The Team took full advantage of existing formal means for involving other agencies in the planning, preparation, validation and legitimization of the municipal FLUPs. The Team assisted the LGUs to organize the FLUP technical work groups (TWGs) to spearhead collaboration with other LGUs and national technical agencies; find and implement common strategies for data gathering, analysis, and option identification; consensus building; and FLUP drafting and legitimization. The national and regional specialists, in collaboration with local DENR field staff and with assistance from assisting professionals (APs) and/or local service providers (LSPs), organized and conducted various FFM training, provided on-site assistance, mentored and coached members of the TWGs, and helped analyze forests and forest lands data of participating LGUs.

Providing clear and needed products. EcoGov 1 offered two major FFM product lines or services: (a) assistance in preparing, validating, drafting, legitimizing, and getting DENR approval for their municipal FLUPs; and (2) assistance by facilitating co-management agreement for specific forests and forest lands.

An overview of the governance-oriented municipal FLUP process is shown in **Figure 2**. The FFM assistance to LGUs is anchored on the rationale that with legitimized and approved plans, the DENR and the LGUs could now:

- Jointly process and issue tenure/allocation instruments in identified “open access” or unallocated forests and forest lands as contained in the LGU’s FLUP. Prospective tenure and/or allocation instruments in unallocated forests and forest lands are initially identified and included in the approved FLUPs.

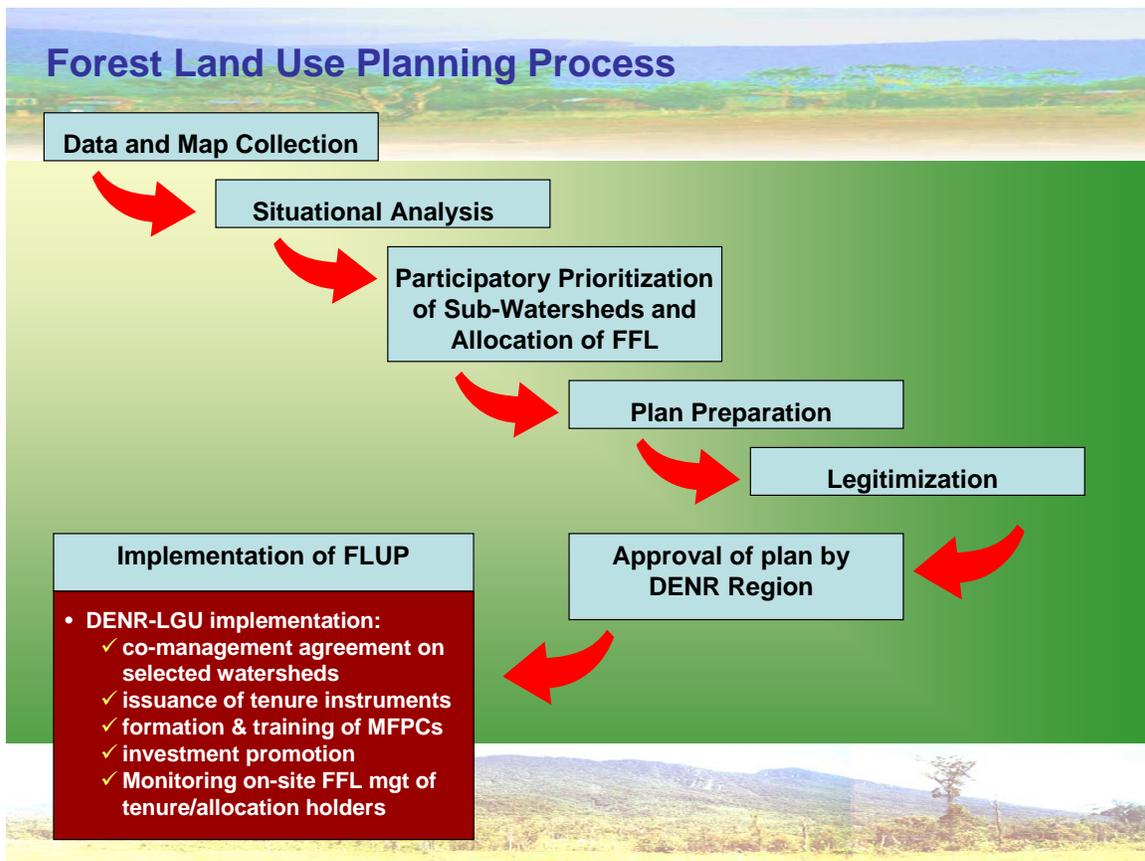


Figure 2. An overview of the governance-oriented FLUP process

- Jointly carry out activities to help existing tenure or allocation holders of FFL areas adopt effective on-site management of remaining forests and manage the the area tenured to them through preparation, submission, and obtaining approval for their FFL management plans (with budget); organize and put in place an active forest protection team; identify and assess legitimate claimants in their FFL areas for possible issuance of sub-allocation instruments or individual property rights instruments; and carry out joint LGU-DENR multi-sectoral monitoring of their FFM performance.
- Help resolve local conflicts among stakeholders in the allocation or protection, development, and management of FFL within the political jurisdiction of LGUs.
- Strengthen the LGUs Municipal Environment and Natural Resources Office (MENRO) or equivalent local office for FLUP implementation.
- Promote and facilitate public-private sector partnerships, joint ventures, or other relevant social enterprises in agroforestry, micro-finance, outgrowers contracts, eco-tourism, high value perennial crops, tree farms, marketing and processing, or tree plantations.
- Sign or enter into co-management agreements for protection, development, and management of specific forests and forest lands for production, protection, or ecotourism purposes.

Filling the policy gaps. In consultation with several stakeholders, the policy team identified several gaps in local and national policies for improving FFM governance. Some examples of key EcoGov efforts to leverage and refine current institutional options for increasing LGU participation in FFL governance include:

- **RSFMA.** The Team worked with DENR/ARMM to draft and enact a Regional Sustainable Forest Management Act (RSFMA). This was the first law in the region that underwent thorough consultations.
- **Co-management of Forest Resources.** EcoGov 1 worked with DENR field offices and concerned members of the League of Municipalities to take advantage of under-utilized management and investment opportunities provided in the national CBFM program and the Local Government Code of 1991.
- **Effective Implementation of Existing Procedures and Regulations.** EcoGov worked for achieving official affirmation and implementation of EO 263 and its IRR (CBFM as forest management strategy) and DILG-DENR MC 98-01 (co-management agreement for forests and forest lands).
- **Improved Transparency, Accountability, and Participation in the Application of several FFM Guidelines and Implementing Rules.** EcoGov helped in the analysis and crafting of recommendations for improving the governance provisions (transparency, accountability, and participation) of existing national FFM guidelines and implementing rules and regulations on the allocation of public forests and forest lands, CBFM, co-management agreements of forests and forest lands.
- **Generated Demand for Improved EcoGovernance.** The Team worked with the leagues, community organizations and their federations, and other “constituents” in identifying and reinforcing pent-up “demand” for sound FFL governance. and timely provision of environmental services.³
- **Encouraging innovations.** The EcoGov Team adopted a strategy of piloting and testing promising innovative and “doable” governance interventions in policy, advocacy and LGU-focused FFL management. The Team also supported, networked and collaborated with regional and national federations of people's organizations (POs), LGU leagues, civil society and media groups for joint capacity building activities, spreading EcoGov best practices (especially some FLUP tools and approaches), reinforcing timely and appropriate environmental regulations through the LGUs in partnership with DENR and other national agencies.
- **Practicing decentralization.** Field responsibility for EcoGov FFM activities was decentralized to four offices supported by national teams for Policy Advocacy and for Technical and Analytical Support. Three regional forestry specialists were assisted by two regional team leaders and several national specialists, on a part time basis. Several APs and LSPs (individuals and institutions) were also engaged to beef up delivery of technical assistance to various LGUs, update forest cover information for the whole of

³ EcoGov collaborated with various leagues (municipalities and cities) to facilitate and advocate support from DENR for co-management of forests and coastal resources, enforcement of environmental regulations, strengthen capabilities of community organizations holding CBFMA/CADC/CADT to enable them to manage their organizations better, take collective actions, improve revenue-generating enterprises, and support advocacy and networking initiatives.

Mindanao, update settlements and tenure maps in selected provinces in Mindanao, digitize completed thematic maps in Mindanao and Central Visayas, and facilitate FLUP training, drafting, and legitimization processes.

- **Using small grants to expand reach.** Towards the end of 2003, the EcoGov 1 Small Grants Program was started. The two cycles of invitations for grant proposals provided opportunities for CBFM organizations, NGOs, and other organizations to take part in improving governance of FFL.

III. EcoGov 1 FFM sector Accomplishments

The EcoGov FFM sector achieved most of the planned biophysical, technical support and analyses, and policy advocacy targets. It was able to translate “intentions” and concepts of “legitimizing and approval of municipal FLUPs” into realities based on the guidelines provided under JMC 2003-01. It has enlisted more LGUs to actively participate and get engaged in FFL protection and management. The FFM Team was able to build on previous approaches and experiences in crafting and refining the different FLUP training modules. Towards the end of EcoGov 1, several LGUs adjacent to EcoGov 1-assisted LGUs expressed interest to avail of similar technical assistance.

At the policy, analysis, and technical support arena, the FFM sector was able to respond in a timely manner to requests and expressed needs of various clients and partners, in particular DENR, DENR/ARMM, PO federations, tree farmers association in Mindanao, other USAID-funded projects such as SUCCESS (implemented by ACDI-VOCA), and other foreign-assisted projects such as the World Bank-financed CBRMP and WRDP.

The details on the FFM sector’s accomplishments are discussed below.

Governance-Oriented Municipal Forest Land Use Planning (FLUP) and Co-Management Agreements

As shown in **Figures 1 and 2**, the process, and approach to achieving SO4’s Outcome 2 were through the **governance-oriented municipal FLUP**.⁴ Under EcoGov 1, municipal FLUP became the centerpiece of governance in the forestry sector (Guiang 2002). The seven-step FLUP process has helped LGUs, local stakeholders, and DENR in planning and generating a blueprint for collective actions, especially in closing “open access” forest lands, in enforcing and monitoring effective on-site management of FFL by holders of tenure and allocation instruments, and in resolving boundary, claim, and resource use rights conflicts.

At the local level, the FLUP process evolved as a major tool for informing, educating, advocating, and rallying local stakeholders for collective actions towards forest protection and management. Several training modules increased local awareness as to the benefits and costs of each accountability center for improving FFL governance. IEC materials and advocacy strategies based on transparent, accountable, and participatory processes were developed to

⁴ It should be noted that the technical approach for FLUP initially emerged in the implementation of USAID-funded NRMP Phase 2.

enable local stakeholders to agree and arrive at consensus for “allocating open access forests and forest lands”, for developing actions plans to put in place effective on-site FFL management in allocated areas, and for prioritizing sub-watersheds. IEC and local advocacies also focused on the legitimization and approval of FLUPs and crafting and organizing public hearings for proposed ordinances that will support FLUP implementation activities.

As mentioned earlier, 29 LGUs were targeted for FLUP legitimization and approval in EcoGov 1. **Annex 2** provides the status of these LGUs. **Table 1** below summarizes the overall status of the FFM sector as of November 30, 2004 and compares accomplishments with targets set out in the approved EcoGov 2004 Workplan.

As **Table 1** indicates, the Project exceeded most of the FFM key performance indicators. Twenty LGUs were able to complete and legitimize their municipal FLUPs. The only shortfall is in the number of DENR-approved FLUPs (89 percent completion). This shows that despite the participatory, collaborative, and transparent processes used, the decision to technically approve FLUPs is highly dependent on actions of DENR regional offices. This is outside the control of the FFM Team. Local interests and response to the implementation of Joint DENR-DILG Memorandum Circular 2003-01 continued to be high as shown by the 12 signed co-management agreements, which covered a total area of 59,637 ha.

Forest cover in the 21 LGUs with legitimized FLUPs total 274,838 ha. Region 2 has the biggest contribution to this: 161,483 ha while Central Mindanao has 87,549 ha. The Central Visayas region contributed 10 percent (25,806 ha). **See Annex 3**. In terms of the number of signed co-management agreements, however, Central Visayas was able to facilitate more agreements (8) compared with Central and Western Mindanao (3). This shows that LGUs and DENR in Region 7 have a deeper understanding and commitment to partnership and collaboration in the protection and management of FFL , especially in areas where there are multiple stakeholders and higher density of forest occupants.

The total FFL area of the 21 LGUs (see **Table 2**) that have legitimized their FLUPs is 495,333 ha, out of which comes the 274,838 ha of forest cover. **Table 2** further shows that 67,943 ha or 25% of the forest cover of the 21 LGUs are “open access” or without tenure. These areas will be the target of issuance of appropriate tenure or allocation instruments during FLUP implementation. The LGUs and DENR will also have to enforce regulations and monitor performance of tenure and allocation holders of the 206,896 ha of forests (75% of total forest cover) so these will be placed under effective protection and management. The issuance of appropriate tenure/allocation instruments to legitimate applicants or stakeholders in open access areas and the joint efforts of LGUs and DENR in enforcing and monitoring FFL management performance. of existing tenure holders are expected to strengthen property right, enhance forest protection, minimize illegal cutting and forest conversion activities, and hasten public and private investments in priority sub-watersheds.

As shown in **Table 3**, the total area of FFL under co-management agreement is 67,715 ha. Of this, 10,678 ha (16 percent) have forests and 57,037 ha (84 percent) are considered bare forest lands, which could be developed into tree farms, high value perennial tree crops, agroforestry systems and other permanent cropping regimes.

The 29 LGUs assisted by EcoGov 1 have a total forest lands of 650,752 ha (**Annex 4**).

Table 1. Status of EcoGov 1 FLUP assistance to LGUs as of November 30, 2004

FFM Performance Indicator	EcoGov Program Targets. (per MOU)	EcoGov 1 Total Targets (2004 WP)	Percent Contribution of EcoGov 1 Project to Program Targets	Completed as of Nov. 30, 2004	Percent Accomplishment of EcoGov 1 Project
1. Number of LGUs with completed and approved thematic maps		27		28	104%
2. Number of LGUs with consensus/ agreements on priority sub-watersheds and forest lands allocation		25		27	108%
3. Number of LGU- legitimized FLUPs (with approved action plan and budget for initial implementation)		19		21	110%
4. Number of signed DENR-LGU MOA for joint implementation of approved FLUP		19		17	89%
5. Number of signed co-management agreements for LGU-managed forest lands under JMC 2003-01		3		12	400%
6. Hectares of forest cover maintained (in LGU-legitimized and/or DENR approved FLUPs)	360,000	100,000	28%	274,838	275%

Source: EcoGov 1 Annual Report for FY 2004. 2004.

Table 2. Forests in FFL areas that will be protected and managed in the 21 LGU-legitimized FLUPs

Categories of FFL	Area in hectares	Percent of Total Area	Percent of Forest Cover
1. Total FFL	495,333	100%	
2. Total forest in FFL	274,838	55%	
3. Total forest in FFL that are open access*	67,943	14%	25%
4. Total forest in FFL that are covered with tenure/allocation instruments*	206,896	42%	75%

Source: Legitimized FLUPs of 20 LGUs. 2004.

Note: Estimates based on manually produced maps. Analysis based on digitized data still ongoing..

Table 3. Total FFL and forest cover in the 12 co-managed areas

Co-managed FFL	Total Area (in ha)	Area with Forest (in ha)
Western Mindanao		
1. Isabela city, Basilan	343	314
Central Mindanao		
2. Lebak, Sultan Kudarat	2,043	1,080
3. Kalamansig, Sultan Kudarat	5,692	3,300
Central Visayas		
4. Bayawan city	14,434	295
5. Sta. Catalina	15,000	0
6. La Libertad	5,042	578
7. Bais city	5,665	3,128
8. Tanjay city	8,555	587
9. Toledo city	5,000	430
10. Dalaguete	3,592	300
11. Alcoy	1,769	391
12. Talibon	580	275
TOTAL	67,715	10,678

Source: EcoGov Regional Reports 2004

Policy and Advocacy Support

Over the period of EcoGov 1 implementation, the Policy and Advocacy Support Team responded to several requests for improving various environmental governance policies in the FFM sector. These work plan targets, however, have almost become “moving targets” because of their high dependence on the continuing interest of champions at DENR, leagues, and DENR/ARMM. Advocacy for policy initiatives at the national level was initiated with the League of Municipalities of the Philippines, Society of Filipino Foresters, Inc., UPLB Forest Development Center, federation of CBFM People’s Organizations (POs), and various civil society organizations.

In the regions, the teams organized regional interactive assemblies, small meetings, and round table discussions with various stakeholders to discuss several policy concerns. The Team engaged key local institutional service providers (LSPs) to perform analysis, drafting, advocacy, and facilitating consultations and revisions of proposed policies. This approach was adopted for revising various policies in the FFM sector, especially those affecting allocations and resource use rights. Thus, the MSU King Faisal Center for Islamic Studies and the UPLB Forest Development Center were contracted to prepare the proposed ARMM RSFMA and the revisions to various FFM sector DENR administrative policies, respectively.

For some national policies, the Team collaborated closely with DILG and the leagues of LGUs in the issuance of DENR-DILG JMC on promoting co-management of forests and forest lands (JMC 2003-01). The Team also worked closely with the DENR/Forest Management Bureau (FMB) in organizing consultation meetings and workshops with national agencies, civil

society organizations, and academic institutions in drafting and finalizing the recently signed Presidential Executive Order No. 318 (Promoting Sustainable Forest Management in the Philippines).

At least 10 key policy instruments were issued, enacted, or passed with EcoGov 1 assistance. These are:

- DAO 2003-28 (“Code of Conduct for Good Environmental Governance”) was issued on May 7, 2003 by the DENR Secretary. This administrative order provided the basis for EcoGov 1 to design and conduct a nationwide orientation and training workshop for DENR central and field managers on environmental governance.
- JMC 2003-01 (“Strengthening and Institutionalizing the DENR-DILG-LGU Partnership on Devolved and other Forest Management Functions”) was signed in May 2003 by the Secretaries of DILG and DENR and witnessed by the President of the leagues of municipalities, cities and provinces. The policy opens the door for joint implementation of LGU-legitimized and DENR-approved municipal FLUPs and issuance of co-management agreements for specific area of forests and forest lands.
- DENR Memorandum Order 2003-09 (“Recognizing the Tree for Legacy Program in Nueva Vizcaya and Authorizing the Concerned DENR Regional Field Officials to Issue Appropriate Permits for the Harvesting and Transport of Products Under the Program”) was signed by the DENR Secretary on September 12, 2003. This policy is a milestone in terms of decentralizing decision making in DENR with respect to issuance of resource use rights—harvesting and transport permits—to communities in the province of Nueva Vizcaya.
- Memorandum of Agreement among the Supreme Court, the DENR and the Department of Justice (for the inventory, monitoring and establishment of database of pending environment and natural resources-related cases nationwide and the creation of the “Joint Environment Monitoring Team” for these and for expeditious resolution of these pending cases). This agreement was signed in October 2003 by Chief Justice Hilario Davide, Jr., DENR Sec. Elisea Gozun and DOJ Sec. Simeon Datumanong and witnessed by the Integrated Bar of the Philippines President and the Chancellor of the Philippine Judicial Academy
- In March 2004, the ARMM Regional Legislative Assembly (RLA) passed the Regional Sustainable Forest Management Act, otherwise known as the Muslim Mindanao Autonomous Act (MMAA) No. 161 or the “People’s Bill”. The law was signed in May by the ARMM Regional Governor, incorporating provisions respecting Shariah and Adat laws (customary laws) in sustainable forest management. The law provides for a decentralized, devolved and deregulated framework in protecting, developing and managing the forests and forest lands in ARMM. It also provides opportunities to craft IRRs that are consistent with indigenous and customary laws and are responsive to the needs of communities and local government units.
- Tree for Legacy supplementary guidelines in Nueva Vizcaya signed by the DENR 2 Regional Executive Director in January 2004. The guidelines provide simplified

mechanisms for LGUs (province and municipalities) to assist participants in developing (and thus, benefit from) high value tree crops and orchards in public forest lands. It also outlines practical support and sharing mechanisms between and among communities, LGUs, DENR and the private sector.

- Executive Order (EO) No. 318 (“Promoting Sustainable Forest Management in the Philippines”) was signed by the President of the Philippines in June 2004. The EO provides for a framework for integrating protection and management of forests and forest lands in the Philippines in the absence of a national law. It creates opportunities for collaborative partnerships and decentralized approaches to the development, protection, and management of forests in the context of existing laws, such as NIPAS, IPRA, Local Government Code, Clean Water Act, Revised Forestry Code under PD 705, and EO 263 on Community-Based Forest Management Strategy.
- DENR Secretary issued DAO 2004-35 (“Revised Rules and Regulations Governing the Administration, Management, Development and Disposition of Forest lands for Grazing Purposes”) on August 31, 2004. This administrative policy supports the ongoing governance-oriented municipal forest land use planning.
- DENR Secretary issued DAO 2004-29 (“Revised rules and regulations for the implementation of Executive Order 263, otherwise known as the Community-based Forest Management Strategy”) on August 25, 2004. This administrative policy supports the ongoing governance-oriented municipal forest land use planning.
- DENR Secretary issued DAO 2004-30 (“Revised rules and regulations governing the Socialized Industrial Forest Management Program”) on August 25, 2004. This administrative policy supports the ongoing governance-oriented municipal forest land use planning.

Technical and IEC Support

The EcoGov 1 technical and IEC group supported the FFM sector through various mechanisms. These include technical analysis in support of proposed policies, updating and analyzing Mindanao forest cover and tenure and settlements information of selected provinces in Mindanao, digitization of FLUP thematic maps, as well as sub-contracting policy analysis and consultation processes. The group also assisted the FFM Team in designing and carrying out training modules, mentoring support to the regional specialists and APs, facilitating print and media exposures, publication of manuals and resource materials, and linking with other national partners and counterparts.

Over the period of three years, the FFM sector has completed 15 technical reports and analysis as basis of policy recommendations, revisions of administrative orders, crafting proposed bills, improving training materials, establishing or strengthening or creating institutions . These represent at least 68 percent of total completed studies and technical reports under EcoGov 1. The FFM Team has also contracted the services of 12 institutional LSPs to provide analysis, information update, or mapping services to EcoGov 1 FFM work plan activities. This is

about 63 percent of the total number of sub-contracts that were entered into under EcoGov 1 over a period of three years.

Some of the key technical and IEC support to the FFM sector are:

- The interstitials (2-minuter) of environmental governance efforts of Wao, Lanao del Sur on governance-oriented FLUP and the LGU's initiatives on forest protection activities, aired over the ANC Channel. The ANC Channel and the ABS-CBN Network also aired a TV plug (30-seconder) on the "Other War in Mindanao" (war on illegal logging, war on illegal fishing activities, war on wastes).
- The FFM tenure resource book as well as the pamphlet on Allocating Forest Lands, extensively used in FLUP training and orientation activities of the FFM Team.
- The Mindanao mapping services that updated forest cover information and analyzed changes over the last 16 years (1988-2004). The updated forest cover information has proven to be useful in the ongoing FLUP mapping activities of LGUs, in policy and planning work of DENR and regional planning bodies, and in crafting forest protection and development activities in some areas of Mindanao. In the last 16 years, Mindanao has lost an average of 44,000 ha of natural forest annually, but increased its area of forest plantations and perennial crops by 77,000 ha per year. It has also increased its mangrove areas by 2.5 times since 1988.
- The services of two institutional LSPs in digitizing an average of 12-14 thematic maps per LGU for 17 LGUs in Central Visayas, Central and Western Mindanao.
- The compilation of all the relevant reference materials, training design, curricula, and workshop exercises for the 5-Day Certificate Course on Governance-Oriented FLUP. This was offered four times to DENR field staff, LGUs, academic institutions, and LSPs (two in Central Visayas, one in Eastern Visayas, and one in Northern Luzon).
- The design and conduct of the national conference of all regional CBFM PO federations in 2003. In February 2004, the National CBFM PO federation, through Project assistance, was registered as a non-profit organization with SEC. The national CBFM PO federation represents all the holders of CBFM agreements in the Philippines, totaling more than 400 community organizations, and occupying almost 3 million ha of FFL area.
- The activities with USAID, DENR, Department of Finance, and the interim Board for the Tropical Forest Conservation Fund (TFCF) to prepare necessary analysis and operational requirements in handling and managing proceeds from more than \$8 million of TFCF funds. Preparations are underway for registering the Tropical Forest Conservation Foundation with the SEC to manage small grants from the TFCF proceeds and finance forest conservation initiatives of civil society organizations in the Philippines.

Innovative Interventions

As mentioned earlier, the EcoGov 1 Team introduced several innovations in the delivery of technical assistance services. In the FFM sector, several of these innovative interventions were introduced with LGUs, namely: public-private partnership in investments and enterprises in co-managed FFL areas, co-management of mangrove forests, institutionalizing water user's fee as a mechanism of environmental financing scheme, direct assistance for capacity building to IPs and CBFMA holders via small grants. The following discusses some of these innovations:

Tapping Public-Private Sector Investments in Co-Managed FFL

EcoGov 1 envisioned the FFL areas within the political jurisdiction of LGUs to support local development, both at the level of environmental and economic sustainability perspectives. Presently, private sector investments in FFL area are so limited because of uncertainty in tenure and resource use rights in addition to various transaction costs involved in dealing with the government, community occupants, and insurgents. EcoGov 1's initiative to explore the potential of FFL as an asset of the LGU to address environmental and economic concerns would somehow be realized if the co-managed FFL area could provide the certainty and stability in terms of property rights issues and linkage with communities and DENR. The co-managed areas have been assumed to be a major source of local revenues while serving the economic and environmental needs of local communities.

To get investors participation, the EcoGov FFM Team decided to conduct an investor forum in the Lower Magat Forest Reserve where the provincial government of Nueva Vizcaya has a co-management agreement with the DENR over a 24,000-ha forest lands. At the end of October 2004, two investment fora were undertaken in Region 2 – one in the Lower Magat Co-Management Project and the other one in Nagtipunan, Quirino. Thirty-four potential investors attended the first forum; 14 attended the second.

The results of the fora are very encouraging; more than 15 investors (as of November 30, 2004) have signified interest to invest in their areas. In Lower Magat for instance, Globe Philippines wanted to set up a cell site in one of the agroforestry land management agreement areas and is willing to pay the fee that may be imposed by the Steering Committee. In Nagtipunan, the ECARMA Group of Companies is interested to develop narra plantations and establish a processing plant for pulverizing narra twigs and branches for manufacture as food supplement.

Public-private sector investments in co-managed areas

Encouraging public-private sector investments in co-managed area was a result of completed studies and analysis on potential investments in Lower Magat Magat Forest Reserve.

Earlier, the Team provided assistance to DENR and the Province of Nueva Vizcaya in identifying business and investment opportunities in the co-managed area. The Team also helped in drafting model contracts that may be used by the Chairman of the Steering Committee and by the holder of Agroforestry Land Management Agreements (ALMAs) in the co-managed area to enter into business partnership arrangements, joint venture, outgrowers arrangement, or marketing agreements with the private sector, NGOs, individuals, or government agencies.

- The investment fora were organized after a series of meetings with the LGUs concerned, DENR, EcoGov, other government agencies, LSP and members of the TWG. The meetings resulted in the identification of potential investment areas and the needed support services. An investment primer was then prepared and distributed to potential investors together with the invitation to invest on forest-based enterprises in the LGU's forests and forest lands. In the case of Lower Magat, the invitation was also published in local and national papers.
- During the forum, business opportunities in the LGU's FFL were discussed. At the same time, the investors were requested in a workshop to identify other potential investment areas, contracting arrangements, incentives needed and the issues and concerns and their recommended actions. The major concerns of investors that cropped up during the workshops were related to policy stability, potential delays in processing of applications and the issuance of necessary permits, and the improvement of access roads, among others. Accordingly, they need assistance in facilitating the signing of investment contracts, resource use permits, the issuance of environmental compliance certificates (ECCs) and the free and prior informed consent (FPIC) in the case of CADC/CADT covered areas. The ECC and FPIC were identified as potential source of delays in private sector investment in forests and forest lands development.

Co-Management of Mangrove Forest in Talibon, Bohol

Competition for access and use of mangrove and foreshore areas has been a major issue in Talibon, Bohol. Conflicting interests between and among local fishers, fishpond operators and settlers have wrought havoc on the LGU's coastal resources.

Since the mangrove area is part of the forest lands, the FFM Team, in collaboration with the CRM staff, took the lead in facilitating the signing of a co-management agreement covering a 580-ha mangrove area in Talibon, Bohol. The agreement, signed by the DENR and the LGU, was the first of its kind in the Philippines to cover mangroves. It is expected to help harmonize the various interests of stakeholders while making sure that the area is placed under sustainable management.

The co-management agreement of the mangrove in Talibon puts in place a mechanism for resolving conflicts among resource users, who actually share a common concern: that of ensuring the long-term sustainability of the fisheries of the LGU. It also provides a venue for strengthening property rights and enforcing these rights based on agreements, opens up opportunities for public-private sector investments, installation of performance monitoring system, collective enforcement and protection activities. The co-management agreement highlights the political will of the local government and other stakeholders, with guidance from the national agencies, to confront the complex issues that deal with "de-facto" and existing uses within the mangrove and foreshore areas. These are dealt with within the context of conservation, equity, the rule of law, and sustainability of both the natural and fishery resources.

Institutionalizing Water User's Fee with Metro Kidapawan Water District

The science of economic valuation of indirect environmental and economic benefits of sound watershed management has been demonstrated to be feasible, acceptable, and defensible. In the Philippines, the indirect economic values of “well-managed” forests -- natural and planted -- are almost equivalent to 30-40% of the total economic benefits (Francisco 2004, Bautista 2004). Making the off-site beneficiaries pay for the protection, development and management of the upper watershed from which they get their supply of water is emerging as a sound approach to environmental financing. The challenge, however, is putting the institutional mechanism to make this concept and approach work.

Based on series of meetings with the different stakeholders in Kidapawan City, Makilala and Metro Kidapawan Water District, a draft MOA between the LGUs, Protected Area Management Board (PAMB) of Mt. Apo, and the Metro Kidapawan Water District for pilot testing and institutionalizing water users' fees was completed for review and consideration by the concerned parties. The LGU of Kidapawan has taken the initiative to facilitate forthcoming meetings as there were concerns raised by the Water District on some of the provisions of the MOA. The Water District only wanted to focus its efforts on the protection, management and development of the portion of the Saquing watershed, which is under MOA with DENR, not the whole upper watershed.

It will take another round of meetings, consultations and discussions on the MOA and the overall concept of water users' fee, environmental benefits, externalities of off- and on-site costs and benefits, among others, before a workable intervention could take off the ground.

Collaborative Efforts

EcoGov 1 has had productive collaborative efforts at the local, provincial, regional, and national levels on various forestry-related projects over the past three years. At the LGU level, the major strategy in gathering, organizing, and performing collective actions among key stakeholders is through collaborative efforts – active participation, cooperation, and engagement of representatives of FFM stakeholders. The mechanism for collaboration at the local level has been through Technical Working Groups (TWGs). This kind of arrangement worked because of common agenda for action (joint process of developing, monitoring, and holding each other accountable for the action plans), mandates from each of the agency or institution heads (through Special Orders or Executive Orders), adequate interest on FFM as one of the environmental sub-sectors, and support from EcoGov 1 and the LGUs.

The EcoGov 1 FFM Team championed the process of encouraging stakeholders' participation in FFL management. Representatives of major stakeholders were included as members of the FLUP TWGs. As the different FLUP modules progressed, the interactions among the stakeholders led to the development of a strong sense of camaraderie that was crucial in information sharing and in building consensus in FFL allocation and sub-watershed prioritization.

At the regional and national levels, most of the collaborative efforts were manifested in joint planning and conducting workshops, carrying out training activities, analysis, and/or advocacy

and information dissemination efforts. The most tangible positive benefits from these past collaborations included:

- Better understanding of what each partner has been doing and sharing lessons learned, best practices, and coping mechanisms in response to certain challenges;
- Co-funding certain activities such as training, cross visits, or preparation of training and IEC materials;
- Sharing each other's expertise; and
- Establishing an active network of information sharing and referrals through the e-mail or web systems.

Over the past three years, EcoGov 1 had active collaborative efforts with the following projects, organizations, and initiatives. Some of the significant collaborative efforts are listed below.

- Support to the Federation of Smallholder Tree Farmers Association in Mindanao. During the 2002 and 2003 national conferences held in Butuan City and Davao City, respectively, the EcoGov 1 Project provided support and shared experiences and recommendations for improving investments in the forestry sector in Mindanao. EcoGov 1 specialists articulated the need to “deregulate and simplify” the processes and systems in harvesting and transporting trees from plantations in private lands. Eventually, DENR issued an order deregulating and simplifying procedures using Eastern Mindanao as the pilot area..
- Collaboration with the DENR/FMB, the World Bank-financed Water Resources Development Project, USAEP/PADCO, LMP, and LCP in designing, organizing, and holding the “Governance-Oriented Watershed Management Workshop” in mid-2003. This workshop provided a venue for the discussion of the newly-signed DENR-DILG JMC 2003-01 meant to strengthen the partnership between DENR and LGUs in protecting and managing forests and forest lands. Attended by DENR field officials, NGOs, and members of the leagues of LGUs, the workshop elevated the level of participants' awareness on the importance of co-managing forests and forest lands at the LGU level. The workshop became one of the launching pads in promoting the concept and approach of co-management.
- Under ACDI-VOCA's SUCCESS Project, the EcoGov 1 FFM sector assisted in designing, conducting, and funding the three training activities on cacao-based agroforestry systems for selected LGU, DA, and NGO technicians in Western Mindanao, ARMM, and Central Mindanao.
- Through the EcoGov 1 Small Grants Program, collaborative assistance to CBFM constituents was enhanced through civil society organizations. As shown in Annex 6, four grant awards were given to NGOs to assist upland and/or indigenous communities for capacity building, tenure processing, livelihood and microfinance activities; two grants were given to PO federations to help their member organizations; and four grants went to POs to strengthen their community organizations.

- The Project also provided expertise and guidance in designing, conducting, and funding FLUP certificate training courses for DENR field technicians in Regions 2, 3, 5, 7, 8, 12, and 13; for key academic institutions in Region 2, 12, and 7; and LSPs. The World Bank-financed Community-Based Resource Management Project funded the FLUP training courses for DENR 5, 7, 8, and 13 while those in Regions 2 and 7 were organized and conducted with academic institutions (University of Southern Philippines in Cebu City and Nueva Vizcaya State University in Bayombong). These collaborative activities have raised the forestry schools' and DENR field foresters' level of awareness on the need for governance-oriented FLUP among LGUs, with forestry schools, and DENR field foresters.
- In May 2004, the EcoGov 1 collaborated with Associates in Rural Development, USAID/Manila, DENR, and the Asia Foundation in designing, organizing and conducting a pioneering workshop on resolving (?) natural resources conflicts in the Philippines and in Asia. A major component of the discussions and workshop on natural resource conflicts dealt with the governance of FFL resources. The workshop underscored the necessity for proactive actions in resolving FFL-related conflicts as well as stressed the need to promote, carry out and implement governance-oriented FLUPs with the LGUs.
- EcoGov 1 collaborated with GEM through USAID/Manila in providing technical support in analyzing environmental and forest impacts, and corresponding mitigating measures, of proposed social infrastructures in Mindanao LGUs, particularly Bumbaran and some other LGUs in Lanao del Sur, Kidapawan City, and several LGUs in Lanao del Norte, Zamboanga del Sur and Maguindanao. EcoGov 1's information on the updated forest cover in Mindanao, which was combined with existing data base on drainage systems, locations of protected areas and watershed reservations, helped in predicting potential environmental impacts of the proposed infrastructures.
- EcoGov 1 collaborated with Haribon Foundation and DENR, with funding support from various partners and organizations including the European Union, in designing and conducting the "National Conference: Integrating Forest Conservation with Local Governance" on November 9-12, 2004. The Team shared some of the lessons learned and insights from EcoGov 1 on how the Philippines should move forward in protecting and managing its forests and forest lands with the strong participation of LGUs and communities.

Other linkages with related programs in the regions were established. In Northern Luzon, close collaboration was maintained with the EU-CASCADE Project, Enterprise Works Worldwide, RP-German Forestry Project, Sierra Madre Biodiversity Conservation (SMBC) Project and the Community Forestry Project – Quirino (CFP-Q) in providing assistance to CBFM organizations. Collaborative efforts resulted in local community organizations being linked with the suppliers of services and markets for their products. The RP-GERMAN and CFP-Q projects were particularly helpful in providing the necessary maps in Quirino. The EU-CASCADE provided some training funds to start FLUP activities in additional sites in Nueva Vizcaya, while

the SMBC project volunteered their community maps in some barangays in Quirino including maps on biodiversity areas.

IV. Lessons Learned

EcoGov 1 provided opportunities for translating into action sound governance principles and practices at the LGU and community levels – community participation in planning activities, consensus building, sharing of information gathered during assessment activities, etc. These principles and practices were applied in the forestry sector with the governance-oriented FLUP activities and promotion of co-management agreements as entry points. The EcoGov 1 FFM sector started with strategies that build on previous lessons learned and current best practices for the purpose of improving efficiency. Eventually, it started to innovate and tested other approaches and infuse “governance perspective” in the highly technical and legalistic approach to FLUP and co-management agreements. The following are some of the lessons the FFM sector learned in implementing EcoGov 1:

What Worked

1. The generation and analysis of LGU-specific thematic maps on forests and forest lands provided updated and useful information to DENR, LGUs, NCIP, PAMB and other stakeholders as basis in governance-oriented and informed decision making processes.

For example, the PAMB/PASu in Quirino and the LGUs, are awaiting completion of FLUP maps of the five municipalities in Quirino that will be used as basis for identifying the different zones in the Quirino Protected Landscape. The DENR regional office is also requesting copies of the FLUP thematic maps to update their GIS. Likewise, the LGUs are using the FLUP data to update their Comprehensive Land Use Plans (CLUPs) and identify watershed areas for investment that will protect vital infrastructures of the municipality.

Focusing on watershed as the unit of analysis, the thematic maps have helped in integrating the various concerns of different stakeholders of forests and forest lands. Thematic mapping also opened up opportunities for public-private sector investments, and self-initiated asset building activities. Analysis of thematic maps approach in the context of off-site and on-site impacts (watersheds) delivers the “message” that FFL is not just an economic asset; but part of the environment that determines the future, development, and survival of local economies (Brown, 2001). It highlights the contention that while “economists see the environment as a subset of the economy, the ecologists see the economy as a subset of the environment,” of which FFL is a major part. This contention, however, will only be meaningful and relevant at the LGU level if local stakeholders realize the direct and indirect economic values of FFL and the potential of these assets to generate users’ fees for development (Francisco 2004, Bautista 2004).

2. Use of consensus building processes combined with transparent and participatory techniques to arrive at consensus, promoted accountability, commitment and strong

collaboration among stakeholders in FFL allocation, management, monitoring and evaluation.

Ensuring the transparent and participatory process in all phases of FLUP activities has encouraged greater participation and built confidence of stakeholders. Confidence building requires serious and consistent adoption of good governance practices by both DENR and LGUs. These institutions need to show solid proof of good governance to generate wider participation not only in FLUP and implementation but even in other areas.

With slight modification and focus, the Project has proven the value and utility of existing techniques and tools in FLUP such as Rural Rapid Appraisal (RRA), key informant interviews (KII), focus group discussions (FGDs), walk throughs, transects, and community mapping for validation and generating field information, resolving conflicts, understanding the nature of conflicts, situation analysis and arriving at consensus on where to go and how to get there. These techniques promoted transparency and participation and facilitated consensus building, commitment and strong collaboration among stakeholders. The use of “consensus building processes” particularly facilitated agreements on FFL allocation, actions to put effective on-site FFM in allocated areas, and sub-watershed prioritization for public and private investments.

3. LGUs can provide resources to effectively manage existing forests and forest lands if they realize the benefits from FFL and if given clear roles and accountabilities.

With limited maintenance and operating expenses, DENR can enjoin LGUs to enter into co-management agreements in the conservation, development, and management of forests and forest lands, enforcement, and monitoring and evaluation. The co-management agreements will enable local and national governments to combine their resources (such as manpower and funds) for joint management of FFL. The funding allocations provided by the LGUs in the formulation, validation, legitimization and approval of FLUPs as well as their budgetary commitments for joint MFLUP implementation are clear indications that LGUs are willing to commit resources in FFM. The interactive assemblies undertaken prior to EcoGov assistance and the training modules that followed where SB members and other LGU officials participated, helped a lot in making LGUs realize the value of their forests and forest lands and the need for them to actively participate in managing their FFL. However, it is necessary that LGUs and DENR clearly understand their roles, authority, and accountabilities in FFM.

4. Investment forum is a good approach to trigger the interest of public and private sectors to invest in the management of forests and forest lands.

The two investment fora conducted in Northern Luzon have demonstrated that there are private companies and individuals who are interested to develop portions of forest lands into plantations. The ECARMA Group of Companies, for instance, which manufactures the ECARMA food supplement, is looking at Nagtipunan, Quirino as a potential area for narra plantation. A firm has expressed interest in developing plantations for some medicinal plants in the Lower Magat area. Local private sector

groups have been simply waiting for investment opportunities in “service centers” in Lower Magat Forest Reserve, which has emerged to be another eco-tourism area.

5. The FLUP Trainers’ Training can potentially expand DENR’s technical assistance to LGUs in the formulation of municipal forest land use plans.

The implementation of a “Certificate Course on Governance-Oriented Municipal Forest Land Use Planning” has been seen by DENR as an opportunity to expand its assistance to other LGUs in the formulation of TAP-enhanced FLUP. Recognizing the necessity of forest land use planning as a mechanism for promoting good governance in FFM, other municipalities are now being considered for assistance in FLUP formulation. Considering this demand, DENR regions 2 and 7, plan to conduct more training for its CENRO personnel. The EcoGov 1-trained DENR staff and LSPs in these regions will be tapped as resource persons during the training activities. Based on LGU interests, the DENR-trained personnel will then provide assistance in the formulation, legitimization, and approval of FLUPs.

6. With proper guidance and coaching, the engagement of technically capable local individual and institutional LSPs can facilitate the formulation of municipal FLUP and increase the number of warm bodies that have the capability to assist LGUs.

Hiring institutional LSPs is cost-effective. In addition, they require less supervision and can deliver the needed FLUP outputs in shorter time (as long as they are provided with proper guidance). But LSPs must be properly selected. LSPs with adequate administrative support and experienced technical staff proved to be effective in helping LGUs complete their governance-oriented FLUPs. Individual LSPs have been observed to be more effective in performing more “defined tasks” under FLUP and in maintaining good relations with LGU leaders.

In general, most LSPs – individuals, institutions, NGOs, small consulting firms – need to catch up with the times as this pool of local resources will serve as the future source of local expertise, in addition to government technical line offices. Based on EcoGov experience, many LSPs require a lot of coaching, which took up most of the time of TAs.

7. Putting verbal agreements into orders or memos and existing written policy statements into “agreements” ---MOAs between DENR and LGUs, creation of TWGs, FLUP MOAs, co-management agreements – provides a mechanism for highlighting and holding the parties to practice accountability, participation, transparency, cooperation and collaboration.

EcoGov 1 has maximized the use of “MOAs” to obtain commitments, legitimization, and agreements from different parties. In FFM, the following were the MOAs initiated:

- MOAs among the LGU, DENR, and EcoGov 1 Project for the preparation, legitimization and approval of FLUP. These MOAs ensured that the LGUs allocated funds and the DENR was committed to the FLUP process.
- Joint MOAs between DENR and the LGUs for the implementation of the approved FLUPs – to carry out the FLUP recommendations in the next five years.

- Co-management agreement between the LGU and DENR for the protection, development, and management of specific area of forests and forest lands. These co-management agreements act as “an LGU tenure” because they give life to the co-management initiative for 25 years, renewable for another 25 years. They also allow the LGU, through the Steering Committees, to enter into contracts with public and private sector, sign sub-agreements, and other business transactions.
8. The FLUP’s focus on strengthening FFM “accountability centers” at the local level through the consensus processes, prioritization of watersheds and agreeing on collective actions to enforce rules on effective on-site management has highlighted “gaps” and “practices” in both policy and administrative policies of DENR in particular, and the State, in general.

The FLUP process challenges DENR and the LGU to practice the principle of subsidiarity and decentralization in the protection and management of FFL through the holders of “tenure and allocation instruments” – the communities, private sector, LGUs, NGAs, holders of military and civil reservations, and DENR for the protected and watershed areas. The approved FLUPs provide the baseline to enable the LGUs and DENR to establish and operationalize an LGU-based monitoring and evaluation system for tracking reduction in “open access” situations in FFL, on-site management of tenure/allocation holders, enforcement, investments, forest cover improvement, and other key indicators. The FLUPs could also become the center piece by which other local stakeholders can participate in governing FFL assets.

The approved FLUPs, with the LGU-based M&E system, will start the process of moving away from “compliance (rule-based) governance to results-based governance in the FFM sector. The FLUP M&E system could be set up to monitor hectares of forest cover, co-management agreement signed, etc. This is where the approach to identifying and agreeing on KEY PERFORMANCE INDICATORS in the FFM sector is crucial in the FLUP implementation

9. The FLUP highlights opportunities for social enterprises at the LGU level

FFL assets, following the watershed management perspective, could become major ‘centerpoints’ for the emergence of LGU-based “social enterprises” – ventures that “involve the promotion and building of enterprises or organizations that ‘create wealth, with the intention of benefiting not just a person or a family, but a defined constituency, sector, or community, usually involving the public at large or the marginalized sector or society” (Dacanay 2004). The FFL assets could be gradually managed away from the “traditional business enterprise,” which has a “clear bottom line: profit.” The FFL assets have to be managed as enterprises “with a double or triple bottom line” -- generate surplus or profits, achieve social objectives such as capacitation, local employment, empowerment of a sector or group or the improvement of the quality of life, and achieve environmental sustainability objective or the preservation of cultural integrity. Given that FFLs are natural resource assets, these resources when managed properly and sustainably with the least “transaction costs,” could generate adequate economic activities that are more dependent on local capacities, traditional knowledge, and where communities can strengthen social relationships.

10. The Project has realized that in facilitating governance-oriented FLUPs and co-management agreements, the TWG needs a combination of 4 Cs—character, competence, and chemistry fit for collaboration—in preparing, validating, legitimizing and facilitating approval of FLUPs.

The credibility of the TWG members, their willingness to work together as a team and personality complementation spelled the difference in facilitating FLUPs and co-management agreements. Accordingly, putting together a good team whose members are carefully selected, providing them direction, and guiding them through the different processes are the key in the successful conduct of governance-oriented FLUPs. There is simply no place for sloppiness as each step of the process requires validation, consultation with stakeholders, willingness to consider each other's point of view, and accepting shortcomings or inadequacies.

What Didn't Work and Why

1. “One size fits all” approach in FLUP

The Project adopted a generic SOW and training modules for implementing the FFM assistance to LGUs. However, these generic approaches only provided guidance, standards, protocol, and perspectives to the regional specialists, APs, team leaders, partners and LSPs. The “one size fits all” approach didn't work at the LGU level as there have been many internal and external variables to contend with – commitment of LGUs, politics, competence of LSPs, participation of local DENR and CSOs, vested interests, interplay of statutory and customary laws, and capacities of EcoGov 1 specialists. At the end of the day, the Team settled down to the minimum requirements of a legitimized, approved FLUP, which was prepared following sound governance processes.

2. Zero sum game approach in FFL allocation and sub-watershed prioritization

Based on few experiences from legitimized FLUPs, the straightforward application and imposition of national policies in FFL allocation and in sub-watershed prioritization do not work. In many of the LGUs that EcoGov 1 assisted, particularly in Quirino, Negros Oriental, and Sultan Kudarat, previous allocations of forests and forest lands have revealed that local stakeholders felt that their rights were violated. The FLUP processes were used to “tone down” disappointments and potentially explosive counter actions. Many LGU stakeholders agreed to “compromise” with DENR on how best to allocate FFL areas, how existing allocations could still serve local interests, and how prioritizing sub-watershed could help the LGUs and the local stakeholders determine their environmental services.

3. *“Throwing the baby with the bath water”*

This was a major issue with the CBFM approach sometime in 2003. Everybody supported CBFM; however, the issue of resource use rights to communities became a divisive concern. Some people were willing to throw away CBFM as an approach in favor of “private sector”-led FFL management or even LGU-managed FFL through co-management. The FLUP processes pointed out a combination of “accountable tenure and allocation holders” to effectively close open access, protect, develop, and manage these areas that are considered public lands.

4. Traditional PPP in FFL management no longer works

With the governance-oriented FLUP process, it was shown that the “protect, prohibit, punish” approach can no longer be effective in managing the remaining forests in the country. Greater awareness on the 3 Ps. (“protect, participate, and profit”) was gained.. This is clearly manifested by the recent increased in demand from LGUs to enter into co-management agreement with DENR. Obviously, partnership, collaboration, and complementation for the benefit of many will continue to trigger forest management approaches in governance-focused LGUs.

5. “Institutionalizing a water user’s fee system” is easier said than done. Although stakeholders agree that there is a cost involved in environmental management; nobody wants to pay the cost if it will minimize profit.

Some local water districts, for instance, were hesitant to show their financial records since results of studies showed that paying water user’s fee could potentially reduce their profits.

6. The fragmentation of institutional mandates is partly blamed for the “protect-the-turf” mentality that is prevailing among our institutions in protecting and managing FFL. The FLUP process could only highlight the affected areas, but could not effectively respond to resolving the potential conflicts and issues.

The governance-oriented FLUP processes provided mechanisms for organizing the concerns and interests of local stakeholders, especially on FFL boundary conflicts, conflicts in legal and institutional mandates, and conflicts arising from customary and statutory laws. However, the FLUP’s effectiveness in resolving these issues remains dependent on the political will and commitment of LGU leaders and DENR to carry out the agreed actions in the FLUP.

V. Recommendations for Moving Forward

EcoGov 1 has continued efforts to lay down the foundation of collaborative and governance-oriented approach to FFM in the Philippines. The gradual shift from timber-oriented, state-driven to multiple-product, community-oriented and stakeholders-driven processes has been causing a

lot of “birth pains” – internally and externally, public and private, off- and on-site costs. However, government’s indecisiveness is allowing “forest mercenaries” to buy more time and continue with their “illegal activities”, especially in open access forests and forest lands. Without taking proactive actions at the LGU level, the Philippines will continue losing its remaining natural forests, delay entry of investments in production FFL, and lose the interest of community stakeholders in protecting and managing their natural assets – forests and forest lands; and even lose the domestic market in exchange for cheap imports.

What the EcoGov 1 FFM sector has shown is that there is no reason for institutional stagnation and that we should not throw away the future of Philippine forestry by not doing anything at the LGU and community levels. The FFL assets can both serve local and national economic interests; however, these resources have to be managed at the lowest level where capacity and responsibility exist – LGUs, communities, and local private sector. These stakeholders will determine the long-term sustainability of the country’s forests and forest lands. This is the perspective in crafting the recommendations arising from EcoGov 1 with respect to protecting and managing FFL based on sound governance principles.

For EcoGov 2 Planning and Implementation

- Implement legitimized and approved FLUP with MOAs (JMC 2003-01) – facilitate issuance of tenure and other property rights instruments, resolve conflicts, train local stakeholders to monitor and enforce requirements for effective on-site FFL management of existing tenure and allocation holders, and facilitate investments in priority sub-watersheds. With the legitimized FLUP, EcoGov 2 can start by closing open access in forests and forest lands combined with strategies that could (a) conserve existing natural forests under the stewardship of various tenure and allocation holders, (b) resolve conflicts among claimants, (c) collectively enforce forestry rules and regulations, and (d) promote public-private and private investments in developing the forests and forest lands.
- Complete the FLUPs of LGUs in the pipeline – complete assistance to other LGUs undergoing FLUP especially in finishing and digitizing thematic maps, consensus on FFL and priority sub-watersheds, legitimization, and FLUP MOA signing.
- For EcoGov 2 FFM expansion areas, target LGUs in and near highly stressed Protected Areas and watersheds using the “social enterprise” perspective, especially in shifting the conservation strategy to “Protect, Participate, Profit” from the traditional “Protect, Prohibit, and Punish” approach. These areas may include Mt. Apo, LGUs near the Lanao Lake watersheds, Zamboanga City watersheds, Quirino protected landscapes, among others. Non-traditional environmental financing schemes in these areas may have the potential to flourish and get institutionalized over the EcoGov 2 Project life span.
- Complete IRRs of EO 318 and MMAA 161. There is a need to organize and develop work plans for continuing assistance to ARMM/DENR and DENR/FMB for completing the IRRs of these newly issued policies.
- Train a cadre of Trainers of Trainors (TOT) to institutionalize the governance-oriented FLUP. Participants should come from DENR, LGUs (province) and institutional LSPs (academe, key NGOs, etc). This will enable EcoGov 2 to expand legitimizations of FLUPs and accelerate their implementation. Expand the TOT of FLUPs among LGUs,

DENR field staff, LSPs, and NGOs by helping the participants apply their skills and knowledge using EcoGov 2 Project resources.

- Strengthen CBFM federations and regional association of POs to become self-financing while servicing the needs of their members and organizing for collective actions and policy advocacy.
- Continue piloting different approaches of environmental financing --- identify the kinks and make them work even at demonstration level.
- Promote public-private social enterprises in co-managed areas and CBFM/CADCs, especially in Nueva Vizcaya and in the newly-signed 11 co-management agreement areas.
- Support more local advocacy initiatives and encourage LGUs to adopt extension system to FLUP tenure and allocation holders. This should be part of assisting the LGUs implement their FLUPs to capacitate tenure and allocation holders with extension, IPR, and public-private enterprises.
- Pilot, test, learn, and refine the LGU-based “Performance Monitoring System” using the FFM tenure and allocation holders as accountability centers. This may be tested in selected provinces, such as Quirino, Nueva Vizcaya, North Cotabato, Negros Oriental. Assistance may be in developing institutional mechanisms for effective collaboration with DENR in providing provincial level monitoring and enforcement of FFL, and strengthen capacities for partnership with the private sector.

For the Overall Improvement of FFM Governance

- Moving away FFL management from non-point to point sources approach through defined accountability centers, individual property rights, and use of results-based performance indicator system and governance mechanism with incentives. This can be institutionalized through the DENR National Technical Working Group that is implementing the JMC 2003-01 and using the legitimized FLUPs as the entry points.
- Assist DENR senior management in region-based strategic thinking and re-engineering the forestry sector institutions to become relevant so that they start moving away from “rule-based to results-based” of forestry governance, managing tenure and allocation holders of FFL areas as accountability centers, and adopting participation and transparency in decision making and actions, especially in allocation resource use rights and tenurial instruments. Establish LGU-based systems to monitor FFM accountability centers with the use of key performance indicator – state, public-private enterprises, private enterprises, communities, other government agencies, LGUs
- Explore the use of social enterprise approach in protecting and conserving protected areas and watersheds to address imbalances in PUBLIC AND PRIVATE COSTS and BENEFITS.
- Allow NGOs to have their “cakes and eat them too” by providing opportunities for them to become “accountability centers” – holders of tenure or co-management forms of instruments -- in FFL management under approved FLUPs. These NGOs can prepare

proposals for the protection, development, and management of specific area of FFL based on approved FLUPs.

- Respond to demands for secure, stable, and predictable collective and individual PROPERTY RIGHTS in FFL areas to control illegal logging and minimize forest conversion – because “NO ONE KILLS THE GOOSE THAT LAYS THE GOLDEN EGG, ESPECIALLY WHEN IT IS HIS GOOSE”.
- Select pilot provinces and regions to institute the approach of “WALKING OUR TALK” in FFL management by helping them align their BUDGET AND POLICES (CONSISTENT AND FOCUSED IN SUPPORT of FFL PRIORITIES) in the implementation of FLUPs.
- Assist LGUs to recruit/train/capacitate/link and network MENROs and their staff with national line agencies, NGOs, private sector associations, donor agencies, and other support systems. Explore the possibility of seconding DENR staff to LGUs with DILG and the leagues.

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Annex 1A. Status of Policy, Legal and Institutional Support

Output/Deliverable	Status
EO on Promoting Sustainable Forest Management Policy	<ul style="list-style-type: none"> • Completed (EO No. 318 Series of 2004 signed) • EcoGov is supporting drafting of Action Plan/IRR
ARMM Regional Sustainable Forest Management Act	<ul style="list-style-type: none"> • Completed • Signed into law in May 2004 as Muslim Mindanao Autonomy Act (MMAA) No. 161 or the “People’s Bill” • Assistance in the preparation of the IRR may be considered in EcoGov 2
Manual of Forestry Regulatory Procedures	<ul style="list-style-type: none"> • Completed • Recommendations from the UPLB FDC study were inputted in finalizing the three administrative orders (DAO 2004-35 on grazing; DAO 2004-29 on CBFM; DAO 2004-30 on SIFMA) signed by DENR Secretary Gozun in August
Documentation of Nueva Vizcaya’s experience in co-management (as part of continuing support to implementation of DENR-DILG JMC 2003-01)	<ul style="list-style-type: none"> • Completed (as part of the FDC sub-contract) • FDC completed the sub-report “Review and Analysis of Co-management Schemes in the Philippine Forest Lands”; Nueva Vizcaya was one study site. Three models of co-management were reported: the DENR-LGUs-Stakeholders Co-management of the Lower Magat Forest Reserve; TREE for Legacy, Education and Enterprise; and the Devolved Small Watershed.
Securitization of Forest Plantation	<ul style="list-style-type: none"> • Deferred (needs more in-depth analysis before next steps) • Two meetings held, first with FMB and second, with FASPO and PNB Trust Banking Group Corporation to explore the feasibility and design of the forest securitization strategy. • May be considered as a policy agenda item in EcoGov 2.
Support to the DENR-DILG JMC 2003-01/98-01 Operationalization	<ul style="list-style-type: none"> • EcoGov 1 initiatives completed; DENR has continued activities in support of the operationalization of the JMC • Provided technical support to NTWG • IEC materials (pamphlets on DENR-DILG JMC 2003-1 and FLUP) for distribution to DENR and LGUs • Updates and conduct of orientation with DENR counterparts in Central Mindanao and Central Visayas • Provided talking points for the preparation of a strategic partnership plan • Prepared guidelines for operationalization of DENR-LGU co-management of forest lands • Continuing activity up to EcoGov 2

Output/Deliverable	Status
Support to the “Paralegal and Forest Law Enforcement Training for DENR Forest Protection and Law Enforcement Officers”	<ul style="list-style-type: none"> • Completed (Part of 2003 work plan) • Training module may be refined for use in EcoGov 2; training should combine enforcement and topics on strengthening property rights issues in forests and forest lands and mangrove areas.
Implementation of Investment Program for Lower Magat	<ul style="list-style-type: none"> • EcoGov 1 commitments completed; other follow-up activities may be carried through EcoGov Phase 2 (Part of 2003 work plan) • Finalized TOR, business contracts/MOAs and eligibility criteria for investors • Investment program primer finalized • Advertized need for investors • Held Investors’ Forum • Evaluation of investment proposals received on-going • To be continued in EcoGov 2

Annex 1B. Status of Technical, Analytical and IEC Support

Workplan Target Outputs	Status
Compilation of FFM training modules	<ul style="list-style-type: none"> Completed
FLUP training for DENR	<ul style="list-style-type: none"> Completed 4 training held in Cebu City, Nueva Vizcaya and Tacloban.
Pilot-testing of water users fee	<ul style="list-style-type: none"> Discussions and negotiations among Kidapawan LGU, water district and DENR halted.
Pilot test co-management in upland mangroves	<ul style="list-style-type: none"> The first co-management agreement signed in Talibon (mangroves) and Lebak, Kalamansig and Isabala City (upland) are under implementation. Eleven co-management agreement signed in Central Visayas. Completed work on the detailed co-management guidelines.
Sourcebook on Tenure Instruments	<ul style="list-style-type: none"> Printed 500 copies and turned over to DENR-FMB in August 2004.
TAP enhanced FLUP guidelines	<ul style="list-style-type: none"> Integrated into the training modules, item # above.
Case studies (use rights, consensus building in forest land allocation, co-management agreements, water user fees)	<ul style="list-style-type: none"> Case studies on property rights conflicts in the co-management area of Nueva Vizcaya and on tenure and resource use conflicts in a watershed in North Cotabato were prepared for the USAID-funded workshop on resource management conflicts. Additional case documentation have been prepared on tenure issues (pasture leases and ancestral lands) in Maasim, Sarangani, and on the forest protection network of Makilala, North Cotabato.
Production of IEC materials	<ul style="list-style-type: none"> Allocation and Tenure Instruments on Forest Lands: A Source Book Allocating Forest Lands: Commonly Issued Allocation Instruments Primer on DENR-DILG-LGU Partnership in Forest Management Primer on the Proposed Regional Sustainable Forest Management Act (RSFMA)-RLA Bill No. 91
Collaboration with Bantay Kalikasan Foundation for the production of interstitial on Wao FLUP	<ul style="list-style-type: none"> Completed

Annex 2. Status of LGUs with Technical Assistance on FLUP/Co-Management

Region/ Province	Municipality/ City	MOA Signed (Date)	Sector	Status of FLUP
Western Mindanao				
ARMM				
Basilan	1. Lamitan	11/19/02	CRM, FFM, SWM	FLUP legitimized; LGU-DENR MOA signed.
Region 9				
Basilan	2. Isabela City	11/19/02	CRM, FFM, SWM	FLUP legitimized; DENR-LGU MOA and co-mgt agreement signed.
Region 9				
	3. Zamboanga City*	02/26/04	FFM	Ongoing discussions on proposed co-management etween DENR and LGU.
Central Mindanao				
ARMM				
Lanao del Sur	4. Wao	7/31/2002; 10/23/03	FFM; SWM	FLUP legitimized, DENR-LGU MOA signed.
Region 12				
Sultan Kudarat	5. Kalamansig	10/1/02; 9/25/03	FFM; CRM	FLUP legitimized; DENR-LGU MOA and co-management agreement signed.
	6. Lebak	10/01/02	FFM; CRM	FLUP legitimized; DENR-LGU MOA and co-management agreement signed.
North Cotabato	7. Kidapawan City	09/26/02; 10/3/2003	SWM; FFM	FLUP for legitimization
	8. Makilala	10/02/03	FFM	FLUP for legitimization
Sarangani	9. Maitum	08/28/03	FFM	FLUP legitimized; DENR-LGU MOA signed.
	10. Maasim	11/14/03	FFM	FLUP legitimized; DENR-LGU MOA signed
	11. Kiamba	11/29/03	FFM	Phase 1 TA suspended after elections.TA has been resumed with LGU orientation held in November.
Central Visayas - Region 7				
Bohol	12. Talibon	12/04/02	CRM, FFM	FLUP legitimized, co-management agreement signed.
	13. San Miguel	12/04/02	FFM	FLUP legitimized.
	14. Toledo City	04/30/03	CRM; FFM; SWM	FLUP legitimized; LGU-DENR MOA signed; co-management agreement signed.
	Bohol Province	12/03/02	CRM; FFM; SWM	
Negros Oriental	15. Sta. Catalina	03/20/03	FFM; SWM	FLUP legitimized; DENR-LGU MOA and co-mgt agreement signed.
	16. Bayawan City	03/20/03	FFM; SWM	FLUP legitimized; DENR-LGU MOA and co-mgt agreement signed.
	17. Dauin	03/20/03	FFM; SWM	FLUP legitimized.
	18. Bais City	03/20/03	FFM; SWM	FLUP legitimized; DENR-LGU MOA and co-mgt agreement signed.
	19. Tanjay	03/20/03	FFM; SWM	FLUP legitimized; DENR-LGU MOA and co-mgt agreement signed.
	20. La Libertad	03/20/03	FFM	FLUP legitimized; DENR-LGU MOA and co-mgt agreement signed.
	21. Alcoy	04/10/03	FFM	FLUP legitimized; DENR-LGU MOA and co-mgt agreement signed.
	22. Dalaguete	04/10/03	FFM	FLUP legitimized; DENR-LGU MOA and co-mgt agreement signed.
Northern Luzon				
Nueva Vizcaya	23. Dupax Sur	08/25/03	FFM	FLUP being drafted.
	24. Quezon	05/30/03	FFM; SWM	FLUP for legitimization (SB approval pending)
Quirino	25. Cabarroguis	04/29/03	FFM; SWM	Thematic mapping completed.
	26. Diffun	04/29/03	FFM; SWM	FLUP for legitimization.
	27. Aglipay	04/29/03	FFM	FLUP for legitimization.
	28. Maddela	04/29/03	FFM; SWM	FLUP legitimized; DENR-LGU MOA signed
	29. Nagtipunan	04/29/03	FFM	FLUP legitimized; DENR-LGU MOA signed
	Province of Quirino	04/29/03	FFF, SWM	
Central Luzon				
	30. Baler	07/22/03	CRM; FFM	FLUP legitimized; DENR-LGU MOA for signing

* Co-management only.

Total LGUs with legitimized plans: 21 out of 30 LGUs.

Annex 3. Summary of Forests and Forest Lands in LGUs with Legitimized FLUPS (21 LGUs)

No	Local Government Unit/Region	Total Area of LGU in hectares	Total Forest Lands (FL)				Total Forest in FL area		Total Forest in Open Access FL		Total Forest in Tenure/Allocated FL	
			Open Access	Allocated	Total FL Area (hectares)	% FL to Total Area	Area in hectares	% of Total Area	Area in hectares	% of Total Area	Area in hectares	% of Total Area
Western Mindanao		48,871	6,936	9,505	16,441	34%	12,889	78%	6,048	87%	6,840	72%
1	Lamitan,Basilan	26,226	1,255	2,980	4,235	16%	3,702	87%	721	57%	2,980	100%
2	Isabela City,Basilan	22,645	5,682	6,524	12,206	54%	9,188	75%	5,327	94%	3,860	59%
Southern Mindanao		209,943	76,157	75,412	151,570	72%	74,660	49%	34,202	45%	40,460	54%
3	Wao,Lanao del Sur	35,460	-	19,820	19,820	56%	12,720	64%	-	-	12,720	64%
4	Lebak,Sultan Kudarat	45,001	18,264	4,936	23,200	52%	11,237	48%	9,164	50%	2,073	42%
5	Kalamansig,Sultan Kudarat	45,940	25,797	14,363	40,160	87%	24,247	60%	15,063	58%	9,186	64%
6	Maitum,Sarangani	32,435	10,872	10,900	21,773	67%	18,500	85%	9,232	85%	9,268	85%
7	Maasim,Sarangani	51,107	21,224	25,393	46,617	91%	7,956	17%	743	4%	7,213	28%
Central Visayas		290,675	75,846	48,376	124,132	43%	25,806	21%	5,660	7%	20,146	42%
8	Bayawan City,Negros Oriental	63,795	14,434	5,811	20,245	32%	2,937	15%	295	2%	2,642	45%
9	Sta Catalina,Negros Oriental	52,310	20,332	21,173	41,505	79%	6,054	15%	446	2%	5,608	26%
10	Dauin,Negros Oriental	11,410	4,263	1,016	5,279	46%	1,952	37%	1,609	38%	343	34%
11	La Libertad,Negros Oriental	13,960	5,042	553	5,595	40%	721	13%	219	4%	502	91%
12	Bais City,Negros Oriental	31,690	10,093	3,162	13,255	42%	3,472	26%	742	7%	2,730	86%
13	Tanjay City,Negros Oriental	53,930	8,555	5,999	14,554	27%	3,680	25%	587	7%	3,093	52%
14	Toledo City,Cebu	17,450	3,714	2,280	5,994	34%	1,050	18%	430	12%	620	27%
15	Dalaguete,Cebu	13,540	4,363	2,958	7,231	53%	1,448	20%	300	7%	1,148	39%
16	Alcoy,Cebu	5,730	1,649	3,324	4,973	87%	2,355	47%	391	24%	1,964	59%
17	Talibon,Bohol	17,704	3,366	1,550	4,916	28%	2,109	43%	637	19%	1,472	95%
18	San Miguel,Bohol	9,156	35	550	585	6%	28	5%	4	11%	24	4%
Northern Luzon		240,855	47,628	173,605	203,190	84%	161,483	79%	22,033	46%	139,450	80%
19	Maddela,Quirino	155,892	29,251	30,041	59,292	38%	47,621	80%	21,763	74%	25,858	86%
20	Nagtipunan,Quirino	75,732	18,043	139,318	139,318	184%	109,728	79%	-	-	109,728	79%
21	Baler,Aurora	9,231	334	4,246	4,580	50%	4,134	90%	270	81%	3,864	91%
Total Area Hectares		790,344	206,567	306,898	495,333	63%	274,838	55%	67,943	33%	206,896	67%

Annex 4. Summary of Forests and Forest Lands Data of FLUP-Assisted LGUs

No	Local Government Unit/Region	Total Forest Lands	Forest Lands with Existing Tenure	Open Access Forest Lands	% of Forest Lands that are Open Access	% of Forest Lands with Natural Cover	Forest Land with Forest Cover	Natural Forest in Areas with Forest Cover	Date of FLUP Legitimization	Signed Co-Management Agreement
Western Mindanao		19,050	9,505	6,936	36%	43%	15,498	8,212		
1	Lamitan,Basilan	4,235	2,980	1,255	30%	42%	3,702	1,789	6/9/2004	
2	Isabela City,Basilan	12,206	6,524	5,682	47%	35%	9,188	4,254	7/29/2004	4/24/2004
3	Zamboanga City	2,609				83%	2,609	2,169		
Southern Mindanao		200,849	85,044	84,966	42%	39%	109,028	78,536		
4	Wao,Lanao del Sur	19,820	19,820	-		63%	12,720	12,412	2/17/2003	
5	Lebak,Sultan Kudarat	23,200	4,936	18,264	79%	23%	11,237	5,400	12/29/2003	3/30/2004
6	Kalamansig,Sultan Kudarat	40,160	14,363	25,797	64%	25%	24,247	9,927	10/22/2003	3/30/2004
7	Maitum,Sarangani	21,773	10,900	10,872	50%	77%	18,500	16,805	4/13/2004	
8	Maasim,Sarangani	46,617	25,393	21,224	46%	16%	7,956	7,462	9/23/2004	
9	Makilala,Cotabato	12,490	3,686	8,809	71%	41%	5,695	5165		
10	Kidapawan,Cotabato	5,946	5,946	-		36%	2,844	2,136		
11	Kiamba,Cotabato	30,843				62%	25,829	19,229		
Central Visayas		124,132	48,376	75,846	61%	14%	23,055	16,812		
12	Bayawan City,Negros Oriental	20,245	5,811	14,434	71%	2%	2,937	474	12/11/2003	6/8/2004
13	Sta Catalina,Negros Oriental	41,505	21,173	20,332	49%	9%	6,054	3,679	4/6/2004	9/8/2004
14	Dauin,Negros Oriental	5,279	1,016	4,263	81%	54%	1,952	2,846	5/24/2004	
15	La Libertad,Negros Oriental	5,595	553	5,042	90%	2%	721	123	12/12/2003	6/9/2004
16	Bais City,Negros Oriental	13,255	3,162	10,093	76%	32%	721	4,271	3/11/2004	9/9/2004
17	Tanjay City,Negros Oriental	14,554	5,999	8,555	59%	8%	3,680	1,230	2/24/2004	9/9/2004
18	Toledo City,Cebu	5,994	2,280	3,714	62%	36%	1,050	2,169	9/14/2004	9/14/2004
19	Dalaguete,Cebu	7,231	2,958	4,363	60%	8%	1,448	548	2/26/2004	8/25/2004
20	Alcoy,Cebu	4,973	3,324	1,649	33%	17%	2,355	844	3/29/2004	8/16/2004
21	Talibon,Bohol	4,916	1,550	3,366	68%	12%	2,109	568	2/16/2004	3/11/2004
22	San Miguel,Bohol	585	550	35	6%	10%	28	60	6/15/2004	
Northern Luzon		306,721	173,605	38,934	13%	56%	211,314	173,142		
23	Aglipay,Quirino	13,622				1%	10,923	123		
24	Cabarrguis,Quirino	16,364		9,349	57%	42%	7,063	6,831		
25	Diffun,Quirino	19,506				15%	7,484	2,846		
26	Maddela,Quirino	59,292	30,041	29,251	49%	74%	47,621	44,163	9/20/2004	
27	Nagtipunan,Quirino	139,318	139,318	-		75%	109,728	103,848	9/23/2004	
28	Baler,Aurora	4,580	4,246	334	7%	90%	4,134	4,134	10/28/2004	
29	Quezon,Nueva Vizcaya	17,467				43%	7,518	7,518		
30	Dupax del Sur,Nueva Vizcaya	36,572				10%	16,843	3,679		
Total Area Hectares		650,752	316,530	206,682	32%	43%	358,895	276,702		

**HELPING LGUS IMPLEMENT RA 9003:
THE ECOLOGICAL SOLID WASTE MANAGEMENT ACT
COMPLETION REPORT OF THE ECOGOV PROJECT
INTEGRATED SOLID WASTE MANAGEMENT
(ISWM) TEAM**

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**HELPING LGUs IMPLEMENT RA 9003:
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INTEGRATED SOLID WASTE MANAGEMENT (ISWM) TEAM¹**

I. Introduction

The experience and lessons learned in “Smokey Mountain”, an infamous open dump site in Manila—where garbage taller than many high-rise buildings used to pile up—showed the continuing struggle and chaos in managing solid waste in the Philippines. The tragedy that happened in Payatas dumpsite in Quezon City in July 2000² served as a wake-up call to the people, especially to the national legislators, on the hazards and dangers posed by improper management of solid waste. The event facilitated the passage into law of RA 9003, known as the Ecological Solid Waste Management Act of 2000. This provided the blueprint for local government units (LGUs), the national government, the private sector, and the civil society organizations to chart the direction, strategies, and action plans for managing solid waste in the country.

The law mandates LGUs to carry out segregation at source, collection, and disposal of garbage to managed dump sites starting in 2004 and shift to landfill in 2007. The law also requires reduction/diversion of recyclables and biodegradables up to 25 percent after 5 years of implementation, organization of Ecological Solid Waste Management (ESWM) boards, submission and approval of ISWM plans, among others. While many LGUs mull on how these new requirements could be met, they continued to contend with the challenges of daily garbage collection and where to dispose the wastes collected. Without the support and assistance from the national government, the LGUs face a dilemma on how to carry out the provisions of the law.

Although the problems of unmanaged solid waste in other LGUs are not as severe as in Metro Manila, existing situations still pose significant negative impacts on public health and environmental safety. There are as many open dumps as there are LGUs. As a rule, these dumps are located wherever land is available, without regard for public safety, health and environmental hazards as well as aesthetics. In many areas, these garbage dumps are continuously burning—further putting at risk the earth’s ozone layer—either because of continuous methane generation or these piles were set on fire to reduce volume. Practically no management interventions exist at these dumps. Scavengers abound and animals roam around, increasing the chances of diseases being transmitted from dump sites where germ- and virus-carrying insects thrive.

These sites are not only hosts to waste coming from households and business establishments. Even industrial, hospital and other toxic and special wastes find their way to these dumps, posing graver danger to the public and the environment.

¹ Written by Dr. Vic Luis, Jr., EcoGov 1 National Solid Waste Management Specialist, with inputs from the regional solid waste management specialists (R Kintanar, R Vergara) and Assisting Professionals.

² The tragedy was caused by the collapse of piles of garbage after heavy rainfall, burying hundreds of homes and killing scores of people.

Just like in Metro Manila, the SWM system in many parts of the country is primarily a collection-and-disposal method. And, most often than not, only the central business districts and the urban barangays are usually served. Most LGUs in the country spend a measly 3 to 4 percent of their budget for SWM. This pales in comparison to the towns and cities in developed countries like Singapore, which allocates at least 30 percent of their budget for SWM. Marikina City which is the cleanest in the metropolis spends about 15 percent of its budget for solid waste management.

Inadequate budget support for SWM is only one part of the problem. Pinpointing which office or unit of the local government is really responsible and accountable to meet SWM demand is another. Most LGUs have at least three offices engaged in the service, such as the General Services Office (GSO), which usually provides the manpower requirements; the City/Municipal Engineer's Office, which controls the equipment; and the Treasurer's Office, which collects the service fees (mostly from business establishments only). Hence, when there are lapses in the service, these offices start to point their fingers at one another.

Also, most LGUs have solid waste and solid waste-related ordinances, but most of these are just legal ornaments rather than instruments in the implementation of the LGUs SWM programs.

The EcoGov 1 Project which started in December 2001, provided technical assistance to LGUs to improve their governance and delivery of SWM service to their constituents and also to assist them comply with the requirements of RA 9003. While the focus of the assistance was on the governance-enhanced formulation of the ISWM plans of the LGUs, the clamor of some LGUs to proceed with some doable activities was also supported and promoted. At the national and regional levels, policy, technical and IEC support were also provided, geared towards improved capacity for SWM implementation, enforcement and advocacy.

Factors contributing to SWM problem

There are other factors that contribute to the worsening SWM condition in the country. One is the increase in population. The average increase of 2.36 percent in Philippine population has resulted in the generation of more and more waste each year. Outside of Metro Manila, the estimated solid waste generation rate ranges from 0.30 to about 0.45kg/capita/day.

The fast changing lifestyles and consumption patterns of Filipinos have also exacerbated the problem, as consumers buy disposable goods using lightweight but bulky packaging materials.

And last is public apathy. The people see the LGU as the sole responsible entity that will provide them free SWM service.

II. Scope of Work (SOW)

The Environmental Governance (EcoGov) Project³ supports the GOP's and USAID's goal of revitalizing the economy by fostering improved management of natural resources that provide key inputs to the long term economic development of the country. The Project aims to address critical threats to the country's coastal resources and forests, primarily overfishing and use of destructive fishing practices, and illegal cutting and conversion of natural forests. It was also designed to urgently respond to the increasing need to address unmanaged solid waste at the local level to address issues on public health and environmental hazard.

³ The EcoGov 1 Project is part of the USAID-assisted Philippine Environmental Governance Program as defined in the Memorandum of Understanding between the GOP and the USAID.

Figure 1 shows the scope of work for the ISWM sector which supports the SO4 goal. The key outcome indicator is:

- LGUs diverting at least 15% of waste stream through recovery and recycling.

A supplemental indicator, LGUs with privatized SWM services, was proposed but this was not pursued since no direct intervention could be provided by the project to accomplish this indicator .

EcoGov 1 was to provide technical assistance to interested LGUs in Regions 9, 12, 7, 2 and 3, and the Autonomous Region in Muslim Mindanao (ARMM) to improve their delivery of ISWM services. The EcoGov 1 ISWM Team was to link with national government agencies (NGAs) like the DENR, ARMM, leagues of LGUs and local service providers (LSP) in formulating and promoting responsive governance oriented policies and practices to make more effective and efficient SWM at the LGU level.

Targets and Deliverables

The Memorandum of Understanding (MOU) between the GOP and the USAID, contained the following initial targets for the ISWM sector:

- At least 100 LGUs diverting 15 percent of waste stream from disposal facilities through waste recovery and recycling techniques;
- Effective procurement instrument for SWM services;
- Appropriate policies formulated and implemented for improving ISWM service;
- User friendly and validated governance tools, techniques, practices, instruments, and training modules that will assist LGUs, DENR and community organizations to make informed decisions;
- Updated and validated information base on SWM of LGUs; and
- Strengthened LSPs and more organized community groups who are able to articulate “demands” for sound governance in the ISWM sector.

EcoGov 1 implementation in ISWM focused on how the Project could support the initiatives of LGUs to carry out the provisions of RA 9003. It was designed to assist the LGUs to comply with the provisions of RA 9003, rather than to carry out the spirit of the law by focusing on what can immediately be done with respect to segregation at source, establishment of materials recovery facilities (MRFs), social awareness campaigns, etc. The Project’s perspective included helping the LGUs lay down the sound foundation for the long-term management of their solid wastes; hence, the investments on assessment, analysis, strategic direction, and performing “doables” within the context of good environmental governance. Accordingly, the Project used “interim indicators,” such as “legitimized ISWM plans” and initial implementation activities to show progress towards the MOU targets.

Results Framework for EcoGov

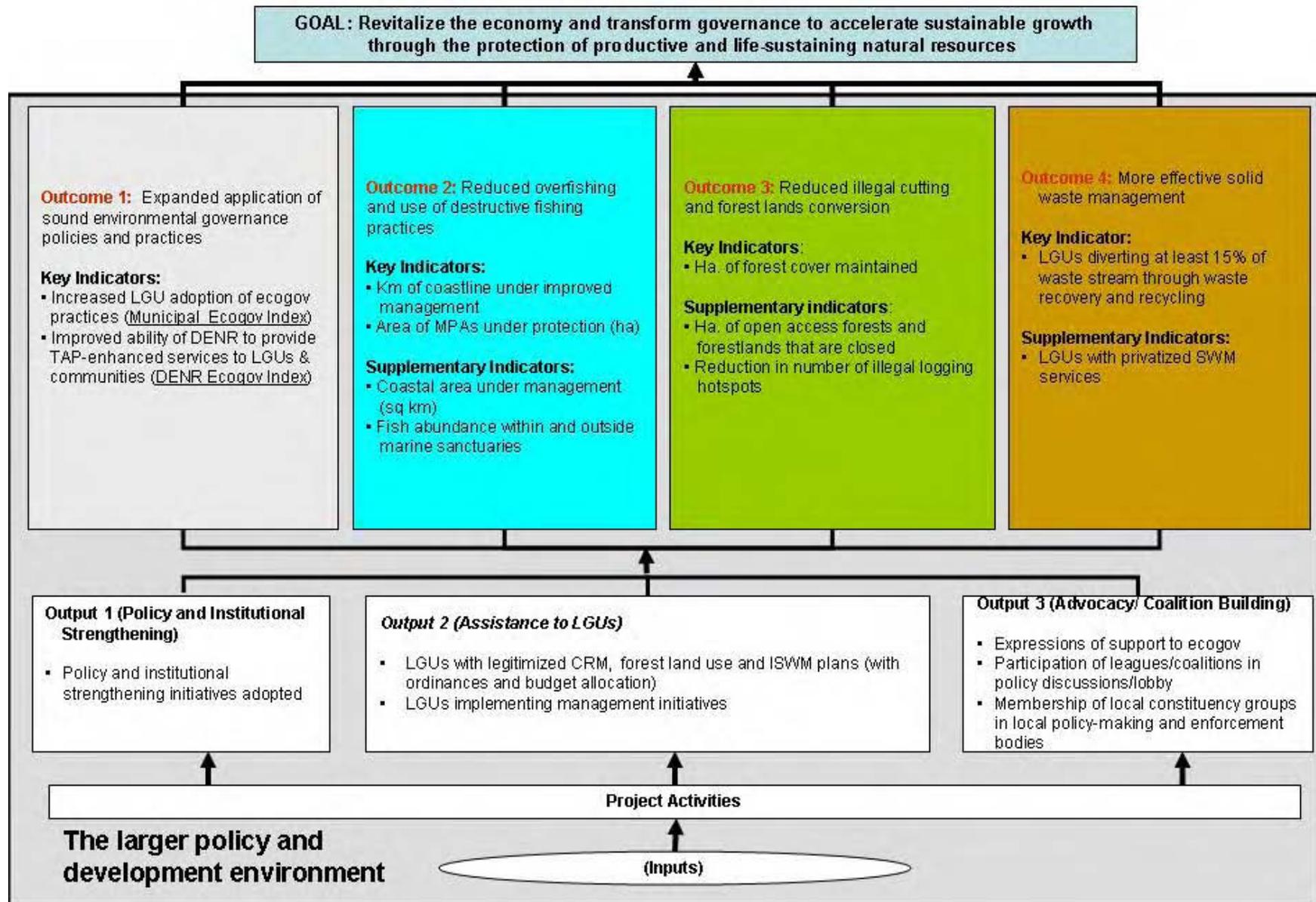


Figure 1

EcoGov 1 assisted 44 LGUs, helping them assess and analyze their solid waste generation and SWM practices and local policies; pinpoint areas for immediate implementation such as effective IEC campaigns and collaborative efforts; formulate and legitimize their 10-year ISWM plans as required by RA 9003, organize and strengthen their ESWM Boards, and meet DENR's requirement of shifting from open to close dumps and for landfills (See **Annex 1** for the list of these LGUs and their status as of end of November 2004).

The Project developed a sample-based system for assessing waste generation of different sources as the basis in establishing baselines, identifying strategic interventions, and formulating ISWM plans. Techniques for assessing and analyzing wastes at source and at the disposal site (end-of-pipe) were developed. The Project initially targeted at least 9 LGUs where the diversion of 15 percent of waste away from disposal by source reduction, recovery and recycling would be measured.

EcoGov 1 earmarked at least 30 percent of its resources for the ISWM sector. Furthermore, these resources were allocated per region as follows: 60 percent in Central and Western Mindanao, 35 percent in Central Visayas, and 15 percent in Northern Luzon.

Most of the Project resources were devoted to LGU assistance and support for local and national efforts on policy and advocacy, generating tools and techniques, carrying out training modules, database development, and capacity building of LSPs and other partners.

III. Key Strategies

The EcoGov 1 Team intentionally adopted a two-pronged approach in implementing its technical assistance strategies. First, it built on lessons learned, good practices, and acceptable and doable approaches and tools in assisting LGUs and communities and in collaboration with DENR and other partners at the national and local levels. The Team tried to refine and improve on certain approaches, practices, and tools and incorporated lessons learned from previous initiatives in the delivery of technical assistance with the purpose of making them more efficient, doable, simple, and easy to apply. Second, the Team identified, tested, and piloted potential interventions that could improve environmental governance in the sector with the purpose of generating an "innovation" that may have a greater application in other LGUs. This perspective combined with flexibility was used in EcoGov 1 annual work planning preparation and implementation.

Conduct of IAs

In all the sectors (CRM, FFM, and ISWM), the EcoGov 1 Team carried out several interactive assemblies (IAs) in different locations in Central and Western Mindanao, Central Visayas and Northern Luzon. These assemblies were designed to "interest" LGUs and other local partners to collaborate with the EcoGov 1 Project in helping address governance issues in the ISWM sector. The LGUs and the local partners (community groups, local DENR, or local service providers) express their interest for ISWM technical assistance through a letter or resolution from their respective MDCs and SBs. The Project's ISWM regional team facilitated meetings through roundtable

discussions among the concerned LGU, DENR field officials, other local stakeholders to confirm the LGU's interest, craft a simple action plan, discuss the key provisions of the draft MOA for collaboration between DENR, LGU, and the EcoGov Project. They conducted a more detailed orientation on how to improve ISWM governance at the local level.

Review of past efforts

The EcoGov 1 ISWM Team reviewed previous efforts and means in providing TA to LGUs for the preparation, formulation and legitimization of ISWM plans. The Team assisted the LGUs establish their ESWM Boards and their Technical Working Groups (TWGs), which served as the workhorse of the Board. To ensure that the Project would provide LGU partners with the best possible TA, the Team reviewed and enhanced the processes followed and methods used for ISWM TA by ARD-GOLD, a USAID-funded project. Although the Project adopted the process flow, a lot of innovations and improvements were incorporated to make the process more realistic and reliable as basis for the formulation of the ISWM plans of target LGUs.

The improved training modules were applied in collaboration with local DENR initially in one LGU, Tacurong City. Further refinements were incorporated until a workable, easy-to-replicate process was achieved. To enable the TWG and ESWMB to internalize the whole process, on-site assistance as well as mentoring and coaching were done until a draft ISWM plan for the LGU was crafted.

Offering improved ISWM TA

EcoGov 1's product line in ISWM sector is the TA for the preparation, validation, drafting and legitimization of LGUs' 10-year ISWM plans. The improved process flow in developing governance-enhanced ISWM plan is shown in **Figure 2**. The rationale behind the ISWM assistance to LGUs on governance-enhanced ISWM plans, that include the legitimization process, are:

- The plans will be assured of sustainability on the basis of LGU's legitimization process (where both the legislative and executive branches of the LGUs endorse and approve the ISWM plans). Even if there will be changes in LGU leadership, the next mayor is bound to support and continue implementing the plan because of support from the constituents, especially the barangays, civil society organizations, and elected officials.
- The plan is assured of financial support for the duration of the plan implementation. As part of the legitimization, the LGUs allocate and budget support for the ISWM implementation on an annual basis..
- It facilitates and promotes private sector participation through partnerships, joint ventures and other forms of enterprises related to SWM.
- The legitimized plans help the LGUs comply with at least the minimum requirements and targets of RA 9003.

- It facilitates the establishment of a single entity that is solely responsible and accountable to the service.
- It provides the framework for the formulation of a comprehensive support ordinance that is also in consonance to RA 9003 and its IRR.

Although the Project is demand driven, the ISWM Team took the initiative to formulate a set of criteria for LGUs that will be invited to the IAs. One of the criteria was that the LGU must be at least a 3rd class municipality. This is to ensure that those who will participate can actually afford to meet the resource requirements of coming up with and implementing ISWM plans.

Clustering LGUs

Once the LGU is selected and a MOA for TA is signed, the beneficiary LGU can be used as a spring board to expand to adjacent LGUs which did not earlier qualify, but indicated a strong commitment and willingness to pursue governance enhanced-ISWM. The adjacent LGUs could be part of a cluster. Such was the case of the LGU clusters in Negros Oriental and in Bohol. This way, shared goals in ISWM were also pursued, especially on joint management of disposal facilities. In the case of the Metro Tagbilaran, a cluster made up of eight LGUs, the municipality of Alburquerque offered to host a common sanitary landfill. Clustering also promoted efficient use of TA resources as most of the ISWM training modules were conducted by cluster.

Responding to policy needs

The Project ISWM strategy included providing TA for improving governance policies at the local and national levels. These policies at the local level were primarily focused on supporting the implementation of the ISWM plans of LGUs – decision making processes that are more participatory, transparent, and accountable. At the national level, the focus was on the clarification of the IRR of the Ecological Solid Waste Management Act. An expatriate consultant was engaged to look at the technical gaps of the IRR. He recommended ways and the conduct of some studies to fill these gaps. The National Solid Waste Management Commission (NSWMC) and other civil society organizations and the LGU leagues assisted the Team in identifying other gaps and provisions in the IRR that need clarification. Demands and requests from these groups and other advocates were considered in the Team's preparation of the sector's annual work plans.

Networking

The ISWM Team supported, networked and collaborated with NSWMC, DENR-EMB, academe, LGU leagues for joint conduct of capacity building activities. It also partnered with media groups for the popularization of EcoGov 1's ISWM tools and approaches. The Project designed and supported several ISWM Certificate Courses with institutional service providers such as the University of the Philippines (UP) Cebu Campus and Ateneo de Davao University.

Ground level responsibility for the Project's ISWM activities was distributed to four field offices, which were supported by the national teams for Technical and Analytical support and the Policy and Advocacy support. Two regional specialists and one

associate were engaged full-time by the Project. They were ably assisted by five national specialists on a part time basis, five assisting professionals and several local service providers for the delivery of ISWM TA to client LGUs.

IV. Sector Accomplishments

The Team was able to accomplish 18 of the target number of LGU legitimized ISWM plans, and conducted 6 second-round end-of-pipe (EOP) waste characterization to determine the waste diversion improvement from the LGU baselines. The Team was able to build on lessons learned and traditional approaches, tools and techniques developed and established by previous projects like GOLD, by enriching these with governance attributes. Methods and tools were made more realistic and effective to ensure that the outcomes are appropriate, defensible and usable. The key decision and action areas for improving the governance of solid waste emerged as a result of assisting the LGUs respond to the challenge of managing their waste.

The EcoGov 1 training modules for the formulation of the 10-year ISWM plans of LGUs are the results of these enrichments and refinements. The EcoGov ISWM Team was also able to respond to immediate needs and requests of the client LGUs and its partners. The Technical Support Group of the Project ably supported the ISWM Sector by formulating simple computer programs that facilitated data analysis and interpretation of results. Technical requests from LGUs to comply with the requirements of the regulatory agency were quickly and appropriately addressed. The Policy Support Group formulated governance-oriented working protocols for the ESWM Boards and integrated them into the ISWM training module. Guidance was also provided in the analysis, formulation and updating of local SWM ordinances. The details of the ISWM sector accomplishments are presented in the following sections.

Governance enhanced ISWM planning.

Shown in **Figure 1** are the results framework for the Project. To achieve Outcome No. 4 (more effective SWM), the technical assistance to LGUs included as outputs the legitimized plans that are supported with ordinances and budget allocations at least for the first year of implementation. The Project used the ISWM training modules (shown functionally and sequentially in **Figure 2**) for LGUs, in collaboration with DENR partners, to facilitate the LGUs' formulation and obtain legitimization of their respective ISWM plans. In all the training modules, post training, on-site support and coaching were provided so that agreements during the training sessions were carried out.

The following are the description of these modules:

1. **Module 1** – Orientation of the LGU ESWMB and TWG members on Environmental Governance and Ecological Solid Waste Management, including a governance-oriented planning process that puts premium to transparency, accountability and participatory decision making. The result of the orientation is an action plan that contains agreements on how to move forward.
2. **Module 2** – SWM Assessment, which establishes the SWM database. It includes a survey of SWM practices, the characterization of wastes generated by various

sources, and the review and analysis of local initiatives and ordinances. This module establishes the baseline, and provides the basis for informed decision-making, and focus of IEC activities.

3. **Module 3** - Study Tour and Cross Visits, to expose members of the Board and TWG of the LGUs to good SWM practices in selected LGUs. The study tour expands the menu of SWM options that the LGU may consider in preparing their plans.
4. **Module 4** - Options Analysis and Strategic Planning. Vision and goals are formulated, ISWM options are evaluated and key components of the plan (engineering, policy/ordinance and IEC) are developed. The institutional arrangements for implementation are defined and a financing plan is worked out.
5. **Module 5** - Legitimization Process, which entails public consultations and deliberations at the Board and MDC levels, prior to its submission for approval by the SB/SP. levels. The final ISWM plan is then endorsed by the LGU to the provincial LGU and to the NSWMC for approval.

Using these modules, the Project was able to assist the 18 LGUs formulate and obtain legitimization of their ISWM plans. This represents 72 percent achievement of the 25 LGUs targetted in the EcoGov 2004 workplan. The other LGUs are in various stages of completing their respective plans. **Table 1** below summarizes the overall status of EcoGov 1 assistance to LGUs in the ISWM sector.

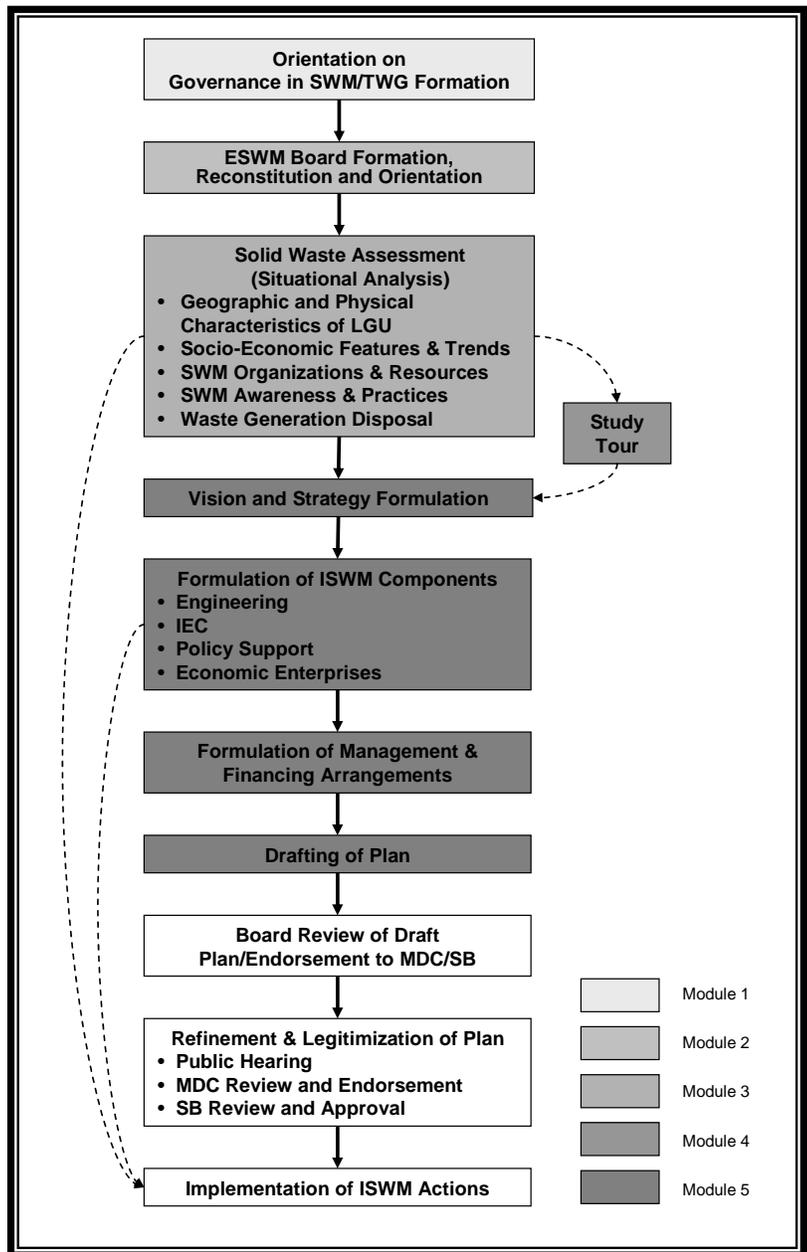


Figure 2. ISWM Planning Process

Table 1. Status of EcoGov 1 ISWM assistance to LGUs as of November 30, 2004

ISWM Performance Indicator	EcoGov Program Targets Under the MOU	EcoGov 1 Targets (2004 Workplan)	Percent Contribution of EcoGov 1 Project to Program Targets	Completed as of Nov 2004	Percent Accomplishment of EcoGov 1 Project
No. of LGUs With approved ISWM plans	100	25	25%	18	72%
No. of LGUs Diverting 15% of their solid wastes	13	9	69%	Measurements in 6 LGUs showed an average diversion of 11%	

Source: EcoGov 1 Annual Report for FY 2004

Another Project deliverable is the LOP's target of waste diversion away from the disposal by at least 15 percent in all 42 LGUs. The Project was only able to assist 6 LGUs with this target and the results of the 2nd EOP waste characterization and analysis in 6 LGUs showed an average of only 11 percent waste diversion or 73 percent of the targeted diversion. Only 6 LGUs out of 42 were assisted (or 14 percent of the total target). The Project's ISWM target deliverable with this key performance indicator did not perform well. As noted, the Project's focus on assessment, development of LGU system, ISWM plan formulation, and analysis simply did not allow enough time to perform more EOP measurements. It should be noted, however, that all 44 of the LGUs assisted were able to establish their baselines with respect to their potential for waste diversion. This will facilitate future monitoring of actual diversion.

The relatively low Project performance in ISWM is largely attributed to the magnitude of data analysis and requirements in preparing acceptable ISWM plans under RA 9003, the limited capacities of LSPs and APs, and delays in legitimization activities which resulted from the national and local elections. The Project was not able to completely anticipate the complexity of assisting the LGUs with RA 9003 and its IRR as the main framework and direction for assistance.

The Project performed an aggregated analysis of 19 LGUs with respect to their solid waste generation. Results are tabulated in Tables 2 and 3. It is clear that at the LGU level, the focus of information dissemination, operations, collection, reduction and recycling efforts should be the "residential, public market and general stores" as these are the major sources of waste. These sources capture more than 90 percent of waste in the collection area and contain at least 80 percent biodegradables and recyclables. With this information, other LGUs may now be able to craft ordinances and local actions that could effectively divert their recyclables and biodegradables and meet the target waste diversion required by the law. Also, LGU strategies for waste reduction—working with organized junk shops, and promoting composting facilities at various levels—could easily be re-directed.

The aggregated and individual LGU data also reveal that the volume of residual waste generated by a single LGU may not warrant individual investments in sanitary land fill facilities (SLFs) or large materials recovery facilities (MRFs). Clustering of LGUs and having a central SLF where client LGUs are charged appropriate tipping fees may be the more viable option. Lastly, the volume of wastes (especially those of residuals and/or recyclables) have direct implications on estimating LGU-specific capacities of equipment, MRFs and landfills, which are relevant in preparing LGU ISWM plans.

Table 2. Average Percent Composition of Waste Generated in 19 LGUs (9 Cities and 10 Municipalities)

Waste Type	Average Percent (9 Cities)	Average Percent (10 Municipalities)
1. Biodegradable	62%	61%
2. Recyclable	18%	20%
3. Residual	18%	17%
4. Special Waste	2%	2%
Total	100%	100%

Source: EcoGov Waste Assessment Summaries (19 LGUs), 2003

Table 3. Waste Generation By Major Sources in 9 Cities and 10 Municipalities, in kg/day

Major Sources of Waste	Cities (9)	Municipalities10)
1. Food Establishments	672	324
2. General Stores	2,979	730
3. Industries	16	105
4. Institutions	507	127
5. Public Market	3,913	1,315
6. Recreation Centers	15	21
7. Residential	24,137	7,408
8. Service Centers	542	77
9. Slaughterhouse	55	18
10. Special Waste	155	100
Total	32,992	10,225

Source: EcoGov Waste Assessment Summaries (19 LGUs), 2003

The Project collaborated with six LGUs in carrying out end-of-pipe (i.e., at disposal sites) measurements to determine improvements in LGU diversion of solid wastes in 2004, with 2003 data as the baseline. The details of the method and the comparative results of the 2003 and 2004 measurements are shown in **Annex 2**. The total percentage of biodegradables plus recyclables was used as the key indicator in determining the percentage of diversion after one year.

Table 4 shows that the average diversion of wastes is only 11 percent (84 percent minus 73 percent), which is below the EcoGov 1 Project LOP target of 15 percent. It should be noted, however, that most of the EcoGov-assisted LGUs have only started planning their solid waste diversion and management approaches late in 2003 and early 2004. Most activities in several LGUs were disrupted by the national and local elections. The LGUs will have to meet the requirement of RA 9003 to divert at least 25 percent of biodegradables and recyclables by early 2005. At 11 percent diversion now, the six LGUs could easily meet the 25 percent target if they would assist sitios and barangays

to compost most of their biodegradables, which constitute more than 60 percent of the total wastes dumped in the disposal sites.

Table 4. Average Percent Composition of Biodegradable and Recyclables in Waste Disposal in 6 LGUs: 2003 and 2004

LGU	2003		2004	
	Biodegradables	Recyclables	Biodegradables	Recyclables
Jagna	77%	6%	71%	7%
Bayawan	79%	8%	84%	0%
Isabela City	75%	9%	62%	5%
Tacurong City	39%	44%	71%	4%
Kidapawan City	63%	30%	73%	9%
Maddela	65%	9%	46%	7%
Average of 6 LGUs	66%	18%	68%	5%
	Total	84	Total	73%

Source: EcoGov End-of-Pipe Waste Assessments in Selected LGUs, 2003 and 2004

Policy and Advocacy Support

The focus of policy support in the ISWM sector is the review of LGU SWM and SWM related ordinances. Most of the existing LGU ordinances were found to be “piecemeal” and lack compliance with the national law. Hence, most of the LGUs with legitimized plans are crafting their respective SWM ordinances for the implementation of their plans and for consistency with the provisions of the Act. The EcoGov 1 Project provided assistance in these efforts of the LGUs to have comprehensive and RA 9003 compliant ordinances.

EcoGov 1 reviewed the RA 9003 IRR. Recommendations are summarized in **Annex 3**. These key recommendations for improving and simplifying the IRR of RA 9003 were mostly based on experiences and lessons learned in assisting LGUs, from the cursory evaluation of some potential disposal sites, and efforts to identify gaps and gray areas for effective implementation.

In response to the request of LGUs for assistance in identifying suitable sites for SWM facilities, a Memorandum Circular (MC) for NSWMC-DENR was drafted by the project for the joint selection of sites for SWM facilities in LGUs. This was identified as a critical stage in the search for appropriate sites for SWM facilities especially for waste disposal. Although the drafting of the MC was closely collaborated with the NSWMC secretariat, the draft is yet to be included in the meeting of the NSWMC commissioners for deliberation and possible adoption.

The Team also responded to a recent request from the League of Municipalities in the Philippines (LMP) about the rationale for extending the closure deadline of open dumps and the early preparation and development of controlled dumps. The request came after the DENR-NSWMC released to the regions an MC reiterating the deadlines and requiring the LGUs for early preparation of controlled dumps that will be operational by early 2005. Many LGUs find it difficult to comply because of resource constraints and unavailability of suitable sites. They are requesting for an extension on the use of open

dumps while sourcing funds and other resources needed to develop controlled dumps. The project provided assistance in improving the draft resolution made by the LMP secretariat during its directorate and national assembly meetings in Cebu City and Manila, respectively.

On advocacy, the Project oriented the members of the LMP on environmental governance during the LMP's 2003 Annual conference. A breakout session of interested mayors on SWM was conducted to orient them specifically on ISWM TA provided by the Project. As a result, some mayors even outside of the service regions of the Project requested that their LGUs be included in the SWM trainings to capacitate their SWM staff.

The Project also briefed the DENR-NSWMC on the present progress of the EcoGov 1 ISWM technical assistance to LGUs. It also provided resource persons to the SWAPP in promoting ISWM among LGUs.

Technical and IEC support

The Technical and IEC support group of the Project provided the ISWM sector with assistance on the refinements of the training modules especially on solid waste assessment; review of the organizational, economic and financial aspects of the draft ISWM plans of LGUs; production of instruments and publications necessary for the implementation of LGU plans ; and the sharing and popularization of EcoGov ISWM TA through media.

A user-friendly guidebook on Full Cost Accounting (FCA) for SWM with a case study on Tacurong City was produced by the Project to guide LGUs in determining the appropriate user fees, tipping fees and other fees from the use of SWM services and facilities. At present, most of the fees charged by LGUs in using the SWM service are determined arbitrarily or patterned after the fees charged by other LGUs. With the guidebook, the LGU can adjust its users' fees to be either within the break even point or with a mark up to provide surplus for service improvement and upgrade.

Two ISWM sourcebooks were also produced by the Project to help the LGUs implement their respective ISWM plans. The first sourcebook (Volume 1) lists local and foreign funding agencies for ISWM projects. The volume contains information on available credit/loan portfolios and grants from international funding agencies and local financing institutions. It also includes information on the requirements of LGUs to access these funding facilities. The second sourcebook (Volume 2) is on organizations offering ISWM training. This volume is aimed at assisting LGUs on local capability building by providing a list and description of available training programs offered by various organizations all over the country.

A TV plug on the ISWM program of Tacurong City featuring the governance-enhanced ISWM process developed by the Project was produced with ABS-CBN Foundation's Bantay Kalikasan. It was shown repeatedly on the ANC channel of the Network. This provided an advocacy mileage for the Project, particularly on the ISWM TA.

Innovative Interventions

EcoGov 1 introduced several innovations in the delivery of technical assistance. In the ISWM Sector, the innovations are mainly on the improvement of training modules presented earlier. The Team incorporated the key governance principles to improve decision making systems and processes at the LGU in the different training modules and on-site assistance activities.

The governance-oriented formulation of working protocols for the ESWM Board is instrumental in making the Boards accountable and responsible to their mandated functions. The working protocols, formulated and adopted by consensus among the members of the board, define the work ethic of the board. This made the boards proactive and participatory in any decision making process. This innovation on working protocols for the ESWM Board was shared by the Project in one of the sharing meetings with foreign assisted projects on ISWM, and it was greatly appreciated.

Another innovation was in the conduct of waste assessment. The previous approaches on waste assessment were anchored on rapid appraisal and, basically, waste characteristics were based on grab samples. There were no statistical designs to generate a representative database for planning. The Project's innovation in using whole trucks as samples at EOP and conducting a seven-day waste characterization from randomly selected waste generators proved to be better basis for establishing a database for planning. The use of popular and LGU-friendly Excel-based program in collating and analyzing compiled data and in producing reports from the analysis of data was another improvement to waste assessment. Although these methods could only capture weekly or bi-weekly variations in waste generation, they provided acceptable estimates in projecting volume and type of wastes generated. The information has been useful in formulating plans, determining effective and efficient options at the LGUs, designs of equipment and facilities, social awareness campaigns, monitoring and evaluation. Over time and on a periodic basis, seasonal variation, within a year, may be established or a pattern may be determined.

Although it is not yet tested and validated in other LGUs except Tacurong City, the simplified user friendly Full-Cost Accounting for SWM could prove to be a good instrument for SWM fee determination for LGUs.

Collaborative Efforts

The EcoGov 1 Project had several collaborative activities with its partners at the local, regional and national levels. These were conducted towards complementation of efforts in delivering ISWM TA to LGUs and in sharing lessons learned, innovative approaches, instruments and processes for the mutual benefit of the partners and the project.

At the local level, the multi-sectoral ESWMB and the TWG are the prime movers of collaboration. The DENR-EMB point person in Region 12 for instance is a member of the ESWMB of Tacurong city. This facilitated the mutual access of information between the LGU and DENR which in turn enhanced the compliance of the city to some requirements of the Act.

At the national and regional levels collaboration is focused on joint conduct of activities, trainings and workshops, advocacy for and in the sharing of information and databases. The following are some of the collaborative involvement of the project on the ISWM sector.

- EcoGov 1 closely coordinated with DENR in practically all of the activities conducted by the Project. In the SWM sector, exchange of information among and between the project and NSWMC was a regular activity. Every time there is an activity at the national or regional level, the DENR EcoGov point person is always notified and invited to participate.
- SWAPP, an NGO, collaborated with the Project in the conduct of study tours of LGUs in sites with exemplary practices on ISWM. SWAPP has a compilation of sites with good SWM practices which they readily shared to the client LGUs of the Project planning for a study tour. The Project on the other hand provided resource speakers in the annual conferences conducted by the organization to share and promote the governance oriented approaches developed and conducted on ISWM.
- The Institute of Small Farms and Industries, also an NGO, assisted the Project conduct simultaneous study tours for 3 LGUs from Region 9. The results of the study tour were processed and packaged as additional input in the options analysis of the concerned LGUs. For this study tour activity, the same directory produced by SWAPP was used in the selection of the LGU of sites to be visited.
- In Northern Luzon, the Caraballo and Southern Cordillera Agricultural Development Program (CASCADE) was providing TA on SWM to LGUs in Region 2 before the EcoGov Project was launched in the area. A number of coordination meetings were conducted to ensure the complementation of TA to common LGUs served by both projects. The governance-enhanced ISWM planning process was shared by the Project with CASCADE to upgrade their method in assisting their LGUs formulate ISWM plans.
- The Local Government Support Project (LGSP) of the Canada International Development Agency was also providing TA on SWM in Mindanao before the start of the EcoGov 1 Project in Regions 9,12 and ARMM. Three coordination meetings with LGSP ARMM and 2 coordination meetings with LGSP Region 12 were conducted to ensure that common target LGUs can freely select the TA provider for them. In the case of Isulan and Tacurong City, they chose the EcoGov Project to provide them the ISWM TA.
- The Project awarded a grant to Cebu Mediation Foundation, Inc. to study the mediation of cases including a few SWM cases submitted to Environmental Management Bureau in Region 7. The mediation process was part of the project to pilot a conflict mediation system with the DENR-EMB utilizing trained mediators from the private sector. These few SWM cases were resolved successfully by mediation.

V. Lessons Learned

The EcoGov 1 ISWM Sector continued to build on previous lessons learned and current good practices for the purpose of improving effectiveness and efficiency. Governance-enhanced innovations were added to ensure that transparency, accountability and participatory decision making become integrated in the processes to generate a mass base ownership of plans, activities and other endeavors. This section provides a summary of lessons learned that may help improve ISWM practices in other LGUs.

What Worked

- a) Interactive assembly – This activity introduced the Project to potential LGU clients. It generated interest among LGUs to avail of the Project’s TA on ISWM. It highlighted the importance of “demand-driven” approach in providing TA to LGUs, especially on solid wastes. The response was positive. In fact, there were more LGUs that sought to avail of the TA than what the Project can afford (this happened in Central Visayas).
- b) The adoption of working protocols together with the initial leveling off and formulation of the vision, mission and goals of the ISWM program of the LGU have made the ESWMB functional and active. The Tacurong City’s implementation of their ISWM went full steam because the ESWMB and its TWG took active lead roles in the implementation of their plan.
- c) Consensus building processes in combination with the governance attributes of transparency, accountability and participatory decision making strengthened the ownership of decisions made and promoted active participation of all stakeholders as these build confidence among them. Identifying key areas for making joint decisions and action are important. These are also the areas where good governance principles may be pursued and implemented with local stakeholders.
- d) The demand driven mode of the Project ensured deep commitment on the part of the LGUs requesting for the TA. Because of this commitment, it was easy for the LGUs to allocate counterpart resources for the conduct of ISWM activities.
- e) The governance-oriented legitimization process, which was included as part of the MOAs entered into by the LGU, EcoGov 1 and DENR, specified key roles and responsibilities of the parties involved in the conduct of TA to LGUs. The MOA, followed up by the conduct of round table discussions, further generated support for of EcoGov TA. The thorough and comprehensive presentation of draft ISWM plans to the ESWMBs, MDCs and SBs provided opportunities for clarifications and refinements.
- f) The ISWM training for DENR, academe and other local SWM service providers can expand the resource pool for providing ISWM TA to the LGUs even after the life of the project. These trained personnel can also become trainers to further multiply the human resources for ISWM TA providers. The

two training activities conducted in Davao City for the Mindanao area, and in Cebu City, for the Visayas provided a good but modest start for the expansion of human resource pool for ISWM TA.

- g) The clustering of LGUs enhanced the sharing of experiences and ideas among cluster members towards a common goal like sharing a common disposal facility. It also promoted efficient use of TA resources as training programs are conducted by cluster.
- h) With proper mentoring and coaching, the institutional LSPs can facilitate the formulation of ISWM plans and other ISWM related activities in LGUs. This also increases the resource pool for ISWM TA providers.
- i) Partnership and collaboration with the DENR, provincial LGUs and other local institutions and organizations in delivering TA to LGUs have enhanced institutional capacity building and fostered complementation rather than competition.
- j) In all the EcoGov 1-assisted LGUs, the use of study tour and cross visits for members of ESWM Boards and TWGs and sometimes with the participation of the mayor and SB members, has broadened their perspectives. These purposive site visits helped the local decision makers think “out of the box” and explore possibilities. These visits have also revealed that many of the existing “best practices” in SWM have yet to capture the “integration of solid waste management” that is being promoted in the law. Many of these sites were also inspired by local leadership with assistance from donor agencies and expertise.

What Did not Work

- a) The traditional approaches in developing ISWM plans are fundamentally flawed. The steps are superficial and the databases are quite weak. For instance, these do not consider the variability of waste generation and waste quality among waste sources and with respect to time. In addition to technical considerations, there are variations in socio-economic, cultural and political conditions that must be factored in. There are also limitations in the use of Metro Manila data on waste generation because of variables in disposable income, population density, inadequate opportunities to do household composting and recycling, access, ISWM services, and kinds of consumable goods in the market. Thus, the Project ISWM team invested in developing waste assessment techniques that are more adaptable to rural and semi-urbanized LGUs. It has adopted the process flow based on training modules with on-site practicum and assistance, with each step radically changed to at least satisfy the minimum requirements of an ISWM plan anchored on a realistic, dependable and scientifically sound database.
- b) Many ISWM LSPs, whether individuals, institutions, NGOs and even consulting firms, are not properly equipped to deliver ISWM TA to LGUs. They lacked training and tools to cope with the varying situations in LGUs that request for TA. It will take more time before the training institutions,

consulting industry, and civil society organizations to fully equip themselves to provide adequate assistance to LGUs in their effort to implement RA 9003. Many of the LSPs, however, have the capacity to use computers for database development, analysis, and simulation. There are also civil society organizations and private sector groups that may be able to adapt social marketing strategies and fit these to ISWM awareness campaigns.

VI. Recommendations

EcoGov 1 ISWM Team's work for the past 2 ½ years focused on strengthening collaborative and governance-enhanced approaches on ISWM in the country. The shift from the traditional technician's TA approach to a participatory approach resulted in sustained SWM activities in LGUs. As basis for moving forward towards EcoGov 2, the following are recommended:

For EcoGov 2 Planning and Implementation

- a) EcoGov 2 should continue providing TA to LGUs who were not able to finish their plans under EcoGov 1 if these LGUs indicate continued demand for such TA. Also upon demand, the Project should continue assisting the LGUs implement their legitimized plans. In helping the LGUs implement their plans, focus should be on effective public advocacy and social awareness campaigns targeting changes in behavior at the household level, public market, and commercial areas. Accompanying local ordinances to strengthen incentives, enforcement, and penalties should also be enacted and carried out.
- b) For new LGUs who will be availing of ISWM TA, they should be subjected to the screening criteria and entry point requirements to gauge their willingness and commitment to go into a partnership with EcoGov 2. Although the TA is demand-driven, priorities should be given to LGUs who expressed willingness and interest, those near existing clusters of EcoGov 1 LGUs, those in highly urbanized areas where efforts on waste water assistance may be provided, those who are willing to enter into public-private partnership in managing their wastes.
- c) Continue and sustain the capacity building of the Project partners to cope with the increased number of LGUs demanding SWM assistance. The local DENR, LSPs, provincial LGUs, and civil society should be part of the partnership program on capacity building. Collaborations with the leagues, other donor agencies such as CIDA's LGSP, and private sector should be encouraged and pursued.
- d) Re-design the ISWM planning cycle and shorten the process without sacrificing effectiveness and efficiency. The training modules must be re-evaluated and even re-designed to facilitate the completion of the plans in a shorter period of time. The fielding of more LSPs/APs properly equipped in providing ISWM TA to the LGUs is another solution to break through the long planning cycle.

- e) Continue with more vigor and strength the fostering of partnership and collaboration with the NGAs, NGOs, academe and other organizations in providing TA to the LGUs and in building capacity to these partners and collaborators to deliver TA.
- f) Promote private sector participation, especially in the establishment and management of SWM/UEM related enterprises. This could be done by conducting activities such as investment fora.

For DENR/NSWMC

- a) Support the policy and advocacy initiatives of DENR/NSWMC in addressing issues raised by various stakeholders and organizations on the clarifications of the provisions of the Act and its IRR, especially the mandated prescriptions of the Act to which the LGUs must comply. Assistance in filling the gaps and clarification of the gray areas of the IRR must be pursued. For instance, there are needs to (a) develop and install systems for monitoring EOP measurements to determine improvements of waste diversion over time; (b) craft guidelines for LGU collection and disposal of toxic and hazardous wastes; (c) develop guidelines for reviewing, evaluating, and approving ISWM plans; and (d) improve capacities of DENR field staff to respond to LGUs demand.

The EMB and Mines and Geo-science Bureau (MGB) and the DENR regional offices must be assisted with capacity building and development and installation of systems for effective monitoring, response mechanisms to request for permits/assessments/approvals, and linkages with providers of technical assistance and technologies.

- b) Establish a governance-oriented LGU-based M&E system where the local DENR and civil society organization (CSO) members can participate in monitoring compliance and improvements of solid waste management at the LGU level.

For LGUs

- a) Implement organizational development to have one office (preferably the MENRO) solely responsible and accountable to the environmental services of the LGU.
- b) Capacitate and strengthen the ESWMB/TWG and the MENRO to fully accomplish their respective mandates.
- c) Allocate, budget, and provide adequate support for the implementation, monitoring, and annual evaluation of the LGU's ISWM plan. The LGU through, the ESWM Boards, should provide feedback on its budget and expenditures in support of the implementation of the solid waste management.

Annex 1. EcoGov 1 Partner LGUs for ISWM: Status as of November 30, 2004

Region/ Province	Municipality/ City	MOA Signed (Date)	Sector	ISWM
Western Mindanao				
ARMM				
Basilan	1. Lamitan	11/19/02	CRM, FFM, SWM	ISWM plan legitimized; with initial implementation..
Region 9				
Basilan	2. Isabela City	11/19/02	CRM, FFM, SWM	ISWM plan legitimized; with initial implementation..
Zamboanga del Sur	3. Pagadian City	07/23/03	SWM (CRM covered by MOA wirh Province)	ISWM plan for legitimization; with initial implementation
Zambo Sibugay	4. Ipil	03/19/03	SWM	ISWM plan legitimized; with initial implementation
	5. Buug	03/18/03	SWM	ISWM plan legitimized; with initial implementation..
Central Mindanao				
ARMM				
Lanao del Sur	6. Wao	7/31/2002;	FFM; SWM	SWM assessment completed.
Maguindanao	7. Sultan Kudarat	09/05/02	SWM	SWM assessment completed.
	8. Parang	12/08/03	SWM	<i>Phase 1 TA put on hold after local elections due to political instability. TA may be resumed in EcoGov 2.</i>
Region 12				
Sultan Kudarat	9. Kalaansig	10/1/02; 9/25/03	CRM; FFM; SWM	SWM assessment completed.
	10. Lebak	10/01/02	CRM; FFM; SWM	SWM assessment completed.
	11. Tacurong	10/14/02	SWM	ISWM plan legitimized; implementation ongoing.
	12. Isulan	11/08/02	SWM	ISWM plan legitimized; with initial implementation..
North Cotabato	13. Kidapawan City	09/26/02; 10/3/2003	SWM; FFM	ISWM plan legitimized; with initial implementation..
S. Cotabato	14. Koronadal City	12/04/02	SWM	ISWM plan legitimized; with initial implementation..
Central Visayas - Region 7				
Bohol	15. Tagbilaran City	04/04/03	SWM	ISWM plan legitimized; with initial implementation..
	16. Talibon	12/04/02	CRM; FFM; SWM	ISWM plan being drafted.
	17. Dauis	04/04/03	SWM	ISWM plan being drafted.
	18. Alburquerque	04/04/03	SWM	ISWM plan legitimized; with initial implementation..
	19. Corella	04/04/03	SWM	ISWM plan being drafted.
	20. Maribojoc	04/04/03	SWM	ISWM plan being drafted.
	21. Cortes	04/04/03	SWM	ISWM plan being drafted.
	22. Panglao	04/04/03	SWM	<i>Phase 1 TA not pursued after local elections due to changes in direction of new set of LGU officials. TA will be resumed in EcoGov 2.</i>
	23. Jagna	09/30/02	SWM	ISWM plan legitimized; with initial implementation..
	24. Duero	09/30/02	SWM	Drafting of plan ongoing.
	Province of Bohol	12/03/02	CRM; FFM; SWM	
Cebu	25. Toledo City	04/30/03	CRM; FFM; SWM	<i>Phase 1 TA suspended after elections due to organization and staffing issues. Resumption of TA in EcoGov 2 will be explored with the LGU.</i>
	26. Danao City	03/17/03	CRM; SWM	ISWM plan legitimized; with initial implementation..
	27. Compostela	03/17/03	CRM; SWM	Plan preparation ongoing.
Negros Oriental	28. Sta. Catalina	03/20/03	FFM; SWM	SWM assessment completed.
	29. Bayawan City	03/20/03	FFM; SWM	ISWM plan legitimized; with initial implementation..
	30. Dauin	03/20/03	FFM; SWM	SWM assessment completed.
	31. Bais City	03/20/03	FFM; SWM	Legitimization in process; with initial implementation
	32. Tanjay	03/20/03	FFM; SWM	ISWM plan legitimized; with initial implementation..
	33. Amlan	03/20/03	SWM	SWM assessment completed.
	34. San Jose	03/20/03	SWM	SWM assessment completed.
	35. Pampuna	03/20/03	SWM	SWM assessment completed.

Annex 1. EcoGov 1 Partner LGUs for ISWM: Status as of November 30, 2004

Region/ Province	Municipality/ City	MOA Signed (Date)	Sector	ISWM
Northern Luzon				
Nueva Vizcaya	36. Quezon	05/30/03	FFM; SWM	SWM assessment completed.
	37. Bayombong	07/07/03	SWM	ISWM plan legitimized; with initial implementation..
	38. Bambang	07/07/03	SWM	ISWM plan legitimized; with initial implementation..
	39. Dupax del Norte	06/02/03	SWM	SWM assessment completed.
	40. Bagabag	05/30/03	SWM	SWM assessment completed.
	41. Solano	07/07/03	SWM	SWM assessment completed.
	Province of N. Vizcaya	07/07/03	SWM	
Quirino	42. Cabarroguis	04/29/03	FFM; SWM	ISWM plan legitimized; with initial implementation..
	43. Diffun	04/29/03	FFM; SWM	ISWM plan legitimized; with initial implementation..
	44. Maddela	04/29/03	FFM; SWM	ISWM plan legitimized; with initial implementation..
	Province of Quirino	04/29/03	FFF, SWM	
Isabela	45. Cauayan City	12/03/03	SWM	SWM assessment completed.
Central Luzon				
Aurora	46. Ma. Aurora	7/22/03	FFM; SWM	SWM assessment completed.

Total LGUs with legitimized plans: 19 out of 46 LGUs.

Annex 2. Assessment of Waste Diversion of Six EcoGov-Assisted Local Government Units (LGUs)

One approach to evaluate the compliance of LGUs with the RA 9003 requirement of 25% diversion of waste from the disposal facility, is to establish a baseline by which to measure any progress or improvement. In 2003, pilot LGUs assessed their waste generation and disposal. These waste disposal data were collected to meet two objectives:

- (1) To provide information for estimating size and number of equipment, vehicles and infrastructures needed for effective waste management, and
- (2) To establish baseline information to evaluate the progress (milestones) of implementing the solid waste management action plans.

By the end of year 2003, EcoGov completed waste assessments for 42 LGUs, six of which completed second measurement of waste disposal in 2004. This includes four cities (Tacurong, Kidapawan, Bayawan and Isabela) and two municipalities (Maddela and Jagna).

Table 1 provides a summary of waste disposal data for 2003. These estimates were based on a seven-day collection of waste (one- truck daily sample; in some cases, 2 trucks per day). The average proportion of biodegradable wastes for the six LGUs was 66%, with the highest at 79% and lowest at 39%.

Table 1. Summary of waste disposal composition in 6 EcoGov-Assisted LGUs in 2003 in % of total weight of samples

LGU	Waste Disposal Composition, %, in 2003			
	Biodegradables	Recyclables	Residuals	Special Wastes
Jagna	77%	6%	16%	1%
Bayawan	79%	8%	13%	0.3%
Isabela	75%	9%	14%	2%
Tacurong	39%	44%	16%	1%
Kidapawan	63%	30%	6%	1%
Maddela	65%	9%	25%	1%
Average for 6 LGUs	66%	18%	15%	1%

In 2003, only the cities of Kidapawan and Tacurong showed double digit-proportions of recyclable waste disposed, which demonstrates that any large-scale operations at the LGU level for recyclables may not generate sufficient revenue. Thus, it might be sufficient to have only small-scale operations by the private groups such as junk shops, with little investments on infrastructure. Summing the total percentage of the biodegradable and recyclables in 2003, the average total percentage of waste that could be diverted or reduced in the six LGUs is 84%.

Table 2 summarizes the second measurement of waste disposal in six LGUs using the same method in 2003 with little modifications; the sampling area remains the same. The average proportion of biodegradable wastes was 68%, an increase of 2% from the previous year. This information shows that the LGUs have not given significant attention to composting activities and are therefore still collecting and disposing these biodegradable wastes at the dumpsite. However, the proportion of recyclables for all LGUs was substantially reduced from an average of 17% in 2003 to 5% in 2004.

Table 2. Summary of waste disposal composition in 6 EcoGov-Assisted LGUs in 2004 in % of total weight of samples

LGU	Waste Disposal Composition in 2004, in %			
	Biodegradables	Recyclables	Residuals	Special Wastes
Jagna	71%	7%	21%	1%
Bayawan	84%	0%	15%	0%
Isabela	62%	5%	33%	1%
Tacurong	71%	4%	22%	3%
Kidapawan	73%	9%	18%	0.1%
Maddela	46%	7%	47%	0.2%
Average for 6 LGUs	68%	5%	26%	1%

The municipalities of Jagna, Bohol and Maddela, Quirino, and Isabela City in Basilan showed reduced proportions of bio-degradable wastes dumped in disposal facilities with 6%, 19% and 14% reduction, respectively. Recyclables in all six LGU were reduced except for Jagna, which increased the amount of recyclables disposed by 1%. Tacurong City showed the highest reduction, 40%, in the proportion of recyclables dumped in waste disposal.

The average diversion of wastes among the six LGUs is only 11% (84% minus 73%). This means that these LGUs except for Tacurong City, need to further increase their diversion efforts next year to meet the 25% diversion requirement. It should be noted, however, that most of the EcoGov-assisted LGUs have only started planning their solid waste diversion and management approaches late in 2003 and early in 2004, and these efforts were even disrupted by the national and local elections.

Annex 3. Policy Recommendations for RA 9003 and its IRR

Policy Recommendations for Improving the Implementation of Republic Act (RA) 9003 and its Implementing Rules and Regulations (IRR)

INTRODUCTION

The specific issues that need to be addressed are presented first and followed by suggestions on how to mitigate if not resolve these issues. As most of these issues concern the lack of guidelines and standardized procedures for carrying out the requirements of the law, the recommendations are mostly directed towards the National Solid Waste Management Commission, the multisectoral body mandated under RA 9003 with the management of the country's solid wastes.

These recommendations were products of consultations with local government units (LGUs), communities, private sector and civil society organizations, and the field observations and experiences during Phase 1 of the EcoGov Project.

RECOMMENDATIONS

1. *Need for guidelines and procedure in evaluating the 10-year Integrated Solid Waste Management (ISWM) plans of LGUs, resulting in the lack of a systematic process of evaluating the plans submitted by LGUs.*

Section 16 of Article 1 of the law specifies that "all local government solid waste management plans shall be subjected to the approval of the Commission" (National Solid Waste Management Commission)

The process of evaluating and approving the plan is not provided for even in the Implementing Rules and Regulations (IRR) of the law.

2. *Need for guidelines and procedure in identifying sites for SWM facility*

One of the causes of conflicts between the LGU and Department of Environment and Natural Resources (DENR) is the way solid waste management (SWM) sites especially for disposal facilities are selected and consequently acquired. Normally, the LGUs are left to do their own selection of the site. Very often, when the site is selected, acquired and referred to the DENR for validation, the acquired site fall short of the siting criteria. This now becomes an irritant between the LGUs and DENR which could possibly delay and reduce the interest of the LGUs to comply with the requirements of RA 9003.

Sections 39 and 40 of Article 6 of the law specifies some siting criteria for controlled dump and sanitary landfill facility (SLF). For the controlled dump, nine (9) of the ten (10) requirements can be accomplished by the LGU. However the last requirement, hydrogeological siting, needs technical input which can be provided only by the Mines and Geoscience Bureau (MGB) of DENR or any accredited entity. Much more requirements are needed for the siting of the sanitary landfill. Even the IRR does not provide a clear and easy to implement process for the conduct of proper site assessment, hence this recommendation.

3. *Need for systematic guidelines and procedures in closing and rehabilitating open dumps; conversion of qualified open dumps into controlled dumps; siting, establishment, operation and closure of controlled dumps; and siting, establishment, operation, closure, post-closure care and after-use of SLFs-*

The LGUs are technically handicapped to do these activities unless assistance and clear guidelines are provided by the government.

Section 37 of the law specifies the closure of open dumps. However closure procedures are not specified even in the IRR. Conversion of open dumps into controlled dump is subject to the last requirement mentioned in item two. If the present open dump is not eligible for conversion to controlled dump because of hydrogeological siting limitations, then the open dump must be closed and rehabilitated for other uses. Again, rehabilitation procedures are not provided for. Closure and rehabilitation procedures for controlled dump are also not provided for. Finally there are still a number of provisions that need development and clarification on the establishment, operation, closure, post-closure care and after use of SLFs.

4. *Need for guidelines and procedures for an LGU to avail of small facility exemption except when the number of adjacent LGUs to meet the minimum combined volume of solid waste to qualify for assistance to put up SLF.*

This has yet to be developed in the IRR of RA 9003. At a certain disposal rate (to be established by DENR) the LGU may be exempted from the strict requirements of a SLF. It is even possible that the LGU can continue to use the controlled dump for as long as it does not go beyond the cut-off disposal rate.

Rule XIV Section 1z of DAO 2001-34 states that there will be exemptions from the specific standards of this section (Section 1-Minimum Considerations for Siting and Designing Sanitary Landfills). This is stipulated to be developed 1 year after the approval of the IRR. It is therefore recommended that the rate of disposal could be one of the major criteria in establishing exemptions. It is also possible that through this section of the IRR, LGUs with small amount (e.g, <20 tons/day) of residual disposable waste could continue to use controlled dump as their disposal facility. This could be a driving force for LGUs to truly make big strides in maximizing recovery of recyclables and conversion of biodegradables.

5. *Need for guidelines and procedures for clustering of LGUs that would be sharing a common SWM facility especially a disposal facility*

This is not clear yet in the IRR. Clustering is an effective and efficient mechanism to pool the resources of cluster members in establishing and sharing a common SWM facility especially for facilities like a SLF which an individual LGU may find difficulty in establishing.

Although Sections 43 and 44 of Article 7 on Local Government Solid Waste Management of RA 9003 do not explicitly mention clustering of LGUs for common SWM facility, it is nevertheless implied. Clustering of LGUs for common SWM goals and facilities will overcome the barrier of non-compliance to the requirements of the law especially on the establishment of SLF. The high initial investment and similarly high operating and maintenance cost of SLF cannot be borne singly by an LGU. The pooling of resources of adjacent LGUs that are committed to share and use a common SLF will overcome this obstacle. Further, it promotes exchanges of information and experiences for the benefit of each cluster member. Hence, a clear and doable guideline should be formulated to facilitate the clustering of LGUs for a common purpose.

6. *Need for guidelines and procedures for determining waste diversion of the LGU*

The law specifies the target waste diversion (25% for the first five years upon the effectivity of the law) but it does not provide a process or methodology for such determination.

Basically Section 20 of Article 1- General Provisions of the law and Section 7 of Rule 7- Planning and Programming Policy for Solid Waste Management, of the IRR are the same in content. There is no clear and user friendly procedure in establishing the diversion performance of the LGU. The procedure developed and implemented by the EcoGov Project during Phase 1 for estimating the potential waste diversion of LGUs could be further refined as a tool for such measurement.

7. *Need to establish the guidelines and procedures for establishing environmental/ user fees*

There are broad provisions in the law (Section 47 of Article 7, Local Government Solid Waste Management) as well as its IRR (Sections 1 and 2 of Rule XVII, Cost Recovery Mechanisms) for charging user fees but the specifics for establishing such fees are yet to be developed. The modified Full Cost Accounting procedure developed by EcoGov Project Phase 1 for SWM facilities and services can be used as an instrument in determining these fees.

8. *Need to set the guidelines and procedures for verifying and evaluating SWM technologies*

Many SWM technologies being offered and marketed to LGUs promise revenues for the LGUs. The LGUs could easily become gullible to the marketing schemes of technology sellers in the absence of technical capability and information about such technology. It is, thus, imperative that a practical guideline be provided to the LGU to enable them to wisely decide on how to respond to the technologies being offered, including the cost and environmental risks involved. There should be a standardized method for technology verification and evaluation (i.e. technology assessment) to help the LGUs in this regard.

Section 7 under Chapter II, Institutional Mechanisms, of the ESWM law, and Section 1 under Rule V of the IRR, support institutional mechanisms, provide that one of the main functions of the National and Regional Ecology Centers is to be the “clearinghouse for cleaner production/cleaner technologies on solid waste management”. However, these centers are not yet functional and there is a deluge of technology offers to LGUs. All the more, this points to the need to develop guidelines and procedures for technology verification and evaluation for LGUs.

9. *Need to provide a monitoring and environmental audit guidelines for SWM facilities*

Once established and operational, there is a need to ensure the continued soundness of a SWM facility (e.g., SLF) throughout the span of its operational life. This can be helped achieved through a system of facility audit and monitoring, which can aid in identifying deficiencies and needed corrective actions.

Section 2 of the ESWM IRR provides the minimum operating requirements for sanitary landfills, which include monitoring of water quality of ground and surface waters, gas emissions and effluents. However, the DENR still has to come up with the guidelines and requirements for Section 2c) ground water sampling protocol, 2d) background groundwater quality monitoring statistical data evaluation and establishment of concentration limits for contaminant indicators, 2e) detection groundwater monitoring data statistical analysis and verification monitoring, and 2f) assessment monitoring and corrective action.

10. *Need to provide guidelines for financing SWM projects of LGUs*

The LGUs have limited resources. Much as they want to comply with the requirements of the law, their own resources may not allow them to proceed. Hence, clear financing options and windows with simple and clear procedures (steps to avail of financing) should be formulated for the LGUs to have access to these possible financing sources.

Chapter V of the law, Financing Solid Waste Management, and Rule XV of the IRR, Financing of Solid Waste Management Initiatives refer only to the availment by the LGU of the National Solid Waste Management Fund and the Local SWM Fund for financing SWM projects. These funds are not yet available or established. This means that there is a need to develop alternative financing schemes that are practical and accessible to enable the LGUs' SWM projects to prosper.

11. *Need to provide guidelines and procedures for managing Toxic and Hazardous Wastes (THW) in municipal solid waste of LGUs*

Although the THWs make up a small fraction (less than 5%) of the total waste generated by the LGU, this component of the waste poses the gravest threat to public health and environment.

Section 17, Components of the Local Government Solid Waste Management Plan item (J) of Article 1, General Provisions; and item (J), special wastes, of Section 3, Components of Local Government Solid Waste Management Plan, Rule VII, Planning and Programming Policy for SWM, of the IRR have the same contents on the "handling and disposal practices for special wastes or household hazardous wastes". There are no specific and practical guidelines that LGUs can refer to in handling these wastes.

CONCLUSIONS

The passage of RA 9003 and its IRR is an important step towards proper management of the country's solid wastes. The potential of this law is vast and many LGUs are committed to comply with its requirements. However, to capacitate LGUs and facilitate their compliance, the DENR through the NSWMC has to issue clear and specific guidelines and procedures and enabling policies that will support this process and the full implementation of this law.

REGIONAL COMPLETION REPORT

- **GOVERNING THE ENVIRONMENT IN CENTRAL MINDANAO**
- **IMPROVING LOCAL ENVIRONMENTAL GOVERNANCE**
- **FACILITATING BREAKTHROUGHS IN ENVIRONMENTAL GOVERNANCE**
- **GOVERNING THE ENVIRONMENT IN NORTHERN LUZON**

**GOVERNING THE ENVIRONMENT IN
CENTRAL MINDANAO
COMPLETION REPORT OF THE CENTRAL MINDANAO
ECOGOV PROJECT TEAM**

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GOVERNING THE ENVIRONMENT IN CENTRAL MINDANAO
COMPLETION REPORT OF THE CENTRAL MINDANAO
ECOGoV PROJECT TEAM¹

I. Regional Context

The EcoGov Central Mindanao operations covered two regions: Region 12, which included the provinces of South Cotabato, North Cotabato, Sarangani and Sultan Kudarat; and the Autonomous Region of Muslim Mindanao (ARMM), covering the mainland provinces of Lanao del Sur and Maguindanao.² Most of these provinces are among the poorest in the Philippines where the poverty incidence ranges from 34-48 percent³. These provinces, especially those in the ARMM, are the most affected by the prolonged armed conflict in Mindanao, which has slowed down the delivery of basic services, curtailed the flow of investments and, thus, stalled their progress and development.

The hostilities continue to this day. The years 2000-2003 were marked by sporadic encounters between the government forces and the Muslim rebels, punctuated by scattered bombing incidents in urban centers like Tacurong City, Koronadal City, Kidapawan City and Cotabato City, areas where EcoGov operated. Cotabato City was the regional center of EcoGov in Central Mindanao.

The armed conflict in Mindanao is not limited to the differences between Muslims and Christians. Warring factions of local leaders and influential families due to political and familial grudges and rivalries are also prevalent. These conflicts, locally called "rido", affected the island's peace and order situation, putting everyone's security at risk,

The Mindanao Conflict

According to a World Bank report (Human Development for Peace and Prosperity in the ARMM, p. 19), the conflict in Mindanao can be traced back to the Spanish period. This escalated into a major rift between the Muslims and the national government when the latter continued to neglect Mindanao. In the 1950s, the national government encouraged mass migration to Mindanao. The presence of non-Moro migrant settlers, whose views on land ownership were completely different from the traditional Moro views, further heightened the tensions over land rights.

The Muslims established the "Green Guards" in Basilan to fight the Christians, who, in turn, formed the "Ilaga" group to repulse the Muslims. In the 1970s, the government began sending soldiers to Mindanao to contain the conflict. The declaration of Martial Law in 1972 even worsened the tension between the two warring groups. Usually, what would start as local encounters between Muslim and Christian paramilitary units could lead quickly to a much wider conflict between a rapidly organized Bangsa Moro (Muslim Nation) Army and the Armed Forces of the Philippines.

The fight of the Bangsa Moro people was led by the Moro National Liberation Front (MNLF), then headed by former ARMM Governor Nur Misuari. The group split into two when the faction headed by Misuari signed the Tripoli Agreement brokered by the Republic of the Philippines and the Libyan Government. Chairman Hashim Salamat (co-founder of the MNLF) led the breakaway group, called the Moro Islamic Liberation Front (MILF).

The MILF continues the struggle for the creation of an Islamic State in Mindanao.

¹ By Dr. Nicolas S. Uriarte Central Mindanao Team Leader (with inputs from Casimiro V. Olvida, Pablo M. De Boma, Romulo M. Kintanar and Carmania May Magno).

² In the original project design, Lanao del Norte was included among the target Mindanao provinces, but no Memorandum of Agreement with any local government unit in this province was concluded.

³ World Bank, Social Assessment of Conflict-Affected Areas in Mindanao, p. 11.

including that of the EcoGov regional staff's.

The Land of Promise

Mindanao was once described as the “Land of Promise.” Although many Filipinos – both Muslims and Christians – appear to have forgotten that, the islands still holds a lot of promise, despite the armed conflict in its midst, mainly because of the island’s rich natural resources.

Take for example Mindanao’s forest resources. In the Central Mindanao region alone, one finds Mt. Kalatungan in Lanao del Sur; the Daguma Range (extending from

Mindanao Mapping Project

The EcoGov-commissioned Mapping Project in Mindanao showed that although there was an average increase of 55,000 ha per year (between 1988 and 2003) in forest cover from plantations and perennial tree crops in Mindanao, the island lost an average of 40,000 ha/year of natural forests during the same period.

Sultan Kudarat to part of South Cotabato and Maguindanao); and a substantial portion of the Mt. Apo National Park (North Cotabato side). These mountain ranges are major sources of water for power generation, irrigation, domestic and industrial uses.

Mt. Kalatungan is the primary source of water for the MalMar Irrigation Project, which supplies water to 19,000 ha of rice paddies in North Cotabato. It houses two major watersheds (Maridugao and Malitubog), which drain into Liguasan Marsh⁴ in North Cotabato and Maguindanao. The Daguma Range services

Kabulnan Irrigation Project in Sultan Kudarat and Maguindanao provinces. Mt. Apo, on the other hand, was declared an ASEAN Heritage Park because of its uniqueness, diversity and outstanding values. As such, it will be an object of international support and cooperation for the conservation and sustainable use of biodiversity.

A substantial portion of Mindanao’s forest cover (both natural and planted) can be found in the Central Mindanao region which has 1.4 million ha. This represents almost 37 percent of Mindanao’s forest cover (total: 3.8 million ha).

Deep-seated Barriers

A World Bank study says the “long history of independence, separatism, and cultural assertiveness (in the ARMM) has created deep-seated barriers between the community of Muslims in Mindanao and the rest of the Philippine nation – and has led to an absence of the institutional, human and social capital that is so essential to human development.”

Central Mindanao also hosts major bodies of water rich in fishery resources. These include Iligan and Panguil Bays in Lanao del Norte; the famous Lake Lanao in Lanao del Sur; portions of the Illana Bay in the ARMM; the Liguasan Marsh in North Cotabato and Maguindanao and the critical part of the Moro Gulf fronting the municipalities of Lebak and Kalamansig in Sultan Kudarat. Lake Lanao supplies water to generate power for the entire Mindanao.

From among the biophysical assets of the region, the forest and forest lands are the most threatened. Timber poaching and land conversion were prevalent

in the guise of developing the area into an agro-industrial zone. Random issuance of cutting permits to holders of haphazardly awarded agreements (Industrial Forest Management Agreements and Community-Based Forest Management Agreements) were observed in the ARMM and some areas of Region 12 due to the absence of

⁴ Liguasan Marsh, a biodiversity site, is currently under the coverage of UNDP’s development assistance.

updated inventory of forests and forest lands. The management, protection and development of forests and forest lands in these areas are solely undertaken by the DENR without much help from the other sectors. In the ARMM, participation from LGUs and other sectors was almost nil. Policy direction was often not defined and selective adoption of national policies seemed to be the rule, rather than the exception.

There are also environmental threats to coastal and urban areas in Central Mindanao. But local government units (LGUs) in the region were able to respond to these concerns better (than they did in trying to address forests and forest lands issues) due to national laws, such as RA 8550 (Fisheries Code), RA 9003 (Ecological Solid Waste Management Act), and RA 7160 (Local Government Code), which clearly set the policy direction and delineated the roles of LGUs in their enforcement, paving the way for a much more focused local government efforts⁵. This points out that clear policies that spell out roles and accountabilities of participants can lead to better implementation of programs.

The signing of the peace agreement between the Philippine Government and the MNLF opened the door for donor agencies to extend development assistance to the regions, but these were mostly on poverty alleviation, health, education, basic infrastructure, barangay electrification, barangay justice system and emergency assistance to rebel returnees. Before EcoGov entered the picture, it was only the CIDA-funded Local Government Support Program (LGSP) that was working substantially on environment and governance.

II. Regional Directions, Strategies, Targets, Deliverables and Outputs

EcoGov's first regional operation started in Central Mindanao as the Project would like to assist in helping ease the situation in the conflict-ridden region. The EcoGov Mindanao office, located in Cotabato City, initially covered Regions 9, 12 and the ARMM until the Zamboanga City office was set up in early 2003 to service Western Mindanao and the island provinces of ARMM.⁶ Mindanao, thus, provided the opportunities for testing the technical assistance strategies and modules developed by the project for forest land use planning (FLUP), coastal resources management (CRM) and integrated solid waste management (ISWM). The initial lessons learned in Mindanao were later applied in the other EcoGov regions.

Mindanao, especially the war-torn areas, was a principal EcoGov region (it was allocated 60 percent of the project's level of effort). As a general strategy, the Central Mindanao Team focused on achieving targets in Forests and Forest Lands Management (FFM), considering the serious threats to the area's forest resources, which ultimately support the local agriculture – a key sector expected to contribute to alleviating poverty in the region. The forest cover of EcoGov sites in Central Mindanao represented 31 percent of the total forest cover target of EcoGov 1.⁷ SWM came out as an emerging

⁵ In ARMM, some of these national laws were adopted either in whole or in part.

⁶ The two regional offices, however, continued to share the services of the FFM specialist based in Cotabato City.

⁷ In the 2003 EcoGov 1 Work Plan, USAID agreed to redefine 100,000 ha of forest cover as those areas under legitimized and approved FLUPs and are covered with Joint Implementation MOAs between DENR Regional Executive Directors and concerned LGUs. The MOAs must include provisions for the commitment

concern, particularly in the urban centers of Central Mindanao, which were starting to grapple with SWM problems and were keen to comply with RA 9003.

Regional Strategies

Prioritizing self-selecting LGUs based on their expressed interest and commitment to provide counterpart funds and staff

From February to April 2002, EcoGov Central Mindanao conducted five interactive assemblies (IAs) in Cotabato City, Zamboanga City and Marawi City to inform LGUs about EcoGov and the technical assistance it was offering to LGUs. These IAs resulted in generating the interest of 45 out of 165 LGUs in Regions 12 and ARMM and the Province of Lanao del Norte. Of the 45, EcoGov prioritized providing technical assistance to only 13 with whom the project signed Memoranda of Agreement (MOAs) as these were the LGUs that were obviously committed in environmental governance as they allocated counterpart funds amounting to P5.8 million.⁸ Fifty-one percent of this amount went to the upland sector.

While EcoGov wanted to have more partners from the ARMM, it was constrained to do so because:

- a) Some of the LGUs' interests were not aligned with the Project's Scope of Work (SOW) targets (e.g., Datu Odin Sinsuat was interested in nursery establishment; Magpet requested for assistance in developing a master plan for ecotourism; SK Pendatun's interest was in plantation establishment.); and
- b) The local leadership could not provide firm commitments for counterpart funds and personnel (e.g., Iligan City, Bumbaran and Palimbang). EcoGov's requirements for counterpart funds were not really very restrictive⁹; it was actually the inability of the LGUs to pass the necessary executive and legislative issuances to operationalize the LGU's commitments that became the major drawback in advancing EcoGov's technical assistance. Similar problems were experienced in Cotabato City and Marawi City, both potential ISWM sites.

Prioritizing LGUs

Of the 45 LGUs signifying their interest to participate in the Project, EcoGov gave priority to 13 who obviously were committed to environmental governances as they readily allocated counterpart funds.

of funding support by the LGUs during the FLUP implementation, with the technical assistance and guidance of DENR

⁸ Other LGUs, however, were informed that they could participate in EcoGov-assisted training activities as long as they would shoulder the expenses of their participants.

⁹ The lowest amount pledged by an EcoGov-assisted site in Central Mindanao was P50,000.

Table 1 Potential LGUs in Mindanao

	Total No. of LGUs	With LOIs	With MOAs	LGU Counterpart Funds (in Php 000)			
				FFM	CRM	SWM	Total
Region 12	49	15	10	2,505	500	1,885	4,890
ARMM (mainland provinces)	93	14	3	455	-	443	898
Lanao del Norte	23	16	0	-	-	-	-
Total	165	45	13¹⁰	2,960	500	2,328	5,788

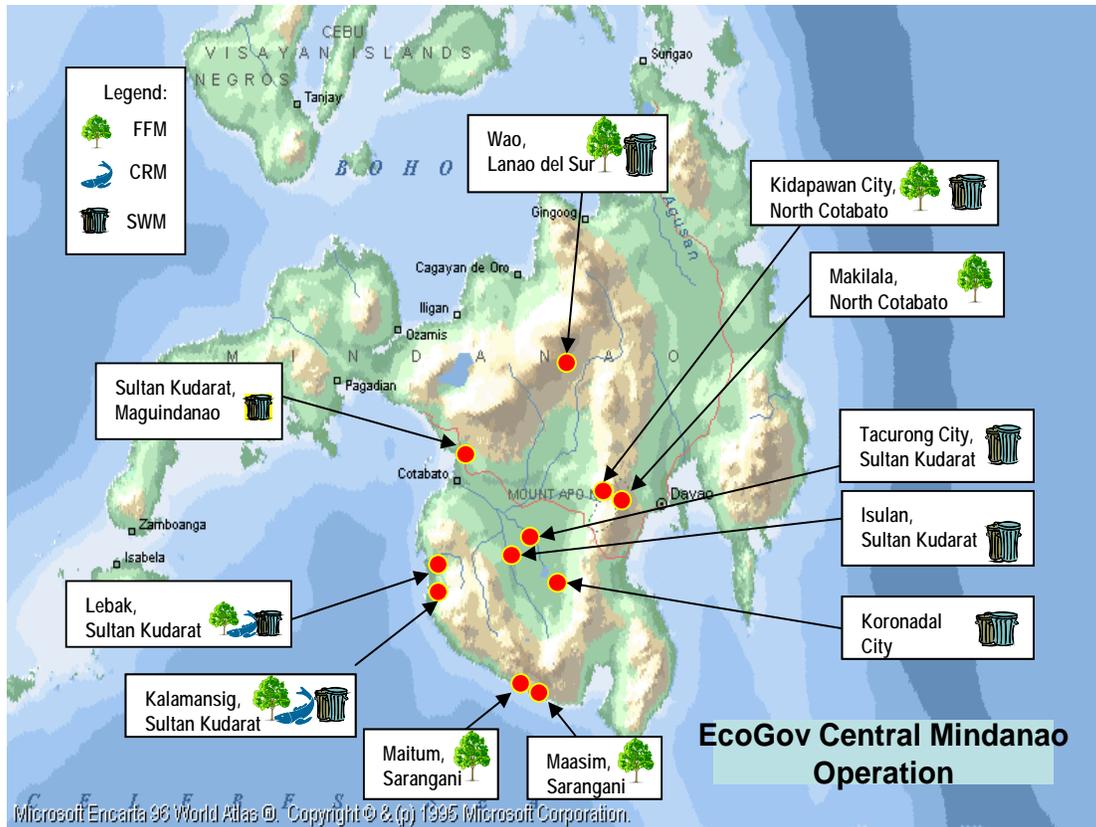
Making technical assistance modules as flexible as possible to address LGU-specific problems or opportunities

Although the sectors (CRM, ISWM, FFM) had standard technical assistance modules, these were flexible enough so they could be refocused to address particular demands, problems or opportunities in the LGUs, while being able to achieve set Project targets. For instance, the technical assistance to Wao, Lanao del Sur on FLUP eventually evolved to demonstrate how provisions of RA 7160 and JMC 2003-01 (Strengthening and Institutionalizing the DENR-DILG-LGU Partnership on Devolved and Other Forest Management Functions) can be applied in resource-use conflict areas.

The FLUP exercise in Makilala and Kidapawan City showcased the LGUs' participation in the management of a protected area (Mt. Apo Natural Park). Maasim and Maitum in Sarangani pursued FLUP that placed emphasis on Community-Based Forest Management (CBFM) and co-management¹¹. In the process, Maasim worked for the resolution of the conflict between pasture lease holders and indigenous peoples (IPs). Lebak and Kalamansig in Sultan Kudarat, which similarly dealt with a conflict between IPs and an industrial tree plantation tenure holder, provided opportunities for demonstrating a landscape approach in environmental governance as both LGUs were assisted by the Project in all three sectors.

¹⁰ In 2003, technical assistance to two LGUs (Parang, Maguindanao and Kiamba, Sarangani) was suspended because of political and peace and order instability, further reducing the number of LGUs being serviced by EcoGov-Central Mindanao to 11.

¹¹ These municipalities were known for the controversial implementation of CBFM – where allowable cuts were unusually high and where heavy equipment were used in logging operations.



Clustering LGUs to facilitate delivery of technical assistance

This was especially crucial for the initial set of Central Mindanao LGUs that relied heavily on the services of national EcoGov specialists for the conduct of the core and highly-technical training modules. Clustering of LGUs was also beneficial in coordinating plans of LGUs sharing common resources (such as bays) and have the potential to share common ISWM facilities (such as sanitary landfills). The strategy likewise facilitated sharing of experiences and information among the LGUs in the cluster.

Thus, Lebak and Kalamansig in Sultan Kudarat, and Makilala and Kidapawan City in North Cotabato, were clustered for the provision of technical assistance on FLUP and benefited from joint planning activities. The joint consensus-building of Lebak and Kalamansig enabled the LGUs to discuss common concerns related to the use of water and timber resources within the Daguma Range. Both LGUs agreed to co-manage the watershed with the DENR and came out with complementary management plans. The joint workshops for Makilala and Kidapawan provided opportunities for the two LGUs to plan together and for the stakeholders from both areas to collectively discuss water users' fee.¹²

In SWM, the cities of Kidapawan and Koronadal and the municipality of Isulan were clustered to facilitate service delivery. They followed the same pace in formulation of

¹² While both LGUs strongly lobbied for the conduct of water users' fee study, the water district and other water users in the area expressed reservations for the water users' fee concept. This initiative was temporarily shelved.

their plans. Occasionally, Tacurong City, which was more advanced in terms of technical assistance and actual implementation, would be included in some activities of Kidapawan, Koronadal and Isulan to enable Tacurong to share its experiences with the three other LGUs. These joint activities were also used to explore the possibility of Tacurong City sharing its disposal facility with neighboring Isulan.

Deploying APs and LSPs to provide immediate, on-site technical assistance to LGUs

The EcoGov directly hired five assisting professionals (APs) – 3 for FFM, 1 SWM and 1 CRM -- to be able to effectively cover all target LGUs. Each AP was assigned to service a number of LGUs. The on-site immersion of APs made technical assistance and advice readily available to LGUs, especially during the period when Local Service Providers (LSPs) were still being sourced out. The site-based APs liaised between the EcoGov regional sectoral specialist and LGU. They also provided coaching and mentoring to the LGU in-between training sessions and were instrumental in completing the draft plans. Their frequent interactions with EcoGov APs, which led to the development of a sense of camaraderie between the LGUs and the APs, motivated local government leaders to pursue Project-assisted activities more vigorously.

While part of the overall strategy, the deployment of LSPs (institutions and individuals) only happened towards the end of the project¹³ to reinforce the technical assistance team of the Central Mindanao Office. Mindanao-based NGOs were selected through a competitive process to provide assistance in FLUP to Makilala/Kidapawan and Maitum. Individual LSPs were preferred for fisheries management planning in Lebak and Kalamansig. Since these LSPs were new to the EcoGov technical assistance modules and processes, they had to undergo some mentoring from the regional team and continued to be supported by the APs.

Collaborating with other projects

EcoGov worked with other donor programs in the region to maximize impact of their activities. Central Mindanao acted as lead convenor for the synergy meetings with other GREEN USAID partners,¹⁴ which resulted in several collaborative activities.

The TAG Project of the Asia Foundation and the EcoGov 1 Central Mindanao jointly conducted the Strategic Planning Workshops for DENR-ARMM within the context of the MMAA 161¹⁵. Ecogov Central Mindanao also worked with Coastal Resource Management Program for scoping activities in Malalag Bay. It supported ACDI-VOCA in the conduct of a training course on cocoa production for selected LGUs. Close coordination was also made with AMORE in selected LGUs of Sultan Kudarat and Maguindanao. It sponsored the participation of selected LGUs in three GEM-sponsored activities (Tree Farmers' Congress conducted in Butuan City and in Davao City and the Echo Forum on the Global Summit of Women 2003). EcoGov also coordinated with GEM in other areas, especially on security updates.

¹³ There was a dearth of LSPs in Central Mindanao due to migration of qualified persons to other areas (because of the peace and order problem) and the presence of so many projects that compete for so limited supply of LSPs. And, oftentimes, available LSPs needed to be coached or trained to enable them to provide technical assistance that meets EcoGov's standards.

¹⁴ TAG Project of Asia Foundation, CRMP, GEM, AMORE, etc.

¹⁵ Muslim Mindanao Act Autonomy Act No. 161 (Regional Sustainable Forest Management Act).

EcoGov also participated in meetings organized by the CIDA-funded LGSP to consolidate development assistance in the ARMM.

Supporting important ARMM initiatives

To build a stronger partnership, it is important to support ARMM initiatives that will ultimately benefit not only ARMM, but contribute as well to achieving project outputs/deliverables. Such was the case when EcoGov Central Mindanao provided assistance to the ARMM Regional Legislative Assembly (RLA) in crafting MMAA 161. The project tapped an local institutional LSP -- the Mindanao State University-King Faisal Center of Islamic, Arabic and Asian Studies to do the necessary research and drafting of the bill. The use of a local institution was in itself a strategy so as to give the bill the needed “flavor” that reflects not only the local culture and aspirations, but the community’s religious beliefs as well. The local LSP made sure that the bill was consistent with indigenous and customary laws (Adat) and responsive to the needs of the communities and LGUs.

MMAA161, popularly known as the “People’s Bill,” is considered by the RLA as a landmark legislation, as it was the first law in the country that clearly provides for a decentralized, devolved and deregulated governance framework in protecting, developing and managing the forests and forest lands in ARMM. What made the enactment of the law more significant was, in the words of an RLA assemblyman, “it was the first time that a bill in the ARMM Region became the subject of extensive consultations, making it truly a bill of the people.”

Strategic location

The location of the Regional Office in Cotabato City became a plus factor in this respect since the main offices of EcoGov’s major partners in ARMM (i.e., the RLA, the Office of the ARMM Governor, the DENR-ARMM, DA-BFAR-ARMM) are located in Cotabato City. Coordination with these agencies was, therefore, easier.

The Central Mindanao Office also responded to the request of DA-BFAR ARMM for assistance in the production of a primer on the ARMM Fisheries Code.

Supporting the initiatives of the ARMM was part of strengthening the regional government’s departments (i.e., DENR, DA/BFAR) to enable them to better serve the ARMM LGUs. This strategy somewhat compensated for the limited

work at municipal LGU level.

Encouraging strong local and multi-sectoral participation through the TWG and other local bodies

Technical Working Groups (TWGs) were created in all the LGUs to lead the various activities under the EcoGov technical assistance program. The TWG is a multi-sectoral group composed of members from the LGU (city/municipal and barangay), national government, the private sector, civil society and people’s organizations as members. In some cases, members of disadvantaged groups are included (i.e., youth, women, IPs). Usually headed by the city or municipal Environmental and Natural Resources Officer (C/MENRO) or city/municipal Planning Development Coordinator (C/MPDC), it also has members from the local legislative body particularly the chair of the environment committee of the Sangguniang Bayan (SB)/Sangguniang Panglungsod (SP). Woman participation in the TWG was highly encouraged.

In SWM LGUs, the TWG worked closely with the ESWM Board. The formation of the Board was the main concern of the initial EcoGov technical module to ensure the Board's active participation in the whole SWM planning process. Like the TWG, the Board's composition was multi-sectoral and initial technical assistance interventions made sure that the private sector representatives that are required by law are included and that they are selected in a transparent and participatory manner.

In the FFM LGUs of Central Mindanao, the city/municipal TWG is replicated at the barangay (upland) level. The barangay TWGs facilitate the conduct of barangay-level activities and see to it that barangay stakeholders participate in various field activities.

As "frontliners" in the technical assistance process, the TWGs undergo the full range of technical assistance package provided to the LGU. They, thus, develop a deep understanding of the situation and issues in their area and acquire an appreciation of the options that the LGU can take, as well as learn how to use decision-making tools.

They likewise get exposed to the TAP processes that are built into the technical assistance modules. Because of this exposure, TWG members (particularly influential people in the LGU, such as the SB/SP for Environment, administrative officers, mayors) become the champions and advocates of environmental governance. This has been the experience in most EcoGov sites. TWGs have taken an aggressive position in addressing issues and have facilitated LGU decisions and actions.

TWGs as governance champions

In many EcoGov sites, the TWGs have become the advocates or champions of good governance.

EcoGov experience has shown that TWGs take an aggressive position in addressing issues and have facilitated LGU decisions and actions.

The multi-sectoral nature of the working group strengthens links among different stakeholders and brings about sharing of resources (e.g., seeing the significance of the mapping activities undertaken by the City Government of Kidapawan, the local office of the Philippine National Oil Company in North Cotabato offered its mapping facilities.)

Expanding project reach through grants to NGOs and CBFM POs

Grants in Central Mindanao serve mainly to expand the reach of EcoGov to other organizations and communities in the EcoGov regions. The grants awarded to the Institute for Primary Health Care, the Philippine Eagle Foundation and two CBFM people's organizations (POs) provided support to other POs in Arakan and Magpet (North Cotabato), Mt. Apo, Kiamba (Sarangani) and Isulan, Sultan Kudarat.

Consistent with the thrust of EcoGov, the grants focused on FFM, particularly CBFM. While one of the grantees was located in Region 11, it was viewed as critical support for the project as the grantee was a model CBFM site and regularly tapped as a learning area of EcoGov-assisted LGUs.

Building capacities of partners to improve LGU access to services

The DENR Region 12 office and the DENR ARMM served as key partners of the EcoGov Project in Central Mindanao. These offices formed regional focal groups (RFGs) during the early stage of the Project to collaborate closely with EcoGov in assisting LGU clients.

EcoGov provided these partners with opportunities for capability-building:

- a) Through their participation in the various training modules, which essentially provided the partners hands-on training; and
- b) Through the certificate course on SWM and CRM.¹⁶

The project likewise provided training to other partners, such as NGOs and academic institutions. The LSP NGOs were exposed to, and mentored on, EcoGov methods and approaches in the process of implementing the FLUP modules. Several academic institutions were invited to the certificate courses on ISWM and CRM. Moreover, these two courses were held in collaboration with the MSU at Naawan (CRM) and Ateneo de Davao (ISWM) to pave the way for the adoption and institutionalization of the modules in the curriculum of these institutions.

III. Results and Impacts

Result 1: The Central Mindanao team contributed significantly to the overall biophysical outputs of EcoGov 1.

Technical assistance to 11 municipalities/cities in Central Mindanao resulted in:

- 42.9 km of coastline placed under management
- 82,141 ha of forest cover maintained
- 7,735 ha of forest lands placed under co-management
- 4 LGUs with legitimized ISWM plans

Other performance indicators are shown in Table 2 below:

Table 2. Accomplishments vis-à-vis Targets

Performance Indicators	No of LGUs		Biophysical Accomplishments		LGU Budget Allocation for Year 1
	Target*	Accomplished			
Fisheries Management					
1. Number of LGUs with municipal fishery plans and management implementation	2	2	<ul style="list-style-type: none"> • 42.9 km of coastlines under management • 16,490 ha placed under management 		Php 560,000
Forests and Forestland Management	Target	Accomplished	Forest Cover (in ha)	Total Forest Lands (in ha)	
2. Number of LGUs with completed and approved FLUP thematic maps	7	7	90,618	171,4569	
3. Number of LGUs with consensus/agreements on priority watersheds and forest land allocation	7	7			

¹⁶ Unfortunately, participation of DENR 12 and DENR ARMM in both courses was limited due to their budget constraints.

Performance Indicators	No of LGUs		Biophysical Accomplishments		LGU Budget Allocation for Year 1
	Target	Accomplished			
4. Number of LGUs with legitimized municipal FLUP (with approved action plan and budget for initial implementation)	4	5	82,141	151,570	P2,385,000
5. Number of signed DENR-LGU MOAs for joint implementation of approved FLUP	4	5	82,141	151,570	
6. Number of signed co-management agreements for LGU-managed forest lands (under JMC 2003-01)	2	2	4,380	7,736	
Integrated Solid Waste Management	Target	Accomplished	SWM Facilities, % Waste Reduction, Ordinances		
7. Number of LGUs with completed analysis of solid waste assessment data.	7	8	<ul style="list-style-type: none"> • 2 LGUs converted open dump sites to controlled dumpsite • 1 LGU with operational MRF • Barangay MRFs established in other LGUs • 4 LGUs created MENRO to manage SWM activities • 1 LGU with approved ordinance • NTP for controlled dump site of 1 LGU issued by EMB • Average reduction of recyclable waste in 2 LGUs by 30% • Average increase of biodegradable waste by 21% 	Php 28,271,000	
8. Number of LGUs with general consensus on options for managing solid wastes at the barangay and municipal levels	7	7			
9. Number of LGUs with legitimized ISWM Plans with one year work plan (and approved budget for initial implementation)	4	4			
10. Number of LGUs with ordinances and actions to reduce, divert, or recycle waste streams via SWM facilities, agreements and others	4				
11. Number of LGUs with complete follow up analysis of first year improvement in diversion, recycling, and reduction of wastes	2	2			

* Based on EcoGov 2004 Workplan

Result 2: Total commitment of LGUs based on MOAs signed was P2.25 million. Actual LGU fund disbursements exceeded commitments. The actual amount spent by LGUs for FLUP, for example, totaled P4 million or 37 percent more than what was committed in the MOAs.

Table 3. LGU counterpart funds per sector and per province

Province	No. of LGUs	Priority Sector of LGU with MOA			LGU Counterpart (PhP '000)				LGU Budget Allocation for 1 st Year Plan Implementation (PhP '000)			
		FFM (ha)	CRM (km)	ISWM (no)	FFM	CRM	ISWM	Total	FLUP	CRM	ISWM	Total
ARMM	3	19,819	-	3	455	-	443	898	485	-	-	485
Lanao del Sur	1	19,819	-	1	455	-	200	655	485	-	-	485
Maguindanao	2	-	-	2	-	-	243	243	-	-	-	-
Region 12	10	171,800	84.69	6	2,505	500	1,885	4,890	1,900	560	28,271	30,731
Sultan Kudarat	3	63,075	84.69	3	817	500	960	2,277	1,100	560	8,072	9,732
Tacurong City	1	-	-	1	-	-	574	574	-	-	1,500	1,500
North Cotabato	1	8,672	-	-	300	-	-	300	-	-	-	-
Koronadal City	1	-	-	1	-	-	283	283	-	-	13,700	13,700
Kidapawan City	1	9,000	-	1	478	-	68	546	-	-	4,999	4,999
Sarangani	3	91,053	-	-	910	-	-	910	800	-	-	800
TOTAL for Central Mindanao	13	191,619	84.69	9	2,960	500	2,328	5,788	2,385	560	28,271	31,216

Table 4. Actual LGU expenses vs MOA commitments

Name of LGU	FFM		ISWM	
	MOA	Actual Expenses	MOA	Actual Expenses
Lanao del Sur				
Wao	455,000	896,830.72	200,000	no data
North Cotabato				
Kidapawan City	477,650	218,000.00	68,000	368,860
Makilala	300,000	538,000.00	na	Na
Sultan Kudarat				
Isulan	na	na	500,000	150,000
Kalamansig	300,000	973,489.32	300,000	no data
Lebak	517,000	916,981.50	160,000	no data
Tacurong City	na	na	574,000	761,000
South Cotabato				
Koronadal City	na	na	283,000	69,659*
Maguindanao				
Parang	Na	na	150,000	no data
Sultan Kudarat	Na	na	92,900	no data
Sarangani				
Maitum	200,000	200,000.00	na	Na
Maasim	550,000	300,000.00	na	Na
Kiamba	150,000	No data	na	Na
Total	2,949,650	4,043,301.54	1,802,000	368,860

* 2004 expenses only. Expenses for 2002 and 2003 not included.

Result 3. Improved governance practices by LGUs and other partners.

Changed institutional behavior. Prior to EcoGov's entry, decision-making in many partner LGUs and national and regional government agencies only involved a few and information was usually available only to one or two individuals. Plans and budgets were prepared by a selected staff or by consultants and these were approved without the benefit of validation and discussion with key stakeholders.

The multi-stakeholder consultations and consensus-building initiated by EcoGov for the planning activities were lauded by partners, both at the regional and local level. One good example was the strategic planning workshop that officer of the DENR-ARMM participated in mid-2004 for it was the first time, according to participants, that they openly and collectively discussed the organization's strategic directions. The collective discussions led to the revision of the agency's work and financial plan.

Another is the experience of the ARMM RLA, which for the first time, conducted a number of provincial consultations to get the people's views on the Regional Sustainable Forest Management Act (MMAA 161). The processes for the legitimization of MMAA 161 changed the way the committees of the RLA now undertake their activities. Assemblyman Suharto Midtimbang declared that all bills that will pass through his committee (Committee on Environment) will now be subjected to consultations.

MMAA 161 provided the necessary legal bases for decision-making. On the strength of MMA 161, the RLA Committee on Environment and the Blue Ribbon Committee conducted a series of hearings to investigate the following issues:

- Alleged illegal transport of logs in Upi, which was captured in a local ABS-CBN footage.
- The appeal of the DENR-ARMM personnel from Jolo, Sulu for the release of the government share, monthly operating and other expenses, salary increment and other benefits due to personnel.
- Collection of forest charges, issuances of PLTPs, and DENR-ARMMs expenditures.
-

Resolved conflicts. The FLUP process, enhanced by TAP principles, provided opportunities to resolve conflicts.

In the Municipality of Lebak, for example, the map overlay analysis facilitated by the project led to the resolution of the conflict between IPs (as represented by Manobo-Dulangan Tribal Association) and Magsaysay & Sons (a holder of an Integrated Forest Management Agreement or IFMA). The IPs initially thought that their whole ancestral claim, which covered 2,216 ha, was within the IFMA area of Magsaysay & Sons. The map overlays showed that only 600 ha were within the IFMA area. The IPs also thought that a large portion of the IFMA was within Lebak; the map overlays showed that the largest portion was in Kalamansig.

Stressing transparent & participatory processes

The entry of EcoGov into the regional and local scene, especially in the ARMM areas, highlighted the need for transparent and participatory process in making decisions as part of good governance.

The series of orientations and consultations conducted for the FLUP paved the way for the contending parties to sit down together and agree on:

- IPs waived their prior right over the contested area provided that in the renewal of the IFMA the Magsaysay & Sons would secure from the IPs their “free and prior informed consent”.
- Magsaysay & Sons would not cut down the 100-ha *Albizia falcataria* plantation in Brgy. Salangasang to preserve the source of water of the IPs and other upland communities.

The IPs eventually became partners of the LGU in the implementation of its “Bantay Gubat” project.

In Maasim, Sarangani, the FLUP process also provided an opportunity for IPs and pasture lease agreement (PLA) holders to resolve conflicting land claims. In the case of the Rivera clan against Tito Isla’s clan, the Riveras (PLA holder) agreed to compensate Tito Isla’s clan (IP group) for the use of the land being contested. In the case of Fangolo (IP) versus Ang, the Ang family (PLA holder) agreed to withdraw the charges they filed in court against the Fangolo clan. The Ang family further agreed to give up the portion of their PLA area in favor of the Fangolo family. In addition, they will pay the Fangolo family for the use of remaining area covered by their PLA.

In Lanao del Sur, the FLUP process triggered discussions between Wao and Bumbaran regarding their boundary conflict. The LGU of Wao presented their DENR-approved thematic maps to Bumbaran, which was encouraged to undergo a similar process so both municipalities could have a common basis for resolving their overlapping claims.

Accountability Centers

One key principle in good environmental governance is accountability. Partner LGUs have established offices (such as MENROs) and bodies (such as MENRC) to have groups that will be accountable for the implementation of LGU plans and initiatives.

Institutionalized forest management within the LGU’s structure. Except for Isulan, all the EcoGov-assisted sites either designated Municipal Environment and Natural Resources Officers (MENROs) or established a full Municipal Environment and Natural Resources Office to oversee the implementation of the SWM, CRM and FLUP. Isulan’s SWM Plan is currently supervised by the Office of the Mayor but it plans to eventually establish a MENRO.

Case resolution

LGUs have initiated the formation of bodies to neutralize political interventions in the resolution of cases. In Makilala, for example, a Municipal Environment Adjudication Board was created to deliberate on appeals made by cutters of illegal logs.

The LGUs also created the multi-sectoral Municipal Environment and Natural Resources Council (MENRC) to monitor implementation of the FLUP. The MENRC enriched the decision-making process, especially in areas concerning conflicting claims. In Maasim, for example, it was the MENRO who played a key role in facilitating the resolution of conflicting claims of IPs and PLA holders.

Makilala, on the other hand, created a Municipal Environment Adjudication Board to neutralize political interventions in the resolution of cases. The Board deliberates on

appeals for pardon made by cutters and shippers of illegal logs or timber. The Board consists of members from the DENR-CENRO, NCIP Provincial Office, Stakeholders' representative, MENR Council, SB Environment, Academe, religious sector, environment NGO, and Municipal Tribal Council Federation.

Mainstreamed former combatants and other marginalized groups. Former MNLF combatants were initiated back to the government fold through EcoGov-sponsored activities. In most of EcoGov Central Mindanao areas, former armed combatants actively participated in the implementation of FLUP. For instance, in Wao, Lanao del Sur, former adversaries (Commander Busran Ampatua and Municipal Mayor Elvino Balicao, Sr.) teamed up to implement FLUP. The LGU is now helping the group of Commander Ampatua in securing a CBFM Agreement from the DENR.

In the Municipality of Lebak, Sultan Kudarat, the Tran MNLF Forest Protectors Association, composed of former MNLF combatants, applied for a CBFM Agreement; the LGU linked the group with the DENR to have its application approved.

In Sarangani, the MILF troops headed by Commander Lawin assisted the LGU of Maasim in community mapping. The support of the MILF troops enabled the TWG members to penetrate areas which were normally off-limits to non-MILF members. The activity became a venue for the LGU to educate communities in rebel-controlled areas on the importance of the environment. It also became an avenue for communities to air their grievances.

Encouraged information-based decision-making. The LGUs, especially in Kidapawan City and Koronadal City, expressed appreciation for the valuable information generated by the time and motion study. The study enabled them to put in place significant cost cutting measures. The Mindanao Mapping Project, which benefited from technical assistance under EcoGov, provided the spatial bases for decision-making. With these two instruments, groups or individuals involved in forests and forest land management are better equipped in pursuing management interventions to address the rapid decline of forest resources in the ARMM.

LGU partners are now also making decisions based on information gathered in activities such as SWM assessment and the FLUP mapping exercises. The updated information led to improved quality of decisions made, even boosting the confidence of decision-makers.

Empowered Federation of People's Organizations to demand for change. The Team provided technical assistance on organizational strengthening to the Federation of People's Organization. The capacity-building activities were focused on improving PO's understanding of CBFM policies, on integrating governance elements in the PO's systems of operations and on the feasibility of federating regionally, Mindanao-wide and nationally. This effort proved useful as manifested by varied responses ranging from reorganization to formation of federations and sourcing of funds from external institutions. For example, the series of workshops and accelerated IEC provided by EcoGov with strong emphasis on transparency and accountability prompted PO members to demand for reorganization leading to the election of new set of officers from the regional down to the provincial federation levels. The reorganization fever has filtered down to the member POs, thereby causing a massive change of guards. With the active implementation of LGUs' co-management agreements, LGUs also provided POs

with organizational and development support through their community development officers.

Result 3. Improved resource management

Regulated fishing activities. The decisions and actions taken by the LGUs and the fisher folk in Lebak and Kalamansig in Sultan Kudarat have created a lot of impact and resulted in the immediate regulation of fishing activities in the Moro Gulf. For example, upon the request of the fisher folk, the LGU, municipal Fisheries and Aquatic Resources Management Council (FARMC), commercial fishermen and ordinary fisher folk agreed to put the “payao” (a fish aggregating device) outside the common fishing ground of artisanal fishermen. This decision proved crucial in the regulation of fishing activity in the area. The fisher folk’s clamor, strongly supported by the FARMC, gained ground after the municipal-wide consultation on the fishing ordinance which was conducted with EcoGov’s assistance. The LGUs of Lebak and Kalamansig in Sultan Kudarat are now championing the cause for responsible fishing in the Moro Gulf. The Municipality of Lebak intensified its IEC campaign among the coastal barangays and the commercial fishermen on the proposed municipal fishery ordinance.

Regulated illegal cutting and transport of timber. Seven LGUs located in conflict-affected areas have DENR-approved FLUPs. These plans are currently being used to rationalize moves to regulate illegal activities within 170,000 ha of forest lands. LGU investments are directed towards expanding the forest cover, which is currently estimated at 94,000 ha. The LGUs in Wao, Makilala, Lebak and Kalamansig have taken an active role in confiscating lumber or logs that were illegally harvested and transported. Resolution of conflicts involving forest resource users (such as the cases in Lebak and Maasim) have led to agreements between protagonists, resulting in improved management of forests and forest lands. As mentioned earlier, in Lebak the IPs have become active partners of the LGU in its “Bantay Gubat” project.

Co-management. Lebak and Kalamansig in Sultan Kudarat responded to the implementation of JMC 2003-01 by signing co-management agreements with the DENR. The co-management agreements provided a concrete action on the part of DENR to jointly exercise authority in protecting, managing and developing forests and forest lands to benefit on-site and off-site stakeholders.

SWM. While only four out of the eight LGUs have legitimized SWM plans, the involvement of the other four LGUs in the planning process generated enough momentum to catalyze these LGUs to act on their pressing SWM problems. Although the LGU of Lebak is still in the process of analyzing their options for SWM, the ESWM Board passed a resolution authorizing the mayor to purchase the DENR-approved site for waste disposal.

EcoGov 1, for example, was only committed to assist the LGU of Lebak in Sultan Kudarat in characterizing its solid waste. This did not stop the LGU of Lebak, however, to formulate and enforce local ordinances regulating waste disposal at public places like markets, town halls and recreation centers.

Tacurong City obtained an approval from the Environmental Management Bureau (EMB) for its controlled dump site and was issued a Notice to Proceed (NTP). Koronadal City, on the other hand, has started the process of converting its open dump site into a

controlled dump site. The LGU is in the process of putting together the documents needed by the DENR to issue an NTP.

Significant reduction in waste. Kidapawan City and Tacurong City completed the second measurement and characterization of waste disposal at the dump site (referred to in this project as “end-of-pipe waste characterization”). Based on the results, the proportion of recyclables of the total waste disposal in these LGUs decreased (from 44 to 4 percent in Tacurong City, and from 30 to 9 percent in Koronadal City). The biodegradable waste in the two LGUs increased (from 39 to 71 percent in Tacurong City, and from 63 to 73 percent in Kidapawan City). This implies two things: (1) the LGU has improved efficiency in collection; and (2) the LGU has not fully implemented composting of waste.

Result 4: Increased demand for technical assistance

Increased demand for EcoGov services. The experience of Kalamansig in FLUP encouraged the LGUs of Ninoy Aquino and Palimbang to ask EcoGov for assistance on FLUP. Likewise, the experience of Maasim in FLUP also encouraged the municipalities of Kiamba and Alabel to ask EcoGov for the similar assistance. The Bantay Kalikasan video encouraged the Local Chief Executive of Maasim and the IP leader of Maitum to advocate for FLUP in their respective municipalities.

IEC/Advocacy can increase demand. The project’s partners from the LGU, the DENR and the media outfits used to great advantage the powers of print and broadcast media in spreading inspiring stories from the field. From April 2002 to February 2004, EcoGov managed to clip 20 stories written by the LGU, the DENR and the local media. EcoGov also commissioned Bantay Kalikasan to produce feature stories on Tacurong City’s SWM program and Wao’s experience on FLUP.

The Bantay Kalikasan stories, which were aired on the ANC Channel, were instrumental in persuading LGUs, academic institutions, NGOs and civil society organizations from other regions to visit Tacurong and Wao.

Increased demand for DENR’s services. The FLUPs gave the LGUs a clearer picture of what services to demand from the DENR. The local DENR offices are currently swamped with requests for technical assistance on CBFM Agreement issuance (Lanao del Sur and Sultan Kudarat), on enforcement of natural resources management laws (Sarangani cluster), on plantation establishment (Lebak and Wao) and on boundary conflict resolution (Sarangani, Lanao del Sur, Suldarat Kudarat). The DENR responded to the requests, but expressed the need for training in some areas (especially DENR-ARMM for CBFM Agreement issuance).

Result 5: Improved local capability

Joint activities with regional and local partners have resulted in improved capability in the FLUP preparation, resolving conflicts, providing training and reviewing work and financial plans.

DENR 12, through its local DENR Offices, deployed personnel to participate in the LGUs’ FLUP as well as in pursuing doable activities for the joint protection and management of forests and forest lands. Local DENR personnel also acted as arbiters in

multi-sectoral discussions to resolve long-standing conflicts. They developed a basic understanding of the modular technical assistance packages on FLUP, SWM and FFM. They had hands-on experience in using community mapping as a tool for facilitating discussions, for planning and for conflict resolution. They developed an appreciation of multi-stakeholder participation from planning to implementation. They realized that the LGU can strongly contribute to the development of degraded forest lands and enforcement of forestry laws and regulations.

BFAR-12 became an able partner in EcoGov 1's capacity-building activities. The regional office provided resource persons during trainings and workshops. Moreover, they are responsible in ensuring BFAR participation at the ground level.

Together with Asia Foundation and EcoGov, DENR-ARMM reviewed its work and financial plan to make this more responsive to the growing demand for their technical services. It succeeded in creating a draft work plan that was collectively discussed by the CENROs, PENROs and Bureau heads. The DENR-ARMM leadership needs to see the plan for its final approval and implementation.

EcoGov's Training Courses on SWM and CRM introduced potential LSPs from academic institutions on the framework and processes used by EcoGov.

Result 6: Improved investment climate; greater allocation of funds to environment sector

Increased investments in forest lands. The updated and accurate information base generated through the FLUP activities also encouraged investors to pour in money for the development of idle forest lands. Uni Frutti, for example, invested in the establishment of a banana plantation in Wao, Lanao del Sur. Wao signed a MOA with Uni Frutti; the establishment of the banana plantation is ongoing. Uni Frutti is now exploring the possibility of expanding the plantation into the adjacent LGU of Bumbaran. Feasibility studies are being undertaken. To prepare the LGU for the entry of the investor, EcoGov will assist the municipality in developing its FLUP. GEM, on the other hand, will assist the LGU in road rehabilitation. Foreign and local investors are also exploring the possibility of establishing tree plantations in Sarangani.

During implementation of the plans, the LGUs infused more funds to the environment sector. This is in stark contrast to the previous investments of the LGUs on the environment as reflected in their Annual Investment Plans. Prior to EcoGov's entry, investments on the environment were mostly *ad hoc* (i.e., in response to disasters caused by natural calamities and conduct of small and disconcerted efforts to rehabilitate degraded ecosystems).

Increased LGU allocation for SWM services. The passage of RA 9003 made SWM even more urgent. It is in this sector that the LGUs invested the greatest amount of money. For the first year of implementation alone, the LGUs assisted by EcoGov allocated P28 million. The amount covers salary of garbage collectors, procurement of trucks, establishment of materials recovery facility (MRF), and engineering cost for converting open dumpsites to controlled dumpsites. In Tacurong City, the largest investment was on the establishment of an MRF and on the conversion of open dumpsite to controlled dumpsite.

IV. Lessons Learned

A good understanding of the political dynamics and the culture of LGUs in conflict-affected areas enabled the assisting professionals to design strategies appropriate to local conditions.

Based on the Trust Rating Study conducted by the Social Weather Station through the Asia Foundation¹⁷, Muslims trusted their Christian brothers more than their fellow Muslims, especially if the Muslim brother came from a different tribe. This was also the observation of EcoGov field personnel.

The Moros are very proud people as manifested by their Maratabat complex. In most cases, their fear of losing face among their brothers has been a primary factor in making critical decisions. Also, Moros are assertive of their rights but are often non-committal on their accountabilities and responsibilities. Going an extra mile to achieve excellence is uncommon.

The patriarchal and autocratic style of leadership in Muslim-dominated areas can still be influenced, making them adopt a method of decision-making that is more transparent and participatory in nature. The extent to which these processes can be implemented might be limited, but the tiniest opportunity to demonstrate the merits of these processes may be sufficient to open the eyes of the Moros to an alternative way of doing things.

Social marketing is crucial in establishing the LGUs' confidence in the project.

The LGUs' response to the project would depend on how the project's field representatives undertake social marketing.

Capacity-building for LSPs and delivery of outputs for the technical modules cannot be lumped together.

Deliverable-oriented contracting arrangement with stringent time limitation runs counter to the objective of capacitating the LSPs, much more the LGUs. This approach sometimes leads to LSPs' focusing too much on the deliverable rather than the need for an enabling approach of technical assistance. It therefore sacrifices the process of inculcating good governance, often leading TWGs to become uncooperative and indifferent, resulting in further delay instead of facilitating the process.

¹⁷ Based on the powerpoint presentation of Dr. Linda Luz B. Guerrero, Vice President of Social Weather Station, of the results of Trust Rating Survey conducted by SWS on February 6-22, 2004 for Asia Foundation. Presentation was made on August 11, 2004 at the Office of the Regional Governor.

Selection of right people is critical.

The APs, consultants and LSPs should be credible, competent, and one who puts values on providing service and good interpersonal relation above material gains and interests. They should act as lead convenor, coach, facilitator, and integrator of the dynamics of all the parties involved.

Feed backing sustains interests in the project and motivates locals to act on their problems.

Makilala has developed a system for disseminating information related to forest management to the media and the DENR. Updating communities about a project's progress is a must to maintain their interest.

Elected leaders are not necessarily the ones who call the shots.

In the ARMM region, the elected officials ranked only 3rd to religious and traditional leaders in terms of being able to influence local communities. *Ulamas* and *sultans* and *datus* are more influential and credible than the mayors and other elected officials. When conflict arises, it is usually the religious leaders that people go to for advice.

Need to set clear directions for DENR-ARMM participation.

The DENR-ARMM did not set a clear direction for their overall operations. The staff acted based on intuition rather than on policies and office decorum. The selective adoption of ENR Laws by the staff, especially those at the field office, added to the confusion. The Department also did not establish a protocol on who should assume leadership in the absence of the Regional Secretary. The outputs of the strategic planning workshops of DENR-ARMM revealed the gravity of the agency's organizational problems. Based on workshop results, the heads of the different departments even had difficulty defining the objectives and key activities of their respective departments. The key officers of the Department also did not have a clear idea on the targets and budgets of the different offices.

Need to rethink strategy in LSP contracting.

Engaging LSPs to expand project reach so that LGUs can have readily available experts to tap for specific services is a well-meaning move in sustaining the promotion and adoption of good environmental governance practices in the country. This approach, however, provided an additional layer of capacity-building on the part of the EcoGov. The processes advocated by EcoGov were based on technologies developed by its consultants. Though LSPs have similar experiences, their philosophy and framework for doing things was completely different from EcoGov's. EcoGov consultants ended up training LSPs while the LSPs were implementing the activities. This diminished the credibility of LSPs in the eyes of the LGUs. The quality of outputs submitted by LSPs barely met the standards and specifications of the Project.

This is compounded by the fact that there are a few qualified LSPs in Mindanao. Of the few who are qualified, the skills and knowledge of their staff and consultants were not cut out for the work required in a TAP-enhanced planning process. The capacity of the institutions to bridge finance projects and to manage donor funded projects was poor. This is complicated further by the practice of LSPs to stretch the use of people and resources to cover multiple projects.

Having models of LGUs sharing common facilities for SWM.

The clustering of LGUs for common facilities did not materialize because LGUs were not ready for this yet. For one, no landfill site had been developed. Second, there was no existing model that could be used as basis for designing the management and operations of the common facility.

More efforts needed in establishing water users' fee.

The stakeholders in the targeted area for water users' fee application had reservations about the subject matter. The Metro Kidapawan Water District was not too open in sharing information because of apprehensions on the consequences of the proposed water users' fee.

IV. Recommendations for Moving Forward

For EcoGov 2

1. Expand the pool of service providers. EcoGov can design a separate program to build capacities of LSPs. LSPs can be mobilized for training but the APs and regional specialists will still be held accountable for the deliverables.
2. EcoGov should give special consideration to DENR-ARMM to encourage greater participation in field activities. DENR has no allocation for transportation, meals and lodging of personnel participating in field activities.
3. There is a growing need for an investment and economic enterprise specialist who can assist LGUs in developing project proposals, in linking with the private sector for market support, and in managing business operations.
4. More LGUs in the ARMM should be considered, regardless of their resources. Potential expansion sites in the ARMM are the municipalities of Shariff Aguak and Ampatuan which covers the Kabulnan Watershed and the municipalities of Datu Odin Sinsuat and Upi for the Dimapatoy Watershed.
5. Continue assistance to the Regional Legislative Assembly. Possible area for intervention is the crafting of a Regional SWM Act.
6. In the absence of qualified institution service providers, deploy individual service providers.
7. The implementation of the FLUPs, SWM and CRM plans are lodged with newly-created MENROs. There is a need to develop a capacity-building program for these offices. The capacity-building program may be lodged with the DENR CENRO Academy or similar institutions.

8. Use grant money to complement priority activities of LGUs showing good governance practices. This then becomes an incentive for LGUs to do more and perform better. Project gains will therefore be multiplied.
9. Assign one AP for every 2 LGUs so accountability for the activities per LGU can easily be determined. In areas where EcoGov is providing technical assistance in more than one sector (i.e. FFM, SWM and CRM), the deployment of one AP is advantageous. The AP can act as integrator and coordinator of all information and activities in the area. He or she can also determine the appropriate pacing of activities because he or she will have a better appreciation of local conditions.
10. Revise LSP contracting guidelines to include a pre-bid conference.
11. Sustain support for IRR formulation. Tap the services of competent legal specialists knowledgeable on *Shariah* laws.
12. Strengthen EcoGov's technical assistance on SWM technologies, especially on composting and on designing controlled dump sites.
13. Consider other doables in FFM as another entry point aside from FLUP (i.e. ,co-management and watershed management)
14. Strengthen capacity of DENR-ARMM personnel for CBFM implementation.
15. Considerations for expansion:
 - FFM: Davao City, Davao del Sur, Digos and Magpet for Mt. Apo
 - FFM: Shariff Aguak, Ampatuan and Datu Saudi for Kabulnan Watershed
 - FFM: Datu Odin Sinsuat and North Upi for Dimapatoy Watershed
 - FFM: Bumbaran for Mt. Kalatungan
 - CRM: Networking of MPAs in Malalag Bay
 - SWN: Cotabato City and Davao City

For LGUs

1. Discourage settlements of conflicts by single institutions. DENR and LGU should be encouraged to course conflict resolutions through the multi-sectoral MENRC.
2. Sustain support to implementation of resource management plans by fully operationalizing Municipal/City ENROs and allocating funds based on the legitimized plans.

For DENR-ARMM

1. Pursue crafting of implementing rules and regulations for MMAA161.
2. Identify doable activities in line with the implementation of the approved FLUPs of the LGUs and allocate resources for such activities.
3. Review organizational structure and operations.
4. Strengthen partnership with LGUs and Peoples Organizations.

For RLA

1. Identify priority concerns requiring regional policy support.
2. Continue support for strengthening check and balance between

For Peoples Organizations

1. Strengthen financial viability of its economic enterprises.
2. Strengthen advocacy for policy, market and technical support.

Annex 1. The Central Mindanao Technical Assistance Team

Position/Designation	Name
Central Mindanao Team Leader	Nicolas S. Uriarte
Mindanao Upland Specialist	Casimiro V. Olvida
Solid Waste Management Specialist	Romulo M. Kintanar
Coalition Building and Advocacy Specialist	Pablo M. Deboma
IEC Associate	Delza T. Fuentes
Process Facilitator (Sultan Kudarat)	Edwin T. Camacho
Assisting Professional for FFM (Sarangani)	Cerenio T. Tila
Assisting Professional for FFM (North Cotabato)	Anselmo P. Cabrera
Assisting Professional for SWM	Erwin D. Patricio
Assisting Professional for CRM	Eden Legaspi
Cotabato Office Manager	Carmenia May M. Magno
Cotabato Accountant	Aurea D. Macalisang
Accounting Assistant	Aleta G. Gabronino
Utility/Business Machine Operator	Emilio L. Ballela
Driver	Joseph D. Damayo
Driver	Ricardo M. Morada

Annex 2A. Status in Priority LGUs as of End of November 2004: Coastal Resource Management (CRM Planning and Fishery Management)

Region/ Province	Municipality/ City	Km of Coast- line	MOA Signed (Date)	LGU Commit- ment (P)	CRM Planning Milestones				Fisheries Management Milestones					
					Jointly agreed inter-LGU MW boundaries	Participatory biophysical and socio-econ assessment	Validated (and with consensus) coastal zones	Legitimized CRM plan (including budget)	Approved municipal fishery mgt plan	Approved inter- LGU fishery mgt plan and agreements	Ordinances establishing fisherfolk registry, licensing and permit systems	Ordinances establishing user fees and incentives	Community IEC	Law Enforce- ment (e.g., deputation, regular patrols, reporting system)
Central Mindanao														
Region 12														
Sultan Kudarat	11. Kalamansig**	24.30	09/25/03	300,000					Plan legitimized (Nov 2004)		Draft of ordinances on identified priority fisheries management concerns under review by respective SBs.	Part of draft ordinance.	Conducted barangay IEC on proposed fishery ordinance.	Training of 30 fish wardens by BFAR.
	12. Lebak**	18.60	10/01/02	200,000					Plan legitimized (Nov 2004)			Part of draft ordinance.	Conducted barangay IEC on proposed fishery ordinance.	Training of 30 fish wardens by BFAR.
Sub-Total-Central Mindanao		42.90	10 LGUs	500,000										

Notes: Kms of coastline are only counted for LGUs which are to undertake any of the three: delineation of municipal waters and its enforcement, CRM planning and fisheries management.

* Target LGUs for CRM plan completion and legitimization

** Target LGUs for municipal fisheries management only

*** Target LGUs for both CRM planning and municipal fisheries management

Annex 2B. Status in Priority LGUs as of End of November 2004: Forests and Forestland Management

Region/ Province	Municipality/ City	Area of Forestlands (Ha)	MOA Signed (Date)	LGU Commitment (P)	FLUP Milestones				FLUP Implementation Milestones					
					Validated thematic maps and assessment of forests and forestlands status	Stake-holders consensus on land allocation and sub-watershed prioritization	Legitimized FLUP (including implementation budget)	Signed LGU-DENR FLUP implementation MOA	Signed LGU-DENR Co-Mgt Agreement (MOA)	Municipal/City ENR Office creation	Multi-sectoral forest mgmt/ protection group formed	Community IEC	Law Enforcement	Issuance of other tenure instruments
Central Mindanao														
ARMM														
Lanao del Sur	4. Wao*	19,820	07/31/02	455,000	Completed (Nov 2002). Maps signed by DENR-ARMM.	Completed (Dec 2002)	Legitimized Feb 17, 2003.	Signed by DENR-ARMM and LGU July 18, 2003	DENR-ARMM reviewed the documentation of Wao's community watershed, which is proposed to be placed under co-management.	Ordinance creating MENRO and designating MENR Officer issued July 2003	ENR Council created July 2003.		Organized local communities in the protection of forestland in their respective barangays.	Three POs have submitted applications for CBFMA with DENR-ARMM after the FLUP exercise.
Region 12														
Sultan Kudarat	5. Kalamansig***	40,200	10/01/02	300,000	Completed (Sept 2003)	Completed (Nov 2003)	Legitimized Oct 22, 2003.	Signed Feb 3, 2004.	Co-management agreement covering 1,736 ha community watershed and 3,956 ha communal forest signed last Mar 30, 2004.	MENRO created on Dec 2003. A MENRO was designated in March 11, 2004.	Multi-sectoral enforcement body created by LGU and DENR-CENRO, with LGU funding.	Information drive initiated in areas under co-management to promote understanding of their roles in co-managed areas.	POs and community leaders trained on enforcement of forest laws.	The LGU-MENRO and DENR started assessment of tenureholders. Assessment of Hinalaan Multi-Purpose Cooperative (CBFMA covers 500 ha.) showed strong need to re-educate PO on organizational management and CBFM.
	6. Lebak***	23,200	10/01/02	517,000	Completed (Sept 2003)	Completed (Nov 2003)	Legitimized Dec 29, 2003.	Signed Feb 3, 2004.	Co-management agreement covering 2,043 ha signed last Mar 30, 2004. The area will be developed as community watershed and communal forest.	MENRO created on Dec 2003. A MENRO was designated in March 2004.	Multi-sectoral enforcement body created by LGU and DENR-CENRO, with LGU funding.		Organized local communities in the protection of forestland in their respective barangays.	The MENRO assisted the Tran MNLF Forest Protectors Association in getting a CBFMA. DENR is now processing CBFMA.

Annex 2B. Status in Priority LGUs as of End of November 2004: Forests and Forestland Management

Region/ Province	Municipality/ City	Area of Forestlands (Ha)	MOA Signed (Date)	LGU Commitment (P)	FLUP Milestones				FLUP Implementation Milestones						
					Validated thematic maps and assessment of forests and forestlands status	Stake-holders consensus on land allocation and sub-watershed prioritization	Legitimized FLUP (including implementation budget)	Signed LGU-DENR FLUP implementation MOA	Signed LGU-DENR Co-Mgt Agreement (MOA)	Municipal/City ENR Office creation	Multi-sectoral forest mgt/ protection group formed	Community IEC	Law Enforcement	Issuance of other tenure instruments	
North Cotabato	7. Kidapawan City	9,000	10/03/03	477,650	Completed	Completed	FLUP endorsed by CDC to SP.								
	8. Makilala*	8,672	10/02/03	300,000	Completed	Completed	FLUP endorsed by MDC to SB.								Provided assistance in CADT processing.
Sarangani	9. Maitum*	21,770	08/28/03	200,000	Completed (Feb 2004)	Completed (Mar 2004).	Legitimized April 13, 2004.	Signed April 15, 2004. MOA signing attended by DENR Secretary Gozun.							
	10. Maasim	46,620	11/14/03	560,000	Completed	Completed	Legitimized (Sept 23, 2004) with 2005 budget allocation of P1.2 million.	Signed Oct 2004			Mun. ENR Council created to help resolve conflicts in allocation of forestlands and to monitor FLUP implementation	IEC sub-team conducted barangay orientations on FLUP.	Strengthened CBFM POs for forest protection.		
Sub-Total - Central Mindanao		169,282	10 LGUs	2,809,650											

Notes:

- * Target LGUs for FLUP completion and legitimization
- ** Target LGUs for co-management agreement
- *** Target LGUs for FLUP and co-management agreement

Annex 2C. Status in Priority LGUs as of End of November 2004: Integrated Solid Waste Management

Region/ Province	Municipality/ City	MOA Signed (Date)	LGU Commitment (P)	ISWM Planning Milestones			ISWM Implementation Milestones								
				Completed solid waste assessment (practices survey and waste characterization)	Consensus on SWM options	Legitimized ISWM plan (including implementation budget)	Functioning ESWM Board	SWM Barangay Committees	Municipal/ City ENR Office creation	SWM ordinances, actions on waste segregation, reduction, recycling	SWM IEC	NTPs for MRFs issued by DENR	NTPs for Disposal Facility (controlled dumpsite) issued by DENR	Assessment of proposed SLF (including Letter of Endorsement)	
Central Mindanao															
ARMM															
	Maguindanao	6. Sultan Kudarat	09/05/02	92,900	SWM data reviewed to correct data entry			Reconstituted (Dec 2002); active.						Initial assessment (ocular) of proposed landfill site.	
		7. Parang	12/08/03	150,000	SWM TA to LGU put on hold due to political instability.			Formed (Jan 2004)							
	Lanao del Sur	8. Wao	10/23/03	200,000	Completed analysis of waste characterization data.			Formed (Jan 2004); active							
Region 12															
	N. Cotabato	9. Kidapawan City*	09/26/02	68,000	Completed (Dec 2003); follow-up waste characterization (end-of-pipe) held on Sept 15-22, 2004.	Completed (Oct 2003)	Legitimized (Oct 2004)	Reconstituted (Nov 2003); active		Created on April 2003.	Draft ordinance under review by SP.	Construction of MRF ongoing.	Conversion to controlled dumpsite ongoing (trenching, fencing)	DENR's assessment of the proposed landfill site completed in Nov 2001.	
	S. Cotabato	10. Koronadal City*	12/04/02	283,500	Completed (Dec 2003)	Completed (Oct 2003)	Legitimized (Sept 29, 2004).	Reconstituted (Sept 2003); active	Being organized in barangay clusters		Draft ordinance under review by SP.			Ongoing assistance by MGB and EMB for the final selection of SLF	
	Sultan Kudarat	11. Isulan*	11/08/02	500,000	Completed (Dec 2003)	Completed (Oct 2003)	Legitimized (Oct 2004)	Formed (July 2002); active	Barangay committees being organized.		Draft ordinance under review by SB.	Construction of composting facility ongoing.		Negotiations with Tacurong City for sharing of SLF facility.	
		12. Tacurong City*	10/14/02	574,000	Completed (April 2003); follow-up waste characterization (end-of-pipe) held on Aug 25-31, 2004	Completed (May 2003)	Legitimized June 25, 2003. Copy of plan submitted to NSWMC April 2004	Reconstituted (Jan 2003); active	Brgys covering 11 urban puroks have released P50,000 for purchase of "trisikad" for the collection of non-biodegradables from households in puroks.	City ENRO structure, staffing plan (56 personnel) and operating budget approved by SP through City Ordinance 13 (2003).	Comprehensive ISWM ordinance published and IRR issued.	Barangay captains sent on a study tour; pulong-pulong with sitio leaders; IEC materials production and dissemination; ABS-CBN documentary	Construction of city MRF completed; MRF partially operational; NTP issued.	NTP for controlled dumpsite issued.	DENR MGB issued permit to operate Tacurong City's SLF.
		13. Lebak	10/01/02	160,000	Waste assessment/ characterization completed.			Reconstituted (3/11/04); Resolution adopted working protocols on Mar 11, 2003		MENRO created on Dec 2003. MENR Officer designated in March 2004.					
		14. Kalamansig	09/25/03	300,000	Waste assessment/ characterization completed.			Formed (Jan 2004)		MENRO created on Dec 2003. MENR Officer designated in March 11, 2004.					
Sub-Total - Central Mindanao			14 LGUs	2,328,400											

Notes: The MOA with the Nueva Vizcaya Prov'l Gov't does not have a budget. The LGU however gave assurance that financial support will be provided to EcoGov activities in the province (placed as P390,000 for both ISWM and FFM).

* Target LGUs for SWM plan completion and legitimization.

**IMPROVING LOCAL ENVIRONMENTAL GOVERNANCE:
COMPLETION REPORT OF WESTERN MINDANAO
ECOgov PROJECT TEAM**

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IMPROVING LOCAL ENVIRONMENTAL GOVERNANCE: COMPLETION REPORT OF WESTERN MINDANAO ECOGoV PROJECT TEAM¹

I. Regional Context

The Western Mindanao region, now referred to as Zamboanga Peninsula Region, is composed of three provinces, namely: Zamboanga del Norte, Zamboanga del Sur and Zamboanga Sibugay. It is host to five cities (Dapitan, Dipolog, Isabela, Pagadian and Zamboanga), 67 municipalities and 1,903 barangays. For practical purposes, some parts of Basilan² (specifically the municipality of Lamitan), which now belong to the Autonomous Region of Muslim Mindanao (ARMM), were covered by the Western Mindanao EcoGov operations.

Fisheries, aquaculture and plantation agriculture are among the key industries in the region. According to the Department of Agriculture (DA), the region ranks second nationwide in terms of capture fisheries production (commercial and municipal fisheries) and third in culture fisheries production. Major exports of the region are seaweed/carageenan, marine products (frozen prawns and other crustaceans, live crabs, bottled and canned sardines) and rubber. In 2001, the seaweed industry of the region accounted for more than 80 percent of the country's production.



Western Mindanao region

Opportunities abound in the region's fishing bays such as Illana Bay and Sibugay Bay and coastal LGUs. However, growth is constrained by poor coastal resource management; lack of transport and post-harvest facilities such as solar dryer for seaweeds, municipal fish ports, wet markets and cold storage; and peace and order problems.

Of the region's total land area of 1,599,730 ha, 48 percent is alienable and disposable, while 52 percent is forest land. Significant forest cover can be found in Zamboanga City, specifically at the Pasonanca Watershed; in Zamboanga del Norte; Zamboanga Sibugay; and Basilan Island.

¹ Written by Caridad Nasol, Western Mindanao Team leader, with inputs from MF Portigo, DL Fabunan, CV Olvida and the Assisting Professional.

² Basilan is a few minutes boat ride away from Zamboanga City, where EcoGov has its Western Mindanao office.

Environmental governance issues

Major forestry issues in the region include overlapping claims, inappropriate upland farming systems and illegal cutting, resulting in the reduction of forest cover and degradation of the upland ecosystem.

EcoGov in Basilan

Isabela City and Lamitan are hosts to the Basilan Natural Biotic Area. This area was set aside through a presidential proclamation to protect the biodiversity of Basilan's forests while enhancing its value as part of the island's critical watershed.

The island province of Basilan, known to be the lair of the Abu Sayyaf, has been a site of many skirmishes between the dreaded group and the government troops.

New threats

Although threats from the Abu Sayyaf are no longer as grave as before, new conflicts are emerging. In as far as Illana and Sibugay Bays are concerned, the conflict is more between the commercial and municipal fishers. The peace and order problem is more associated with criminal elements such as pirates and extortionists.

Illana Bay and Sibugay Bay, two significant bodies of water in the region, provide livelihood to thousands of residents in the area. Both bays are threatened by over-fishing and illegal fishing practices, not to mention the havoc that resource users inflict on coastal habitats, such as mangroves.

Governance issues in the region include, among others, inadequate local capacities to protect and conserve natural resources, conflicting government policies related to the environment, lack of resources to generate/access data for better resource management planning, and non-functional mechanisms for participation in decision-making by the marginalized or disadvantaged sectors.

Sibugay is a newly established province. It separated from Zamboanga del Sur precisely because it was the "forgotten" part of the province. The image of Sibugay as a high security risk area was due to the burning of Ipil town and massacre of civilians.

The region has had its share of development assistance which appears to be quite substantial, based on the list from the National Economic Development Authority (NEDA) as of March 2004. A big chunk is in infrastructure development, such as roads, bridges, water supply. But there are "soft" projects also, like the Local Government Support Program (LGSP) and the Transparent Accountable Governance (TAG) Project of the Asia Foundation.

Previously, some parts of the region have received little or no development assistance at all, primarily because of the peace and order situation. Tabina, for instance, was a "hotbed of the left". It was then considered a high security risk area. Tabina now is one of the most active partners of the EcoGov Project in the region.

Growth centers identified by the NEDA include the cities plus Ipil and a few others such as Kabasalan, Margosatubig, and Dapitan, which are rapidly urbanizing areas.

II. Regional Directions, Strategies, Targets, Deliverables and Outputs

It was against this backdrop that the Western Mindanao EcoGov 1 Project Team formally established its presence³ in the region by opening an office in Zamboanga City in early 2003.

The Team provided technical assistance in coastal resource management (CRM), forests and forest lands management (FFM) and integrated solid waste management (ISWM) to 16 local government unit (LGU) partners, with whom EcoGov signed memoranda of agreement (MOAs).

Among its targets are:

- CRM – 4 LGUs with legitimized CRM plans, 6 LGUs with legitimized marine protected area (MPA) or marine sanctuary plans and 3 LGUs with municipal fishery plans
- FFM – 2 LGUs with legitimized municipal FLUP, 2 LGUs with signed MOA for FLUP implementation and 2 LGUs with signed co-management agreements with DENR
- ISWM – 5 LGUs with legitimized ISWM plans (with one year work plan and approved budget for initial implementation)

To achieve these and other regional targets, the Western Mindanao EcoGov 1 Project Team employed various strategies.

Regional Strategies

Demand driven selection of LGUs

The conduct of interactive assemblies (IAs) was undertaken by the Central Mindanao Team early on in the Project. Invitation letters were sent to all LGUs in the region for the IA, which was conducted in Zamboanga City. There was no pre-selection of LGUs done.

The IAs basically oriented the LGUs and potential partner organizations on the EcoGov 1 Project. Being a demand-driven project, each LGU had to send a letter of interest (LOI) to DENR/EcoGov. Most of the LOIs received were on CRM. This was expected since majority of the LGUs in the region are located along the coasts. Requests for technical assistance in the SWM sector came from capital towns and cities as well as from other urbanizing areas. Those on FFM came from Basilan Island wherein the need to protect watersheds has become an urgent concern due to problems of low water supply at certain times of the year, particularly in Isabela City.

³ Prior to opening an office in Western Mindanao, EcoGov had already been conducting activities in the region, such as interactive assemblies and consultations with prospective partners. These activities were being run from the Central Mindanao EcoGov Project office, which was based in Cotabato City.

MOAs were subsequently signed among the LGU, DENR and EcoGov 1 for collaborative work on resource management planning and implementation. The MOAs spelled out the roles and responsibilities as well as counterparts committed by the signatories to pursue the project. In Zamboanga del Sur, a separate MOA was signed by the DENR and EcoGov with the Provincial Government and the eight-member LGUs of the Illana Bay Regional Alliance 9 (IBRA 9) for municipal water delineation and fishery management and enforcement. The mayor of Tukuran, Zamboanga del Sur, the Chair of the Council Alliance at that time was, pushed for the alliance-wide MOA with EcoGov.

After the Project received the LOIs, EcoGov asked some LGUs that requested assistance for the three sectors to prioritize their needs; assistance was provided only to address the No. 1 priority of the LGUs.

Organization of technical working groups (TWGs)

Consistent with the participatory approach adhered to by the Project, a TWG was organized in each of the LGUs assisted. This served as the mechanism for participation by various sectors and stakeholders at different levels in the social, economic and political spectrum. Members include representatives from the government sector (LGU, national government agencies, military, police) and civil society (people's organizations or POs, non-government organizations or NGOs, media, private business, socio-civic organizations, religious groups, schools, youth, women, indigenous peoples or IPs) including former rebels in some areas. Through this strategy, a strong sense of ownership of the whole planning process and the plan itself was developed among the members of the TWG. Based on experience, this ensures a greater probability of the plan being implemented as it embodies a commonly held vision and provides the clear road map for the attainment of that vision.

In Zamboanga del Sur, the TWGs of the IBRA 9 LGUs were assisted by the Provincial TWG (PTWG). This group at the provincial level evolved in the course of the conduct of EcoGov-related project activities and is now composed of representatives from the various provincial offices of national government agencies as well as from provincial LGU offices. The PTWG provides support to the IBRA 9 Project Management Office (PMO).

Training through experiential learning

The training modules developed under the Project for CRM, ISWM and FFM are designed to ensure that "classroom learning" is complemented by actual implementation and exposure to similar situations (study tours) for better internalization of concepts and principles and enhancement of knowledge and skills. This experiential learning process injects dynamism in critical thinking regarding the range of options and possibilities in the real world, in effect broadening the perspective of the project's training participants.

The national and regional specialists coordinated and jointly conducted most of the training modules together with local assisting professionals (APs). Modifications were made by the regional specialists, effectively customizing the design to suit the particular requirements of the LGUs.

Counterpart funding and resource sharing

The requirement for LGUs to provide counterpart, whether in cash or in kind, enhances the partners' sense of ownership as stakes are put into the Project. On the other hand, minimal funds of partner organizations, if utilized individually and separately, will not be able to go far in terms of providing assistance to LGUs. However, if pooled together, the use of individual institutional resources can be maximized and more can be accomplished. This holds true not only to financial resources but to human resources as well, including other material resources such as equipment, vehicle and supplies. More than these things, however, the cooperative and team spirit enhanced by the sharing of resources increase the probability that Project initiatives will be sustained even after the project ends.

Engaging local service providers (LSPs)

A major strategy employed in the region has been the engagement of the services of LSPs, whose selection was done through a competitive bidding process. This strategy provides the avenue for the enhancement of local expertise with the LSPs' exposure to and participation in the innovative processes and the resulting sharing of ideas with the EcoGov Team. The strengthening of LSP's capabilities redounds to the benefit of the local communities and LGUs in the long-term as better quality services become more accessible. In addition, engaging the services of LSPs has proven to be more cost-efficient and effective in providing technical assistance to a greater number of LGUs in a shorter period of time.

Two modes of engaging LSPs were experienced in Western Mindanao. One is the institutional mode and the other is the individual mode. The Mindanao State University Foundation for Science and Technology Development Incorporated (MSU-FSTDI) was engaged to assist the LGUs of Tabina, Dinas and Tukuran in the preparation of their respective CRM plans. On the other hand, the Zamboanga State College of Marine Sciences and Technology Foundation Incorporated (ZSCMSTFI) was hired to provide assistance to the LGU of Tungawan in the preparation of its CRM, MPA and fishery management plans as well as the MPA plans of RT Lim, Naga and Payao LGUs. Individuals were likewise engaged to provide very specific forms of assistance, such as in finalizing plans, process documentation and conduct of barangay/ municipal consultation meetings.

Table 1 presents the list of institutional LSPs engaged by EcoGov Western Mindanao.

Table 1. List of Institutional LSPs Engaged in Western Mindanao, EcoGov 1

Sector	LSP	Deliverable	LGU
CRM	MSU-Naawan Foundation for Science and Technology, Inc. (MSU-FSTI)	CRM Plans	Tabina, Dinas, Tukuran
	Zamboanga State College of Marine Sciences and Technology, Inc. (ZSCMSTI)	CRM Plan	Tungawan
		MPA Plans	Tungawan, RT Lim, Naga, Payao

Sector	LSP	Deliverable	LGU
ISWM	Solid Waste Management Association of the Philippines (SWAPP)	ISWM Study Tour	Lamitan, Isabela City
	Institute for Small Farms and Industries (ISFI)	ISWM Study Tour	Ipil, Buug, Pagadian City
FFM	Geodata Systems Technologies, Inc. (GSTI)	GIS-generated vegetative cover maps	ZDS, ZS, ZDN, ZC, Isabela City, Lamitan
		GIS-generated tenure maps, settlement maps	All EcoGov-assisted LGUs

Establishment of regional sub-field office

The EcoGov office in Zamboanga City was set up to improve efficiency in the delivery of technical assistance to the region's LGUs as the Project's Cotabato City office was too far. The Zamboanga City office responded to the needs of Western Mindanao LGUs (particularly Region 9) as well as those in the island province of Basilan, while the Cotabato City office attended to the LGUs in Central Mindanao, including Region 12 and ARMM.

Following this strategy to bring the technical assistance program closer to the partner LGUs, the Western Mindanao office set up a sub-office in Pagadian City, run by a CRM specialist and supported by two APs. This proved to be a very strategic decision because of the volume of work that needed to be done in the area, in particular, in the coastal areas of Illana Bay. Counterpart personnel of partner organizations as well as LGU staff frequented the sub-office for consultation and coordination. However, this set-up also reduced the frequency of person-to-person interaction with those based in the Zamboanga City office. Conducting general meetings at the regional office was costly and time consuming due to the distance and travel time. To cope with the situation, frequent communication through telephone and e-mail as well as periodic field visits by the Team Leader were done.

Basic facilities, such as internet connection, facilitated communication between national and regional specialists and APs as well as with the Zamboanga Regional Field Office. With the subsequent budget cut, the capability of the project to do on-site technical assistance was not significantly affected as this set-up proved to be cost-efficient in terms of operations. It would have been best if an administrative assistant formed part of the sub-team. To address this constraint, one of the APs had to devote part of her time for admin/finance matters.

III. Results and Impacts

Result 1: The Team met all its physical targets (except that of the total 23 plans targeted, 21 have been legitimized while two are still going through the legitimization process)

The major focus of technical assistance in the region was the CRM sector. Western Mindanao's deliverables in the CRM sector comprise about 52 percent of the total number of project deliverables based on key performance indicators. The ISWM sector

provided assistance to most of the capital towns/cities of the region, while the FFM sector provided technical assistance to only two LGUs in Basilan Island.

Three LGUs received more than one technical assistance package. Lamitan and Isabela City received assistance in the preparation of both FLUPs and ISWM plans. Pagadian City received assistance in ISWM planning and, as it is a part of IBRA 9, in the preparation of the inter-LGU fishery management plan (ILMFP).

Overall, a total of 16 LGUs were assisted by the Project in Region 9. Table 2 summarizes the outputs and deliverables of Western Mindanao based on key performance indicators. Of the total 23 plans targeted, 21 have been legitimized while two are still going through the legitimization process.

Table 2. EcoGov 1 Western Mindanao Physical Targets and Accomplishments

Key Performance Indicators	Target*	Completed	LGUs
A. CRM			
1. Number of LGUs with consensus on CTPs of their municipal waters thru individual or joint ordinances	8	4	Tabina, Dimataling, Dinas, San Pablo
2. Number of LGUs with joint (inter-LGU) fishery management and enforcement agreements	8	8	Tabina, Dimataling, Dinas, San Pablo, Dumalinao, Pagadian City, Labangan, Tukuran
3. Number of LGUs with overall consensus on their respective CRM zones	5	4	Tabina, Dinas, Tukuran, Tungawan
4. Number of LGUs with legitimized CRM Plans	5	4	Tabina, Dinas, Tukuran, Tungawan
5. Number of LGUs with legitimized MPA Plans and MPA management implementation	8	6	Tabina, Tukuran, Tungawan, Payao, Naga, RT Lim
6. Number of LGUs with municipal fishery Plans and management implementation	4	3	Tabina, Tukuran, Tungawan
B. FFM			
1. Number of LGUs with completed and approved FLUP thematic maps	2	2	Lamitan, Isabela City
2. Number of LGUs with consensus/ agreements on priority sub-watersheds and forest lands allocation	2	2	Lamitan, Isabela City
3. Number of LGUs with legitimized municipal FLUP (with approved action plan and budget for initial implementation)	2	2	Lamitan, Isabela City
4. Number of signed DENR-LGU MOAs for joint implementation of approved FLUP	2	2	Lamitan, Isabela City
5. Number of signed co-management agreements for LGU-managed forest lands (under JMC 2003-01)	2	1	Isabela City (Zamboanga City in initial stages of project)
C. ISWM			
1. Number of LGUs with completed analysis of solid waste assessment data	5	5	Isabela City, Lamitan, Ipil, Buug, Pagadian City

Key Performance Indicators	Target*	Completed	LGUs
2. Number of LGUs with general consensus on options for managing solid wastes at the barangay and municipal levels	5	5	Isabela City, Lamitan, Ipil, Buug, Pagadian City
3. Number of LGUs with legitimized ISWM plans with one year work plans (and approved budget for initial implementation)	5	4	Isabela City, Lamitan, Buug, and Ipil; Pagadian City still undergoing legitimization
4. Number of LGUs with ordinances and actions to reduce, divert, or recycle waste streams via SWM facilities, agreements, or other local initiatives	5	4	Isabela City, Ipil, Buug, Pagadian City
5. Number of LGUs with complete follow-up analysis of first-year improvement in diversion, recycling, and reduction of waste stream.	2	1	Isabela City

*Based on approved EcoGov 2004 Workplan.

CRM efforts on target. The number of LGUs that received CRM-related assistance is 12, eight of which are located along Illana Bay, while the other four are located along Sibuguey Bay. Based on the revised targets for 2003-2004, all outputs have been delivered, as follows: 4 CRM plans, 8 MPA plans, 3 fishery management/enforcement plans and 1 ILFM plan. In addition, four LGUs have defined their municipal water boundaries and corresponding ordinances have been passed. Six inter-LGU agreements on Coastal Terminal Points (CTPs) have been signed involving eight LGUs. Corresponding ordinances have been passed on various CRM-related policies that were based on the plans formulated. Aggregate area of the MPAs is 1,634 ha, while the total length of coastline protected and managed is 179.7 km.

ISWM targets. In ISWM planning, five LGUs were targeted and assisted in the drafting of their ISWM Plans. The Project has assisted most of the major urban centers in the region, namely: Ipil, the capital town of the newly created province of Zamboanga Sibugay; Isabela City, the most urbanized LGU in Basilan Island; Lamitan, the capital town of the province of Basilan; and Pagadian City, the regional center. Buug, a third class municipality has likewise been assisted for purposes of developing a working model for third class municipalities. Out of the five targeted ISWM Plans, four have been completed and legitimized. These are for Isabela City, Lamitan, Ipil and Buug LGUs. Ipil and Pagadian City Plan are still going through the legitimization process.

FFM targets. Lamitan and Isabela City LGUs were assisted in the preparation of FLUPs. Sumisip and Tipo-tipo LGUs also sent LOIs for FLUP assistance. Unfortunately, due to organizational and staffing constraints, these LGUs were unable to participate in the training under the technical assistance package. Lamitan and Isabela City have completed and legitimized their FLUPs. Aggregate area of forest lands covered by the two plans is 15,520 ha. The area of remaining forest cover in Lamitan is 3,733 ha, while that in Isabela is 9,188 ha.

Result 2: More LGU investments in environmental efforts

Increased budget allocation at the municipal/city level. In all three sectors, there has been a marked increase in budget allocation by the participating LGUs from the time of signing of the MOA. Budgets range from ₱50,000 to ₱1.1 million. Allocations for 2005 range from ₱400,000 to ₱2.5 million. In some cases, original budget allocation for a year increased with supplemental funding. Some LGUs reallocated funds for this purpose. The major source of counterpart funds is the 20 percent Local Development Fund. Salaries and wages of new personnel are charged to the General Fund.

Most of the funds allocated for CRM-related activities were utilized for the construction of guardhouse near the marine protected areas (MPAs)/marine sanctuaries, purchase of patrol boats, maintenance and operation of patrol boats (oil/fuel, repair, spare parts), honorarium for Bantay Dagat members, some supplies, marker buoys, training, special events, and travel. For ISWM-related activities, a big part of the counterpart funds for the first year was utilized for transportation expenses for the study tour. Currently, funds are used for IEC campaigns and for the purchase of the initial batch of garbage receptacles and for pilot Materials Recovery Facilities (MRFs). For FLUP-related activities, counterpart funds were spent for training, study tours, IEC and barangay consultation meetings.

Barangays provide counterparts, too. Barangay counterparts range from ₱5,000 to ₱20,000, the major source of which is their share in the Internal revenue Allotment (IRA). Some municipal LGUs provided supplemental funding to their barangays, as in the case of Buug, for ISWM-related activities. In some cases, the concerned Congressman provide supplemental or counterpart funding.

Result 3: Improved governance practices by partners

Organizing groups to establish accountabilities. Different LGUs have set up different institutional arrangements for CRM. Some LGUs opted to organize a Community-Based CRM Council (CBRMC) as in the case of Tabina, Tukuran and Tungawan. Some created a CRM office (CRMO) as its implementing arm, while others assigned the responsibility of taking the lead in the implementation of the plan to the Municipal Environmental and Natural Resources Office (MENRO) or the Municipal Agricultural Office (MAO).

In the case of Tungawan, the Integrated Coastal Resource Management Section (ICMS) of the MENRO oversees the management and monitoring of the Bangaan Marine Sanctuary. It employs five full-time Civilian Auxiliary Army members to guard the MPA 24 hours a day.

Co-managing resources with DENR. A co-management agreement has been signed between DENR and Isabela City covering the former reforestation project of the DENR over a 343-ha area straddling Barangays Kapatagan Grande, Kapayawan and Maligue. The LGU intends to protect and manage the area as a community watershed and local park to enhance the area's environmental functions, while increasing its capacity to support sustainable livelihood.

Implementing activities to stress transparency. Initial implementation activities in Lamitan include IEC on community-based forest management (CBFM), orientation on forestry laws, rules and regulations to deputized forest guards and CAFGUs; display of billboard and posters; capability-building on nursery establishment/rubber production; and, establishment of municipal nursery.

Result 4: Improved environmental/resource management

Apprehending perpetrators of illegal activities. Several apprehensions have been made by the different LGUs, with total fines imposed amounting to about ₱146,000. Most of the violations involved the use of destructive gears and encroachment in municipal waters. Others involved the use of fine mesh nets and dynamites. Cases have likewise been filed by the LGUs of Tabina and Tungawan against violators. The LGUs have varying incentive schemes for their Bantay Dagat. These range from cash incentive per apprehension, monthly honorarium to food supply and life insurance. The number of Bantay Dagat or Fish Wardens that have been deputized varies from LGU to LGU; the range is from 12 to 75 members for every LGU.

ISWM efforts. Three pilot barangay MRFs have been established in Isabela City, while in Buug, 2 MRFs have been set up in the public market and one in the municipal hall. Color-coded receptacles have likewise been placed in strategic areas within the public market complex where the bus terminal is also located. The Buug LGU also provided funding assistance to its urban barangays for IEC activities and for garbage receptacles. An attempt was made in Pagadian City to implement a no-segregation-no-collection system. However, this was not sustained as the SWM personnel trained to implement this have been replaced by new personnel. Barangay SWM councils have been organized in the urban barangays of all the LGUs.

All the LGUs are now actively identifying alternative dumpsites as some of the LGU's existing dumps are not qualified for conversion into controlled dumpsites. Requests have been submitted to the Mines and Geo-sciences Bureau (MGB) for assistance in evaluating the proposed disposal sites.

IEC activities influence behaviors of communities. All the LGUs have been aggressively conducting IEC campaigns particularly in its urban barangays and among institutions and organized groups. These are being done through barangay meetings (with film showing), regular radio plugs and broadcasts, and printing and distribution of IEC materials. In Buug, this has resulted in people being encouraged to segregate and sell their recyclables to buy-back centers or to itinerant buyers. Recently, local junkshops are experiencing brisk business trading waste materials.

LGU-CRM related initiatives. Among the activities implemented by the LGUs at their own initiative are continuing IEC (installation of billboards, production and distribution of leaflets, barangay meetings and radio plugs), livelihood projects, patrolling, training and deputization of additional Bantay Dagat or Fish Wardens, installation of marker buoys in their marine sanctuaries or MPAs, construction of guardhouses or Bantay Dagat command posts, purchase of patrol boats, registration of fisher folk, and registration of bancas and fishing gears. Group activities like mangrove planting and coastal clean-up have likewise been undertaken to rehabilitate the environment, while serving to enhance environmental consciousness among the

participating community members. Other initiatives include the establishment of CRM learning centers in Tukuran and Tungawan.

Although the Dinas LGU was provided assistance in CRM planning only, it took the initiative to establish its MPA as identified in the CRM plan. It has been undertaking enforcement activities even in the absence of an MPA operational plan. The CRM plan served as the LGU's guide in the implementation activities. IEC activities were conducted in the coastal barangays, particularly in Barangay Tarakan, which is adjacent to its MPA.

IV. Lessons Learned

Participatory process facilitates internalization of ecogovernance concepts.

Members of the TWG expressed appreciation for the participatory processes introduced under the project. When asked if they would recommend a shorter process or perhaps collapsing some modules, the common response was “No.” The positive effects of the participatory method became evident among the TWG members in terms of mobilizing communities and other stakeholders. As EcoGov-related activities progressed the TWG seldom experienced difficulty in mobilizing communities and other stakeholders to participate in meetings and various project-related activities.

The participatory process facilitated the internalization of concepts and principles, and the stakeholders' roles and responsibilities. The sense of ownership of the analysis of their situation as well as the solutions and plans to address their needs have been deeply rooted in their consciousness. As expressed by the Mayor of Dinas, the process observed has resulted in behavioral transformations among LGU personnel, local communities and local stakeholders. The culture of confrontation is gradually being replaced with that of dialogue and negotiation. Where before this was primarily applied in politically-charged situations related to peace and security, this was now applied to conflict situations related to resource use and allocation. It is recognized however by the TWG that their advocacy has to be shared with members of other communities that have not benefited directly from the project. This is why IEC campaigns particularly on the plans formulated are being done to generate more support in implementation activities.

Community transformation

The participatory process observed has resulted in behavioral transformations among LGU personnel, local communities and local stakeholders. The culture of confrontation is gradually being replaced with that of dialogue and negotiation.

TWGs play a key role in facilitating project implementation

The organization of a TWG in each of the LGUs facilitated the implementation of the project. The number of members ranges from 20 to 35, and 20-40 percent of them were women. The multi-sectoral and multi-level (municipal and barangay) composition of the TWG projects an “inclusive” image thereby creating a sense of ownership among the different sectors for the efforts, outputs and successes of the project.

The TWG has also turned into a pressure group in the local political environment. This was manifested by the Lamitan TWG when it insisted that the mayor convene the

Municipal development Council (MDC) to discuss the draft FLUP and subsequently for the SB to act on the MDC endorsement of the plan. The TWG members presented and defended the Plan and saw it through its legitimization process.

Expanding role of TWGs

The TWG also evolved into a pressure group in the local political environment. This was manifested by the Lamitan TWG when it insisted that the mayor convene the Municipal Development Council (MDC) to discuss the draft FLUP.

support group to the regular offices that are going to implement the ISWM Plans particularly in terms of advocacy and IEC campaigns. The FLUP TWG has likewise retained its function as a support group to the regular LGU office implementing the FLUP. With the excellent working relationships developed within the TWG, the DENR-ARMM has in fact seconded one of its foresters to the LGU MENRO of Lamitan for the purpose of implementing the FLUP.

The PTWG of Zamboanga del Sur has been an active partner of EcoGov in the provision of technical assistance to municipal LGUs in the formulation of CRM, MPA and fishery management/enforcement plans; training of municipal Bantay Dagat members; and delineation of municipal water boundaries. Members of the PTWG have served as resource persons and facilitators in the project-related training activities, seminars and workshops. They have likewise provided on-site technical support to municipal CRM TWGs.

Provincial TWG: An important EcoGov ally

A most valuable contribution of IBRA 9's PTWG is the facilitation of inter-LGU agreements on CTPs, and the determination and mapping of coordinates of CTPs and municipal water boundaries. The alliance through the PTWG has been an effective avenue for settling differences through dialogue and negotiations between LGUs.

The skills of the PTWG have been put to the test particularly in the series of dialogues regarding the CTP between Dinas and San Pablo. The perseverance and determination of the PTWG members produced an agreement and a positive atmosphere that enhanced inter-LGU collaboration in protection work.

More recently, the Dimataling LGU requested for a reconsideration of its boundary with Tabina in a meeting of IBRA 9, to which Tabina agreed. The PTWG then worked with the two LGUs in determining the new CTP and in mapping the new boundary.

The TWGs, however, have evolved into other forms of organization after the plan has been adopted by the LGU. In Tabina, the TWG was renamed Technical Advisory Group (TAG) and its function is to provide advise to the CRM Council as well as provide support to the newly created CRM Office. Some LGUs retained their respective TWGs. ISWM TWGs have been retained by the municipal SWM body as a

The PTWG has likewise been instrumental in directing local and foreign development assistance, e.g., community livelihood and training, to the coastal communities. Whenever requested by the municipal LGUs, the PTWG likewise provided assistance in the conduct of IEC in the coastal communities for the purpose of enhancing environmental awareness and more effective public participation in CRM. At the provincial level, this is further reinforced by the PTWG through regular radio broadcasts on IBRA 9's activities, CRM-related polices as well as local.

The series of Bantay Dagat training conducted in the eight LGUs by the PTWG in partnership with Environmental Legal Assistance Center (ELAC) and EcoGov 1 have produced significant results in terms of apprehensions and imposition of corresponding fines and penalties. Alliance support in enforcement activities gives the LGUs and local communities the confidence to pursue the implementation of local ordinances.

Recently, the alliance organized its law enforcement task force for the purpose of implementing its inter-LGU Fisheries and Coastal Law Enforcement Plan.

EcoGov processes also benefit LSPs

Engaging the services of LSPs proved to be a mutually enriching experience for those involved in the Project. Based on feedback from the LSPs, the participatory processes and TAP mechanisms introduced by EcoGov 1 were new to them. Previously, they have been engaged as consultants, i.e., the supposed beneficiaries merely assisted in gathering or providing information and the consultants do the analysis and writing of the plan. As one consultant realized, their role is to share their knowledge with the people and to guide them in analyzing information and preparing their plan. The consultant found this to be more tedious and time-consuming but more fulfilling and sustainable. On the other hand, a member of the TWG placed a premium on the value of consultants citing a specific example in the case of the conduct of Participatory Community Resource Appraisal (PCRA) wherein the TWG learned to identify various species of flora and fauna, sampling techniques, as well as gained a better understanding of the various ecosystems.

DENR's lack of travel funds a major constraint in providing assistance to LGUs

Designated EcoGov focal personnel at the PENRO and CENRO levels participated actively in the conduct of project-related activities, acting as participant, facilitator, co-facilitator, resource person or simply as a member of the TWG. Some were constrained due to their respective offices' lack of travel funds, such that it was not uncommon for them to use their own funds just to be able to participate in EcoGov-related activities.

The budgetary constraint of the DENR has nowhere been more apparent than in the ISWM sector. The regional technical personnel of the MGB have the expertise to undertake assessments of potential sites for disposal facilities. However, it has an annual budget that allows them to assess only two sites in one year. Considering the demands for assistance from the LGUs of Region 9, there is the need to find ways and means by which LGUs can be assisted in complying with conditions set in RA 9003.

Technical assistance package should "fit" LGU needs to sustain enthusiasm in project implementation

Reflecting on the accomplishments and what worked, what did not work, in general, it can be said that the Project was able to meet the technical assistance needs of the LGUs. Assistance focused on helping LGUs formulate resource management plans through a TAP-enhanced process as well as in the initial implementation activities. These were made possible through the collaboration between national and regional specialists, between EcoGov 1 specialists and LSPs, and between EcoGov 1 and local partners through PTWGs. The sustained enthusiasm of the LGUs in implementing their plans coupled with the active participation of key stakeholders indicates that the technical assistance package of EcoGov 1 "fits" the needs of partner LGUs.

As expressed by the LGUs, the project assisted them in providing a firm, technical basis for their actions in any one of the sectors. Activities in the past were identified without such firm basis. The project has likewise provided the opportunity or avenue for

multi-sectoral and multi-level collaboration work, that many things can be done if resources are shared rather than if used separately. The project helped develop healthy working relationships among various sectors, such as between LGU and communities/POs, between municipal-provincial LGUs, between civilian and military institutions and personnel, between the executive and legislative branches of LGUs, between neighboring LGUs, and even between local commercial and municipal fishers. The Project has likewise been instrumental in bridging scientific and local knowledge about local resources paving the way for a better understanding of local conditions and more realistic strategic planning. The Project has contributed significantly to the bridging of gaps and the development of trust where before there was mistrust. The recognition of the techno-social dimension of the project environment provided the framework for TAP processes to prosper in the course of implementation of project activities.

Political will: An indispensable ingredient in law enforcement

The challenge now to the LGUs is in sustaining the gains already achieved. Although overall, there have been significant improvements in local environmental governance, the need to further institute measures to ensure the sustainability of TAP processes cannot be overemphasized. Sustainability of efforts, especially in law enforcement, appears to hinge on the political will of LGU leaders to exercise good environmental governance.

This was recently underscored in enforcement activities wherein a violator attempted to bribe an enforcer, and a municipal mayor came under pressure from a provincial politician, asking the mayor to exercise leniency to a local politician-violator from another municipality. On the other hand, there is one LGU that imposed penalties as specified in their local ordinance, regardless of political stature of the violator, in this case, no less than a local *Sangguniang Bayan* member was penalized for encroaching in municipal waters.

Among all the sectors, the most vulnerable to political intervention is the SWM sector as majority of those involved are either casual or contractual LGU employees. In one particular LGU, with the change in leadership, many SWM casual/contractual personnel have been laid off and replaced with new personnel recommended mainly by the new set of leaders. Payment of political debts is still very much a part of local politics. In another instance, a key personnel involved in ISWM Planning was eased out and “floated” primarily because he was identified with the former dispensation (although there were some valid grounds in terms of lack of diligence in the performance of duties and responsibilities.) The need to professionalize local government service is still a big challenge in good governance TA initiatives.

Sharing of specialists between two EcoGov offices affect quality of outputs

With CRM being the major focus of Western Mindanao, it had the benefit of having two CRM Regional Specialists. Coupled with the engagement of institutional LSPs, this bode well for the delivery of technical services to more LGUs and the completion of the deliverables. However, the office did not have its own forestry specialist (shared with Central Mindanao) and ISWM specialist (supposedly shared with Central Mindanao but was unable to help Western Mindanao due to the sheer volume of work in Central Mindanao). The sharing of specialists would have worked if the APs had prior extensive experience in working in their respective assigned sectors. Nonetheless, with the open

lines of communication with the regional and national specialists, the target deliverables were still met.

Having an organization and management specialist would have been an advantage as the institutional arrangements component of the plans have been found to be wanting in more in-depth analysis of implications to the overall LGU governance.

Scheduling of activities should take into serious consideration possible delays due to security problems

Other constraints in the delivery of TA external to the project were delays in project implementation activities due to armed conflicts some of which were political; others were due to “rido”, i.e., conflict between feuding Moslem families or clans. In these instances, the project staff was advised to postpone activities as key people might not be able to attend the activities as well as for security reasons. In these instances, the TA team made the necessary adjustments in schedule.

V. Recommendations for Moving Forward

Follow-on activities after closure of Phase I need to be identified and undertaken in the context of long-term sustainability of project initiatives. This will involve an in-depth analysis of the needs of LGUs in the implementation of their respective plans, its current capabilities as well as of its communities and local stakeholders, and the current capacity of the local LGU support system. Below are recommendations for moving forward in the provision of technical assistance to LGUs.

1. Continue engaging the services of institutional LSPs (academe-based, non-government organizations) while enhancing their institutional capacities to provide services to LGUs, communities and other government agencies. There is a need to inject dynamism in local institutions as catalysts of change, progress and good governance. LSPs are usually assumed to be capable as they are chosen through a competitive bidding process. It should be borne in mind that the EcoGov Project is introducing better ways of doing things and innovative processes which may not be familiar to the LSPs. It is recommended that the project design and implement a capacity-building program for LSPs.
2. A major stumbling block in the region’s LGUs’ initiatives to comply with RA 9003 is the MGB’s budgetary constraints to provide technical services specifically in assessing proposed sites for SW disposal facilities. As previously mentioned, it is only able to assess to two sites per year. It is recommended that a MOA be brokered by EcoGov 1 between the Provincial LGU and its municipal LGUs and component cities for a more purposive and directed assessment of potential SWM disposal sites, in the context of possible clustering among LGUs for the establishment and management of common disposal facilities. This can be piloted in one province in the region, possibly, Zamboanga del Sur.
3. The Project may explore possible partnerships with academic institutions in monitoring environmental conditions using selected indicators and methods in various ecosystems, e.g., Illana Bay. This could form part of the regular extension work of the university, or the bay can be a regular study area of

senior or graduate students of the university. The other possibility is that EcoGov can broker an agreement between the provincial government and the academic institution for this particular purpose.

4. For all three sectors, implementation of LGU plans will require the services of APs or LSPs that have competencies in training, community mobilization and organizing, and IEC. However, rather than being actual organizers, they would serve as trainers and mentors to local community organizers (COs) of LGUs and NGOs and to leaders of existing POs.
5. Considering the poverty condition of families along the coastal areas as well as in the uplands, livelihood development assistance is a must in follow-on activities. This can be achieved in many ways. One is through the grants program of EcoGov 2. Another way is to assist the LGU in planning for livelihood support to ensure that funds allocated for this purpose is optimized. Assistance can also be provided in linking the communities with the private sector and potential funding institutions.
6. There is a need to develop a provincial core group of trainers with particular specializations to ensure sustainability and broader reach of the project. Developing local competencies requires both experiential learning opportunities as well as theoretical inputs through seminars and workshops. Complementing this is the need to develop a core group of trainers from among the barangay leaders (coastal, uplands and urban).
7. To date, there is already a very high demand for CRM planning, ISWM planning, and FLUP. The Project cannot possibly respond to all of the LGUs' requests. The prioritization criteria may include urgency of technical assistance to arrest further degradation of the resource base, potential impact to adjacent LGUs, and greater public benefit. Possible expansion sites include the following: CRM – Sibuguey Bay, Dumaquillas Bay, and the coastal areas of Isabela City, Lamitan, and Zamboanga City; ISWM – Dipolog and Dapitan Cities; FFM – Zamboanga City, Salug Valley watershed in Zamboanga del Sur, Tungawan in Zamboanga Sibugay, and the forestlands of Zamboanga del Norte.
8. As what has been experienced, complementation with other development projects proved to be in the best interest of the LGUs and communities. Opportunities and impacts were maximized. The plans served as both leverage for funding as well as guide for the LGUs in directing external assistance to its communities. More deliberate efforts need to be made to link up with other development projects and funding institutions to enable the LGUs fully implement its Plans.
9. There is the need to establish a legal support system for the enforcement teams to protect them from harassment. This can be achieved in several ways. In coordination with the DOJ and the IBP, a series of seminars can be conducted for fiscals/prosecutors and judges regarding environmental laws and policies, and good governance. It has been the experience in the past that trial lawyers had to “educate” the judge on new laws and policies. The same seminars can be conducted for the military and police personnel as members of the enforcement teams. Subsequent efforts may likewise be

Need for livelihood development assistance

Considering the poverty condition of families along the coastal areas as well as in the uplands, livelihood development assistance is a must in follow-on activities.

devoted to establishing a network of lawyers willing to provide support services to the enforcement teams.

10. Considering that ecosystems go beyond political-administrative boundaries, there is the need to develop/strengthen ecosystem-based alliances/networks/ coalitions for purposes of ensuring the long-term viability of natural ecosystems as part of life support systems. Though IBRA 9 has been in existence for more than five years, it has to be assisted in analyzing its current institutional arrangements, in defining its relationship with the municipal LGUs and other sectors, in enhancing its capabilities in unifying polices and coastal development plans, and in establishing working protocols among the alliance members. In relation to this, there is the need to help the alliance in further refining its proposed organizational structure and internal systems and procedures.
11. It would be best if the Western Mindanao office will have its own complete set of regional specialists, namely, two CRM, one FFM, and one ISWM/Wastewater. APs will be site-based. In general, a ratio of 1 AP:4 LGUs is viable, depending on the geographic location of the covered LGUs and the sectors covered. The sub-office in Pagadian may be retained to service Zamboanga del Sur and Zamboanga del Norte.

Managing ecosystems

Considering that ecosystems go beyond political-administrative boundaries, there is a need to develop/strengthen ecosystem-based alliances/networks/ coalitions for purposes of ensuring the long-term viability of natural ecosystems as part of life support systems.

Annex 1. Western Mindanao Technical Assistance Team

Position/Designation	Caridad N. Nasol
Coastal Resource Management Specialist (Zamboanga del Sur)	Maria Fe L. Portigo
Coastal Resource Management Specialist (Zamboanga Sibugay)	Dolores D. Fabunan
Upland Specialist	Casimiro V. Olvida
Assisting Professional for FFM (Basilan Province)	Manuel M. Reblando
Assisting Professional for ISWM (Basilan, Zamboanga Sibugay, Zamboanga del Sur)	Kenneth M. David
Assisting Professional for CRM (Zamboanga del Sur)	Lope Louie C. Dizon
Assisting Professional for CRM (Zamboanga del Sur)	Vienny P. Senoc-Dizon
Regional Office Manager	Ramon C. Blanco
Regional Accountant	Dreama D. Tolosa
Driver/Messenger	Oscar A. Du

Annex 2A. Status in Priority LGUs as of End of November 2004: Coastal Resource Management (CRM Planning and Fishery Management)

Region/ Province	Municipality/ City	Km of Coast- line	MOA Signed (Date)	LGU Commit- ment (P)	CRM Planning Milestones				Fisheries Management Milestones					
					Jointly agreed inter-LGU MW boundaries	Participatory biophysical and socio-econ assessment	Validated (and with consensus) coastal zones	Legitimized CRM plan (including budget)	Approved municipal fishery mgt plan	Approved inter- LGU fishery mgt plan and agreements	Ordinances establishing fisherfolk registry, licensing and permit systems	Ordinances establishing user fees and incentives	Community IEC	Law Enforce- ment (e.g., deputation, regular patrols, reporting system)
Western Mindanao														
ARMM														
Basilan	1. Lamitan		11/19/02	50,000	LGU was provided CRM orientation. TA on CRM planning was not pursued further due to budget constraint, time limitation and limited LGU absorptive capacity									
Region 9														
Zambo del Sur	2. Dimataling	12.50			The CTPs of 7 LGUs have been established and mapped but only Tabina.					Inter-LGUs coastal law enforcement plan approved by the Illana Bay Regional Alliance in October.				Training of Bantay Dagat on law enforcement by ELAC.
	3. Dinas***	19.70	10/10/02	600,000	Dimataling, Dinas and San Pablo have passed individual ordinances on their boundaries. Dumalinao, Pagadian City and Labangan were unable to resolve their differences on the seaward projection of MW boundaries because of a common interest in an offshore island. Tukuran was unable to achieve formal agreement on CTP with neighboring ARMM municipality.	Completed (Aug 2003)	Completed (Sept 2003)	Legitimized in Jan 4, 2004.				Incentives system established for Bantay Dagat (i.e., fixed honoraria, sack of rice per month, assorted grocery food)		Training of Bantay Dagat on law enforcement by ELAC. Regular patrolling done by Bantay Dagat and apprehension of illegal fishers; guardhouse built and manned.
	4. Labangan	6.40	10/10/02	190,000										Training of Bantay Dagat on law enforcement by ELAC.
	5. Pagadian City	14.70												
	6. San Pablo	15.00	10/10/02	180,000										Training of Bantay Dagat on law enforcement by ELAC.
	7. Tabina***	31.00	10/10/02	180,000		Completed (Mar 2003)	Completed (May 2003)	Legitimized in June 1, 2003.	Plan legitimized (Oct 2004)			Incentives system established for Bantay Dagat (i.e., fixed honoraria, 50% share of fines collected)	Series of dialogues/ consultations with commercial fishers on CRM policies.	Training of Bantay Dagat on law enforcement by ELAC. Regular patrolling done by Bantay Dagat; guardhouse built and manned.

Annex 2A. Status in Priority LGUs as of End of November 2004: Coastal Resource Management (CRM Planning and Fishery Management)

Region/ Province	Municipality/ City	Km of Coast- line	MOA Signed (Date)	LGU Commit- ment (P)	CRM Planning Milestones				Fisheries Management Milestones					
					Jointly agreed inter-LGU MW boundaries	Participatory biophysical and socio-econ assessment	Validated (and with consensus) coastal zones	Legitimized CRM plan (including budget)	Approved municipal fishery mgt plan	Approved inter- LGU fishery mgt plan and agreements	Ordinances establishing fisherfolk registry, licensing and permit systems	Ordinances establishing user fees and incentives	Community IEC	Law Enforce- ment (e.g., deputation, regular patrols, reporting system)
	8. Tukuran***	9.00	10/10/02	210,000		Completed (Apr 2003)	Completed (Aug 2003)	Legitimized in Dec 1, 2003.	Plan legitimized (Oct 2004)			Incentive system established for Bantay Dagat (i.e., fixed honoraria, Philhealth insurance, 50% share of fines collected).		Training of Bantay Dagat on law enforcement by ELAC. Regular patrolling done by Bantay Dagat and apprehension of commercial fishing vessels; guardhouse built and manned.
	9. Dumalinao	15.30												Training of Bantay Dagat on law enforcement by ELAC.
	Prov'l Gov't/IBRA 9		10/10/02	400,000										
Zambo Sibugay	10. Tungawan***	56.10	11/06/02	160,000		Completed (Feb 2004).	Completed (April 2004)	Plan legitimized (Oct 2004)	Plan legitimized (Oct 2004)					Bantay Dagat Base in Bangaan Island constructed. Enforcement activities ongoing.
Sub-Total - Western Mindanao			8 LGUs	1,970,000										

Notes:

- Kms of coastline are only counted for LGUs which are to undertake any of the three: delineation of municipal waters and its enforcement, CRM planning and fisheries management.
 - The delineation of municipal waters of 8 LGUs along Illana Bay is proceeding on the basis of the MOA with the Prov'l Gov't and IBRA 9 (an inter-LGU alliance).
 - The Provincial Government of Zamboanga del Sur has committed P400,000 to support municipal water delineation and fisheries management activities in Illana Bay (Region 9) in 2002. Additional support was provided in 2003. The Illana Bay Region 9 Alliance (IBRA 9) has also committed personnel services, and equipment and other support with an estimated total value of about P200,000.
- * Target LGUs for CRM plan completion and legitimization
 ** Target LGUs for municipal fisheries management only
 *** Target LGUs for both CRM planning and municipal fisheries management

Annex 2B. Status in Priority LGUs as of End of November 2004: Coastal Resource Management (Marine Sanctuaries)

Region/ Province	Municipality/ City	Target Marine Sanctuaries	MOA Signed (Date)	LGU Commitment (P)	Assessment of proposed MPA site	Legitimized MPA plan, with ordinance	Delineated/ marked boundaries	Community IEC	Law Enforcement (e.g., deputations, patrols, reporting system)
Western Mindanao									
ARMM									
Basilan	1. Lamitan		11/19/02	**	Orientation completed.	TA to this LGU on MPA establishment has not been pursued due to budget constraint, time limitation and limited LGU absorptive capacity.			
Region 9									
Basilan	2. Isabela City		11/19/02	267,428		TA to this LGU on MPA establishment has not been pursued due to budget constraint, time limitation and limited LGU absorptive capacity.			
	3. Tabina	2	10/10/02	**	Assessment and benchmarking completed in 2 sites (June 2003); follow up assessment in July 2004 indicated corals to be in good condition.	Management plans of Tambunan MPA (98 ha) approved Aug 2, 2004; Concepcion Marine Sanctuary Plan (28 ha) legitimized Sept 15, 2004.	MPA boundaries delineated and marked with bouys (Aug 2003).	Community IEC ongoing.	Active enforcement through regular patrolling; guardhouse built and manned
	4. Tukuran	2	10/10/02	**	Assessment and benchmarking completed in 2 sites (May-June 2003); follow-up assessment in July 2004 indicated corals remain in good condition.	MiSSTa MPA plan (160 ha) legitimized Aug 2004. Alindahaw MPA Plan (70 ha) legitimized Sept. 27, 2004.	MPA boundaries delineated and marked with bouys (Aug 2003).	Community IEC ongoing.	Active enforcement through regular patrolling; guardhouse built and manned.
Zambo Sibugay	5. R.T. Lim	1	11/06/02	150,000	Barangay validation of PCRA results completed (March 2004)	RTLim MPA Plan (50 ha) legitimized Sept. 2004	MPA boundaries determined.	Community IEC ongoing.	
	6. Tungawan	1	11/06/02	**		MPA Plan (880) legitimized Oct 2004.	MPA boundaries delineated and marked with bouys (Sept 2004)	Community IEC ongoing.	Active enforcement through regular patrolling; guardhouse built and manned.
	7. Naga	1	11/06/02	80,000		Tandu Balasan MPA Plan (124 ha) legitimized Sept. 27, 2004	MPA boundaries delineated and marked with bouys	Community IEC ongoing.	
	8. Payao	1	12/02/02	102,742		PCRA completed (July 2004)	Takot Patumbok MPA Plan (224 ha) legitimized Sept. 20, 2004.	MPA boundaries delineated and marked with bouys (Sept 2004)	Community IEC ongoing.
Sub-Total-Western Mindanao		8	8 LGUs	600,170					

- Notes:
- Sumisip and Tipo-tipo of Basilan have been excluded from the list.
 - Those with "*" have their counterpart funds included in the total LGU CRM counterpart indicated in Table A.1.

Annex 2C. Status in Priority LGUs as of End of November 2004: Forests and Forestland Management

Region/ Province	Municipality/ City	Area of Forestlands (Ha)	MOA Signed (Date)	LGU Commitment (P)	FLUP Milestones				FLUP Implementation Milestones					
					Validated thematic maps and assessment of forests and forestlands status	Stake-holders consensus on land allocation and sub-watershed prioritization	Legitimized FLUP (including implementation budget)	Signed LGU-DENR FLUP implementation MOA	Signed LGU-DENR Co-Mgt Agreement (MOA)	Municipal/ City ENR Office creation	Multi-sectoral forest mgt/ protection group formed	Community IEC	Law Enforcement	Issuance of other tenure instruments
Western Mindanao														
ARMM														
Basilan	1. Lamitan*	4,235	11/19/02	50,000	Completed	Completed.	Legitimized June 9, 2004	Signed Aug 26, 2004		Mayor designated a MENRO; DENR-ARMM assign full-time technical staff.		IEC materials produced with funds sourced out by the TWG.		
Region 9														
Basilan	2. Isabela City*	11,300	11/19/02	230,180	Completed	Completed	Legitimized July 29, 2004.	Signed Sept. 24, 2004	MOA signed April 24, 2004 covering 343 hectares. LGU intends to develop this as community watershed and local	Search Committee formed for search for CENRO; criteria for selection agreed upon.		IEC materials produced with funds provided by the city government.		
	3. Zamboanga City**	n.a.	02/26/04	1,000,000					An action plan on co-management preparatory activities prepared by LGU and DENR.					
Sub-Total - Western Mindanao		15,535	3 LGUs	1,280,180										

Notes:

Sumisip and Tipo-tipo of Basilan have been excluded from the list.

* Target LGUs for FLUP completion and legitimization

** Target LGUs for co-management agreement

*** Target LGUs for FLUP and co-management agreement

Annex 2D. Status in Priority LGUs as of End of November 2004: Integrated Solid Waste Management

Region/ Province	Municipality/ City	MOA Signed (Date)	LGU Commitment (P)	ISWM Planning Milestones			ISWM Implementation Milestones								
				Completed solid waste assessment (practices survey and waste characterization)	Consensus on SWM options	Legitimized ISWM plan (including implementation budget)	Functioning ESWM Board	SWM Barangay Committees	Municipal/ City ENR Office creation	SWM ordinances, actions on waste segregation, reduction, recycling	SWM IEC	NTPs for MRFs issued by DENR	NTPs for Disposal Facility (controlled dumpsite) issued by DENR	Assessment of proposed SLF(including Letter of Endorsement)	
Western Mindanao															
ARMM															
Basilan	1. Lamitan*	11/19/02	35,000	Completed (Jan 2004)	Completed (Jan 2004)	First draft of plan completed.	Reconstituted Sept. 15, 2004	Brgy committees organized in 6 urban barangays	Staff from MPDO designated MENRO		Initial IEC campaign conducted.				
Region 9															
Basilan	2. Isabela City*	11/19/02	201,040	Completed (Dec 2003); follow-up waste characterization (end-of-pipe) held on Aug 27-Sept 3.	Completed (Jan 2004)	Legitimized Sept. 9, 2004	Formed (July 2002); active.	BSWMCs organized			Initial IEC campaign conducted.	Requested TA from DOST for establishment of composting facility. Under DOST evaluation. Establishment of MRFs in 4 brgy's ongoing.	Requested MGB to assess proposed controlled dump site. Requirements for NTP application being prepared.		
Zamboanga del Sur	3. Pagadian City*	07/23/03	538,830	Completed (Dec 2003)	Completed (Jan 2004)	Draft plan undergoing refinement.	Reconstituted (Aug 2003); active	BSWMC organized in 21 brgys		Has existing composting facility	Initial IEC campaign conducted.	MRFs in 5 brgys plus purok drop-off sheds for recyclables and compost bins for biodegradables being set up.			
Zamboanga Sibugay	4. Ipil*	03/19/03	200,000	Completed (Dec 2003)	Completed (Jan 2004)	Legitimized	Formed (Jan 2003); active.				Initiated IEC programs on waste segregation and reduction. Launched "Bangon Ipil" radio program.				
	5. Buug*	03/18/03	150,000	Completed (Dec 2003)	Completed (Jan 2004)	Legitimized Oct 2004	Formed (Mar 2003); active.	BSWMCs organized	SWM Officer hired		Initial IEC campaign conducted.	Three MRFs installed (2 units in mun market; 1 in mun hall).	Environmental and geological assessments undertaken in proposed controlled dump site.		
Sub-Total - Luzon		5 LGUs	1,124,870												

Notes: * Target LGUs for SWM plan completion and legitimization.

**FACILITATING BREAKTHROUGHS IN
ENVIRONMENTAL GOVERNANCE
COMPLETION REPORT OF THE ECOGOV CENTRAL
VISAYAS TEAM**

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FACILITATING BREAKTHROUGHS IN ENVIRONMENTAL GOVERNANCE

COMPLETION REPORT OF THE ECOGOV CENTRAL VISAYAS TEAM¹

I. Regional Context

Central Visayas, the seventh region in the country, is made up of four major archipelagic island-provinces and more than 90 islets. These islands, namely: Cebu, Bohol, Negros Oriental and Siquijor, have a total of 12 cities and 120 municipalities.

The total land area of Region 7 is 1,495,142 ha, 60 percent of which is classified as A&D lands, and the rest, as timberlands. However, of the 599,053 ha of forest lands, only 19 percent have remaining forest cover. Half of this are natural forest while the other half consist of tree plantations. Negros Oriental and Cebu are part of the biodiversity-rich Negros-Panay faunal region. Its forests are habitats to rare flora and fauna found no where else in the world. It is identified as one of the biodiversity hotspots in the world.

By the end of the 19th Century, the state of the region's natural resources had already deteriorated to seemingly irreversible levels. Historical chronicles reveal that exploitative logging operations began because of opportunities that came with the Spanish-Chinese Galleon trade. Subsequently, trees were cut to supply the post-Japanese/World War II reconstruction efforts. By the 20th Century, forest regeneration efforts proved almost futile because of the "kaingin" system employed by the occupants of forest lands.

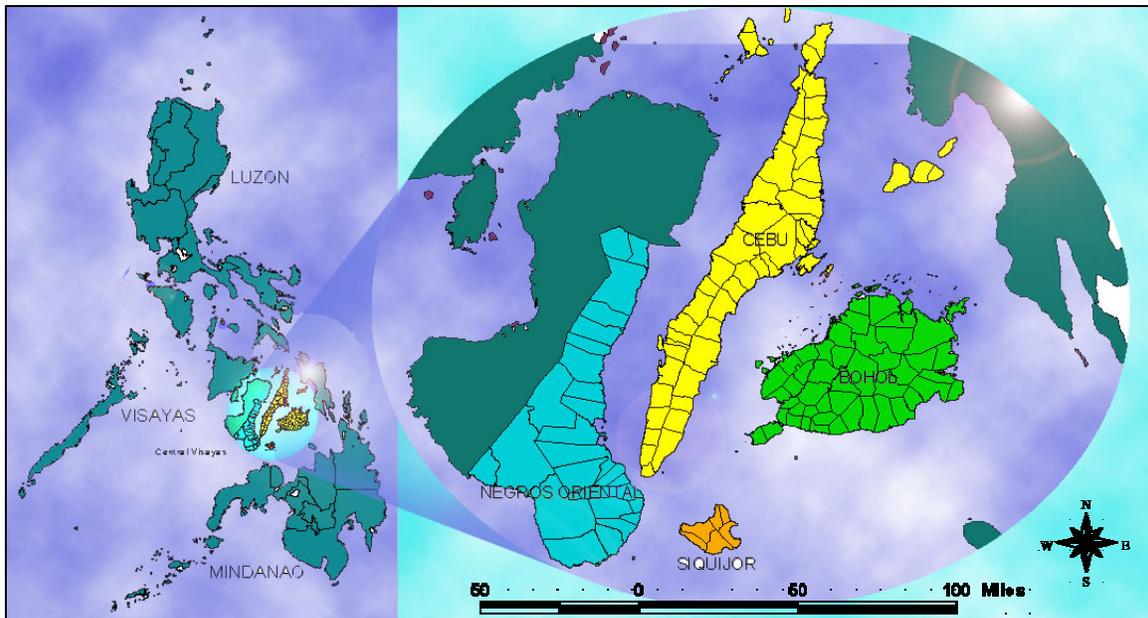


Figure 1. Location map of Central Visayas

¹ Written by May Elizabeth Segura-Ybañez, Central Visayas Team Leader, with inputs from Rudy Aragon, Rafael Bojos, Jr, Roger Vergara and other members of the Central Visayas Team and partners from DENR-7, the Bohol Province's Environmental Management Office (BEMO) and the Negros Oriental Province's Environmental and Natural Resources Division (see **Annex 1**)

The region has 2,030 km of coastline, representing 11 percent of the country's total. The area from the Visayan Sea, Tañon Strait, Northern Bohol up to the Camotes Sea belong to the Philippine Inland Seas Sub-region. This is considered a priority area in the Sulu-Sulawesi Marine Eco-region being home to diverse, endemic and rare species of marine life as well as critical bird migration stopover.

Like its forests, the region's coastal resources are in danger. Based on coastal resource assessment undertaken in 21 sampling areas, it was found that only 5 percent of its coral reefs remain in excellent condition. The degradation of coral reefs have been caused by so much pressure from a growing population, 60 percent of which (5.7 million) live along the coastal areas. Fisher folk resort to destructive means of fishing to feed the population that is rapidly increasing due to natural growth and in-migration. People from Mindanao and many parts of the Visayas come to Region 7 because of economic opportunities and better education services that the region offers.

Despite its being an economic center, Region 7's poverty incidence is higher than the national figure (32 percent versus 28 percent), making some parts of the region susceptible to the ideological overtures of the New People's Army (NPA) who thrives on the economic sufferings of the people to promote its cause. There is apparent discontent, especially in rural areas, due to unequal access to resources and opportunities. Key environmental management decisions are oftentimes based on the whims of vested interest groups rather than on sound and thorough analysis of what will be for the good of the majority of stakeholders and the sustainable use of the region's resources.

Good governance: Response to environmental issues

Most of the previous projects in the region offered technical solutions to environmental issues. The EcoGov Project offered partner local government units (LGUs) another approach: environmental governance that stresses the principles of transparency, accountability and participatory decision making (TAP) in decisions and actions relative to the management of the environment and natural resources.

In the past two decades, Region 7 attracted many international donor-assisted projects. Among these projects are: USAID's Rainfed Resources Development Project (RRDP), Governance and Local Democracy Project (GOLD), and Coastal Resources Management Project (CRMP). Other donor-assisted projects had lasting effects in the region as well, such as the World Bank (WB)-assisted Central Visayas Regional Project (CVRP) and the Community-Based Resource management Project (CBRMP), the Cebu Upland Project (CUP) of the German government, Japan International Cooperation Agency (JICA)-assisted Strategic Environment and Enterprise Development (SEED) and Cebu Masterplan, the Japan Bank for International Cooperation (JBIC) Forestry Sector Project (FSP), the European Union-supported Small Islands Agricultural Support Service Program (SMISLE) and Philippine Rural Institutional Strengthening Program (PRISP), and the Philippines-Canada Economic and Environment Management (PCEEM) Project of the Canada International Development Agency (CIDA).

Thus, when the Philippine Environmental Governance (EcoGov) Project entered the picture in 2002, it was guided by the varied experiences and valuable nuggets of lessons from these projects on natural resource management, governance, and economic development. Most of these projects offered technical solutions to respond to

environmental issues. The EcoGov Project offered another approach: environmental governance, which stress the principles of transparency, accountability and participatory decision making (TAP) as necessary ingredients of decisions and actions relative to the management of environment and natural resources.

II. Regional Strategies, Targets and Results

EcoGov Project was launched in Region 7 in May 2002. It carried an investment portfolio equivalent to 25 percent of the Projects' total level of effort for the next 2½ years, compared to 60 percent for Mindanao and 15 percent for Northern Luzon. Investment for sectoral activities was pegged at 35 percent for coastal resource management (CRM), 35 percent for forests and forest lands management (FFM) and 30 percent for integrated solid waste management (ISWM).

The Project has signed agreements with the Bohol Province and 29 municipalities and cities: 11 in Bohol, 9 in Cebu and 9 in Negros Oriental. In terms of technical sectors, 8 pursued CRM, 11 FFM and 21 ISWM. The list of all the LGUs assisted and the status of activities in each, as of end of November 2004, is in **Annex 2**.

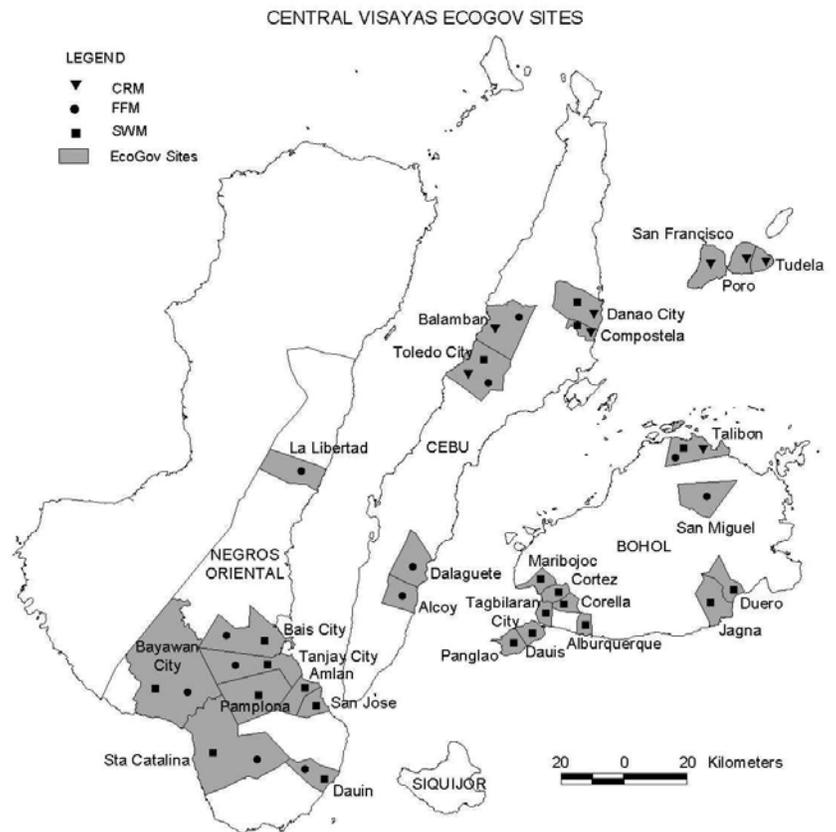


Figure 2. EcoGov partner LGUs in Central Visayas

EcoGov technical assistance to these LGUs forwarded the premise that environmental and resource management that applies the TAP principles will promote positive environmental conditions resulting in improved economic, social and political situation in the region. This emphasis on environmental governance found increasing appeal among functionalities within DENR and LGU leaders in Central Visayas.

The 2½ years of EcoGov assistance resulted in more environmental governance allies and champions both in the government and private sector.

Regional strategies

With the general project strategies serving as guide, the EcoGov Regional Teams developed their own strategies, taking into consideration regional conditions, situations and nuances. The strategies discussed below focus more on client management and building relationships with partners rather than the technical approaches, which are presented in the sectoral terminal reports.

Select LGUs that really need and are committed to participate in the technical assistance grant by adopting a modified self-selection process

More Ecogovernance Champions

The environmental governance initiatives undertaken by the LGUs, with assistance from EcoGov and DENR, are creating a ripple effect and attracting more champions. In Danao City, for instance, big business—such as Jollibee, Cebu Mitsumi, Inc., Prince Warehouse and Tse Guim Enterprises—signed a MOA signifying their support for the city’s ISWM Program.

The private sector’s participation in the program is expected to reach thousands of households, as Mitsumi alone employs 20,000 employees, who can apply at home the good ISWM practices they learned from their place of work.

To determine which LGU to assist and assess where the most impact could be created, the Team employed a three-level strategy:

- ✓ First, “feel” the pulse. To “feel” the prospective partners’ pulse and get an idea of the how much demand there is for environmental governance, four Interactive Assemblies (IA) were conducted by the EcoGov Regional Team: one for the DENR-EMB-MGB (regional), and three for the LGUs of the region. A framework for collaboration was presented together with the elements of environmental governance. The Project’s sectoral focus (CRM, FFM and ISWM) was discussed in detail.

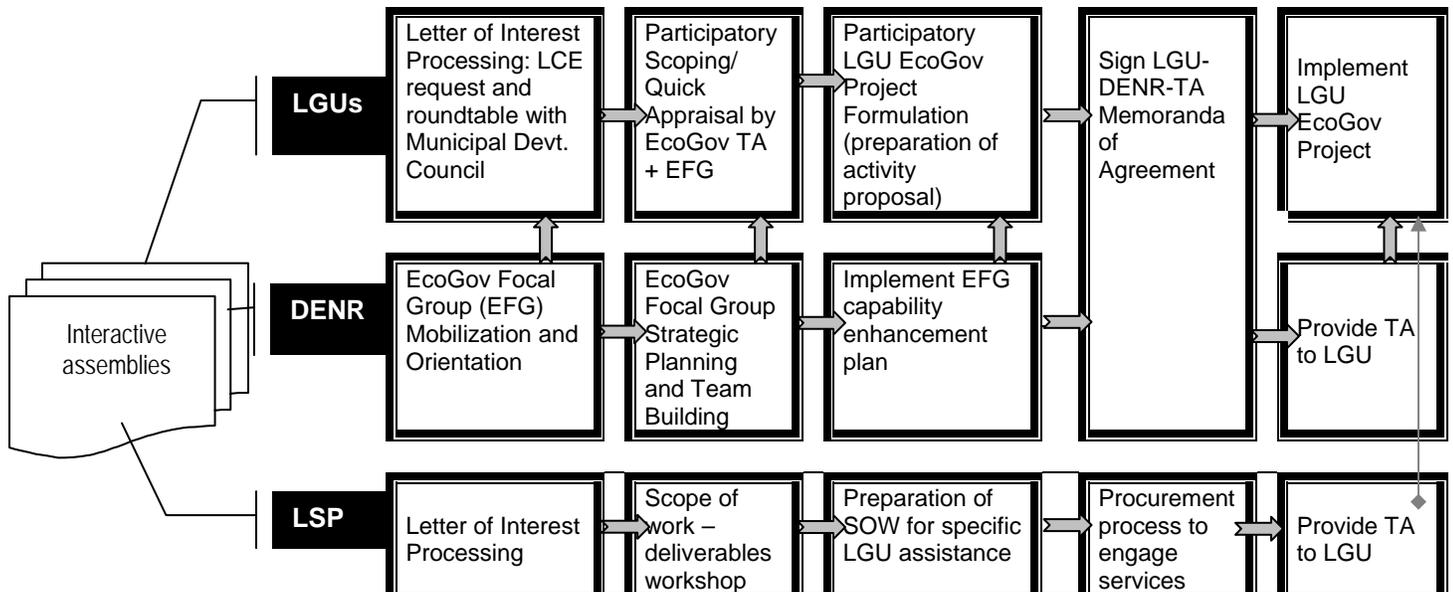


Figure 3. Central Visayas’ framework for EcoGov technical assistance

Of the 77 LGUs who attended (20 from Bohol, 34 from Cebu, 19 from Negros Oriental and 4 from Siquijor), 49 LGUs (representing 64 percent of the participants and 39 percent of all LGUs in the region) eventually submitted letters of interest. Of these LGUs, 90 percent wanted assistance in ISWM; 45 percent were interested in both FFM and CRM; and 28 percent² wanted a landscape approach (integrated FFM-CRM-SWM).

- ✓ Second, prioritize. The Team deemed it best to balance the demand-driven, LGU self-selection process with a purpose-laden prioritization. A set of socio-economic and physical criteria for prioritization was formulated with DENR's regional EcoGov Focal Group (EFG) and the provincial LGU's environmental offices. With the EFG and provincial LGUs, the Team also conducted quick LGU appraisals on the political alignments and the dynamics between the local chief executive (LCE) and Sangguniang Bayan (SB), the LGUs' Internal Revenue Allotment (IRA) level and allocation priorities, and its structure and resource deployment.
- ✓ Third, expand the decision-making circle in the LGUs through roundtable discussions (RtDs). The RtDs included the municipal/city development councils, the provincial/municipal/city legislative councils and DENR regional EFG. These are the key groups that will have to participate actively in the project for it to be successful. The RtDs ensured that there was informed and shared decision-making pertaining to the pursuit of ecogovernance by the LGU. These validated the felt needs of the LGU and DENR 7 and confirmed the commitment earlier expressed by the LCEs.

Through this selection process, the list of LGUs was narrowed down. Subsequently, the Team and the EFG conducted action planning workshops (APWs) with the prioritized municipalities, this time involving key stakeholders and civil society groups in the LGUs. The APWs allowed further reality checks on current LGU priorities and strength of LGU-non-government sector cooperation. As a result of this culling process, only 2 out of 14 LGU requests for a landscape approach were pursued, 21 out of 44 LGUs in ISWM, 11 out of 22 LGUs in FFM and 8 out of 22 LGUs in CRM (see footnote 2).

*Engage assisting professionals (APs) and local service providers (LSPs)
to facilitate delivery of assistance to partner LGUs*

The modular delivery of technical inputs made it possible to hire LSPs to augment the Team's technical manpower resources and immediately respond to the needs of the LGUs. At the early part of the Project, the Team held an IA for potential LSPs in anticipation of the big demand from partner LGUs for technical assistance. The potential service providers (NGOs, academe and individuals) were given prior orientation about the scope of work of the Project, required competencies, performance standards and work ethics particularly on the TAP-enhanced assistance, as well as on administrative matters. In the latter part of 2003, individual LSPs were brought on board to accomplish LGU-based deliverables specified in time-bound work orders.

In the case of CRM, two LSP-engagement strategies were tried out. The first strategy was to engage academic institutions in the region. However, the academic

² Percentages do not add up as many LGUs wanted assistance in more than one sector.

institutions became unavailable at the time needed to undertake CRM activities because of competing activities. The second strategy was to partner with state colleges in the provinces. However, they would have to be infused with substantial capability-building resources to upgrade them to the level needed by the Project. The Region finally settled with engaging individual LSPs from these institutions to assist specific LGUs. For ISWM and FFM, the decision to hire individual LSPs was brought about by the lack of institutions which could provide the expertise required for the different modules.

The LSPs presence in the LGUs were intermittent and activity oriented. The APs, who were full-time staff of the Project were the ones who provided more regular Project presence in the LGUs. An AP was assigned to service two or more LGUs. Other than facilitating TA activities in LGUs, APs also served as liaison between the LGU and the regional specialists and Regional Team Leader based in Cebu City. They provided the link between the LGUs and the Regional Team, ensuring a smooth exchange of information between the partners and immediate response to LGU concerns.

Encouraged resource-sharing with LGUs to underscore real partnership

Cost-sharing protocols were agreed upon with LGUs for the conduct of EcoGov activities (e.g., training, workshops, study tours). These cost-sharing arrangements were based on the LGUs' capacity to pay. For example, actual disbursements of LGU funds to cover travel and to sponsor 50 percent of the cost of meals during workshops were arranged with cities and first class municipalities. For 3rd to 5th class municipalities, use of their facilities (such as venue for training) was considered as counterpart contribution. The resource sharing did not only result in complementation of resources. More importantly, this heightened the realization among the stakeholders of the meaning of authentic partnership and shaped local ownership of the processes and the resulting decisions, actions and products.

Cluster LGUs for inter-LGU collaboration in planning and sharing resources as well as for facilitated service delivery

Where appropriate, LGUs were clustered for the efficient delivery of technical assistance. In FFM, LGU clusters in Negros Oriental, southern Cebu and northern Bohol were based on geographic consideration, i.e., sharing common watersheds. In CRM, the Project assisted LGUs municipalities with contiguous shore lands and shared coastal waters (Balamban-Toledo, Danao-Camotes Islands). In ISWM, the Team, together with the Provincial Governments, grouped LGUs with common interests such as the eight LGUs in the Metro Tagbilaran area (which plan to use a common sanitary landfill) and the LGUs in southern and northern Negros Oriental (which plan to establish a network of MRFs). This clustering approach also encouraged the sharing of ideas and experiences among LGUs. It paved the way for the proposed joint venture between Tagbilaran City and Alburquerque for the establishment of a common sanitary landfill and other inter-LGU agreements that will result in cost-efficiency and effectiveness.

LGU clustering

Clustering LGUs is one strategy that is worth pursuing. In the Central Visayas ISWM sector, for example, the Metro Tagbilaran Cluster (composed of Tagbilaran City and 7 municipal LGUs) reached a consensus to have a common disposal facility. Albuquerque, a 5th class municipality and a member of the cluster, offered to host the facility.

An agreement between Tagbilaran and Albuquerque to go into a joint venture to establish a common sanitary landfill for the cluster was forged recently.

Clustering also proved to be useful when the EcoGov experienced resource constraints in 2004.

As a result of the clustering strategy, a number of potential regional showcases of geographical impact, synergy and enhanced collaboration among LGUs adopting good environmental governance policies and practices are emerging.

- Foster proactive relationships and team-building with DENR, DA/BFAR and provincial LGUs in assisting municipal LGUs

As major sources of technical assistance to local governments, the Project made sure that DENR-EMB-MGB and the provincial LGUs, i.e., Bohol Environmental Management Office (BEMO) and the Negros Oriental Environment and Natural Resources Division (ENRD) were significantly involved in EcoGov activities. Project related problem-solving and strategic planning were held with them. Key staff were tapped as co-facilitators and resource persons in various training and coaching sessions. The Team provided them with training on facilitating skills, non-adversarial negotiation and conflict management in addition to technical training on forest land use planning, and coastal resources and solid waste management. They were also given relevant reference materials, guidelines, manuals, and audio-visual materials. In the case of DENR Region 7, the Project supported their FLUP activities so they can meet their regional targets (part of the DENR 7's Key Result Areas/Major Final Outputs).

The Team got DENR and the LGUs to be upfront and honest with each other about their institutional constraints paving the way for synchronized event schedules, complementation of resources in ways that built mutual trust, empathy and appreciation for their respective institutions. The move from an adversarial relationship to that of a proactive government team harmonized the delivery of assistance to the LGUs and is a big step towards a sustainable partnership between DENR and LGUs in the region.

The efforts of the Project to strengthen its relationship with the DENR-EFG and the provincial government proved to be very productive for the Project. It effectively expanded the region's "TA Team," making way for the replication of EcoGov processes in non-EcoGov LGUs. Moreover, the Provincial Governments provided the needed balance of gender to what was otherwise a predominantly all-male TA Team.

Generate a cadre of champions in government

The region employed a three-pronged strategy to build a cadre of champions who could promote as well as deliver environmental management and governance services to municipal LGUs and communities.

- ⇒ **Formal training** in both process-oriented interventions such as environmental conflict management and facilitating skills enhancement as well as the formal competency courses on governance-enhanced sectoral management. The national Team led and conducted the sectoral training programs with complementary support from the regional teams; on the other hand, the regional teams led the process-training programs with minimum Manila inputs.

- ⇒ **Mentoring and coaching** the government service providers on the different training modules and planning processes offered by the Project. This came in the form of advisories and on-site technical assistance during action-planning activities. LGU staff, such as city/municipal/provincial ENROs/MPDCs (72% of whom were males) as well as the municipal TWGs (70-80% of whom were males) were also coached by the Team.
- ⇒ Lastly, their **deliberate and gradual phase in** as resource persons and providers of technical assistance. These champions started as observers during the initial orientation to each module. Then, they began providing assistance by performing specific evolving tasks during the mobilization of their teams. As their confidence and comfort levels increased, they became facilitators and eventually, lead resource persons with self-determining initiatives. As resident resource persons in these institutions, they used the TA Team's package of key messages, synthesized the relevant substance and enriched these with local knowledge, examples and experiential learning.

Collaborate with developmental organizations and projects

Collaboration with existing projects and NGOs (i.e., CRMP, Plan International, PCEEM Inc., CCEF Inc., CMF Inc., Peace Corps, GDS, among others) was initiated to help in the successful project implementation. This resulted in complementary activities and sharing of resources. Plan International, for instance, shouldered the cost of some marine protected area (MPA) training in Camotes when the Project was encountering resource constraints. The GDS Consultant in Bais City shared his expertise in ISWM for free. The PCEEM Foundation in Compostela took on the training for barangay-level ISWM to complement EcoGov's planning assistance at the municipal level. There were also co-sponsorships of competency courses between the Project and leading academic institutions in the region, i.e., University of the Philippines-Cebu Campus and the University of Southern Philippines.

Support regional initiatives that are compatible with project goals

Although not specifically identified in the Project workplan, the Project responded to a request for assistance in formulating a framework in analyzing the anatomy of conflict in foreshore areas. Utilizing this framework, DENR 7 was able to define specific issues (e.g. policy, validity and restrictions of tenure and tenure instruments, process of decision-making pertinent to assessment and appraisal, fees and penalties) affecting the foreshore. With coaching and facilitation, DENR 7 succeeded in formulating an advanced draft of the needed protocols to decisively act on the issues at hand. The interim product is a set of unified protocols related to foreshore lands management that is ready for pre-testing in the region. With this, DENR Region 7 is more confident that it can respond to the LGU's demand for resolute action on issues confronting the development of their foreshore areas.

*Expand participation to include all sectors of the society,
including women and marginalized and disadvantaged groups*

Although the female members of the various technical working groups (TWG) and Ecological SWM Boards were smaller in number than their male counterparts, at 25%, they can be considered significant particularly as most female members were actively

involved in the training, workshops and group activities. Women participation was highest in the ISWM TWG and Boards, which is important considering that a lot of waste management efforts will need to be introduced in households, the largest generator of waste.

Among the government service providers (DENR-EFG and Provincial Governments), the male-female ratio was more balanced. It was noted however that the female recipients of coaching by the Project became the more aggressive champions of environmental governance.

The Team made sure that women and marginalized and disadvantaged groups in the uplands, coastal and urban communities areas are drawn into the decision-making process. They were included in various consultations and focus group discussions, and encouraged to share their experiences and communicate their aspirations. These groups validated and enriched the findings of resource and community assessments with their local knowledge; participated in the analysis of information and helped craft strategic goals, vision and mission. Even some rebels belonging to the Revolutionary Proletarian Army (RPA) and Communist Party of the Philippines/New People's Army (CPP/NPA) took interest in the EcoGov-facilitated activities apparently to ensure that stakeholders' interests and their own were factored into the plans and programs. In Negros Oriental, Aetas/Negritos as indigenous people were brought into the forest land use planning activities.

Strategically use grants to deepen learnings and support innovative approaches in environmental governance

The EcoGov Small Grants Program in the Visayas supported innovative and pioneering approaches and interventions in environmental governance. One of this is on environmental conflict management, carried out by the Cebu Mediation Foundation (CMFI). CMFI assisted DENR institutionalize an Environmental Conflict Mediation System (ECMS) as an alternative approach for resolving environmental conflicts brought to the jurisdiction of the DENR in Region 7. Through the grant, a mediation desk and working protocols were established in DENR and the number of accredited mediators was increased.

The other grant provided a sustaining investment on coastal resource governance. It raised the level of MPA management in three LGUs in Cebu and allowed the grantee, the Coastal Conservation and Education Foundation (CCEF), to conduct further research and IEC in these areas. There are lessons in this particular project that can be applied to the MPA projects of EcoGov.

Resolving conflicts

Of the 41 cases evaluated during the pilot phase of the Environment Conflict Mediation System, 6 were deemed not suitable for mediation, 10 were successfully mediated with one ongoing mediation and 24 returned for various reasons.

ECMS brings down the bulk of environmental cases filed in court. It is now increasingly being accepted. It is believed that "within a decade, going to court will become more and more the alternative way of resolving disputes, and less and less the norm" (CMFI)

Targets and Results

Result 1: EcoGov technical assistance in Central Visayas covered 29,790 hectares of forest cover and 275.8 km of coastlines, established 6 MPAs and led to the legitimization of 6 ISWM plans. These achievements contributed substantially to the Project's life-of-project targets.

The Team, which covered a total of 29 municipal and city LGUs out of the 79 targeted by the Project, was able to accomplish its major targets³ and even exceeded those set for MPAs and legitimized FLUPs. See Table 1 for the summary of targets and accomplishments and **Annex 3** for the status of each sector based on agreed progress milestones.

In CRM, Central Visayas contributed 39 percent of the project targets on km of coastlines under improved management and 35 percent of the total MPAs established with project assistance. The area coverage of the MPAs (236 ha) is almost equal to the overall project target.

In FFM, the Team accomplished all its target deliverables. Because of the severe degradation of its upland areas, the region's contribution to the forest cover target of the Project is only 11%. The Team saw an unprecedented commitment by both the LGUs and DENR to the co-management scheme under DENR-DILG Joint Memo Circular 2003-01. Eleven co-management agreements were signed even as no targets were set for the region.

Out of the 21 ISWM LGUs assisted in Central Visayas, 7 were able to complete plans but only 6 plans have been legitimized to date. These 6 legitimized plans compose 24% of the Project's target. The remaining 15 are at various stages of planning.

Table 1. EcoGov Visayas Regional Targets and Accomplishments as of November 2004

Performance Indicator	EcoGov Program Targets under the MOU	EcoGov Project Targets (2004 Workplan)	EcoGov Visayas Targets (2004 Workplan)	Accomplishment as of 30 November 2004	Percent Accomplishment as of 30 November 2004	% Contribution of Visayas to Project Targets
1. No. of target LGUs with MOAs		79 municipal/city LGUs		<ul style="list-style-type: none"> • 29 LGUs with MOAs forged; P17,640,322 counterpart funds committed 		38%
2. CRM: Km of coastline under improved management	1,000	710.6	296.7	<ul style="list-style-type: none"> • 143.0 km of coastline covered with legitimized CRM or fisheries management plans • 132.8 km of coastline within delineated municipal waters (with ordinance) 	93%	39%

³ This refers to the life-of-project targets set in the 2004 workplan of EcoGov. Subsequently, in May 2004, these targets were revised after an assessment of the effects of the local elections on LGU-based activities. In this report, however, the reported accomplishments are compared against the 2004 WP targets.

Performance Indicator	EcoGov Program Targets under the MOU	EcoGov Project Targets (2004 Workplan)	EcoGov Visayas Targets (2004 Workplan)	Accomplishment as of 30 November 2004	Percent Accomplishment as of 30 November 2004	% Contribution of Visayas to Project Targets
3. CRM: Marine sanctuaries established	100 covering 5,000 ha	17 covering 250 ha	5 covering 62.5 hectares	<ul style="list-style-type: none"> 6 MPAs covering 235.7 ha 	120% (no. of MPAs) 377% (ha of MPAs)	35% (no. of MPAs) 94% (ha of MPAs)
4. FFM: Ha of forest cover maintained	360,000	276,400 100,000 (original target)		<ul style="list-style-type: none"> 29,790 ha forest cover 		11%
5. FFM: No. of legitimized/ approved FLUPs		25	9	<ul style="list-style-type: none"> 11 (legitimized at the LGU level) 8 (LGU legitimized, DENR approved) 	122% (LGU legitimized) 88% (LGU legitimized, DENR approved)	44% (LGU legitimized) 32% (LGU legitimized, DENR approved)
6. ISWM: No. of LGUs with approved ISWM plans	100	25	8 LGUs	<ul style="list-style-type: none"> 6 LGUs 1 awaiting SB legitimization 	75%	24%

Result 2: Increased resource mobilization for the environment sector

In the MOAs with the 30 partner LGUs in Central Visayas, a total of ₱17,640,322 was committed as counterpart funds for 2003-2004 to the DENR and the EcoGov Project's technical assistance (see Table 2). Of this, **₱7,279,660** was for ISWM; **₱6,079,662** for FFM and **₱4,281,000** CRM. In addition, the LGUs mobilized their key personnel to form sectoral TWGs while DENR mobilized the regional EFG to collaborate with the Team in implementing the agreed-upon action plans. There are indications that many LGUs spent more than their MOA commitment.

Table 2: MOA and Implementation Commitments of EcoGov-Assisted LGUs in Central Visayas

Local Government Units	No. of LGUs	EcoGov- Assisted Sector with MOA			LGU Counterpart Allocation for EcoGov 1 (Php Million)				LGU Budget allocation for Plan Implementation* (Php Million)			
		CRM	FFM	ISWM	CRM	FFM	ISWM	Total	FLUP	CRM	ISWM	
		km	'000 ha	no.							CO	MOOE
Visayas	30	296.7	126.1	22	4.3	6.1	7.2	17.7	20	16.7	302	751
Bohol	12	98.9	7.4	11	3.1	1.5	3.9	8.5	0.	1.0	144	434
Cebu	9	197.8	18.3	3	1.2	1.4	1.6	4.2	20	2.6	55	77
Negros Or.	9		100.4	8		3.2	1.7	5.0	0	13.1	103	240

* Note that FLUP refers to 1st year plan implementation; CRM refers to 5-year budget for MPAs and/or 10-year budget for CRM/Fisheries Plans while ISWM refers to capital outlay and operations/ maintenance cost for the 10-year ISWM Plan implementation

To date, there are 23 LGUs which have begun implementing their legitimized plans. These plans, which have indicative annual budgets for the whole plan period, require the

allocation of at least ₱1.26 billion in the next five to ten years. For Year 1 of FLUP implementation, the concerned LGUs have committed to allocate some ₱17,000,000 .

Several LGUs have identified and designed permanent organizations to be the accountability centers for the three sectors. Multi-stakeholder or multi-agency bodies (councils for MPAs, steering committees for co-managed forestlands, ESWM Boards) have likewise been set up and mobilized in many LGUs.

The private sector is an important potential source of resources and investments but this have yet to be tapped. The significant initiative in this area has been the move of Danao City to bring in four business establishments to support its integrated solid waste management program. Put box in page 4 here.

Result 3: Improved governance practices by partners

Improved decision making in LGUs. Local chief executives, no matter how busy they are, now check on the recommendations in the plans before making any decisions. The same is true with SB members who provide the necessary legislative support to environmental governance-related activities. This is because they know that these recommendations were based on an analysis of available information (such as results of waste assessments, participatory coastal resource assessment, etc.) and that they have been validated by the local communities – their constituents.

Improved governance practices within DENR. DENR field offices have been the subject of evaluation, mentoring and target setting activities. After the Central DENR-Project Management Office organized a Visayas-wide EcoGovernance Conference, the regional DENR sought to institutionalize TAP measures to improve the governance practices and provide for internal feedback in all their offices.

Result 4: Increased number of environmental governance champions

Participation in TAP enhanced processes. Enhanced competencies for environmental governance coupled with a successful planning and promising actions on the ground have produced champions in good governance. In the government-side alone, there have been over 1,000 leaders and opinion-makers (about 75 percent are males and 25 percent of whom are females) across the region who had direct, personal, positive experience in environmental governance processes. Although the project experienced a lull and delays because of the May 2004 elections, support and appreciation for ecogovernance did not wane, even in areas where new mayors were elected, simply because of the presence of these environmental governance champions.

Increased demand for good governance. More champions mean more people who will demand for good governance. And this is what is happening in many areas of the region. In Danao City (ISWM) and Dauin (FLUP) for instance, these stakeholders bared to the media their increased expectation for better performance by their government leaders. Either put a box here or expand the last para with Dauin experience.

III. Lessons learned

Community involvement in planning is key to make people participate in implementation.

Organized multi-stakeholder groups under the leadership of the LGU jointly identified issues, analyzed options and moved from plans to actions. The organized assemblies and facilitated events created opportunities for participation and collaboration by various stakeholders. Because of these, there developed strong ownership of the information generated and the resulting plans. By increasing participation of communities, the Project raised the level of transparency and clarified accountability centers for environmental management amongst LGUs, the DENR and the communities. The active participation of stakeholders in activities that are now being implemented by LGUs is proof that participatory decision making is key to getting people's support.

Tailor-fit transfer of technology process and methods to needs and capacities of partners in order to enhance the learning process

At the client-level, technology transfer using the sequential modular training and the more discrete coaching/mentoring approach, was effective because the Team was able to tailor-fit the process to the nuances and needs of target groups. The design of its activities, e.g., interactive assemblies, round-table discussions, action-planning workshops, orientation sessions, formal training, and cross-visits were consequently adjusted. A major realization in ISWM is that the use of templates can facilitate learning but could be frustrating on the part of partners if it involves very technical information or are presented in a manner that is too technical for local partners to immediately comprehend.

Balance the learning styles and expertise within the TA Team

Sectoral expertise certainly increases the quality of the outputs (i.e., LGU plans), but to properly convey the environmental message, there is need to have a good mix of technical and process-oriented members in the TA team. The different orientation and skills of the members can be balanced and harmonized through regular team meetings and periodic competency-enhancement activities (e.g., mentoring). The members will have to be upfront with their concerns and leader must be decisive in resolving inconsistencies in the content and methods of technical assistance. Team interactions (within the regional team and with national teams) will further improve the product lines and the delivery of services to LGU partners

Implement "doable" actions while plans are still being completed to maintain interest in and support for the activity

A long planning process is good as it allows those involved to thoroughly analyze planning information, and look for and evaluate options that will work. However, people need to see immediate results so as not to lose interest in LGU programs. While plans are being finalized, the planning group should come up with doable activities such as IEC, public hearings for ordinances and other initiatives to keep the momentum of support for the activity.

Build partnerships with DENR and Provincial Government

The purposive nurturing of partner relationships with, and capacitating of DENR's EcoGov Focal Group including the PENRO/CENRO and the Provincial Governments, facilitated the delivery of assistance to LGUs. It also facilitated the exchange of learning and encouraged complementation and sharing of resources. The existence of a MOA with Bohol facilitated the flow of financial resources to support the BEMO. However, the absence of such a MOA with Negros Oriental did not deter the ENRD from participating in and facilitating ecogovernance initiatives in the region. The latter can be drawn from the proactive leadership in the office. The absence of such an office focusing on the environment in the Province of Cebu made it difficult for provincial participation since the Office of the Planning and Development Office was busy attending to many other projects. In the case of DENR, efforts to draw in the EcoGov Focal group bore fruit as the members became active partners in providing services to the LGUs.

Use grants strategically to support learning and innovation.

The EcoGov experience with grants has shown that tapping existing institutions in the region indeed helps expand the project's reach and scope of work. Furthermore, it is unrealistic to expect people organizations (POs) or federations to generate quality project proposals without proper guidance. Unless these POs are provided assistance in proposal preparation, they will always be at a disadvantage in competitive grant programs.

The same learning from the grants applies to the co-sponsorship of the competency courses by local universities and colleges. UP and USP, which were EcoGov partners in holding these courses are now planning to offer these courses in the future as part of their regular programs.

IV. Recommendations for Moving Forward

Improve practice of governance by LGUs, DENR and other partners

- Introduce more incentives to enhance the self-governing power of local communities whether POs, NGOs, private sector and coalitions. This may be done through grants or outright support for laudable activities.
- Pursue "spark-plug" incentives that can support self-sustaining investments by LGUs. These may be both in the form of policy or resource support.
- Improve coaching approach used for DENR CENROs and PENROs, applying a mix of formal competency courses, modular trainings, study tours and mentoring/coaching so as to broaden their understanding of the concepts of environmental governance.
- Capacitate the city/municipal LGU ENROs using a mix of formal competency courses, modular trainings, study tours and mentoring/coaching, supporting on-the-job CRM, FFM and ISWM activities
- Collaborate with and support the provincial local governments' efforts to provide oversight, monitoring and evaluation and coordination on the implementation of several laws and regulations on environmental governance. As LSPs, they have to strengthen their technical competencies

for environmental management and sharpen their delivery of support and assistance to municipal clients, especially in advocacy and in linking with regional offices of national agencies

Improve client management

- Complete the assistance committed in the MOA; continue support to LGUs who were unable to finish their plans due to the resource constraints of EcoGov.
- Build on current achievements of DENR, LGUs and grantees. Create more opportunities for collective environmental action and partnerships, encouraging self-help and grassroots initiatives. For instance, the current arrangements on the DENR EFG can be improved and the partnerships between DENR and the provincial governments can be formalized and infused with funding assistance as counterparts; The current grantees and other partner NGOs in the region can be given a new lease on resources. This is recommended especially for those NGOs with good track record in the EcoGov-served municipalities.
- Rethink the formula used to allocate resources across regions. In EcoGov 1, the formula of 60:25:15 for Mindanao:Visayas:Luzon was observed. While the basis for preferential treatment for Mindanao is understandable, the absorptive capacity of its LGUs and institutions should be factored in.
- Continue engaging academe partners in designing and conducting competency courses in FFM, CRM and ISWM for LGUs and other partners. USP's and UP's co-sponsorship of the competency courses in Phase 1 can be brought to a higher level by engaging them to provide training for client LGUs. Alternatively, LGUs who wish to attend trainings conducted by these institutions may be supported to meet the required registration fees.
- Celebrate success by having "IEC explosion" events, including regular sharing of experiences and lessons learned in the region. These can be venues for brokering partnerships as well as forging of new alliances. This requires high profile activities in the communities covered and documented by mass media. This is where other members of civil society can find roles to fill.
- Provide grants for good LGU performance and focused assistance to deeply committed and performing LGUs in EcoGov 1.

Sectoral Assistance Management

- Adjust the sectoral level of effort based needs and demand for assistance. Resources in EcoGov 1 were limited to a formula of 35:35:30 for FFM:CRM:ISWM. In the future, the allocation should be based on demand and ease of the service delivery. The latter is influenced by the relative "maturity" of the processes and technology. Hence, UEM being a new endeavor is preferred to be piloted only in select urban center(s) as it will probably incur higher costs over the others. Include in the criteria for UEM LGU selection: presence and availability of functional champions in the LGU, LCE-SB partnership, and LGU investment commitment. In the Region, two to three LGUs should be sufficient at the start of UEM. This may be increased when the assistance delivery mechanism matures. Suggested new areas for

Central Visayas are Lapu-lapu City (Export Processing zone, light industrial park, beach resorts) and Tagbilaran City

- Pursue foreshore management initiatives in selected coastal municipalities. The 'anatomy of conflict' in foreshore areas was well discussed in EcoGov 1, and protocols have been drafted to harmonize actions and policies within DENR 7. Piloting of the protocols is suggested in Region 7 where the demand and initiative emanated. Pilot areas may be in the province of Cebu as recommended by the League of Municipalities. EcoGov 2 can facilitate a partnership between the Cebu League of Municipalities and DENR as well as do pilot testing in Balamban (industrial development in coastal areas) and/or Dalaguete (tourism development in foreshore lands)
- Use the Philippine Marine Sanctuary Strategy towards achieving marine biodiversity conservation and sustained fisheries utilization.
- Focus on FFM co-management areas where the productive interaction of members of the Steering Committee and the civil society stakeholders can advance the FLUP efforts. LGUs who have not shown consistent commitment in EcoGov 1 should be accorded lower priority.

Annex 1. Key EcoGov 1 Actors in Central Visayas

The Central Visayas Technical Assistance Team

Position/Designation	Name
<i>“Teamwork is the ability to work together toward a common vision. It is the fuel that allows common people to attain uncommon results.”</i>	
Regional Team Leader	May Elizabeth S. Ybañez
Forest and Upland Management Specialist	Rudy V. Aragon
Coastal Management Specialist	Rafael M. Bojos Jr.
Solid Waste Management Specialist	Roger F. Vergara
Associate on IEC for Advocacy and Coalition Building	Elpe P. Canoog
Associate on Institutions Strengthening for Advocacy	Charito H. Chiu
Assisting Professional for FFM (Negros Oriental)	Joel P. Baterna
Assisting Professional for FFM (Cebu and Bohol)	Justin L. Briones
Assisting Professional for ISWM (Bohol)	Quirico “Czar” C. Migrño
Assisting Professional for ISWM (Negros Oriental)	Emanuel P. Crucio
Assisting Professional for CRM (mainland Cebu and Bohol)	Riva G. Valles
Assisting Professional for CRM (Camotes)	Antonio D. Balang
Cebu Office Manager	Rita N. Villarasa
Cebu Regional Accountant	Angel L. Valles
Administrative Assistant	Susan N. Lauranilla
Driver	Elmer A. Codeniera

The National EcoGov Technical Assistance Team

The Law of Navigation:	
<i>Anyone can steer the ship, but it takes a Leader to Chart the Course</i>	
Ernesto S. Guiang	Chief of Party
Rebecca R. Paz	Deputy Chief of Party for Operations and M & E Specialist
Mary Christine P. Owen	Project Administrator
Ben S. Malayang III	Senior Policy Advisor
Victor S. Luis	Integrated Solid Waste Management Specialist
Marie Antonette J. Menez	Coastal Resource Management Specialist
Elmer S. Mercado	IEC/Advocacy and Coalition Building Specialist
Gem B. Castillo	Resource Valuation and MIS Specialist
Wilman C. Pollisco	Policy Advocacy Specialist
Roberto V. Oliva	Policy and Law Specialist
Ferdinand S. Esguerra	Communications Specialist
Renato A. de Rueda	Deputy Chief of Party for Operations (Dec 2001-Feb 2003)

The DENR7 EcoGovernance Focal Group (EFG)

DENR 7 Regional Executive Director Augustus L. Momongan (2002-2003)

DENR 7 Regional Executive Director Clarence Baguilat (2004)

DENR 7 Regional EcoGovernance Focal Group 2003-2004	
<i>Name</i>	<i>Designation</i>
1. Dr., Isabelo R. Montejo	RTD for Forestry/Chairperson
2. Engr. Bienvenido L. Lipayon	RD Environmental Management Bureau
3. Engr. Eligio G. Ariate (RIP)	RD Mines and GeoSciences Bureau
4. Dr. Dioscoro M. Melana	RTD for Research
5. Diane R. Anistar	RTD for Lands
6. Felix C. Mendoza	RTD for PAWMS
7. Pilar M. de Rueda	Chief, Finance Division
8. Eduardo M. Inting	Chief, FRDD
9. Demetrio U. Kho	Chief, PAWD
10. Emma E. Melana	Chief, CMMD
11. Victoria Ricaña	OIC Chief, EMB Pollution Control Division
12. Wilfredo C. Lee	Chief, Planning Management Division
13. Adela B. Villegas	Information Officer III
14. Olivia M. Apaap	Sr. Forest Management Specialist
15. Jose Layese, Jr.	Forester
16. Juanito R. Pua	Supervising Forest Management Specialist
17. Joselito Francis Alcaria	Sr. Science Research Specialist
Provincial and involved Community Environment and Natural Resources Office	
Antonio T. Cabrido	PENRO, Negros Oriental
Arius C. Ilano	PENRO, Bohol
Richard N. Abella	PENRO, Cebu
Charlie E. Fabre (formerly Protacio Orog)	CENRO Dumaguete
Juan L. Silva	CENRO Ayungon
Jovencio Taer	CENRO, Tagbilaran
Moreno Tagra	CENRO, Talibon
Fedencio Carreon	CENRO, Cebu
Loreto C. Rivac	CENRO, Argao
Iluminado Lucas	CENRO, Toledo
Tito Trapila	CENRO, Carmen

The Provincial Government Partners

Bohol Environmental Management Office (BEMO)	
Gov. Erico B. Aumentado	Governor, RDC 7 Chairperson (2002-mid2004)
Atty. Juanito Cambangay	PPDO
Ms. Nunila M. Pinat	BEMO Chief (2002-2003)
Mr. Renato C. Villaber	BEMO Chief (2004)
Ms. Ma. Socorro Trinidad	
Ms. Jovencia Ganub	
Negros Oriental Environment and Natural Resources Division	
Gov. George Arnaiz	Governor, RDC 7 Chairperson(mid2004- 2006)
Ms. Mercy S. Teves	ENRD Chief
Ma. Victoria Ramirez	
Ms. Lucena Amaro	

Annex 2A. Status of Priority LGUs as of End of November 2004: Coastal Resource Management (CRM Planning and Fishery Management)

Region/ Province	Municipality/ City	Target Km of Coast- line	MOA Signed (Date)	LGU Commit- ment (P)	CRM Planning Milestones				Fisheries Management Milestones				
					Jointly agreed inter-LGU MW boundaries	Participatory biophysical and socio-econ assessment	Validated (and with consensus) coastal zones	Legitimized CRM plan (including budget)	Approved municipal fishery mgt plan	Approved inter LGU fishery mgt plan and agreements	Ordinances establishing fisherfolk registry, licensing and permit systems	Ordinances establishing user fees and incentives	Community IEC
Central Visayas - Region 7													
Bohol	1. Talibon	98.90	12/04/02	1,300,000	SB Resolution and agreements with adjoining LGUs submitted to NAMRIA.	TA on CRM planning and fishery management not pursued as Talibon has been identified as FISH Project site.						Law enforcement orientation for Bantay Dagat, FARMCs and deputized wardens conducted Sept 2003.	
	Prov'l Gov't		12/03/02	1,800,000									
Cebu	2. Poro*	65.20	04/11/03	250,000	CTP agreement with adjoining LGUs; SB Resolution submitted to NAMRIA.	Completed (Feb 2004)	Completed (Mar 2004)	Legitimized in Aug 2, 2004			Establishment of fisherfolk registry ongoing.		Law enforcement orientation for Bantay Dagat, FARMCs and deputized wardens conducted July 2003.
	3. San Francisco**	47.20	04/11/03	100,000					Consensus achieved on the fisheries zones (July 2004); Fisheries mgt plan legitimized (Sept 27, 2004)		Establishment of fisherfolk registry ongoing.		Law enforcement orientation for Bantay Dagat, FARMCs and deputized wardens conducted July 2003.
	4. Tudela*	15.40	04/11/03	50,000	SB Resolution issued reflecting agreement with adjacent LGUs.	Completed (April 2004)	Completed (June 2004)	Legitimized in Aug 23, 2004					Law enforcement orientation for Bantay Dagat, FARMCs and deputized wardens conducted July 2003.
	5. Toledo City	27.00	04/30/03	280,000	Ordinance on MW boundaries passed (Feb 2004); approved by NAMRIA which certified 1,765	TA on this activity will not be continued due to organization and staffing issues which have not been resolved.							Law enforcement orientation for Bantay Dagat, FARMCs and deputized wardens conducted Aug 2003.
	6. Balamban	20.90	04/30/03	50,000	Agreement reached with Toledo; negotiations on Balamban-Asturias CTP ongoing.	Coastal resource assessment through FGD and community consultations completed (Aug 2004).	Completed (Aug 2004). 9 zones mapped with technical description.						Law enforcement orientation for Bantay Dagat, FARMCs and deputized wardens conducted Aug 2003.

Annex 2A. Status of Priority LGUs as of End of November 2004: Coastal Resource Management (CRM Planning and Fishery Management)

Region/ Province	Municipality/ City	Target Km of Coast- line	MOA Signed (Date)	LGU Commit- ment (P)	CRM Planning Milestones				Fisheries Management Milestones					
					Jointly agreed inter-LGU MW boundaries	Participatory biophysical and socio-econ assessment	Validated (and with consensus) coastal zones	Legitimized CRM plan (including budget)	Approved municipal fishery mgt plan	Approved inter LGU fishery mgt plan and agreements	Ordinances establishing fisherfolk registry, licensing and permit systems	Ordinances establishing user fees and incentives	Community IEC	Law Enforce- ment (e.g., deputation, regular patrols, reporting system)
	7. Danao City**	15.24	03/17/03	196,000	Agreement reached with Compostela; ongoing negotiations with Carmen.	BFAR data enhanced by FGD and community consultations (June 2004)			Consensus achieved on the fisheries zones (July 2004); fisheries mgt plan approved (Nov 2004).		Establishment of fisherfolk registry ongoing.			Law enforcement orientation for Bantay Dagat, FARMCs and deputized wardens conducted Oct 2003.
	8. Compostela	6.86	03/17/03	255,000	Ordinance on MW boundaries passed (Nov 2003); approved by NAMRIA which certified 6,336 ha MW				TA not pursued further due to resource constraints and new leadership.		Establishment of fisherfolk registry ongoing.			Law enforcement orientation for Bantay Dagat, FARMCs and deputized wardens conducted Oct 2003.

Annex 2B. Status in Priority LGUs as of End of November 2004: Coastal Resource Management (Marine Sanctuaries)

Region/ Province	Municipality/ City	Target Marine Sanctuaries	MOA Signed (Date)	LGU Commitment (P)					
					Assessment of proposed MPA site	Legitimized MPA plan, with ordinance	Delineated/ marked boundaries	Community IEC	Law Enforcement (e.g., deputations, patrols, reporting system)
Central Visayas - Region 7									
Bohol	1. Talibon	2	12/04/02	**	Initial assessment and benchmarking in Aug 2003; follow-up assessment in August 2004.	MPA plan for Sag (33.5 ha) approved by SB and endorsed to PAMB through Res 2004-106 dated Sept 13, 2004; MPA plan for Cataban (19.8 ha) approved by SB	MPA boundaries delineated and marked with bouys.	Consultations and public hearing with communities on MPA plans.	Establishment of concrete guardhouse, solar power; created Cataban Monitoring Team; law enforcement support from fishers organizations and Coastal Law Enforcement Team (CLET).
Cebu	2. Poro	1	04/11/03	**	Initial assessment and benchmarking in Jan 2004.	Management plan of Esperanza MPA (42 ha) approved on Sept. 13, 2004.	MPA boundaries delineated and marked with bouys.	Consultations and public hearing with communities on MPA plans.	Active Bantay Dagat trained by ELAC with Plan International
	3. San Francisco	1	04/11/03	**	Assessment completed June 2004	Management plan of Consuelo MPA (32 ha) approved on Sept. 13, 2004. Ordinance also issued	MPA boundaries delineated and marked with bouys.	Consultations and public hearing with communities on MPA plans.	Active PO and fish wardens in law enforcement; ELAC trained
	4. Tudela	2	04/11/03	**	Assessment and benchmarking done by ReefCheck.	MPA plans for Villahermosa (69.3 ha) and Puertobello (39.1 ha) legitimized Sept 13, 2004.	MPA boundaries delineated and marked with bouys.	Consultations and public hearing with communities on MPA plans.	Fish wardens and Bantay Dagat active with regular budget support from LGU (honoraria and logistics); with support from Plan International; ELAC trained
Sub-Total - Visayas		6	4 LGUs			4 LGUs with 6 MPAs			

Notes: b. Those with "****" have their counterpart funds included in the total LGU CRM counterpart indicated in Table A.1.

Annex 2C. Status in Priority LGUs as of End of November 2004: Forests and Forestland Management

Region/ Province	Municipality/ City	Area of Forestlands (Ha)	MOA Signed (Date)	LGU Commitment (P)	FLUP Milestones				FLUP Implementation Milestones					
					Validated thematic maps and assessment of forests and forestlands status	Stake-holders consensus on land allocation and sub-watershed prioritization	Legitimized FLUP (including implementation budget)	Signed LGU-DENR FLUP implementation MOA	Signed LGU-DENR Co-Mgt Agreement (MOA)	Municipal/ City ENR Office creation	Multi-sectoral forest mgt/ protection group formed	Community IEC	Law Enforcement	Issuance of other tenure instruments
Central Visayas - Region 7														
Bohol	1. San Miguel	585	12/04/02	205,200	Completed	Completed	Legitimized June 15, 2004	FLUP submitted to PAMB to harmonize area						
	2. Talibon**	6,815	12/04/02	666,000		Completed	Legitimized Feb 16, 2004		Signed Mar 11, 2004 covering 580-ha of mangroves. Steering Com mobilized; PMU-in-Charge designated.		IEC ongoing in co-management area.			
	Prov'l Gov't		12/03/02	600,000										
Negros Oriental	3. Sta. Catalina	41,507	03/20/03	688,270	Completed (Dec 2003)	Completed	Legitimized Apr 6, 2004	Signed Sept 8, 2004	Signed Sept 8, 2004 covering 15,000 ha in 22 brgys	MENRO designated				
	4. Bayawan City***	20,245	03/20/03	750,000	Completed (Oct 2003)	Completed.	Legitimized Dec 11, 2003	Signed June 8, 2004	Signed June 8, 2004 covering 14,434 ha in 15 brgys		Ongoing IEC activities			
	5. Dauin	5,279	03/20/03	160,000	Completed (Nov 2003)	Completed	Legitimized May 24, 2004	Agreement reached between LGU, DENR and PNOC on steps to resolve areas under PNOC reservation.						
	6. Bais City***	13,255	03/20/03	800,000	Completed (Dec 2003)	Completed	Legitimized Mar 11, 2004	Signed Sept 9, 2004	Signed Sept 9, 2004 covering 5,665 ha in 27 brgys	City ENRO created. In the process of hiring personnel				
	7. Tanjay	14,554	03/20/03	440,000	Completed (Nov 2003)	Completed.	Legitimized Feb 24, 2004	Signed Sept 9, 2004	Signed Sept 9, 2004 covering 8,555 ha in 15 brgys	City ENRO created. In the process of hiring personnel				
	8. La Libertad***	5,595	03/20/03	400,000	Completed (Nov 2003)	Completed	Legitimized Dec 12, 2003	Signed June 9, 2004	Signed June 9, 2004 covering 5,042 ha in 10 brgys			Ongoing IEC activities		

Annex 2C. Status in Priority LGUs as of End of November 2004: Forests and Forestland Management

Region/ Province	Municipality/ City	Area of Forestlands (Ha)	MOA Signed (Date)	LGU Commitment (P)	FLUP Milestones				FLUP Implementation Milestones					
					Validated thematic maps and assessment of forests and forestlands status	Stake-holders consensus on land allocation and sub-watershed prioritization	Legitimized FLUP (including implementation budget)	Signed LGU-DENR FLUP implementation MOA	Signed LGU-DENR Co-Mgt Agreement (MOA)	Municipal/ City ENR Office creation	Multi-sectoral forest mgt/ protection group formed	Community IEC	Law Enforcement	Issuance of other tenure instruments
Cebu	9. Alcoy	4,974	04/10/03	396,160	Completed (Dec 2003)	Completed	Legitimized Mar 29, 2004	Signed Aug 16, 2004.	Signed Aug 16, 2003 covering 1,769 ha in 7 brgys					Forest wardens of the CBFM PO in Nug-as Forest deputized
	10. Dalaguete*	7,321	04/10/03	274,032	Completed (Nov 2003)	Completed	Legitimized Feb 26, 2004	Signed Aug 25, 2004.	Signed Aug 25, 2003 covering 3,952 ha in 20 brgys	MENRO designated	LGU created Task Force Barangay Bantay Lasang.			LGU signed MOA with Cebu Biodiversity Conservation Foundation for preparation of action plan for 6 brgys identified as wildlife sanctuaries.
	11. Toledo City	5,994	04/30/03	700,000	Completed (Nov 2003)	Completed	Legitimized Sept 14, 2004	Signed Sept 28, 2004	Signed Sept 28, 2003 covering 5,000 ha in 21 brgys					
Sub-Total - Visayas		126,124	12 LGUs	6,079,662			11 legitimized	8 joint MOA	8 co-management agreements					

Annex 2D. Activity Status in Priority LGUs as of End of November 2004: Integrated Solid Waste Management

Region/ Province	Municipality/ City	MOA Signed (Date)	LGU Commitment (P)	ISWM Planning Milestones			ISWM Implementation Milestones								
				Completed solid waste assessment (practices survey and waste characterization)	Consensus on SWM options	Legitimized ISWM plan (including implementation budget)	Functioning ESWM Board	SWM Barangay Committees	Municipal/ City ENR Office creation	SWM ordinances, actions on waste segregation, reduction, recycling	SWM IEC	NTPs for MRFs issued by DENR	NTPs for Disposal Facility (controlled dumpsite) issued by DENR	Assessment of proposed SLF(including Letter of Endorsement)	
Central Visayas - Region 7															
Bohol	1. Tagbilaran City*	04/04/03	546,000	Completed (Dec 2003)	Completed (Feb 2004)	Plan presented and approved by Board (Sept 2004)	Formed; active.				ISWM provisions of the City Environment Code for amendment.		NTP issued last July 2004; materials for MRF already available with funding from Province.	NTP for controlled dumpsite received Nov. 2002; ongoing operations to shift to controlled dump.	Will avail of Metro Tagbilaran SLF. Joint venture with Alburquerque agreed by LCEs; negotiations on terms ongoing.
	2. Dausi	04/04/03	583,000	Completed (Dec 2003)	Completed (Feb 2004)	Plan preparation ongoing.	Formed; active.						Resolution passed requesting NTP for MRF.		Will avail of Metro Tagbilaran common SLF.
	3. Alburquerque*	04/04/03	620,000	Completed (Dec 2003)	Completed (Feb 2004)	Legitimized (Aug 23, 2004)	Formed; active.	11 Barangay Committees formed			Drafting of SWM ordinance ongoing.	Training of Speakers' Bureau conducted with BEMO; ongoing IEC in 3 urban barangays	NTP for MRF issued; construction of central MRF completed (without office yet).		Will host Metro Tagbilaran SLF. MGB 7 issued letter of endorsement last April 16, 2004. LGU allocated P2M for procurement of site. Negotiations for joint venture with Tagbilaran City ongoing. Common SLF approved by PDC on Sept 9, 2004.
	4. Corella	04/04/03	451,000	Completed (Dec 2003)	Completed (Feb 2004)	Drafting of plan ongoing.	Formed; active.	2 Barangay Committees formed				IEC activities focused on 6 out of 8 brgy's, with BEMO assistance	Resolution passed requesting NTP for MRF; also for Prov Gov't assistance for construction materials.	controlled dump approved by MGB Nov19,2004 (thorough hydrogeological and georesistivity study required)	Will avail of Metro Tagbilaran common SLF.
	5. Maribojoc	04/04/03	227,680	Completed (Dec 2003)	Completed (Feb 2004)	Drafting of plan ongoing.	Formed; active.	22 ISWM Committees formed			ISWM ordinance for final reading by SB	Speakers' Bureau formed and conducted IEC in all 22 brgy's	Resolution passed requesting NTP for MRF; also for Prov Gov't assistance for construction materials.		Will avail of Metro Tagbilaran common SLF.
	6. Cortes	04/04/03	128,000	Completed (Dec 2003)	Completed (Feb 2004)	Drafting of plan ongoing.	Formed; active.					Training of Speakers' Bureau conducted with BEMO	NTP issued last July 22, 2004. MRF site inaugurated. Requested Prov Gov't assistance for MRF construction.	Resolution passed requesting NTP issuance	Will avail of Metro Tagbilaran common SLF.

Annex 2D. Activity Status in Priority LGUs as of End of November 2004: Integrated Solid Waste Management

Region/ Province	Municipality/ City	MOA Signed (Date)	LGU Commitment (P)	ISWM Planning Milestones			ISWM Implementation Milestones									
				Completed solid waste assessment (practices survey and waste characterization)	Consensus on SWM options	Legitimized ISWM plan (including implementation budget)	Functioning ESWM Board	SWM Barangay Committees	Municipal/ City ENR Office creation	SWM ordinances, actions on waste segregation, reduction, recycling	SWM IEC	NTPs for MRFs issued by DENR	NTPs for Disposal Facility (controlled dumpsite) issued by DENR	Assessment of proposed SLF (including Letter of Endorsement)		
	7. Panglao	04/04/03	212,500	Completed (Dec 2003)	Further SWM TA not pursued due to changes in direction of new set of LGU officials.		Formed; active.									
	8. Talibon	12/04/02	290,000	Completed (Jan 2004)	Completed (Feb 2004)	Drafting of plan ongoing.	Formed; active.						Resolution passed requesting NTP issuance			Proposed SLF site found to be suitable. Awaiting official report of MGB.
	9. Jagna*	09/30/02	136,000	Completed (Nov 2003)	Completed (Dec 2003)	Legitimized (Aug 16, 2004)	Formed; active.	33 BSWMC formed		ISWM ordinance drafted	Training of Speakers' Bureau conducted; ongoing IEC in 7 brgys	NTP issued by DENR 7 and EMB 7 last July 2004. MRF construction ongoing.				MGB assessment report dated Dec 3, 2002 indicated site meets minimum geological requirements. Some concerns raised. Ongoing search for alternative sites.
	10. Duero	09/30/02	80,000	Completed (Dec 2003)	Completed (Feb 2004)	Drafting of plan ongoing.	Formed; active.									
	Prov't Gov't	12/03/02	600,000													
Negros Oriental	11. Tanjay City*	03/20/03	502,000	Completed (Dec 2003)	Completed (Feb 2004)	Legitimized (Oct 12, 2004)	Formed; active.			Proposal submitted for SP approval						MGB approved site; Nov 16, 2004. synthetic or clay liner as geomembrane
	12. Pamplona	03/20/03	160,000	Completed (Dec 2003)	Completed (Feb 2004)		Formed; active.									
	13. Bais City*	03/20/03	235,000	Completed (Dec 2003)	Completed (Feb 2004)	ISWM plan endorsed by the CDC to the SP	Formed; active.	35 ISWM committees formed		Created thru previous ordinance; ready for funding in 2005						Has existing SLF; established before before EcoGov TA
	14. Amlan	03/20/03	200,000	Completed (Dec 2003)	Completed (Feb 2004)		Formed; active.	8 ISWM committees formed				established composting facility is subject of study tours	Shifted to controlled dump before 2003			
	15. San Jose	03/20/03	59,000	Completed (Dec 2003)	Completed (Feb 2004)		Formed; active.					Application for NTP being prepared.	Shifted to controlled dump before 2003			
	16. Dauin	03/20/03	153,000	Data analysis completed (Dec 2003)	Completed (Feb 2004)		Formed; active.			MENRO designated						Approved to host MetroDumaguete cluster SLF. Negotiations for FS ongoing. Province to fund study.
	17. Sta. Catalina	03/20/03	130,000	Completed (Dec 2003)	Completed (Feb 2004)	Plan preparation ongoing.	Formed; active.			MENRO designated				Ongoing processing of LBP loan for controlled dump establishment		

Annex 2D. Activity Status in Priority LGUs as of End of November 2004: Integrated Solid Waste Management

Region/ Province	Municipality/ City	MOA Signed (Date)	LGU Commitment (P)	ISWM Planning Milestones			ISWM Implementation Milestones							
				Completed solid waste assessment (practices survey and waste characterization)	Consensus on SWM options	Legitimized ISWM plan (including implementation budget)	Functioning ESWM Board	SWM Barangay Committees	Municipal/ City ENR Office creation	SWM ordinances, actions on waste segregation, reduction, recycling	SWM IEC	NTPs for MRFs issued by DENR	NTPs for Disposal Facility (controlled dumpsite) issued by DENR	Assessment of proposed SLF(including Letter of Endorsement)
	18. Bayawan City*	03/20/03	300,000	Completed (Dec 2003)	Completed (Nov 2003)	Legitimized (Aug 17, 2004)	Formed; active.		City ENRO existing before EcoGov TA	Draft of ordinance ready for first reading;submitted by City ENRO to Committee on Laws of SP		Application for NTP submitted to EMB 7. MRF under construction. Composter is under testing.		
Cebu	19. Danao City*	03/17/03	350,000	Completed (Dec 2003)	Completed (Feb 2004)	Legitimized (Sept 21, 2004)	Formed; active.	27 ISWM Committees formed	City ENRO existing before EcoGov TA	MOA with five bulk waste generators signed Sept 17, 2004 for source reduction, segregation and recycling.				2 sites approved by MGB Oct 4, 2004. Further studies needed
	20. Compostela	03/17/03	616,480	Completed (Dec 2003)	Completed (Feb 2004)	Plan preparation ongoing.	Formed; active.	8 ISWM committees formed			IEC activities initiated with assistance from CIDA-funded PCEEM.		Ongoing negotiation with land owner	Ongoing site investigation initiated by MEO, assisted by PCEEM
	21. Toledo City	04/30/03	650,000	Ongoing data analysis. TA to complete data analysis may not be pursued due to organizational and staffing issues that need to be resolved.			Formed; active.							Area 1 approved June 14,2004 though demanding stringent /costly engineering measures
Sub-Total - Visayas		22 LGUs	7,229,660											

Notes: a. The Provincial Government of Bohol has committed P1,183,892 to support ISWM activities of the listed Bohol LGUs.

* Target LGUs for SWM plan completion and legitimization.

Annex 3A. Targets versus Accomplishments in CRM-assisted LGUs in Visayas (as of November 2004)

Performance Indicators	Regional Target	Completed Dec 2003	Target in 2004	LGUs	Biophysical Accomplishment (km coastline)	Status as of October 2004
No. of LGUs with consensus on CTPs of their municipal waters thru individual or joint ordinances	5	1	4		213.4 out of 296.7 km coastline	5 LGUs reached consensus on MWD and legitimized 1 ongoing inter-LGU negotiation 1 ongoing intra-LGU negotiation
				Compostela	6.9	Ordinance 11 s.2003 dtd 11-28-2003 (6.86km) Resolution 166s. 2003 dtd 8-25-2003
				Toledo	27	Ordinance 2004-4 dtd 2-24-04(27 km) Resolution 2003-57 dtd 5-23-2003
				Tudela	15.4	Ordinance 020-S 2003 dtd 7-25-03 (15.4km)
				Talibon	98.9	SB Resolution 2003-102 dtd 9-15-03 (98.9km) NAMRIA response Oct21,2003: needed feedback of B.Unido
				Balamban	20.9	Ongoing Negotiations with Asturias LGU (20.9km)
				Poro	65.2	SB Resolution 2002-203 dtd 10-14-2002 (65.2km) but revisited and LCEs agreement reached during Project life
				San Francisco	(47.2)	LCEs of adjacent LGUs reached agreement ; Resolution withheld by Vice Mayor
				Danao City	15.2	Reached agreement with Compostela but negotiations with Carmen still ongoing
No. of LGUs with overall consensus on their respective CRM zones	4	0	4		101.5 Km	3 LGUs reached municipal-wide consensus on CRM zones
				Poro	65.2	Consensus reached 3-22 to 24-2004
				Tudela	15.4	Consensus reached 6-28 to 29-2004
				Balamban	20.9	Municipal-wide consensus reached on coastal zones
No. of LGUs with legitimized CRM plans	2	0	2	0	80.6 km	2 LGUs with legitimized CRM plans
				Poro	65.2	MDC Res 2 dtd 8/9/2004; SB Res 2004-83 dtd 8-2-2004
				Tudela	15.4	MDC Res 2-2004 dtd 8-17-2004 SB Res 46 dtd 8-23-2004
No. of LGUs with municipal fishery plans and mgt implementation	3	0	3	2	62.4 km	2 LGU with legitimized fisheries plan
				San Francisco	47.2	MDC Res 2 s. 2004 (dtd 9/22/04) SB Res 063-2004 (dtd 9-27-04) SB Municipal Ordinance 2004-024 (dtd9-27-2004)
				Danao	15.2	SB approved dtd 10-04-2004

Performance Indicators	Project Target	Completed Dec 2003	Target in 2004	LGUs-Marine Protected Area	Biophysical Accomplishment	Status as of October 2004
No. of LGUs with legitimized MPA plans and MPA mgt implementation	4	0	4		235.7 km	4 LGUs with legitimized MPAs 6 MPAs with management plans
				Talibon – Cataban (19.8ha)	19.8	SB Res 06 s.2004 dtd 8-9-04 declaring MPA Benchmark (2003) and situation analysis July 2004 Community consultations on elements of MPA plan BDC Res 7-2004 dtd 8-07-04; SB Res awaiting brgy documentation
				Talibon - Sag	33.5	Situation analysis completed July 2004 Community consultations on elements of MPA plan BDC Res 21-2004dtd 8/21;SB 2004-106 dtd 9/13
				Poro - Esperanza	42	MDC Res 2 dtd Aug 9,2004; SB Res 2004-120 dtd Sept 13,2004 SB Ordinance 2004-3 dtd Sept 13,2004
				San Francisco – Consuelo	32	MDC Res 1dtd Aug 12,2004(30 has) SB Res057-2004 dtd Sept 13,2004 SB Ordinance 2004-022 dtd Sept 13,2004
				Tudela – Puertobello	39.1	SB Res 2S-2004 declaring MPA/marked boundaries(30hectares) SB Res 47 series 2004 dtd 8-23-2004(35 ha) SB Ordinance 1 series 2004 dtd 9-13-2004(39.1)
				Tudela – Villahermosa	69.3	SB Res 2S-2004 declaring MPA/marked boundaries (22hectares) SB Res 47 series 2004 dtd 8-23-2004(69.3ha) SB Ordinance 2 series 2004 dtd 9/13/2004

Annex 3B. Targets versus Accomplishments in FFM-assisted LGUs in Visayas (as of November 2004)

Performance Indicators	Regional Target	Accomplishment / Status as of October 2004		Biophysical Milestones as of October 2004
No. of LGUs with completed and approved FLUP thematic maps	11	11 LGUs with FLUP thematic maps (100%)		126,073 ha of forest lands
		Bayawan	Completed	20,245
		La Libertad	Completed;	5,595
		Sta Catalina	Completed	41,507
		Tanjay	Completed	14,554
		Bais	Completed	13,295
		Dauin	Completed	5,279
		Dalaguete	Completed;	7,231
		Alcoy	Completed	4,973
		Toledo	Completed	5,994
		Talibon	Completed;	6,815
		San Miguel	Completed;	585
No. of LGUs with consensus on priority sub-watersheds and forest lands allocation	11	11 LGUs reached consensus (100%)		13 Priority watersheds
		Bayawan	12-2-2003	Bayawan river (out of 6)
		La Libertad	11-27-2003	Pacuan (out of 5)
		Sta Catalina	1-19-2004	Tulong, Sicopong, Kawitan (3 of 9)
		Tanjay	12-13-2003	Tanjay river(out of 4)
		Bais	12-10-2003	Tindog-bato panalaan (out of 4)
		Dauin	3-11-2004	Bolokbolok (out of 4)
		Dalaguete	1-20-2004	Dingayo (out of 9)
		Alcoy	1-19-2004	Madanglog (out of 6)
		Toledo	1-29-2004	Sapangdaku (out of 8)
		Talibon	2-03-2004	Group of Islands (out of 5)
		San Miguel	1-29-2004	Wahig (out of 2)
No. of LGUs with legitimized municipal FLUP	7	11 LGUs with legitimized FLUPs (157%)		29,790 hectares forest cover
		Bayawan	Res 675 dtd. 12-11-03	2,937
		La Libertad	Res 171 dtd 12-12-03;	728
		Dalaguete	Ord.2004-97 dtd 2-26-04	2,057
		Tanjay	Res 74 dtd 2-24-04;	3,680
		Alcoy	Ord. 2004-43 dtd. 3-29-04;	2,355
		Toledo	Res 2004-71 dtd 9-14-2004	1,050
		Sta Catalina	Res 2004-132 dtd. 4-6-04;	4,458
		Bais	Res. 85-04 dtd. 3-11-04 ;	6,376
		Dauin	Res.04-039 dtd. 5-24-04 ;	4,016
		Talibon	Res.2004-14 dtd. 2-16-04;	2,109
		San Miguel	Res.2004-35 dtd. 6-15-04;	24

Performance Indicators	Project Target	Regional Target	Accomplishment / Status as of October 2004		Biophysical Milestones as of October 2004	
No. of DENR-LGU MOAs for joint implementation of approved FLUP	7	7	8 LGU-DENR joint implementation MOA (114%)		113,445 ha forestland	23,032 ha forestcover
			Bayawan	Signed 6- 08-2004		
			La Libertad	Signed 6- 09-2004		
			Dalaguete	Signed 8-25-2004		
			Tanjay	Signed 9-09-2004		
			Bais	Signed 9-09-2004		
			Alcoy	Signed 8-16-2004		
			Sta.Catalina	Signed 9-08-2004		
			Toledo	Signed 9-28-2004		
No. of signed co-management agreements for LGU-managed forestlands	2	2	9 co-management agreements signed (400%)		59,996.5 ha forestland	137 Barangays covered
			Talibon	Signed 3-11-2004	580	5 bgys
			Bayawan	Signed 6-08-2004	14,434	15 bgys
			La Libertad	Signed 6-09-2004	5,042	10 bgys
			Dalaguete	Signed 8-25-04	3,952	20 bgys
			Alcoy	Signed 8-16-2004	1,769	7 bgys
			Sta.Catalina	Signed 9-08-2004	15,000	10 bgys
			Bais	Signed 9-09-2004	5,665	22 bgys
			Tanjay	Signed 9-09-2004	8,554.5	27 bgys
		Toledo City	Signed 9-28-2004	5,000	21 bgys	

**Annex 3C. Targets versus Accomplishments in ISWM-assisted LGUs in Visayas
(as of November 2004)**

Performance Indicators	Project Target	Accomplish-ment (Nov 2004)	LGUs	Status as of November 2004	
				Year completed	
No. of LGUs with completed analysis of solid waste assessment data	21	20		Year completed	20 LGUs characterized
			Jagna	2003	completed
			Bayawan	2003	completed
			Sta. Catalina	2004	completed
			Dauin	2004	Completed
			Bais	2004	Completed
			Tanjay	2004	Completed
			Pamplona	2004	Completed
			Amlan	2004	Completed
			San Jose	2004	Completed
			Danao	2004	Completed
			Compostela	2004	Completed
			Maribojoc	2004	Completed
			Cortes	2004	Completed
			Corella	2004	completed
			Tagbilaran	2004	completed
			Daus	2004	completed
			Alburquerque	2004	completed
			Duero	2004	completed
Talibon	2004	completed			
Panglao	2004	Completed			
Toledo		waste characterization data only			
No. of LGUs with general consensus on options for managing solid wastes at the barangay/ municipal	21	19		Year completed	19 LGUs reached consensus
			Jagna	2003	completed
			Bayawan	2003	completed
			Sta. Catalina	2004	completed
			Dauin	2004	completed
			Bais	2004	completed
			Tanjay	2004	completed
			Pamplona	2004	completed
			Amlan	2004	completed
			San Jose	2004	completed
			Danao	2004	completed
			Compostela	2004	completed
			Maribojoc	2004	completed
			Cortes	2004	completed
			Corella	2004	completed
Tagbilaran	2004	completed			
Daus	2004	completed			

Performance Indicators	Project Target	Accomplishment (Nov 2004)	LGUs	Status as of November 2004
			Alburquerque	2004 completed
			Duero	2004 Draft of report
			Talibon	2004 completed
			Panglao	Assessment only; no analysis
			Toledo	Waste characterization only
No. of LGUs with legitimized ISWM plans with one year workplans	8	6		6 LGUs with legitimized 10-year ISWM plans
			Jagna	ESWM Board Res 1s2004 dtd Aug 2,2004 MDC 01-2004 dtd Aug 5 SB Res 52-08-2004 dtd Aug 16,2004
			Alburquerque	ESWM Board Res 1s2004 dtd Aug 3,2004 MDC 03-2004 dtd Aug 10 SB Res 80 s.2004 dtd Aug 23, 2004
			Tagbilaran	ESWM Board Res 1s.2004 approved Sept 24, 2004; SB approved October 2004
			Bayawan	ESWM Board Res. Dtd 7-21-2004 CDC 8 series 2004 dtd 7-27-2004 SP Res 472 series 2004 dtd 8-17-2004
			Danao	ESWM Board approved dtd 8-27-2004 SP Res dtd 9-21-2004
			Tanjay	ESWM Board approved dtd 09-10-2004 CDC2004-17 and SB 417 dtd 10-12-2004
No. of LGUs with ordinances and actions to reduce, divert, or recycle waste streams via facilities, agreements or other local initiatives	8	8		
			Alburquerque	DENR/MGB LOE-SLF dtd 4-16-04 MetroTagbilaran LGUs reached consensus on Alburquerque as common SLF host site PDC approved 09-09-04
			Bayawan	NTP issued 7-19-2004 – bldg finished minus office DENR/EMB NTP MRF dtd 3-26-04
			Jagna	Draft ordinance NTP-MRF dtd 6-18-04; construction started
			Maribojoc	Draft ordinance Training of IEC Speakers' Bureau (July) Oath taking of trained IEC Speakers Bureau & barangay ISWM committees (June)
			Tagbilaran	NTP-MRF dtd 7-8-04
			Cortes	NTP-MRF dtd 6-18-04
			Danao	MOA with (bulk waste generator), Mitsumi, Jollibee-Danao, Gaisano-Danao, Prince Warehouse-Danao and Tse Guim signed 9/17/04
			Dauin	Positive negotiations between Dauis and other Metro-Dumaguete LGUs as site host for common SLF achieved Sept 20-24 negotiations

Performance Indicators	Project Target	Accomplishment (Nov 2004)	LGUs	Status as of November 2004
No. of LGUs with complete follow-up analysis of first-year improvement in diversion, recycling and reduction of waste stream	4	2	Bayawan	Second round waste characterization (Aug 30- Sept 5)
			Jagna	Second round waste characterization (Aug 26- Sept 1)

**GOVERNING THE ENVIRONMENT IN NORTHERN LUZON
COMPLETION REPORT OF THE NORTHERN LUZON
ECOgov PROJECT TEAM**

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GOVERNING THE ENVIRONMENT IN NORTHERN LUZON¹

COMPLETION REPORT OF THE NORTHERN LUZON EcoGov PROJECT TEAM

I. Regional Context

The Philippine Environmental Governance (EcoGov) Phase 1 Project² in Northern Luzon operated in the provinces of Quirino, Nueva Vizcaya and Aurora and the city of Cauayan in Isabela. These sites include substantial areas alongside the middle section of Sierra Madre Mountain Range, one of the major ecosystems in the country – and known all over the world – that is rich in biodiversity.

The Province of Nueva Vizcaya is recognized as Northern Luzon's watershed haven, demonstrating successful community-based forest management schemes that not only provide socio-economic and ecological benefits to the local communities but to the general population as well (i.e., protection and sustainability of major hydro-electric dams that include the Magat Dam, Casecnan Dam, Adalam Irrigation Facility and the Ambuklao Dam). Nueva Vizcaya, is the first to sign an agreement with the Department of Environment and Natural Resources (DENR) to co-manage the forests. This arrangement, which has been working so far, has made the province a good model for co-management arrangements with the DENR for other provinces to emulate.

The coast of Aurora, which forms part of the Pacific Ocean, is host to a rich marine biodiversity that includes, among others, dugong or sea cow and an array of pelagic and demersal fishes and sea corals. The adjoining mountain and marine resources support the livelihood of a number of indigenous peoples (IPs), such as the Agta and Bugkalot. During the dry season, the IPs depend on fishing to earn a living. During the rainy season (when fishing is dangerous due to the rough seas), the IPs do farming and rely on the bounty of the uplands.

The EcoGov Northern Luzon sites also includes urban areas that are developing into metro hubs and young cities; and with progress and in-migration of people comes the worsening garbage situation that has to be managed well. Improper waste disposal is adversely affecting nearby river and water systems.

Sierra Madre Mountain Range

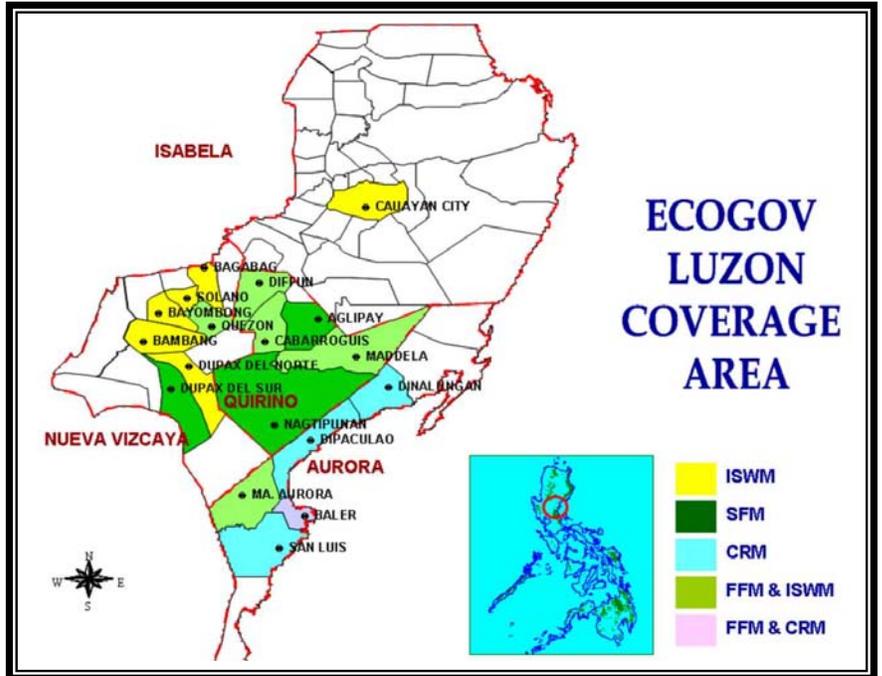
Having a forest cover of 400,000 ha, Sierra Madre is a vital watershed for major hydro-electric infrastructure projects that support Cagayan Valley, Central Luzon and even Metro Manila. The mountain range protects the rest of Luzon from the devastating effects of tropical typhoons coming from the Pacific.

The Sierra Madre Mountain Range is recognized here and abroad as a Biodiversity Corridor with a rich array of endemic flora and fauna. A significant part of the landscape, particularly in Aurora and Quirino, had been declared Protected Areas. Harmonizing Sierra Madre's needs as a protected area and the various interests of communities that have set up settlements in the area continues to be a major challenge.

¹ Written by Dr. Roger Serrano, Northern Luzon Team Leader (with inputs from Bien Dolom, Eleanor Solomon and Gil Villoria).

² The EcoGov 1 Project is part of the USAID-assisted Philippine Environmental Governance Program as defined in the Memorandum of Understanding between the GOP and the USAID.

Over the past decades, unsustainable practices and trends impacted the local natural resources of Northern Luzon. These include illegal fishing, logging, mining and rapid urbanization. In addition, the presence of insurgents, like the New People's Army (NPA), made peace and order condition unstable, limiting government efforts to extend development programs in areas where the insurgents are active. To address environmental degradation, a number of projects have been implemented in the region. These include the Natural



Resources Management Program (NRMP), Governance for Local Democracy (GOLD), Sierra Madre Biodiversity Corridor (SMBC) Project, Debt for Nature Swap, Community Forestry Project for Quirino (CFPQ), Conservation of Protected Area Project (CPAP), Masterplan Project for Magat and Cagayan Watersheds, Northern Sierra Madre Natural Resources Management Project, Cagayan Valley Program for Environment and Development (CVPED), and the Caraballo and Southern Cordillera Agricultural Development (CASCADE) Program. The first three projects (NRMP, GOLD and SMBC) were financed by the United States Agency for International Development (USAID).

The EcoGov Project, another USAID project, came to Northern Luzon to help in the efforts to preserve the rich biodiversity in the area's upland and marine ecosystems, assist in strengthening local government and community programs of protecting and managing their natural resources and environment, and take the opportunity to showcase this experience—that local governments and communities can make a difference in governing the environment—to the rest of the country.

II. Regional Directions, Strategies, Targets, Deliverables and Outputs

The EcoGov 1 technical assistance for Northern Luzon was implemented over a two-year period from December 2002 to November 2004. It covered the three technical areas of coastal resources management (CRM), forest and forestland management (FFM) and integrated solid waste management (ISWM).

EcoGov 1's Northern Luzon Team supported the overall Project aim which was to help revitalize the Philippine economy by fostering improved management of natural resources through good environmental governance that stresses transparency (in all transactions and decisions), accountability (of national and local leaders) and participatory decision making or TAP. This was envisioned to be achieved by

strengthening the ability of local government units (LGUs) to address critical threats to the country's coastal and forest resources (such as illegal cutting and conversion of forest areas, over fishing, illegal fishing and destruction of coastal habitats) and implement an effective ISWM program.

Northern Luzon was allocated a 15 percent share of EcoGov 1 resources while Mindanao got 60 percent and Central Visayas, 25 percent. While project implementation started in Northern Luzon a year after the Mindanao and Visayas offices were established, the Northern Luzon Team, in collaboration with its various partners (see **Annex 1**) was able catch up with the other regional teams in terms of work progress and accomplishments.

Specifically, the directions and targets for EcoGov 1 Northern Luzon Team were:

1. Assist four Aurora LGUs in protecting, developing and managing their coastal resources based on TAP- enhanced and approved plans, agreements and local ordinances for fisheries law enforcement and management of marine protected areas (MPAs). These four LGUs have a total of 166.3 km of coastline.
2. Assist eight LGUs of Quirino, Nueva Vizcaya and Aurora in protecting existing forests from illegal logging and further destruction and carry out actions that will increase investment in plantation, high value crops, and agroforestry based on TAP-enhanced and legitimized FLUPs, co-management agreements and partnership with different stakeholders. The combined forest cover in these LGUs is more than 200,000.
3. Assist 11 LGUs of Quirino, Nueva Vizcaya, Aurora and Isabela in recycling, reducing and diverting their solid wastes in accordance with RA 9003 (Ecological Solid Waste Management Act) based on TAP- enhanced, legitimized and approved ISWM plans.

These were pursued employing various strategies.

Regional Strategies

Targeted selection of LGUs

Being the last regional office to open, the Northern Luzon Team learned much from the experiences of EcoGov in Mindanao and Visayas. While following the principle of self-selection in the identification of LGU partners, the Team intentionally narrowed down the list of prospective local government partners to be invited to the Interactive Assemblies (IA). For instance, in ISWM, the Team focused on the 1st to 3rd class municipalities. In FFM, municipalities with limited forest lands and forest resources were excluded. The pre-selection process reduced the number of prospective partners into a more manageable level, enabling the Team to conduct province-wide IAs where all sectors (CRM, FFM, ISWM) were discussed. This strategy saved the Project, as well as the invited LGU, time, money and other resources. It also enabled the national specialists to come to the region together, allowing them the opportunity to meet regional, provincial and local partners all at the same time.

The final selection of the LGU partners was based on submitted letters of interest (LOI) and the Project's assessment of their capacity to meet the requirements of the

technical assistance. Other considerations were current involvement in other donor projects (i.e., four LGUs who submitted LOIs were already receiving similar technical assistance from the CASCADE Project), and opportunity for inter-LGU collaboration (e.g., four contiguous coastal municipalities in Aurora). Ultimately, the Team agreed to cover four LGUs in CRM, eight in FFM and 13 in SWM. (The latter was further reduced

Clustering LGUs to efficiently deliver technical assistance and promote resource-sharing among LGUs

This strategy was adopted to promote sharing of resources, facilitate agreements on boundary issues and provide a venue for concerted efforts towards resource protection and management. Thus, the four adjacent municipalities of Bayombong, Solano, Bagabag and Quezon in Nueva Vizcaya, were clustered for ISWM TA. These LGUs also intend to share a common landfill facility to be put up in Nalubbunan, Quezon. Following the bay-wide approach to CRM, the Team also clustered the adjacent municipalities of Baler, San Luis, Dipaculao and Dinalungan for the technical assistance on municipal water delineation and the formulation of an inter- LGU fisheries management plan.

Adjusting centrally prepared training modules to suit LGU conditions; coaching of regional staff

For the three sectors (CRM, FFM and ISWM), the training modules that were developed enabled members of the LGU technical working groups (TWG) to learn the step-by-step procedures in resource assessments, mapping and data analysis, community validation, options analysis, development and evaluation of plan components, and the legitimization of resource management plans. It also included some capability building modules for the implementation of the approved plans. While there were already prepared modules for each sector, some modifications and adjustments in the design were done by the Team to consider available resources and level of skills and knowledge of the participants.

Initially, the conduct of the modules for the first batch of LGUs were done jointly by the regional and national specialists, long with assisting professionals (APs) and associates to facilitate familiarization of training methods among the local team counterparts. Subsequently, the Regional Team handled the conduct of most of the modules.

Engaging service providers to speed up the job

Considering the number of LGUs to be assisted and the time and staff limitation of the Project, some service providers (individual and institutional) were engaged to provide technical assistance, with guidance from the Team. This strategy helped the Team meet the LGUs' requirements on time. Individual service providers were hired for all the three sectors, while institutional service providers were tapped for the FFM sector only. The availability of capable NGOs to provide assistance in FFM made it possible to use institutional LSPs for the sector. No institutions were available for the CRM and ISWM sectors, thus, individual service providers, most of whom were from outside the region, were hired.

Building on gains of earlier initiatives

EcoGov built on the gains earlier achieved by previous USAID projects in Nueva Vizcaya. Through the Natural Resources Management Project (NRMP) and GOLD projects, the Province of Nueva Vizcaya was able to forge an agreement with DENR to co-manage a part of the Lower Magat Forest Reserve. Under the co-management arrangement, tenure instruments were issued to local occupants. EcoGov provide support to continue the co-management initiative. It focused on facilitating the generation of investments into the area to enhance its productivity. Work along investment promotion and development of protocols, incentives and contract templates for prospective investors were supported. EcoGov also provided technical assistance and advice to the DENR for the issuance by the DENR Secretary of a Memorandum Order on the application by interested parties for tree farming areas under the Nueva Vizcaya TREE for Legacy Program. This memorandum contained guidelines for the harvest, transport, processing and marketing of timber from these areas.

Linking with local institutional partners

The key partners of EcoGov 1 in the region included national government agencies like the DENR, Bureau of Fisheries and Aquatic Resources (BFAR) and the National Commission on Indigenous Peoples (NCIP) and the Provincial Governments of Nueva Vizcaya, Quirino and Aurora. EcoGov 1 Northern Luzon Team touch based and worked closely with these offices as their goals, targets, mandates and programs complement the Project's thrusts.

The Team coordinated with DENR Regions 2 and 3, through their designated Focal Persons in their Provincial ENR Offices (PENROs). The Team also met regularly with the Regional TWG and EcoGov Focal Group, chaired by the DENR Regional Executive Director (RED), to keep the DENR regional people well informed about EcoGov progress.

The Team coordinated with BFAR in the conduct of training and technical assistance modules that are related to BFAR's mandates and capability building priorities. BFAR provided some trainers and resource persons in EcoGov-assisted activities in Aurora. Also, BFAR deputized LGU personnel trained under EcoGov-assisted law enforcement and other related training activities.

The partnership established with the Provincial Governments of Nueva Vizcaya, Aurora and Quirino worked well as these provinces appointed EcoGov focal organizations/persons to facilitate coordination. For Nueva Vizcaya, it was their Provincial ENRO Office; for Quirino, it was their Provincial Planning and Development Office; and for Aurora, it was their Provincial Fisheries and Aquatic Resources Office (PFARO). Occasionally, representatives of these focal offices and EcoGov Northern Luzon Team met with the Provincial Governors for consultation and update.

Collaborating closely with other related NRM projects in Northern Luzon

EcoGov 1 initiated collaboration with the CASCADE in the preparation of FLUPs and SWM Plans for Nueva Vizcaya LGUs; the SMBC, in the information drive to promote community- based forest management; the Enterprise Works Worldwide, in institutional

strengthening and capability building for CBFM people's organization; and the Cagayan and Magat Watershed Masterplan Project in the development of action plans and policy initiatives for the upland areas and communities in Nueva Vizcaya, Isabela and Ifugao. Such collaborative efforts led to the facilitation of the development of the resource management plans, increase in awareness on EcoGov-related initiatives among different stakeholders, and improved capacity of local NGOs and POs (as a result of training and other activities conducted jointly with partner projects).

Implementing activities while plans are yet to be completed

Preparation of the plans in each of the LGUs took time, as the plans have to be based on results of assessments, communities have to be consulted and the plans themselves have to be validated. But this does not mean that emerging problems need not be addressed or opportunities had to wait until the plans are completed and legitimized. The Team encouraged and assisted LGUs in implementing "doables", such as setting up of an expanded network of junkshops in Nueva Vizcaya and Quirino for the collection and sale of factory "returnables," the forging of institutional arrangement for the composting of LGUs' biodegradable wastes at the Maddela Institute of Technology in Quirino, and the drafting of needed support ordinances. All these and several other implementation activities took place as LGUs were completing their respective plans.

Establishing satellite offices to allow for timely response to LGU demands

EcoGov Northern Luzon established its Regional Office in Solano, Nueva Vizcaya. But to be more responsive in meeting the requirements of partner LGUs, the Team put up satellite offices in Baler, Aurora and in Maddela, Quirino. While overall regional direction and supervision were provided from Solano, liaison work, consultation and coordination with partner LGUs and local institutional partners were being done at the level of satellite offices. One of the benefits of this arrangement was that it resulted in a quicker exchange of information between EcoGov, LGUs and other partners

III. Results and Impacts

Result 1: EcoGov efforts in Northern Luzon contributed significantly to the overall biophysical outputs of the Project.

Overall, the Team was able to accomplish the following:

- 166.3 km of coastline (25 percent of overall EcoGov 1 accomplishments) placed under management. This translates to about 56,000 hectares of coastal areas managed. The region also contributed 2 to the 16 MPAs established with EcoGov technical assistance.
- 157,349 ha of forests covered by legitimized FLUPs and placed under management (56 percent of forest cover in the 20 legitimized FLUPs under EcoGov 1)
- 11 LGUs assisted in ISWM, 5 of whom were able to legitimize their ISWM plans. These 5 LGUs compose 28 percent of total project accomplishments.

Despite the odds (budget reduction, limited time, delays due to elections), the Northern Luzon Team was able to meet most of its targets (**Table 1**). It had some unmet targets in FFM and ISWM, but it is also in these sectors where the Team exceeded some targets (see **Annex 2** for list of LGUs assisted and status of technical assistance).

Table 1. Summary of Northern Luzon outputs and deliverables based on key performance indicators as of November 30, 30, 2004

Key Performance Indicators	Regional Targets per 2004 WP	Accomplishment as of November 30, 2004	Remarks
A. CRM			
1. Number of LGUs with consensus on CTPs of their municipal waters thru individual or joint ordinances		-	This was pursued in the four Aurora LGUs but was not successful as some LGUs would not agree on their CTPs. Thus, this was excluded in the 2004 WP. consensus
2. Number of LGUs with joint (inter-LGU) fishery management and enforcement agreements	4	4	Inter-LGU Fisheries Management Plan (ILFMP) covering the LGUs of Baler, Dipaculao and Dinalungan.
3. Number of LGUs with overall consensus on their respective CRM zones	1	1	
4. Number of LGUs with legitimized CRM plans	1	1	CRM plan for Dinalungan
5. Number of LGUs or communities with legitimized MPA plans and MPA mgt implementation	1	1	With 2 MPAs established in Dinalungan: Mabudo (49 ha) and Ditangol (23.5 ha)
6. Number of LGUs with municipal fishery plans and mgt implementation	1	1	
B. FFM			
1. Number of LGUs with completed and approved FLUP thematic maps	8	8	
2. Number of LGUs with consensus/agreements on priority subwatersheds and forest lands allocation	6	7	
3. Number of LGUs with legitimized municipal FLUP (with approved action plan and budget for initial implementation)	5	3	FLUPs for Nagtipunan and Maddela, Quirino and Baler, Aurora; legitimization of FLUP of Quezon on process.
4. Number of signed DENR-LGU MOAs for joint implementation of approved FLUP	5	2	
5. Number of signed co-management agreements for LGU-managed forest lands (under JMC 2003-01)	-		

Key Performance Indicators	Regional Targets per 2004 WP	Accomplishment as of November 30, 2004	Remarks
C. ISWM			
1. Number of LGUs with completed analysis of solid waste assessment data	11	11	
2. Number of LGUs with general consensus on options for managing solid wastes at the barangay and municipal levels.	11	7	
3. Number of LGUs with legitimized ISWM plans with one year work plans (and approved budget for initial implementation)	3	5	10-Year SWM plans of Diffun, Cabarroguis and Maddela (Quirino) and Bayombong and Bambang (Nueva Vizcaya)
4. Number of LGUs with ordinances and actions to reduce, divert, or recycle waste streams via SWM facilities, agreements, or other local initiatives	3	3	
5. Number of LGUs with complete follow-up analysis of first-year improvement in diversion, recycling, and reduction of waste stream.	1	1	

Other accomplishments include:

1. Forum for potential investors in Lower Magat Forest Reserve.
2. Local ordinances for the implementation of legitimized CRM and ISWM Plans.
3. 48 fish wardens trained and deputized, 7 fish examiners trained
4. Ongoing LGU-based IEC programs in most CRM, ISWM and FFM LGUs.
5. Thirty trained FLUP planners and 20 IEC practitioners.

The list of the LGUs assisted by the Northern Luzon Team

Result 2: Partner LGUs committed to pursue environmental governance initiatives that they have started as evidenced by the funds they have allocated to implement plans developed with EcoGov assistance.

Setting aside budgets. MOAs for collaboration were signed between EcoGov, DENR Region 2 and the selected LGUs at the start of Ecogov operations in Northern

Luzon. To keep the activities going, partner LGUs committed a total of P12,844,692 in counterpart funds.

In addition, LGUs have begun to allocate budgets for the implementation of their legitimized plans. A case in point is the implementation of the ILFMP where each partner LGU contributed funds to finance law enforcement activities in Baler Bay. The same thing is happening in other LGUs that have legitimized FLUPs and SWM plans.

Result 3: Improved governance practices by LGUs and other partners

Establishing accountability centers. To ensure that there is an office or individual that will see to it that planned activities push through, LGUs have created accountability centers/permanent organizations that will implement the plans. In Aurora, partner LGUs that agreed to implement an ILFMP have created their implementing arms, such as the Municipal Law Enforcement Units (MLEUs) and Municipal and Provincial level Monitoring, Control and Surveillance (MCS) Groups. Similar bodies are to be created for the implementation of legitimized FLUPs and SWM plans.

Making decisions based on available information. LGUs are also using available information to make sound decisions. After the resource management plans have been prepared and legitimized, each LGU now has a database that can be used for subsequent decision making and further planning. These include the thematic and related maps, Participatory Coastal Resource Assessment (PCRA) results in Aurora, and the data generated from the comprehensive waste assessments for each LGU.

Practicing transparency. Following the principles of transparency, DENR 2 has posted the procedures and schematic flow in applying for different tenure instruments and permits connected with forest resource utilization. DENR 2 has also used in their planning and decision making information provided by EcoGov on waste assessment and FLUP.

Result 4: Improved protection of coastal resources and SWM practices

Increased awareness about local environmental problems and issues through EcoGov Modules and IEC activities has led to concrete actions.

Practicing recycling. In Nueva Vizcaya and Qurino, more people are now into recycling as well as recovering and selling factory “returnables.”

Protecting their coastal resources. In Aurora, illegal fishers (coming from within and outside the province) are being apprehended.

Result 5: The improved policy environment in the co-managed area in Nueva Vizcaya has increased its potential for private investments.

The review and fine tuning of the regulations and policies for Nueva Vizcaya’s Tree for Legacy and co-management program is leading to its more effective implementation and has created interest from potential investors. The public advertisement for

investments in the area which was supported by EcoGov resulted in the submission of about 16 proposals for investments.

This Nueva Vizcaya Tree for Legacy initiative is now being replicated in the neighboring province of Cagayan.

Result 6: Increased allies and champions in promoting environmental governance; increased demand for good governance

More allies. The formal creation of municipal TWGs that trained and worked together over the past several months in each of the three sectors (CRM, FFM and ISWM) has produced a cadre not only of LGU experts but also of allies and champions that can be relied upon to continue pushing for good ecogovernance. There was an average of 12 TWG members in each sector per LGU. Of these, the females comprise about 40 percent in SWM, 30 percent in CRM and 20 in FFM. This shows significant contribution of the women in planning and decision making as well as in advocacy.

Demand for good governance. With the heightened awareness and consciousness of the local communities on good governance brought about by their participation in EcoGov-initiated public hearings and IEC activities, demand for good governance has also increased. This is illustrated in Dinalungan, Aurora where there has been perennial showdown between the administration and the opposition Sangguniang Bayan (SB) members. At the time when the publicly supported ILFMP was set for SB deliberation and adoption, the opposition SB members began to absent themselves from the SB sessions so that there would be no quorum and hence, the proposed ILFMP would not be discussed. Community members who attended the session—in their frustration about the delaying tactics of the opposition—requested the local police to round up and arrest the absent SB members and bring them to the session hall. The local folk's persistence paid off. The following week, the SB met and deliberated the ILFMP, which was adopted and approved by the council.

Result 7: Improved LGU capability

The Northern Luzon Team, in collaboration with the BFAR, successfully trained and deputized 48 fish wardens and seven fish examiners; also trained 20 Forest Land Use Planners and 20 IEC practitioners in the LGUs. Two other LGU personnel were trained in Municipal Fishery Law Enforcement.

IV. Lessons Learned

Identifying the stakeholders early on and immediately establishing linkage can facilitate people support.

Recognizing the important roles of local stakeholders at all levels is necessary to be able to obtain their support. Thus, it is necessary that these stakeholders (individuals, groups or institutions) be identified early on and linkage be established as soon as possible. Such a strategy would make the stakeholders feel that they are indeed part of the project, and would certainly contribute their share to meet project goals. The DENR,

BFAR, NCIP and other concerned government agencies; the LGUs at the provincial and municipal levels; the local POs and NGOs, all of them have be involved in the project.

There are some valuable resources in the locality that are just waiting to be tapped.

For example, the Provincial Governments of Quirino and Nueva Vizcaya have up-to-date maps that were used for the formulation of the municipal FLUPs. They also have the capability to compose maps based on the needs of their clients.

Local barangay officials and PO leaders and NGOs at the field level are equally helpful in the gathering of primary data and in facilitating the orientations of their constituents in the community. This reduced the Project's expenses and time in conducting municipal-wide data gathering.

Focusing efforts on committed partner LGUs can save precious time and resources.

Not all of the LGUs have the same enthusiasm in formulating their resource use plans. Although they did signify their interests to develop plans with EcoGov, some did not respond proactively to the planned activities. So as not to further delay activities and waste precious time and resources, the Team focused its efforts on assisting those LGUs who were really interested and committed to complete their plans.

Holding trainings/workshops in off-site venues is necessary to get full attention of participants.

Holding training/workshops in off-site venues that are equally comfortable was found to be effective in getting the full concentration/attention of participants. Conducting training on-site, or within the premises of the municipality, proved unproductive as many participants, being LGU staff, have to report to their office first hour of the day to attend to callers or clients. This causes delay in the conduct of the training. At times, some callers even come to the training site, disrupting the concentration of the participants they came to see.

Investing in study tours pays off.

The exposure trips conducted for FFM and ISWM sectors heightened the awareness and interest of the participants about the ways forest and waste management are being done in other places. It afforded them the opportunity to get firsthand information from those people who were actually implementing the FLUP and the ISWM plan. They were also able to see for themselves the progress that other LGUs were doing in these two sectors.

There must be an agreed criteria and process for the selection of the participants to the study tours so that the sending of the "wrong" people is avoided. ("Wrong" in the sense that their regular functions do not directly relate to the subject of the exposure trip, and they are neither members of the TWG or the Board.)

Plan public hearings and legitimization process are valuable.

Though considered time consuming and laborious, the series of consultations and approval process that each plan went through enhanced public ownership of the plans. They also helped in earning the people's support for their implementation.

MENRO establishment necessary to institutionalize efforts.

LGUs have now seen the importance of having a permanent office that will implement environmental plans and other initiatives. Many LGUs are now mulling the creation of a Municipal Environment and Natural Resources Office (MENRO) to push and oversee implementation of their legitimized plans.

Avoid "spreading the butter thinly"

At the start of the project, there were only two EcoGov Luzon Team members who focused on the FFM sector and one on the CRM sector. The limited number of personnel resulted in the decreased presence of EcoGov in many LGUs, many of which were complaining of sporadic visits for technical assistance. LGUs need regular supervision, especially when doing things that are new to them. However, because there was only limited staff and there are a number of LGUs to attend to, the Team could not afford to allow staff to have a prolonged stay in particular LGUs.

For the small grants program, the difficulties and limitations of POs in project implementation must be recognized and addressed.

Most POs have low capability to manage project implementation and grant funding. If the grant program is to continue to include them as potential grantees, PO applicants must be evaluated carefully. The Project may consider adjustments in the grants system so that POs are able to access assistance for the preparation of proposals and implementing the grant agreement.

V. Recommendations for Moving Forward

Looking forward to the continuity of the Project in providing support to local players for the conservation and development of natural resources and management of solid wastes, the following are recommended:

Pursue an all out implementation of the Aurora Inter-LGU Fisheries Management Plan.

This Inter-LGU plan has effected a turn-around in the protection and management of Baler Bay from that of municipality-centered to a bay-wide orientation. As such, the arena for an inter-LGU effort and cooperation has been put in place and should be pursued vigorously.

Put in place sufficient staff complement to be able to respond to the technical support needs of LGU partners.

Assigning two LGUs for one technical staff should be considered to provide adequate and quality time for the LGUs' TWG capacity building and institutionalization of the governance-oriented process within the LGUs' framework for development.

Continue and complete technical assistance for the other LGUs who have not completed their resource management plans because of funding and time constraints in EcoGov 1.

These LGUs expect that EcoGov 2's technical assistance in the completion of their plans as well as in their implementation will push through.

Continue the small grants initiative in partnership with qualified POs and NGOs.

The Project's Small Grants initiative has been acknowledged by partners as a means to effectively reach out to the grassroots for application of learning in environmental governance. It has been helpful in terms of building local capacities and pursuing local development through community-based natural resources management.

Publish and popularize success stories and model cases from Project's different regional sites of EcoGov.

The implementation of EcoGov Phase 1 has generated a good number of success stories on governance-enhanced natural resource management that are worth sharing not only in the Philippines but to other developing countries as well.

Partners from the DENR and other line institutions must assume permanency of membership in the LGU TWGs to ensure continuity.

In many cases, national agencies often change their representatives to the TWGs which require co-members to provide another orientation to the new member. This also hampers the smooth flow of TWG activities as the new member has to be given some time to catch up.

LGU monitoring on the progress of implementation of approved and legitimized plans should be institutionalized to ensure that members of the TWG are made more responsible, accountable and proactive in their involvement.

Members assigned to the TWG should integrate in their present tasks their TWG assignment as one of their work's key result areas.

Build capacity of MENROs and municipal TWG members as well as that of institutional local service providers.

The goal is to have local service providers who are sufficiently trained in environmental governance to help carry on implementation of activities and allow for expansion to other LGUs.

Sustain capability building for DENR personnel with responsibilities directly related to ecogovernance.

This is important especially at the CENRO and PENRO levels, which provide direct technical services to the LGUs.

Maximize use of EcoGov 1-trained manpower by tapping their services to respond to ecogovernance-related needs of LGUs.

Through these trained manpower, the DENR, with the support and partnership of interested municipal LGUs and the academe, can pursue preparation and legitimization of municipal forest land use plans within the region.

Pursue ground implementation of Tree for Legacy Guidelines for expansion, resource use and marketing.

Under the leadership and supervision of the Lower Magat Steering Committee, this can be pursued to widen the resource base for the local forest based industry and to expand economic opportunities.

Pursue resource users' fee in Nueva Vizcaya in collaboration with related projects like RUPES of ICRAF.

With the increasing realization on the dependence of different sectors of the community on watershed resources, introduction and collection of water users' fee with proper approach and IEC campaign may not be as difficult. This may, for instance, start with the water generated from the communal irrigation facilities within the province. The extra collection could be used for forest renewal and watershed rehabilitation.

Continue collaboration with CI, EWWW, Cagayan and Magat Rivers Watershed Project, etc. in watershed resource conservation and enterprise development.

Considering the number of interrelated projects within these large watersheds, there is a need for coordination and complementation among them to enhance synergy.

Potential expansion sites in Region 2 for Phase 2 may include the province of Ifugao.

This is to fully cover the headwater sources for the Magat Dam. There are also highly urbanized areas in Ifugao worth including under the solid waste management technical assistance.

**ANNEX 1. KEY PLAYERS AND PARTNERS IN THE IMPLEMENTATION OF EcoGov
NORTHERN LUZON**

The Northern Luzon Technical Assistance Team

Position/Designation	Name
Regional Team Leader	Dr. Rogelio C. Serrano
Community Uplands Specialist	Buenaventura L. Dolom
Solid Waste Management Associate	Eleanor U. Solomon
IEC Associate	Gil P. Vilorio, Jr.
Assisting Professional for FFM	Ruel C. Lazaro
Assisting Professional for ISWM (N.Vizcaya and Quirino)	Evelyn V. Sagun
Assisting Professional for ISWM (Ma. Aurora & Bambang)	Enerlito D. Pangan
Assisting Professional for CRM	Maricar S. Samson
Assisting Professional for CRM	Pedcris M. Orencio
Northern Luzon Office Manager	Emeterio B. Ramos, Jr.
Administrative Assistant	Osias R. Dacquel
Driver	Claro G. Tiongson
Business Machine Operator/Utility Man	Emilio S. Tabares, Jr.

The DENR EcoGovernance Focal Group (EFG)

Regional Eco-Governance Focal Group (REFG) – 02

Position/Designation	Name
RED, DENR R02	Antonio G. Principe
RD for Environment	Allan L. Leuterio
RTD for Forest Management Services	Laureano Lingan, Jr.
PENRO, Nueva Vizcaya	Roberto C. Apigo
OIC-PENRO, Quirino	Wilfredo Malvar
PENRO, Isabela	Felix Taguba

Regional Technical Working Group

Position/Designation	Name
Regional EcoGov Desk Officer	Alfonso P. Calimag Jr.
Members	Ricardo Soriano
	Anna Cabatbat
	Bernardino Ulep
	Florentino Lingan, Jr.
	Salome G. Bonnit
	Helen Catolos

Regional Eco-Governance Focal Group (REFG) – 03

Position/Designation	Name
OIC RED, DENR R03	Regidor De Leon
RD, BFAR R03	Remedios Ongtangco
RD for Environment	Lormelyn Claudio
RTD for Ecosystems Research and Development Service	Remilio Atabay
RTD for PAWS	Rogelio Trinidad
OIC-PENRO, Aurora	Benjamín Mina

Regional Technical Working Group

Position/Designation	Name
Regional EcoGov Desk Officer	Buenaventura R. Rodrigo, Jr.
Members	Fred Sadueste
	Arthur Salazar
	Pedro Galaban
	Max Milan
	Redentor Laureta

Community Environment and Natural Resources Office

Position/Designation	Name
CENRO, Nagtipunan	Honorio S. Toribio
CENRO, Diffun	Bernard Gordon R. Ignacio
CENRO, Bayombong	Rolando T. Valdez
CENRO, Dupax	Romualdo Villador
CENRO, Ma. Aurora	Jeremias Casal

The Provincial Government Partners

Nueva Vizcaya

Position/Designation	Name
Governor/LMFR Chairperson	Hon. Luisa L. Cuaresma
Representative, Lone District of Nueva Vizcaya (former Governor/LMFR Chairperson – 2001 – mid 2004)	Hon. Rodolfo Q. Agbayani
Board Member	Hon. Merlie G. Talingdan
Provincial ENRO	Francisco T. Tolentino
EMS I, Provincial ENRO	Danilo B. Ramos
EMS I, Provincial ENRO	Rommel C. Tamilag
Senior Agriculturist, OPA	Fidel G. Ballesteros
Provincial Tourism Office	Sharen P. Gonzales
CTIDS, DTI	Alberto D. Pamatian
OIC PA	Pinky Torralba

Quirino

Position/Designation	Name
Governor	Hon. Pedro L. Bacani
PPDC	Dencio A. Pagbilao
PNREO	Yolando Binag
PDO IV, PPDO	Ronel M. Ladia
PEO	Gilda M. Reola
DILG	Ernesto Sadural

Aurora

Position/Designation	Name
Governor	Hon. Bellaflor Angara Castillo
Former Governor (2001-mid 2004)	Hon. Ramoncita P. Ong
Provincial ENRO	Teresa De Luna
PFARO	Victoriano San Valentin
CDA I, PPDO	Teodoro Torio

The Municipal/City LGU Partners

Nueva Vizcaya

Position/Designation	Name
Mayor, Diadi	Hon. Marvic S. Padilla
Mayor, Bagabag	Hon. Nestor Sevilla
Mayor, Solano	Hon. Santy Dickson
Mayor, Bayombong	Hon. John Severino Bagasao
Mayor, Bambang	Hon. Pepito Balgos
Mayor, Dupax del Norte	Hon. Jesús V. Bareng
Mayor, Dupax del Sur	Hon. Romeo Magaway

Quirino

Position/Designation	Name
Mayor, Diffun	Hon. May Granase Calaunan
Mayor, Cabarroguis	Hon. David Richard O. Longid
Mayor, Aglipay	Hon. Leonard Martin
Mayor, Maddela	Hon. Florante T. Ruiz
Mayor, Nagtipunan	Hon. Rosario K. Camma

Aurora

Position/Designation	Name
Mayor, Baler	Hon. Arthur J. Angara
Mayor, Ma. Aurora	Hon. Ariel S. Bitong
Mayor, San Luis	Hon. Mariano Tangson
Mayor, Dipaculao	Hon. Danilo Tolentino
Mayor, Dinalungan	Hon. Marilyn B. Marquez

Isabela

Position/Designation	Name
Mayor, Cauayan City	Hon. Cesar G. Dy

Annex 2A. Status of Priority LGUs as of End of November 2004: Coastal Resource Management (CRM Planning and Fishery Management)

Region/ Province	Municipality/ City	Km of Coast- line	MOA Signed (Date)	LGU Commit- ment (P)	CRM Planning Milestones				Fisheries Management Milestones					
					Jointly agreed inter-LGU MW boundaries	Participatory biophysical and socio-econ assessment	Validated (and with consensus) coastal zones	Legitimized CRM plan (including budget)	Approved municipal fishery mgt plan	Approved inter- LGU fishery mgt plan and agreements	Ordinances establishing fisherfolk registry, licensing and permit systems	Ordinances establishing user fees and incentives	Community IEC	Law Enforce- ment (e.g., deputation, regular patrols, reporting system)
Central Luzon														
Aurora	1. Dinalungan	27.00	07/11/03	1,368,000	Negotiations for inter-LGU MW CTPs suspended temporarily due to non-agreement between some LGUs (i.e., Baler-San Luis, Dipaculao-Dinalungan).	Completed (Sept 2003)	Completed (Sept 2003)	Legitimized in May 2004.		Inter-LGU Fisheries Management Plan approved by respective SBs of the 4 LGUs (Dinalungan- Apr 2004; Baler - Mar 2004; Dipaculao - Feb 2004 and Aug 2004). Final approval of the SB Resolution by the Mayor of San Luis is still pending.	A comprehensive ordinance that will support CRM and ILFM plans was passed in Nov 2004. It covers formation of Monitoring, Control and Surveillance Committee, establishment of trust fund, registration and licensing of fisherfolks, vessels	Ordinance on registration and licensing of boats drafted.	Training on IEC conducted for municipal IEC committees. Followed by action planning for IEC	BFAR has deputized 48 Fish Wardens; 7 more to be deputized. San Luis underwent Law Enforcement Operations Planning to develop system for apprehension, patrolling and reporting of violations, and the creation of Mun Law Enforcement Unit.
	2. Baler	35.20	07/22/03	295,480										
	3. San Luis	54.60	07/29/03	402,000										
	4. Dipaculao	49.50	07/22/03	314,958										
Sub-Total - Luzon		166.30	4 LGUs	2,380,438										

Notes: Kms of coastline are only counted for LGUs which are to undertake any of the three: delineation of municipal waters and its enforcement, CRM planning and fisheries management.

* Target LGUs for CRM plan completion and legitimization

** Target LGUs for municipal fisheries management only

*** Target LGUs for both CRM planning and municipal fisheries management

Annex 2B. Status in Priority LGUs as of End of November 2004: Coastal Resource Management (Marine Sanctuaries)

Region/ Province	Municipality/ City	Target Marine Sanctuaries	MOA Signed (Date)	LGU Commitment (P)	Assessment of proposed MPA site	Legitimized MPA plan, with ordinance	Delineated/ marked boundaries	Community IEC	Law Enforcement (e.g., deputation, patrols, reporting system)
Central Luzon									
Aurora	1. Dinalungan	2	07/11/03	**	Assessment and benchmarking completed in Oct 2003; follow-up assessment in Sept 2004.	Legitimized last Sept. 28, 2004. Support ordinance presented in public hearing. Ordinance was passed Nov 2004.	Coordinates of boundary corners identified. Bouys to be installed.	Ongoing	Active enforcement through regular patrolling
Sub-Total - Luzon		2	1 LGU						

Note: ** with counterpart funds included in the total LGU CRM counterpart indicated in Table A.1.

Annex 2C. Status in Priority LGUs as of End of November 2004: Forests and Forestland Management

Region/ Province	Municipality/ City	Area of Forestlands (Ha)	MOA Signed (Date)	LGU Commitment (P)	FLUP Milestones				FLUP Implementation Milestones					
					Validated thematic maps and assessment of forests and forestlands status	Stake-holders consensus on land allocation and sub-watershed prioritization	Legitimized FLUP (including implementation budget)	Signed LGU-DENR FLUP implementation MOA	Signed LGU-DENR Co-Mgt Agreement (MOA)	Municipal/ City ENR Office creation	Multi-sectoral forest mgmt/ protection group formed	Communitiy IEC	Law Enforcement	Issuance of other tenure instruments
Northern Luzon														
Nueva Vizcaya	1. Dupax Sur	36,572	08/25/03	468,881	Completed	Completed	Plan drafted.						IEC for barangay captains	
	2. Quezon	17,467	05/30/03	245,000	Completed	Completed	Plan endorsed to MDC and SB.		Site for co-management identified				IEC for barangay captains	
Quirino	3. Cabarroguis	16,364	04/29/03	916,011	Completed (Feb 2004)									
	4. Diffun*	19,506	04/29/03	531,100		Completed	Plan for review by SB.						IEC on FLUP among barangay captains conducted	
	5. Aglipay*	13,622	04/29/03	634,818		Completed	Plan for review by SB.							
	6. Maddela*	59,292	04/29/03	747,100		Completed	Legitimized (Sept 20, 2004). Action plan prepared.	FLUP approved by DENR subject to refinement	Initial meetings with barangay officials on identified area.					
	7. Nagtipunan*	139,318	04/29/03	492,184		Completed	Legitimized on 9/23/04	MOA signed; endorsed to NCIP for signature	Community watershed identified for co management					
	Prov'l Gov't			04/29/03		265,390								
Central Luzon														
Aurora	8. Baler	4,579	7/22/03	687,520	Completed	Completed	Legitimized						IEC on FLUP among barangay captains conducted	
	9. Ma. Aurora	n.a.	7/29/03	768,199	LGU was provided orientation on TAP-enhanced FLUP. Further TA on FFM to LGU limited to GIS training so LGU can build its spatial database from databases available in various Aurora projects.									
Sub-Total - Luzon		306,720	11 LGUs	5,756,203										

Notes: * Target LGUs for FLUP completion and legitimization
 ** Target LGUs for co-management agreement
 *** Target LGUs for FLUP and co-management agreement

Annex 2D. Activity Status in Priority LGUs as of End of November 2004: Integrated Solid Waste Management

Region/ Province	Municipality/ City	MOA Signed (Date)	LGU Commitment (P)	ISWM Planning Milestones			ISWM Implementation Milestones							
				Completed solid waste assessment (practices survey and waste characterization)	Consensus on SWM options	Legitimized ISWM plan (including implementation budget)	Functioning ESWM Board	SWM Barangay Committees	Municipal/ City ENR Office creation	SWM ordinances, actions on waste segregation, reduction, recycling	SWM IEC	NTPs for MRFs issued by DENR	NTPs for Disposal Facility (controlled dumpsite) issued by DENR	Assessment of proposed SLF (including Letter of Endorsement)
Northern Luzon														
Nueva Vizcaya	1. Bayombong	07/07/03	70,000	Completed (June 2004)	Completed (Mar 2004)	Legitimized Oct 2004	Reconstituted (Feb 2003); active.				Comprehensive SWM Ordinance drafted	IEC campaign ongoing	Ongoing NTP processing	Ongoing NTP processing
	2. Bambang*	07/07/03	26,200	Completed (Feb 2004)	Completed (July 2004)	Legitimized Oct 2004	Reconstituted (Dec 2002); active.					IEC campaign ongoing	Ongoing NTP processing; completed bidding of materials for construction of MRF.	Ongoing NTP processing
	3. Quezon	05/30/03	338,200	Completed (Feb 2004)			Reconstituted (Mar 2004); active.							
	4. Dupax del Norte	06/02/03	1,516,200	Completed (Jan 2004)	Completed (June 2004)		Reconstituted (Mar 2004); active.					IEC campaign ongoing		
	5. Bagabag	05/30/03	75,000	Completed (Feb 2004)			Reconstituted (July 2003); active.							
	6. Solano	07/07/03	860,449	Completed (Jan 2004)			Created (Oct 2002); active.					IEC campaign ongoing		
	Prov'l Gov't	07/07/03												
Isabela	7. Cauayan City	12/03/03	300,000	Completed (Feb 2004)			Reconstituted (Feb 2004); active.							
Quirino	8. Diffun*	04/29/03	150,000	Completed (Nov 2003)	Completed (Feb 2004)	Legitimized June 2004	Reconstituted (May 2003); active.	2 Brgy. SWM Committees formed (Rizal and Aurora)			Comprehensive SWM Ordinance drafted	IEC campaign ongoing	LGU allocated P350,000 for MRF establishment	Ongoing NTP processing
	9. Maddela*	04/29/03	150,000	Completed (Nov 2003)	Completed (Feb 2004)	Legitimized June 2004	Reconstituted (May 2003); active.	2 Brgy. SWM Committees formed (Poblacion Norte and Poblacion Sur)		Comprehensive SWM ordinance drafted; collaboration with Maddela Inst of Tech - Composting Center formalized through a MOA signed Sept 21, 2004			Ongoing NTP processing	
	10. Cabarroguis*	04/29/03	368,651	Completed (Nov 2003)	Completed (Feb 2004)	Legitimized July 2004	Reconstituted (May 2003); active.						Ongoing NTP processing	
	Prov'l Gov't	04/29/03	230,290											
Central Luzon														
Aurora	11. Ma. Aurora	08/19/03	633,061	Completed (Jan 2004)	Completed (July 2004)		Reconstituted (Oct 2003); active.							
Sub-Total - Luzon			13 LGUs	4,718,051										

Notes: The MOA with the Nueva Vizcaya Prov'l Gov't does not have a budget. The LGU however gave assurance that financial support will be provided to EcoGov activities in the province (placed as P390,000 for both ISWM and FFM).

* Target LGUs for SWM plan completion and legitimization.