REPUBLIC OF THE PHILIPPINES HOUSE OF REPRESENTATIVES Quezon City

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SEVENTEENTH CONGRESS First Regular Session

House Bill No. 1509

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Introduced by MAGDALO Party-List Representative HON. GARY C. ALEJANO

Explanatory Note

According to the Department of Environmental and Natural Resources, of the more than 70 mangrove species in the world, around 46 species are identified to occur in various parts of the Philippines. Mangroves are a vital part of the coastal and marine ecosystem. They serve as habitat for diverse species of marine creatures and even wildlife. They are also needed for water quality protection and maintenance and as food-web support. Mangrove forests also serve as cushion from impact of strong winds and as protection against soil erosion. These ecological functions of mangroves ultimately have economic benefits.

However, in recent years, the number of mangrove forests has been decreasing. In a 2012 report of the Bureau of Fisheries and Aquatic Resources (BAFR), there are only 117,000 hectares of mangrove forests remaining from the 500,000 hectares in 1918. Mangrove forests remaining along Philippine coasts today only cover less than one-third of their original area. During the 1960s and 1970s, most mangrove forests were either converted into fishponds or reclaimed for residential and industrial purposes. Aside from this, local government units and residents along the coasts lack the understanding of mangrove management.

Recognizing the ecological and economic benefits of mangroves, it should be the policy of the state to protect and preserve the mangrove forests in the country. Through setting aside specific areas for mangroves, we will be able to ensure that the people will continue to enjoy the benefits offered by mangrove systems.

This measure seeks to establish mangrove reservation areas in all coastal municipalities. It also intends to create a national steering committee that will be responsible in pursuing programs and projects aimed to preserve, protect, and rehabilitate mangrove forests, as well as in drafting a national plan for conservation and rehabilitation. Furthermore, this measure will penalize any act causing the destruction and depletion of mangrove trees.

In view of the foregoing, approval of this measure is earnestly sought.



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SEVENTEENTH CONGRESS First Regular Session

House Bill No. 1509

Introduced by MAGDALO Party-List Representative HON. GARY C. ALEJANO

AN ACT

PROVIDING FOR THE CONSERVATION, REFORESTATION, AND REHABILITATION OF MANGROVE FORESTS IN THE PHILIPPINES, AND PROVIDING PENALTIES THEREFOR

Be it enacted by the Senate and House of Representatives of the Philippines in Congress assembled:

SECTION 1. Short Title. - This Act shall be known as "National Mangrove
Forest Conservation and Rehabilitation Act".

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6 7 Sec. 2. *Declaration of Policy*. - It is hereby declared the policy of the State to effectively manage the mangrove resources of the country to restore and conserve biodiversity and to ensure the sustainability of their biological and ecological integrity as well as their ability to provide ecological goods and services.

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Sec. 3. Definition of Terms. — For purposes of this Act;

- (a) Coastal areas refer to the band of dry land and adjacent ocean space (water and submerged land), the terrestrial processes and uses thereof directly affecting oceanic processes and uses and vice versa and whose geographic extent may include areas within a landmark limit of one (1) kilometer from the shoreline at high tide to include mangrove swamps, brackish water ponds, nipa swamps, estuarines, sandy beaches and other areas within a seaward limit of two hundred (200) meters isobaths to include coral reefs, algae flats, seagrass beds and other soft bottom areas;
- (b) *Illegally constructed fishponds* refer to fishponds constructed within public lands without (he required Fishpond Lease Agreement (FLA) with the Bureau of Fisheries and Aquatic Resources (BFAR) as well as fishponds which have been built within a greenbelt zone which, as provided by existing laws, are strips of mangrove or

- swamplands at least fifty (50) meters wide, along shorelines facing oceans, lakes, and other bodies of water, and strips of land at least twenty (20) meters wide facing lakes;
- (c) Littoral zone refers to die part of the sea that is close to die shore which extends from the high water mark, which is rarely inundated, to shoreline areas that are permanently submerged;
- (d) *Mangrove forest* refers to forested intertidal ecosystems that are occupied by salt-tolerant woody plants with morphological, physiological, and reproductive adaptations that enable them to colonize littoral zones;
- (e) Mangrove reservation areas refer to portions of coastal areas which have been set aside exclusively for the purpose of mangrove forest conservation and reforestation;
- (f) *REDD-plus* refers *to* reducing emissions front deforestation and forest degradation. It is a proposed incentive system for reducing greenhouse gas (GHG) emissions in which industrialized countries would provide financial incentives for forested developing countries to manage and protect forests to reduce their GHG emissions. The plus refers to the increased removal of GHGs through conservation of forest carbon stocks, sustainable management of forests, and enhancement of forest carbon stocks.
- (g) Reforestation refers to the planting of mangrove and mangrove associate species along degraded or denuded mangrove areas; and
- (h) *Rehabilitation* refers to reforestation of mangrove areas including the physical and ecological restoration of reverted fish ponds to mangrove forests.

SEC. 4. Establishment of Mangrove Reservation Areas. - There shall be established and set aside in all coastal areas in each municipality portions of land solely for the conservation, protection, reforestation and rehabilitation of mangrove forests. All natural stands of mangrove forests and regenerating abandoned ponds shall automatically form part of the reservation areas. The local government units (LGUs), together with the Provincial Environment and Natural Resources Office (PENRO) and the BFAR local office, where the mangrove areas are located shall take the lead in the identification, survey, zonification and mapping of all mangrove areas, segregating areas that are still forested, severely denuded or degraded including abandoned, undeveloped and underutilized fishponds. A resource management plan for these

mangrove areas shall be prepared, adopted, and implemented by concerned LGUs in collaboration with the Department of Environment and Natural Resources (DENR).

Coastal communities residing within the vicinity of mangrove forests may engage in non-extractive and biodiversity-friendly activities that are compatible with mangrove forest rehabilitation within mangrove reservation areas such as ecotourism, traditional gleaning of shellfish, and collection of honey. For this purpose, LGUs and people's organizations (POs) may enter into agreements such as comanagement and community-based forest management (CBFM) agreements with the DENR, respectively: *Provided*, That the cutting of mangrove trees and other associated plants therein, whether naturally growing or planted, is strictly prohibited.

Sec. 5. Establishment of the National Steering Committee for the Conservation and Rehabilitation of Mangrove Forests (NSCCRMF'). -There is hereby established a National Steering Committee for the Conservation and Rehabilitation of Mangrove Forests (NSCCRMF), hereinafter referred to as the National Steering Committee, which shall be attached to the DENR. The DENR shall provide secretariat support to the National Steering Committee.

The National Steering Committee shall be composed of eleven (11) members consisting of the following or their designated representatives;

- (a) The Secretary of the DENR who shall act as Chairperson;
- (b) The Secretary of the Department of the Interior and Local Government (DILG) as Co-chairperson;
 - (c) The Secretary of the Department of Agriculture (DA) who shall act as Vice Chairperson;
 - (d) The Vice Chairperson of the Climate Change Commission;
 - (e) The Secretary of the Department of Science and Technology (DOST);
 - (f) The Director General of the National Economic and Development Authority (NEDA);
 - (g) The Administrator of the National Mapping and Resources Information Authority (NAMR1A);
 - (h) A representative from the academe to be appointed by the Commission on Higher Education (CHED) upon the recommendation of the former's peers;

1	(1) A representative from accredited nongovernment
2	organization (NGOs) conducting programs on sustainable mangrove
3	forest management to be recommended by the DENR Secretary;
4	(j) A representative from an association of professional marine scientists;
5	and
6	(k) A representative from flsherfolk organizations or cooperatives to be
7	recommended by the National Fisheries and Aquatic Resources
8	Management Council (NFARMC).
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10	Sec. 6. Powers and Functions of the National Steering Committee The
11	National Steering Committee shall have the following powers and functions:
12	(a) To review existing policies and conduct studies on mangrove forest and its
13	conservation;
14	(b) To prepare a comprehensive plan for the conservation, reforestation, and
15	rehabilitation of mangrove forests and denuded or degraded mangrove areas;
16	(c) To oversee the identification, mapping and reversion of all abandoned,
17	undeveloped, underutilized fishponds covered by FLAs to the jurisdiction of the
18	DENR and the rehabilitation of such areas;
19	(d) To oversee the identification of illegally constructed fishponds and their
20	rehabilitation without prejudice to the filing of appropriate charges against those
21	responsible for their construction;
22	(e) To establish the guidelines in identifying the areas to be declared as
23	mangrove reservation areas;
24	(f) To identify and delineate the boundaries of coastal areas which shall form
25	part of the mangrove reservation areas;
26	(g) To monitor and evaluate the condition of mangrove forests all over the
27	country and to submit a report to Congress every other year;
28	(h) To exercise control and supervision over all the Local Steering Committees;
29	(i) To approve and submit to the People's Survival Fund Board, created under
30	Republic Act No. 10174, proposals for funding of mangrove reforestation and
31	rehabilitation projects submitted by the Local Steering Committees; and
32	(j) To recommend the necessary rules and regulations to be promulgated by the
33	DENR.

Sec. 7. National Mangrove Forests Conservation and Rehabilitation
Plan (NMFCRP). - The National Steering Committee shall, within six (6) months
from the effectivity of this Act, convene its members and formulate a National
Mangrove Forests Conservation and Rehabilitation Plan (NMFCRP),

The NMFCRP shall, at the minimum, contain the following;

- (a) An inventory of the status of mangrove forests all over the country, including those which have been converted to other uses;
- (b) An inventory of all fishponds covered by FLAs, illegally constructed fishponds, and areas released to BFAR but for which no FLAs were awarded;
- (c) Identification of mangrove reservation areas for each province, city and municipality to be prioritized for conservation, reforestation, and rehabilitation based on vulnerability to storm surges, tsunamis and similar calamities. Such identification shall be completed within one (1) year from the adoption of the NMFCRP;
- (d) An operational plan for the rehabilitation or reforestation of mangrove reservation areas with appropriate species and to a level that is sufficient to reduce, if not neutralize, the impact of storm surges, tsunamis and similar calamities to local inhabitants and their properties, as well as to provide their essential ecological services. Such operational plan shall indicate the quantitative or qualitative targets and the time period within which to complete such reforestation or rehabilitation;
- (e) An operational plan for the reversion of abandoned, undeveloped, underutilized, and illegally constructed fishponds, as well as those released to the BFAR for fishpond purposes but for which no FLAs were issued, to the jurisdiction of the DENR;
- (f) An operational plan to conserve mangrove forests, determine the causes of their conversion, and prevent their further conversion to other uses; and
- (g) A monitoring and evaluation system for the reforestation and rehabilitation of mangrove forests all over the country.

SEC. 8. Local Steering Committee for the Conservation and Rehabilitation of Mangrove Forests (LSCCRMF). ~ A Local Steering Committee for the Conservation and Rehabilitation of Mangrove Forests (LSCCRMF), hereinafter referred to as the Local Steering Committee, shall be established in each of the municipalities where at least one (1) reservation area has been identified. Each Local Steering

Committee shall be chaired by the Community Environment and Natural Resources

1	Officer(CENRO) under whose jurisdiction the reservation area is located, with the
2	following members:
3	(a) A representative of the municipal government concerned;
4	(b) A representative or representatives from a barangay or barangays under
5	whose jurisdiction the reservation area is located;
6	(c) A representative from an accredited NGO;
7	(d) A representative from the private sector; and
8	(e) A representative from fisherfolk organizations or cooperatives to be
9	recommended by the Municipal Fisheries and Aquatic Resources Management
10	Council (MFARMC).
11	The CENRO shall provide secretariat support to the Local Steering Committee.
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13	SEC. 9. Powers and Functions of the Local Steering Committee The Local
14	Steering Committee shall have the following powers and functions:
15	(a) To implement and enforce the NMFCRP laid down by the National Steering
16	Committee within its jurisdiction;
17	(b) To carry out the general administration and day-to-day implementation of
18	the Local Mangrove Forests Conservation and Rehabilitation Plan (LMFCRP);
19	(c) To secure the mangrove reservation area from illegal and destructive
20	activities which would endanger the successful implementation and viability of the
21	NMFCRP and LMFCRP;
22	(d) To monitor and evaluate the condition of local mangrove forests and to
23	submit a report to the National Steering Committee every other year;
24	(e) To submit proposals to the People's Survival Fund Board, created under
25	Republic Act No. 10174, for funding of mangrove reforestation or rehabilitation
26	projects as part of Climate Change Adaptation through the National Steering
27	Committee; and
28	(f) To perform such other powers and functions as may be designated by the
29	National Steering Committee.
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31	Sec. 10, Local Mangrove Forests Conservation and Rehabilitation Plan
32	(LMFCRP) The Local Steering Committee shall, within six (6) months from the
33	receipt of the NMFCRP, convene its members and come up with an LMFCRP.
34	The LMFCRP shall, at the minimum, contain the following:

- (a) An inventory of the status of mangrove forests within the municipality, including those which have been converted to other uses;
- (b) An inventory of all fishponds covered by FLAs, illegally constructed fishponds, and areas released to the BFAR but for which no FLAs were awarded;
- (c) Identification of mangrove reservation areas within the municipality to be prioritized for conservation, reforestation, and rehabilitation based on vulnerability to storm surges, tsunamis and similar calamities. Such identification shall be completed within one (1) year from the adoption of the LMFCRP;
- (d) An operational plan for the reforestation or rehabilitation of mangrove reservation areas with appropriate species and to a level that is sufficient to reduce, if not neutralize, the impact of storm surges, tsunamis and similar calamities to local inhabitants and their properties, as well as to provide their essential ecological services. Such operational plan shall indicate the quantitative or qualitative targets and the time period within which to complete such reforestation or rehabilitation;
- (e) An operational plan for the reversion of abandoned, undeveloped, underutilized, illegally constructed fishponds, as well as those released to the BFAR for fishpond purposes but for which no FLAs were issued, to the jurisdiction of the DENR;
- (f) An operational plan to conserve mangrove forests, determine the causes of their conversion, and prevent further conversion of mangroves to other uses; and
- (g) A monitoring and evaluation system for the reforestation and rehabilitation of mangrove forests within the municipality.

Sec. 11. Abandoned, Undeveloped, Underutilized Fishponds in Mangrove Areas Covered by FLAs Awarded by BFAR, Illegally Constructed Fishponds, and Areas Released to BFAR but for Which No FLAs Were Awarded. - The FLAs of all abandoned, undeveloped, underutilized (AUU) fishponds shall be cancelled by the DA through the BFAR and the area turned over to the jurisdiction of the DENR. All illegally constructed fishponds within mangrove forests shall also be identified by the DENR with the assistance of the Local Steering Committee, without prejudice to the filing of appropriate charges against the offending parties. Mangrove areas that were released to the BFAR but for which no FLAs were awarded shall also revert to the jurisdiction of the DENR for reforestation and rehabilitation. The DENR shall exert all efforts to rehabilitate such fishponds or mangrove areas which have been reverted to its jurisdiction or illegally converted to other uses.

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2	SEC. 12. Validation Validation of the results of monitoring and
3	evaluation of reforestation and rehabilitation of mangrove forests, including the survival
4	rate in each municipality or city, shall be done by a disinterested private entity.
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6	SEC. 13. Proper Valuation and Compensation for Ecosystems Services The
7	DENR shall formulate and institute appropriate mechanisms for proper valuation and
8	fair and comprehensive pricing of ecosystems services provided by mangrove forests.
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10	SEC.14. Prohibited Acts The following acts shall be prohibited;
11	(a) Cutting, uprooting or destroying any mangrove tree;
12	(b) Dumping of waste within mangrove reservation areas;
13	(c) Construction or reclamation activity within mangrove reservation
14	areas;
15	(d) Illegal fishing activities that will result in the damage and destruction
16	of mangrove forests;
17	(e) Conversion of mangrove forests into ponds;
18	(f) Maintenance of illegal fishponds;
19	(g) Preventing DENR personnel from removing illegal structures or
20	QFAR personnel from reverting abandoned fishponds;
21	(h) Planting mangroves on seagrass beds, mud flats and sand flats; and
22	(i) Other acts or activities that will result in the damage or destruction of
23	mangrove forests.
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25	SEC. 15. Penalties Any person, natural or juridical, found guilty of
26	violating any provision of this Act or its implementing rules and regulations shall, upon
27	due process, be penalized with a fine in the amount of not less than two hundred
28	thousand pesos (P200,000.00) but not more than one million pesos (P1,000,000,00), or
29	with imprisonment of not less than one (1) year but not more than six (6) years, or both,
30	at the discretion of the court: Provided, That if the area requires rehabilitation or
31	restoration, as determined by the court, the offender shall also be required to restore or

If the offender is an association or corporation, the president or manager and the officer who has direct knowledge over the offense shall be held liable under this Act.

compensate for the restoration of the damage.

- **Sec. 16.** *Citizen's Suit.* Any citizen may file an appropriate civil, criminal, or administrative action in the proper court against;
 - (a) Any person who violates or fails to comply with the provisions of this Act or its implementing rules and regulations;
 - (b) The DENR or other implementing agencies with respect to orders, rules and regulations issued inconsistent with this Act; or
 - (c) Any public officer who willfully or grossly neglects the performance of an act specifically enjoined as a duty by this Act or its implementing rules and regulations; or abuses authority in the performance of duty; or in any manner improperly performs duties under this Act or its implementing rules and regulations. However, no suit can be filed until after thirty (30) days notice has been given to the public officer or the alleged violator concerned and such officer or violator does not take appropriate action upon such notice.

- Sec. 17. Forest Guards. In order to secure the mangrove reservation area from illegal and destructive activities, the Local Steering Committee and the LGU, under whose jurisdiction the mangrove reservation area is located, shall employ the services of forest guards who shall be tasked with the responsibility to guard and police the areas. The Local Steering Committee and the LGU may also deputize members of POs as mangrove reservation area forest guards. The forest guards and deputized members of POs shall undergo orientation and training with the DENR. They shall also have the authority to arrest those caught violating the provisions of this Act or its implementing rules and regulations under the following circumstances:
- (a) When the person to be arrested has committed, or is actually committing a violation, in the presence of the forest guard or deputized member of PO; and
- (b) When an offense has, in fact, just been committed and the forest guard and the deputized member of the PO has personal knowledge of facts indicating that the person to be arrested has committed the violation.

In the event that any of the forest guards or a member of the deputized PO is found to be guilty of nonfeasance, misfeasance or malfeasance, the forest guard or guards or member of the deputized PO concerned and the officials of the Local Steering Committee and the LGU, by virtue of the principle of command responsibility, shall be held liable for the violations and shall be prosecuted in accordance with administrative

laws without prejudice to any criminal and/or civil liabilities provided for under existing laws.

SEC, 18. Special Account for Mangrove Management and Mangrove Conservation and Rehabilitation Fund.- The valuation mentioned in Section 13 of this Act shall serve as the basis of the Local Steering Committee for charging fees for the use of mangrove forest ecosystem services such as ecotourism, permits for fishing boats, docking fees, and carbon trading.

For mangrove forests inside protected areas, revenues generated from the abovementioned activities shall accrue to the corresponding Integrated Protected Areas Fund (IPAF) created under Republic Act No. 7586, as amended by Republic Act No. 10629, or the National Integrated Protected Areas System (NIPAS) Act.

For mangrove forests outside protected areas, revenues generated from the abovementioned activities shall be managed under the following scheme:

- (a) Seventy-five percent (75%) of the revenues generated shall accrue to a Special Account for Mangrove Management created by the LGU where the mangrove forest is located. The Special Account under the LGU Fund shall be created through an ordinance indicating that the revenues accruing to the Special Account shall be utilized solely for mangrove management including, but not limited to:
 - 1) Employment of forest guards;
 - (2) For the general administration and day-to-day operation, protection, maintenance, management, and implementation of the LMFCRP; and
 - (3) Duly approved projects endorsed by the National Steering Committee.

Provided, That, except for hiring of forest guards, the Special Account shall not be used to cover other Personnel Services expenditures. Expenditures chargeable against said Special Account shall be subject to existing accounting, budgeting, and auditing rules and regulations.

(b) Twenty-five percent (25%) of the revenues generated will accrue to the Mangrove Conservation and Rehabilitation Fund which shall be managed by the National Steering Committee. The criteria and conditions for the utilization of the Fund shall also be determined by the National Steering Committee subject to existing accounting, budgeting, and auditing rules and regulations.

Disbursement from the Mangrove Conservation and Rehabilitation Fund shall be made solely for the protection, maintenance, administration, and management of mangrove forest areas, operational expenses of the National Steering Committee, expenses on the preparation of the NMFCRP, and duly approved projects endorsed by the National Steering Committee in the amounts authorized by the DENR; *Provided*, That the Fund shall not be used to cover Personnel Services expenditures and purchase of motor vehicles.

The Local Steering Committee, the LCDs, and the DENR may solicit and receive donations, endowments, and grants in the form of contributions for the Special Account for Mangrove Management and the Mangrove Conservation and Rehabilitation Fund.

Sec, 19. Tax Exemption. - AH grants, bequests, endowments, donations, and contributions made to the Local Steering Committee, the LCDs, and the DENR to be used actually, directly, and exclusively for the Special Account for Mangrove Management and the Mangrove Conservation and Rehabilitation Fund shall be exempt from donor's tax and the same shall be allowed as deduction from the gross income of the donor for purposes of computing the taxable income of the donor in accordance with the provisions of the National Internal Revenue Code of 1997, as amended.

SEC. 20. Payments for Reducing Emissions from Deforestation and Forest Degradation (REDD-plus). - All LGUs and POs involved in preventing deforestation and sequestering carbon in mangrove forests shall have an equitable share in the proceeds of the United Nations Programme on REDD-plus payments. The capacity of the Local Steering Committee and the POs shall be developed to enable them to properly value and monitor their mangrove forest resources as basis for equitable sharing in REDD-plus payments.

Sec. 21. *Appropriation.*- The Secretary of the DENR shall immediately include in the Department's program the implementation of this Act, the funding of which shall be included in the annual General Appropriations Act.

SEC. 22. Implementing Rules and Regulations. ~ The DENR shall promulgate the implementing rules and regulations (IRR) for this Act within six (6)

months after the effectivity of this Act; *Provided*, That rules and regulations issued by other government agencies and instrumentalities for the conservation, reforestation, and rehabilitation of mangrove forests not inconsistent with this Act shall supplement the rules and regulations issued by the DENR pursuant to the provisions of this Act.

The draft of the IRR shall be published and be subject to public consultation with affected sectors. There shall be a mandatory review of the IRR and standards set pursuant to the provisions of this Act by the National Steering Committee every five (5) years.

SEC, 23, Joint Congressional Oversight Committee. - There is hereby created a Joint Congressional Oversight Committee (JCOC) to monitor the implementation of this Act and to review the IRR promulgated by the DENR for a period not exceeding three (3) years from the effectivity of this Act. The JCOC shall be composed of five (5) Senators and five (5) Representatives to be appointed by the Senate President and the Speaker of the House of Representatives, respectively. The JCOC shall be cochaired by the Chairpersons of the Committee on Environment and Natural Resources of the Senate and the Special Committee on Reforestation of the House of Representatives.

The secretariat of the JCOC shall be drawn from existing personnel of the Senate and House of Representatives committees comprising the JCOC,

SEC. 24. Separability Clause. — If, for any reason, any section or provision of this Act shall be declared to be unconstitutional or invalid, the other sections or provisions not affected thereby shall remain in full force and effect.

Sec. 25. Repealing Clause. ~ All laws, presidential decrees, executive orders, rules and regulations or parts thereof which are inconsistent with the provisions of this Act are hereby repealed or modified accordingly.

Sec. 26. Effectivity. - This Act shad take effect fifteen (15) days after its publication in the Official Gazette or in a newspaper of general circulation.

Approved,