



MARINE PROTECTION SYSTEM PLAN FOR EIGHT LOCAL GOVERNMENT UNITS IN SOUTHERN LEYTE, THE PHILIPPINES



INVESTIGATIVE LEADS AND REPORT WRITING

WILDAID

Mike Cenci, Senior Law Enforcement Consultant
Jay Udelhoven, Project Manager

COLLABORATORS

Rare

Municipalities of Silago, Hinunangan, Hinundayan, Anahawan,
San Juan, Saint Bernard, Liloan, and San Ricardo

Philippines Department of Agriculture – Bureau of Fisheries and
Aquatic Resources

Philippines National Police

Philippines National Police – Maritime Group

Philippines Coast Guard

GRAPHIC DESIGNER

Theo Chilicas, *Swerve Creative Inc.*

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ASSESSMENT METHODOLOGY

This plan represents the work of a multi-national team and was carried out in 2022 and 2023. Research methods were developed and applied by WildAid in cooperation with Rare. Interviews were carried out with representatives of the following entities: the municipalities of and barangays within Hinunangan, Hinundayan, Anahawan, San Juan, and Saint Bernard; the Philippines Department of Agriculture – Bureau of Fisheries and Aquatic Resources; the Philippines National Police (from provincial, local, and Maritime Group units); the Philippines Coast Guard; and Oceana. The Philippine Fisheries Code of 1998 (Republic Act No. 8550), Republic Act No. 10654 (amending No. 8550), Implementing Rules and Regulations of Republic Act No. 8550 as amended by Republic Act No. 10654, and the Fisheries Law Enforcement Manual of Operations (FLEMO 2015 and 2017) served as vital source documents for prohibitions, policies, and operating procedures.

The assessment would have been far more difficult had it not been for Rare's in-country relationships and assistance in furthering our understanding of the operational environment. We extend our immense appreciation for their professionalism and dedication to the mission.

Funding for the assessment, planning, and follow-up implementation was graciously provided by the Minderoo Foundation.

ABOUT WILDAID MARINE

WildAid Marine's mission is to build well-enforced and sustainable marine environments by empowering local stakeholders to protect their marine resources. With over 25 years of on-the-ground experience, we have refined an approach to marine life protection that elevates law enforcement capability, strengthens regulations, allows fisheries to recover, deters illegal fishing, and encourages positive economic opportunity for local communities. Our proven model strengthens the five key elements of a complete and successful Marine Protection System for measurable improvement in compliance. It can be customized to meet local needs and scaled to reach hundreds of sites around the world. Together with our partners, WildAid Marine is working to make the promise of MPAs and fishery sustainability a reality by amplifying regional leadership skills and compliance techniques that enable replenished fish stocks, abundant wildlife, and thriving coastal communities. www.wildaid.org/marine.

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ACRONYMS

DA-BFAR	Department of Agriculture - Bureau of Fisheries and Aquaculture Resources
DAO	Department of Agriculture Administrative Order
DENR	Department of Environment and Natural Resources
FLEMOP	Fisheries Law Enforcement Manual of Operations
FMA	Fishery Management Area
FTO	Field Training Officer
GDP	Gross Domestic Product
IRR	Implementing Rules and Regulations
IUUF	Illegal, Unreported, and Unregulated Fishing
LGU	Local Government Unit (Municipality, City, or Province)
MOP	Manual of Operations
MPA	Marine Protected Area
MPS	Marine Protection System
NGA	National Government Agency
NM	Nautical Mile
NGO	Non-Governmental Organization
PCG	Philippine Coast Guard
PN	Philippine Navy
PNP	Philippine National Police
PNP-MARIG	Philippine National Police - Maritime Group
RA	Republic Act
SOP	Standard Operating Procedure

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EXECUTIVE SUMMARY

A marine fisheries enforcement gap assessment was conducted as the third phase of a six-phase project aimed at adequately protecting the coastal and marine areas of eight municipalities in the Southern Leyte Province of the Philippines. As part of the assessment, we analyzed the country's relevant legal framework and evaluated the capabilities and available resources of enforcement entities.

Our findings are presented in this Marine Protection System (MPS) plan, where we recommend strategies and actions intended to strengthen the existing compliance system in a practical, affordable, and feasible manner. Implementing partners and stakeholders were encouraged to review draft findings, provide essential input, and adopt the plan as their own. Ultimately, the strategies identified in this plan cannot be successful without their full support, engagement, and ownership of the plan.

Our findings are based in part on interviews conducted with members of national, provincial, municipal, and barangay entities tasked with marine enforcement duties. Non-governmental organizations (NGOs) and fishing community representatives were also interviewed. Through the assessment, we attempted to understand several critical aspects of the current and future enforcement scenario, including: 1) authority, jurisdiction, and distribution of agency personnel; 2) availability and status of personnel and equipment; 3) distance of relevant government personnel relative to the project area; and 4) where we might launch action items, such as implementing new technology, deploying new patrol vessels, undertaking joint training, and conducting joint operations.

Our team found capable individuals amongst all sectors and communities that are ready and willing to protect the marine environment. However, multiple factors have contributed to undermining critical components of a functional marine protection system, including the destructive effects of typhoons, the COVID-19 Pandemic, and political turnover. In addition, unnecessarily constraining enforcement protocols may have been employed in some areas which could have led to missed opportunities to detect violations and, thus, increased non-compliance. We also noted some operational gaps that could be improved through inter-agency planning and tasking.

The Philippines has a long history of local government and fishing community participation in vigilance programs. While this presents a high degree of jurisdictional complexity and presents operational security challenges, at the same time, the scheme is a force multiplier that can enhance the presence of limited law enforcement resources. To be an effective approach, however, finding ways to increase trust, communication, and collaboration, and sustain long-term cohesion between the different national, provincial, municipal, and barangay entities will be paramount.

With additional support, the Department of Agriculture - Bureau of Fisheries and Aquaculture Resources, Philippine National Police, Philippine National Police - Maritime Group, and Philippine Coast Guard could further assist and help improve fishery violation deterrence, detection, and investigations within the project area. Enhancements or clarifications to enforcement authorities, inter-agency coordination, basic equipment, patrol vessels and adequate fuel budgets, protective gear, and training will be necessary if the project area's marine resources are to be effectively managed and protected.

Where possible, efforts were made in the MPS plan's strategies and actions to avoid dramatic changes by recommending improvements that fit within the existing agencies, legal structures, and processes. As a result, the strategies and action items herein are suggested as near-term, medium-term, and long-term activities that need to occur to establish a well-functioning law enforcement program for the project area.

Meetings and a workshop with relevant entities were used to review the draft MPS Plan and solicit input and gain buy-in. This resultant finalized MPS Plan is intended to be used as an implementation framework and guideline. Implementation of agreed upon initiatives will improve marine resource protection and professional law enforcement responses. During this ongoing process, monitoring and evaluation of efforts will be used by WildAid, Rare, and other partners to further elevate our understanding of the law enforcement scenario. Adaptation to approaches will consequently be necessary to ensure objectives are met. WildAid and Rare will also take advantage of strategic opportunities, regardless of project phase, to pursue such items as equipment procurement, training, and infrastructure establishment.

I.O / PLAN OBJECTIVE

This MPS Plan provides a roadmap for improved fisheries law enforcement in the marine and coastal waters under the jurisdiction of eight Local Government Units¹ (LGUs) within the Southern Leyte Province of east central Philippines (see Figure 1). This MPS Plan is not intended to replace or duplicate existing plans, as there are many. Instead, this plan will rely on and augment existing plans, many of which are based on solid ideas, while serving as an implementation guide for partnership efforts.

Because many of the elements of this MPS Plan are transferrable, implementation will not only improve the abilities of relevant marine enforcement entities to elevate compliance within the project area, but also complement efforts to control illegal, unreported, and unregulated fishing (IUUF) generally. The plan is based on an assessment of current compliance and enforcement efforts in the project area, which included a literature review, interviews of enforcement entity representatives, analysis of existing strategies, and site visits.



Figure 1: Project Location with the Philippines.

1 Local Government Units (LGUs) in the Philippines can be a province, city, municipality, or Barangay, each of which are increasingly smaller administrative government units. A province can have one or more cities and almost always has several municipalities within its boundaries whereas cities and municipalities both have Barangays (villages or districts) within them. The distinction between a city and a municipality is based on several factors, one of which is population size. Cities generally have 150,000-200,000 residents or more while municipalities generally have fewer than 150,000-200,000 residents. (Cities in the Philippines at a Glance, https://legacy.senate.gov.ph/publications/AAG%20on%20cities_FINAL_nov%20%202028.pdf; Local Government Code of the Philippines, https://www.dilg.gov.ph/PDF_File/reports_resources/dilg-reports-resources-2016120_fce005a61a.pdf).

1.1 WILDAID METHODOLOGY

With over 25 years of on-the-ground organizational experience and over 150+ years of cumulative enforcement staff experience, WildAid has embraced an approach for building effective, well-enforced marine protection systems that deter illegal fishing, strengthens enforcement of regulations, allows fisheries to recover, and encourages positive economic opportunity for local communities. To accomplish this, we work closely with governments, non-profits, and other local stakeholder groups around the world.

At each of our sites, we guide our partners through our six-phase process, “the Blueprint for Marine Protection Success,” to achieve meaningful and sustainable conservation outcomes (see Figure 2). This MPS Plan represents Phase 3 of the process. Our replicable model empowers our partners to create comprehensive, self-sustaining Marine Protection Systems that discourage illegal activities and provide meaningful improvements in enforcement and compliance.



Figure 2: Blueprint for Marine Protection System Development.

Our proven MPS model strengthens the five key elements of a complete and successful marine protection system (see Figure 3). The MPS Plan can be customized and scaled to meet local needs to discourage illegal activity and encourage law-abiding behavior. Our blueprint process helps partners address and strengthen all five elements. By the time a site becomes a regional leader, they will have demonstrated successful marine enforcement and protection in areas within their jurisdictions.



Figure 3: Elements of a Complete Marine Protection System

SURVEILLANCE AND ENFORCEMENT

Marine and coastal areas need surveillance systems and patrol resources to find and catch poachers. We tailor recommendations based on local needs.

POLICIES AND CONSEQUENCES

We work with lawyers, judges, and governments to strengthen laws and ensure meaningful consequences for poaching and other illegal activities.

CONSISTENT FUNDING

We develop long-term budgets that streamline operating costs and create new revenue streams to ensure the MPS has consistent, long-term funding.

TRAINING AND MENTORSHIP

Staff must understand the system, their responsibilities within it, and how to operate and maintain tools. We provide training, mentorship, and professional development to build local capacity.

COMMUNITY ENGAGEMENT

We empower fishers, tourism operators, and local communities to participate in the management of their marine resources. We help law enforcement officials educate their communities on the value of their marine environment, design awareness campaigns to foster understanding and buy-in for new enforcement strategies, and support community-based management strategies

Sustainable marine and coastal area management cannot succeed without effective enforcement and compliance efforts. Establishing a comprehensive Marine Protection System and respect for the rule of law are the cornerstones of sustainable marine and coastal ecosystem management and mandatory for long-term success.

2.0 / CHARACTERISTICS OF THE AREA AND CONTEXT

2.1 LOCATION & SIZE

The project area includes approximately 1,414 square kilometers of marine and coastal waters lying immediately seaward of eight LGUs/municipalities (hereafter referred to as “LGU waters”) within the Southern Leyte Province of the Philippines (see Figure 4).² From north to south, the LGUs consist of the municipalities of Silago, Hinunangan, Hinundayan, Anahawan, San Juan, Saint Bernard, Liloan, and San Ricardo. City and municipal LGUs in the Philippines are responsible for the management and protection of adjacent marine and coastal waters out to a maximum of 15 kilometers. The LGU waters within the project area include 36 small, locally managed marine protected areas (MPAs) totaling approximately 1,215 hectares, representing less than 1% of the LGU waters (see Table 1).³ The entirety of the project area lies within the greater Fisheries Management Area (FMA) 8 (see Figure 5). FMA 8 includes seven provinces, 51 coastal LGUs, and a total of 14,090 square kilometers of marine and coastal waters.



Figure 4: Project Area showing LGU Lands and Waters

TABLE I. AREA OF LGU WATERS AND LOCAL MPAS

MUNICIPALITY	HECTARES OF LGU WATERS	# LOCAL MPAS	HECTARES OF LOCAL MPAS	% LGU WATERS AS LOCAL MPAS
Silago	25,557	5	160	0.6%
Hinunangan	23,280	5	203	0.9%
Hinundayan	16,090	3	91	0.6%
Anahawan	19,758	3	52	0.3%
San Juan	6,231	9	44	0.7%
Saint Bernard	2,778	5	84	3.0%
Liloan	20,500	5	559	2.7%
San Ricard	27,160	1	22	0.1%
TOTAL	141,354	36	1,215	0.9%

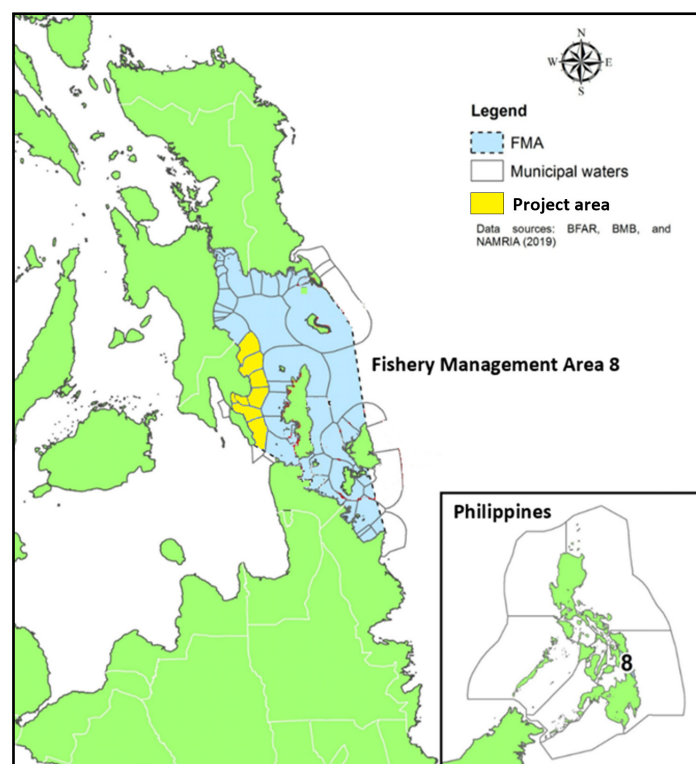


Figure 5: FMA 8

² www.karagatanpatrol.org

³ Note that the LGU-designated MPAs are under review and may expand and/or change between 2024-2027.

2.2 BIODIVERSITY INFORMATION

The marine and coastal areas of the Philippines are known for their biodiversity and ecological significance. Positioned in Southeast Asia, the Philippines is an archipelago comprised of over 7,000 islands, making it one of the most island-rich nations globally. Located within the Coral Triangle, the Philippines is part of the epicenter of global coral reef ecosystem diversity. The Philippines itself is known for hosting nearly ten percent of the world's coral reefs. Approximately 93% of these vibrant coral ecosystems thrive within the country's territorial seas. Beyond the coral reefs, the coastal regions include expansive mangrove forests, contributing to marine habitats. Mangroves, integral to the coastal environment, serve as essential breeding and nursery grounds for diverse marine species. This diverse array of marine habitats fosters a variety of marine life, establishing the Philippines as a key hotspot for marine biodiversity globally.

The project area itself lies in the Southern Leyte Province, which is situated within the Eastern Visayas region of the Philippines (east central Philippines). The coastal and marine ecosystems of this province offer a nuanced mosaic of biological diversity. Southern Leyte's fish biodiversity showcases a diverse array of reef-associated species, including parrotfish (Scaridae), surgeonfish (Acanthuridae), and butterflyfish (Chaetodontidae). The coral reefs in Southern Leyte, comprised of 72 genera and 118 species,⁴ exhibit remarkable species diversity, predominantly featuring hard corals from families such as Acroporidae and Pocilloporidae. The fish diversity within the reef ecosystem encompasses 51 families, 228 genera, and 542 species.⁵ The overall reef condition ranges from poor to excellent. The area's mangroves include species such as *Rhizophora* spp. and *Avicennia* spp., which serve as critical habitat structure and breeding grounds for fish and other coastal organisms. Mangroves in the province include 20 genera and 30 species.⁶ Seagrass areas in Southern Leyte are characterized by a diverse composition of seagrass species, including, but not limited to, *Enhalus acoroides*, *Thalassia hemprichii*, *Halophila ovalis*, and *Halodule uninervis*.

Specific to the project area, the bathymetry and distribution of coral reefs, mangroves, and seagrass can be found in Figure 6. The nearshore coral reefs and seagrass areas are found primarily in the four northern LGUs (Silago, Hinunangan, Hinundayan, Anahawan), while mangrove areas are found primarily in the four southern LGUs (Saint Bernard, San Juan, Liloan, and San Ricardo). Silago and Hinunangan both have small shallower areas offshore, the latter of which surround two small offshore islands and include both coral reefs and seagrass areas.

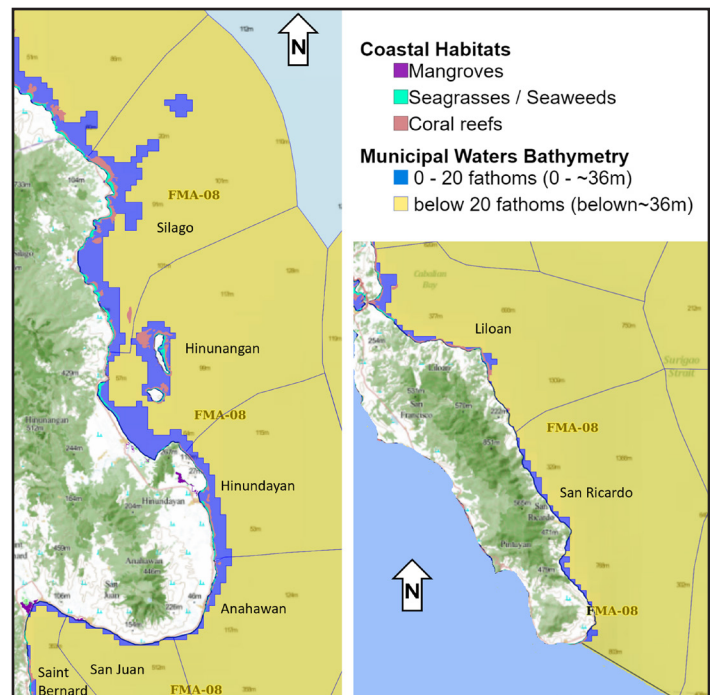


Figure 6: Project Area Coastal Habitats and Bathymetry⁷

⁴ <https://southernleyte.gov.ph/marine-resources/>

⁵ <https://southernleyte.gov.ph/marine-resources/>

⁶ <https://southernleyte.gov.ph/marine-resources/>

⁷ <https://www.karagatanpatrol.org/>

2.3 COMMUNITY

As of 2020, 140,754 people reportedly lived within the project area's eight municipalities (see Table 2).⁸ Of these, approximately 7% are registered fisherfolk.⁹ Southern Leyte's economic foundation, however, is rooted in agriculture, with a primary focus on two major crops: coconut and palay (rice).¹⁰ While the province exhibits suitability for various crops, the actual cultivation is limited and lacks a commercial scale. Notably, the total area under cultivation in Southern Leyte has experienced a declining trend. This decrease in agricultural production can be directly attributed to the frequent occurrence of natural calamities, particularly typhoons, floods, and droughts.

TABLE 2. PROJECT AREA POPULATION AND REGISTERED FISHERFOLK

MUNICIPALITY	TOTAL POPULATION**	REGISTERED FISHERFOLK***	PERCENTAGE
Silago	12,152	1,170	10%
Hinunangan	29,149	1,203	4%
Hinundayan	12,398	758	6%
Anahawan	8,429	594	7%
San Juan	14,912	1,825	12%
Saint Bernard	28,414	1,519	5%
Liloan*	24,800	1,781	7%
San Ricardo*	10,500	869	8%
TOTAL	140,754	9,719	7%

* This LGU also includes FMA 09

** <https://southernleyte.gov.ph/>

*** FMA 8 Profile, DA-BFAR

2.4 TOURISM

Tourism exists and contributes economically within the project area, but to a lesser extent than agriculture. Much of the project area's tourism focuses on upland areas (e.g., waterfalls, historical and pilgrimage sites) and events, as opposed to coastal and marine areas. The most popular marine-based tourism activities within the province are scuba diving and snorkeling (and increasingly whale watching), but most of this occurs in the southernmost project area LGUs. The predominate coastal and marine-related tourism occurring within the eight municipalities of the project area focuses on the beaches, surfing, San Pedro and San Pablo Islands, a coastal rock formation and underwater cave, and sea turtles. While sport fishing is an option for tourists within the project area, it is not an overly common attraction.

8 <https://southernleyte.gov.ph/>

9 FMA 8 Profile, DA-BFAR.

10 <https://southernleyte.gov.ph/major-products/>

2.5 INFRASTRUCTURE

In general, the Philippines is a developing country in which public infrastructure and services are better in more urban areas when compared to more rural areas. Considering this, the project area itself is comparatively rural in nature. The area's public infrastructure, however, includes requisite paved and unpaved roads, bridges, government buildings, hospitals, and utilities. Much of the area's infrastructure, though, especially near the coastline, was heavily impacted by the 2021 typhoon. Some areas are still visibly under repair or in a state of disrepair.

Within the project area, functional seaports are located in the San Juan, Saint Bernard, and Liloan municipalities. The closest airport is in the City of Maasin, located approximately one hour from the closest point in the project site. Typical private homes in the project area often feature single-story structures with pitched roofs, utilizing materials like concrete, wood, bamboo, and galvanized iron. Electricity is generally available. Freshwater is available but, in some areas, not potable. Internet and mobile phone connectivity are not widely available in public areas. In terms of human waste, centralized sewage systems exist in some areas, but individual septic tanks and pit latrines are common. It's doubtful that much of the area's sewage is treated prior to being discharged into the environment.

In terms of infrastructure directly related to marine law enforcement, many of the area's 36 locally managed MPAs within the project area reportedly once had a watch tower located on the adjacent coastline that was used by Barangay personnel to watch over the MPAs. Reportedly, nearly all of the watch towers were damaged during the 2021 typhoon, and all remain unserviceable. Many of the local patrol teams' boats were also damaged beyond repair and have since not been replaced.

2.6 FISHING CHARACTERISTICS

Within the project area, the major marine fishing grounds are Hinunangan Bay and Cabalian Bay.¹¹ Species caught throughout the area include skip jack tuna, striped mackerel, Spanish mackerel, round scads, anchovies, sardines and flying fish.¹² Shellfish such as lobsters, shrimps, prawns, crabs, clams, and mussels are also caught. Table 3 shows the dominant species caught in the entirety of FMA 8, of which the project area is a part. Of these, Shorthead Anchovy, are by far the dominant species.

TABLE 3. DOMINANT SPECIES CAUGHT IN FMA 8¹³

COMMON NAME	SCIENTIFIC NAME	% CATCH BY VOLUME
Shorthead Anchovy	<i>Enerasicholina heteroloba</i>	23.6%
Spotted Sardinella	<i>Amblygaster sirm</i>	5.19%
Yellowfin Tuna	<i>Thunnus Albacares</i>	4.83%
Skipjack Tuna	<i>Katsuwonus pelamis</i>	4.16%
Bigeye Scad	<i>Selar crumenophthalmus</i>	3.84%
Bartch's Squid	<i>Uroteuthis bartshi</i>	2.37%
Bali Sardines	<i>Sardinella lemuru</i>	2.28%
Yellowtail Fusiller	<i>Caesio cuning</i>	2.17%
Kawa - Kawa	<i>Euthynnus affinis</i>	1.60%
Indian Mackerel	<i>Rastrelliger kanagurta</i>	1.59%

The province's fishing communities are actively involved in several fishing practices, including commercial, marine municipal, inland municipal, and aquaculture.¹⁴ The fishermen employ an assortment of fishing gears, both passive and active, such as gill nets, scoop nets, beach seines, bottom set gill nets, ring nets, fish corrals, fish pens, fish pots/traps, hook and line, jiggers, gleaning, needle fish fishing, pole and line, spears/spear guns, trammel nets, super lights, and troll lines. Despite this variety of methods, the annual fish catch has been steadily decreasing, falling short of satisfying the provincial demand. The diminishing catch is influenced by various factors, notably the impacts of climate change.

The 2021 typhoon damaged over 8,000 motorized and non-motorized boats. By 2022, the province registered 6,190 motorized boats and 10 commercial boats, reflecting the aftermath of the typhoon's impact on the local maritime infrastructure.

Non-commercial fishing, undertaken by “fisherfolk,” is conducted mostly within the 15 km limit of the LGU-managed waters and within this, primarily near the shoreline. Fisherfolk are required to register at the municipality that is responsible for management of the LGU-specific waters. Some LGUs allow ‘outside’ fisherfolk (fisherfolk who live in another LGU) to fish within their waters and some do not. Typical non-commercial fishing vessels often reflect the region's traditional fishing practices and the local needs of its coastal communities. While variations exist, fishing vessels in Southern Leyte often feature an outrigger design which provides stability while underway. The outriggers, locally known as “bangka” or “baroto,” are lateral floats attached parallel to the main hull. The vessels also typically have a single hull, constructed using local materials such as wood or fiberglass. The deck of the vessels is open and unencumbered, providing space for fishermen. Many non-commercial fishing boats rely on manual propulsion methods, including paddles or oars. Some may use small outboard motors.

All “commercial” fishing (as defined by boat gross tonnage) is prohibited within 10 kms of the shoreline. Within and outside of LGU-waters, commercial fishing is regulated as follows:

- 0-10 kms: No commercial fishing allowed.
- 10.1-15 kms: Small and medium commercial vessel fishing allowed; large commercial vessel fishing not allowed.¹⁵
- 15+ kms: All commercial vessel fishing allowed.¹⁶

Within the LGU-managed project waters, fishing and related-violations can be characterized as:

- Most fishing occurs at night.
- Most fishing is by local, non-commercial fisherfolks.
- Most commercial fishing (using lights at night) takes place July-Sept.
- Most common verbally reported violations are non-local (i.e., residents of other LGUs), non-commercial fisherfolks who are fishing without a fishing license, without a boat license/permit, and/or with illegal gear (e.g., spear guns and compressors).
- Top documented fishing violations within the entirety of FMA 8 are: 1) Trawling; 2) Fine mesh net; and 3) Dynamite.¹⁷
- Illegal commercial fishing is reportedly most prominent in the San Ricardo LGU waters in the southernmost extent of the project area.

The last observational point above is reinforced by data collected at the national level via Visible Infrared Imaging Radiometer Suite (VIIRS). VIIRS is a satellite sensor that can detect fishing boats that employ bright lights to attract fish at night. Lights, due to their size and brightness, that are detected by VIIRS are assumed to be

¹¹ <https://southernleyte.gov.ph/major-products/>

¹² <https://southernleyte.gov.ph/major-products/>

¹³ FMA 8 Profile, DA-BFAR.

¹⁴ <https://southernleyte.gov.ph/major-products/>

¹⁵ “Large commercial vessels” are greater than three gross tons.

¹⁶ Fishery Law Enforcement Operations Plan for FMA 8 (2021).

¹⁷ Fishery Law Enforcement Operations Plan for FMA 8 (2021).

associated with commercial fishing vessels. While VIIRS may not detect all commercial fishing vessels for a variety of reasons, it does give an indication of where commercial fishing is taking place and at what scale. Figure 6 shows VIIRS data collected between 2021-2023 for the project area and immediate surrounding areas. For the three-year period shown, there is a single data point indicating one incidence of night-time, lighted, commercial fishing in Anahawan while several incidents are indicated in San Ricardo, at the southern extreme of the project area. As Figure 7 indicates, illegal commercial fishing within the project area is relatively minimal when casually compared to other nearby fishing grounds.

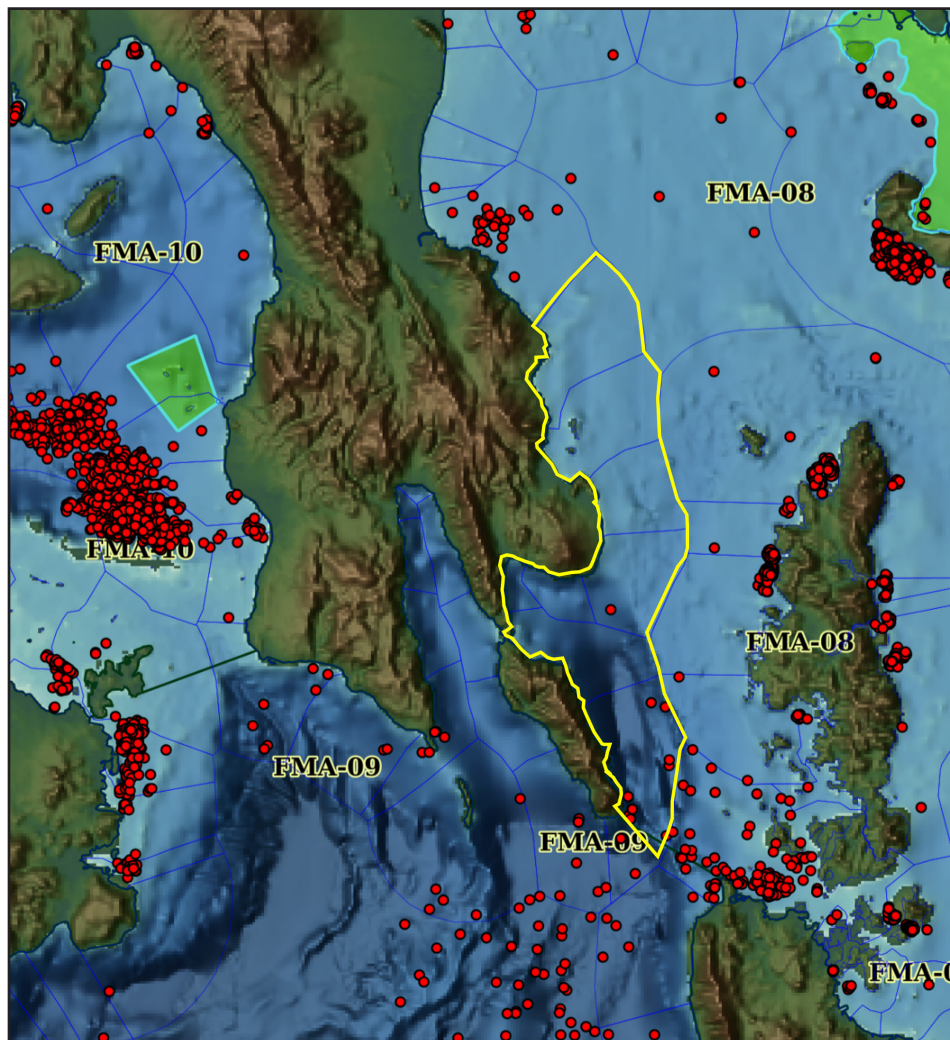


Figure 7: VIIRS Boat Detection¹⁴

In 2024, DA-BFAR and Rare collaborated with six of the eight LGUs within the project area (Silago, Hinunangan, Hinundayan, Anahawan, San Juan, and Saint Bernard) to assess the prevalence, vulnerability, and responses to IUU fishing within the project area using the Philippine IUU Fishing Index and Threat (I-FIT) Assessment Tool. The I-FIT assessment confirmed the fishing-related issues as generally described above.

¹⁴ <https://www.karagatanpatrol.org/>

3.0 / ANALYSIS OF ENFORCEMENT CAPACITY

3.1 ENFORCEMENT FRAMEWORK

Overall, solid foundational and functional laws as well as adequate authorities and operating procedures appear to be in place to control marine fisheries in the Philippines. Numerous documents exist that inventory these laws, regulations, policies, and frameworks for the Philippines and, more specifically, for FMA 8 (see Table 4). Many of these same documents, in addition to others, also identify the roles and responsibilities of entities involved in marine fisheries law enforcement (see Table 4).

Pertinent legal guidance and procedures for fisheries law enforcement is contained in an 89-page document, the Fisheries Law Enforcement Manual of Operations (FLEMOP), which implements the rules and regulations for Republic Act (RA) 10654, or the act that amended RA 8550, otherwise known as the Philippine Fisheries Code of 1998. The implementing rules and regulations (IRR) directs DA-BFAR, designated as the primary agency responsible for inter-agency coordination, to maintain the FLEMOP which was last updated in 2021.

This MSP plan does not replace or duplicate these existing documents. Instead, this plan summarizes, in some cases builds upon, and uses the existing documents as references that should be reviewed and continued to be used as needed

TABLE 4. EXISTING DOCUMENTS WITH LEGAL INVENTORIES, SOPs, PROHIBITIONS, PENALTIES, AND FORMS

CONTENTS	FISHERY LAW ENFORCEMENT MANUAL OF OPERATIONS (2021)	POLICE OPERATIONS PROCEDURES (2021)	FISHERY LAW ENFORCEMENT OPERATIONS PLAN FOR FMA 8 (2021)	COASTAL LAWS ENFORCEMENT TOOLKIT (2021)	FIELD GUIDE ON FISHERY LAW ENFORCEMENT (2017)	MENDING NETS (2017)	PRIMER ON THE FISHERIES CODE OF PHILIPPINES (2017)	COASTAL LAW ENFORCEMENT (2001)	LEGAL AND JURISDICTIONAL FRAMEWORK FOR COASTAL MANAGEMENT (2001)	HANDBOOK FOR FISHERY LAW ENFORCEMENT OFFICERS (1967)
Inventory of Laws, Rules, and Regulations	X		X					X	X	
Standard Operating Procedures (SOPs)	X	X		X	X	X		X		X
Prohibited Acts	X				X	X	X	X		
Penalties						X	X	X		
Forms / Checklists				X	X	X		X		

As Table 4 shows, there are no less than five existing documents that inventory the numerous laws, regulations, policies, and frameworks for marine fisheries law enforcement in the project area. Instead of repeating them here, readers should refer to those documents for an extensive review and future use. The legal “framework” for marine fisheries law enforcement in the Philippines is fairly standard (until LGU delegation occurs). The framework includes¹⁹:

- The Philippine Constitution;
- Republic Acts and International Treaties;
- Commonwealth Acts, Public Acts, Batas Pambansa²⁰;
- Presidential Decrees, Executive Orders, Letters of Instruction, and Proclamations;
- Administrative Orders; and
- LGU Ordinances.

The foundational laws, regulations, and ordinances that relate to authorities of the Department of Agriculture - Bureau of Fisheries and Aquatic Resources (DA-BFAR), Philippine National Policy (PNP), Philippine Coast Guard (PCG), and municipalities, the primary implementing entities, within the project area are below.

NATIONAL LAWS AND REGULATIONS²¹:

- RA No. 10654: An act to prevent, deter and eliminate IUUF (amends RA No. 8550, The Philippine Fisheries Code of 1998). Identifies DA-BFAR as the lead agency in fishery law enforcement, except in municipal waters. Provides for the jurisdiction of the municipal/city governments over municipal waters and for the enforcement of all fishery laws, rules and regulations as well as valid fishery ordinances enacted by the municipality/city council.
- DAO No. 10, Series of 2015: Implementing rules and regulations.
- RA Nos. 6975/8551/9708: Establishes the Philippine National Police; vests agency among with powers to enforce all laws and ordinances.
- RA Nos. 9993/5173: Establishes the Philippine Coast Guard; tasks with assisting with the enforcement of fishery laws.
- RA No. 7160: An act that vested the municipalities the enforcement of fishery laws in municipal waters.

MUNICIPAL ORDINANCES²²:

- Silago Municipal Ordinance No. 2008-32
- Hinunangan Municipal Ordinance No. 2006-32, Series of 2006
- Hinundayan Municipal Ordinance No. 2007-65
- Anahawan Municipal Ordinance No. 2012-36
- San Juan Municipal Ordinance No. 2012-05, Series of 2012
- Saint Bernard Municipal Ordinance No. 01- 2013, Series of 2013
- Liloan Municipal Ordinance No. 2002-130
- [San Ricardo ordinance not available.]

Note that the national laws establish authority and responsibility of DA-BFAR but also delegate that authority to LGUs for waters within 15 kms of the coast. As such, LGUs can establish ordinances regulating activities on these waters, but national laws and regulations reign supreme. Also note, as it relates to some action items, the Silago and Saint Bernard ordinances assert that they are “harmonizing” or “in accord” with the previous alliance that was functional in the mid-2010s.

19 Legal and Jurisdictional Framework for Coastal Management (2001)

20 “Batas Pambansa” is a term commonly used to denote laws and statutes passed during a period of martial law under President Ferdinand Marcos.

21 Fishery Law Enforcement Operations Plan for FMA 8 – Appendix A (2021).

22 Fishery Law Enforcement Operations Plan for FMA 8 – Appendix A (2021).

3.2 ENFORCEMENT AUTHORITIES AND CAPACITY

There are no less than 25 different “entities” directly and indirectly involved in some aspect of marine fisheries law enforcement in the Philippines (see Table 5). While this adds complication to the enforcement scenario, it can also add stability if effective and sustainable coordination and collaboration are established. As such, establishing and maintaining this effective coordination and collaboration will be essential components of implementation of this MPS plan.

TABLE 5. ENTITIES RESPONSIBLE FOR MARINE FISHERIES LAW ENFORCEMENT

ENTITIES	FISHERY LAW ENFORCEMENT OPERATIONS PLAN FOR FMA 8 (2021)	MENDING NETS (2017)	COASTAL LAW ENFORCEMENT (2001)
Bantay Dagat (Sea Warden)		X	X
Barangay Government		X	X
Civil Service Commission (CSC)		X	X
Citizens		X	X
Courts (Supreme, Municipal, and Trial)			X
Department of Agriculture – Bureau of Fisheries and Aquatic Resources (DA-BFAR)	X	X	X
Department of Environment and Natural Resources (DENR)	X	X	X
Department of Interior and Local Government (DILG)		X	X
Department of Justice (DOJ)		X	X
Department of Labor and Employment (DOLE)		X	X
Department of Social Welfare and Development (DSWD)		X	X
Fisheries and Aquatic Resource Management Councils (FARMCs)		X	X
Fisheries Management Area (FMA) O8 Management Board	X		
Local Government Units (LGUs) / Cities & Municipalities	X	X	X
Maritime Industry Authority (MARINA)		X	
National Commission on Indigenous People (NCIP)		X	
National Mapping and Resource Information Authority (NAMRIA)		X	
Office of Ombudsman			X
Provincial Governments	X	X	
Philippine Information Agency (PIA)			X
Philippine Coast Guard (PCG)	X	X	X
Philippine National Police (PNP)	X	X	X
Philippine National Police – Maritime Group (PNP-MARIG)	X	X	X
Philippine Navy (PN)	X	X	X
Public Estates Authority (PEA)		X	

3.2.1 NATIONAL AUTHORITIES

National-level authorities related to marine fisheries law enforcement within the project area are detailed in this section. The initial in-person survey of personnel and patrol assets conducted as part of this planning process provided incomplete results which will require follow-up to gain a full understanding of the current situation (see Table 6).

TABLE 6. NATIONAL LEVEL OFFICERS AND PATROL BOATS

PROVINCE	MUNICIPALITY	DA-BFAR*			PNP		PNP-MARIG*			COAST GUARD*		
		TOTAL OFFICERS	OPERABLE PATROL BOATS	IMOPERABLE PATROL BOATS	TOTAL OFFICERS	OFFICERS ASSIGNED TO BD	TOTAL OFFICERS	OPERABLE PATROL BOATS	IMOPERABLE PATROL BOATS	TOTAL OFFICERS	OPERABLE PATROL BOATS	IMOPERABLE PATROL BOATS
S Leyte		5	1				19	3		49	1	3
	Silago					2						
	Hinunangan					2						
	Hinundayan					2						
	Anahawan					2						
	San Juan					2						
	Saint Bernard					2	3					
	Liloan					2						
	San Carlo					2						
Total Projected Area		5	1	0	0	16	22	3	0	49	1	3

* National Government Agencies "S Leyte" staff and assets are not exclusively assigned to the project area

DEPARTMENT OF AGRICULTURE – BUREAU OF FISHERIES & AQUATIC RESOURCES

The Department of Agriculture - Bureau of Fisheries and Aquatic Resources (DA-BFAR) implements the Fisheries Code and, by law, occupies a significant role in enabling other law enforcement entities to perform fishery enforcement functions.²³ The DA-BFAR sub-station, equipment, and staff, located closest to the project area, are in Maasin City, approximately a one hour drive west from the nearest point of the project area (see Figure 8). The DA-BFAR Massin “enforcement” team is comprised of five personnel, but only two are authorized to carry firearms. DA-BFAR patrols reportedly require three personnel, one of which must be an armed officer. DA-BFAR substation staff reported that the PCG and PNP-MARIG are not included as resources for DA-BFAR patrols, except at Tacloban (far outside of the project area) where DA-BFAR will team with the PCG using the PCG patrol vessel.

The DA-BFAR patrol vessel, moored near the sub-station, upon casual visual inspection appeared adequate for the task. Moored at this location, however, the vessel was roughly an hour away by water from the nearest point of the project area and several hours from the furthest point in the project area. In addition, at the time of visual inspection, the vessel was high centered on mud flats during a low tide period, suggesting operational readiness was lacking.

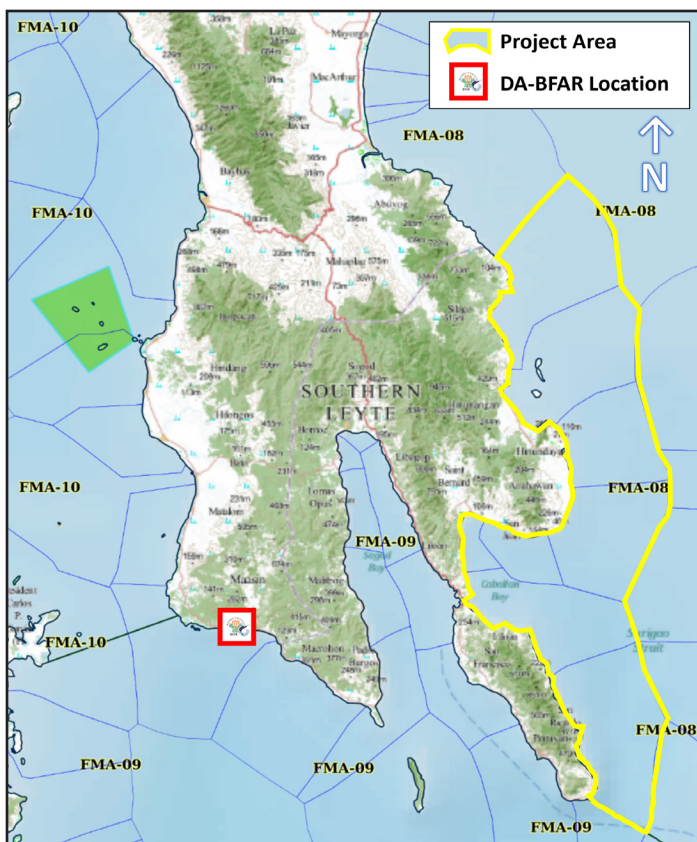


Figure 8: DA-BFAR Sub-station Location

²³ RA 8550.

²⁴ “Apprehend” is defined in law and means a physical arrest.

²⁵ IRR Rule 14.1

According to the DA-BFAR officer interviewed during the assessment for this planning process, DA-BFAR enforcement personnel are not allowed to apprehend²⁴ violators unless the violator is seen by the enforcement personnel engaged in the fishing violation. If DA-BFAR personnel did not directly witness the violation, they reportedly need photos or video proof to conduct inspections, even if violations are reported by another law enforcement entity. This approach appears to be inconsistent with the Field Guide on Fisheries Law Enforcement (also known as the Fisheries Law Enforcement Manual of Operations or FLEMOP - Part IV) which sets out procedures for information gathering and surveillance, in-progress violations, and boarding vessels for the purpose of inspections (wherein no violations are overtly observed). Given its tactical importance to effective violation detection, whether warrantless or no-cause inspections can be leveraged should be clarified. The over-arching concern though, is that all personnel involved in law enforcement operations may not have a common understanding of how relevant laws, regulations, policies, and procedures are applied.

The relevance of DA-BFAR in supporting national and local fisheries law enforcement efforts cannot be overstated. According to Chapter II of the IRR, this agency “...shall be the agency responsible for inter-agency coordination in the enforcement of fishery laws.” That includes ensuring that the FLEMOP and its updates are implemented for the protection of the maritime environment.²⁵ Rule 14.2 of the IRR requires that “...government law enforcement officers enforcing fishery laws shall observe the proper boarding and inspection procedure as provided in the FLEMOP.” These procedures then must be documented (presumably in investigative and case reports) for evidentiary purposes. The implication is that the integrity of cases could be compromised should the processes in the manual not be followed.

The vast majority of the Bantay Dagat (see Section 3.2.2.4 of this plan) interviewed during the assessment process had not received training from DA-BFAR. The degree to which DA-BFAR has the capacity to fulfill training needs has wider implications than ensuring all law enforcement is following the proper operating procedures and leveraging authorities. While several agencies seem to have blanket fisheries law enforcement authority under Sec 158 of the IRR, the authority for others is dependent on completing training with a formal designation required by the Department of Agriculture. Entities that fall within this category (fisher-folk associations, village officers, etc.) and have not met these basic requirements are operating at a severe disadvantage which could increase risk.

PHILIPPINE NATIONAL POLICE

The law enforcement officers of the Philippine National Police (PNP) have authority to enforce the National Fisheries Code, along with other laws, rules, and regulations.²⁶ PNP has eight sub-stations within or on the boundary of the project area (one sub-station in each municipality) and 17 sub-stations in other municipalities throughout Southern Leyte (see Figure 9). It's unclear how many officers PNP has per sub-station, however PNP's reported strategy is to assign two PNP police officers to each municipal Bantay Dagat team. On one occasion the assessment team for this MPS planning process encountered two PNP police officers working directly with a Bantay Dagat team and on another occasion the assessment team encountered a single PNP police officer on patrol with a Bantay Dagat team.

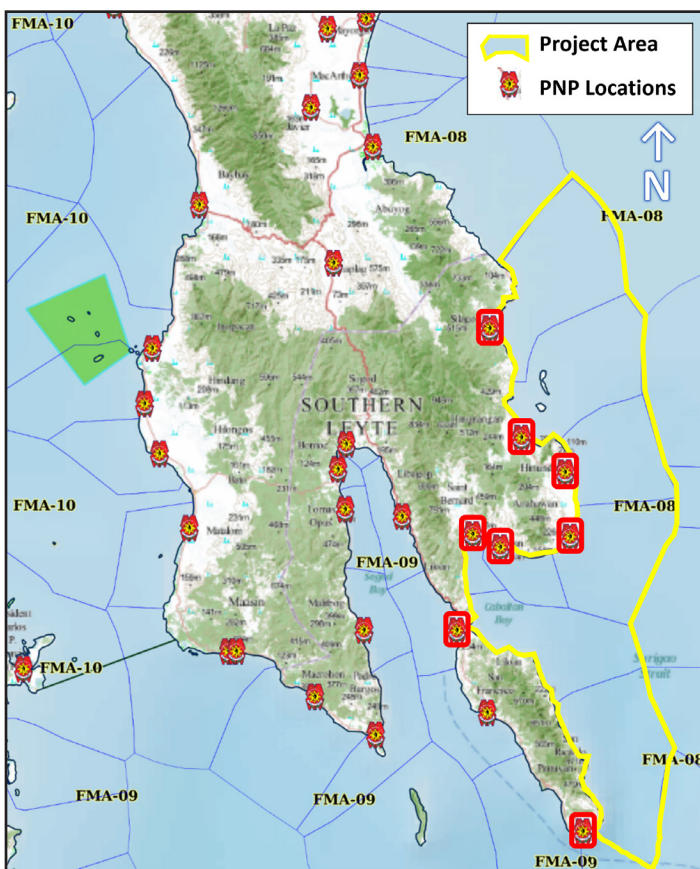


Figure 9: PNP Sub-station Locations

Given the authorities, number, and locations of sub-stations, and expected assignment of officers, it appears that PNP offers the most immediate potential assistance to Bantay Dagat teams when compared to other national law enforcement agencies. Many LGUs have local PNP Officers assigned to the Bantay Dagat law enforcement team, however their primary purpose is security after a formal request to participate in planned patrols. Should Bantay Dagat observe a violation that requires a reactive response, the PNP officers are reportedly available to respond.

26 RA 8550
27 RA 8550

PHILIPPINE NATIONAL POLICE - MARITIME GROUP

The law enforcement officers of the Philippine National Police - Maritime Group (PNP-MARIG) have authority to enforce the Fisheries Code, along with other laws, rules, and regulations.²⁷ The primary PNP-MARIG sub-station, equipment, and staff are in Maasin City, approximately a one-hour drive west from the nearest point of the project area (see Figure 10). A new PNP-MARIG sub-station as of early 2024, has been established within the project area in Saint Bernard; three staff are reportedly based at this station. According to PNP-MARIG, proactive PNP-MARIG patrols occur once per week. The patrol area for PNP-MARIG, however, is much larger than the eight municipal areas of the project area. As such, the agency is likely having a minimal impact on deterrence through presence. An additional issue raised by PNP-MARIG that can impact effectiveness was one of operational “leakage” (i.e., warnings to fishermen about patrols), particularly where multiple entities are involved. In an effort to elevate the element of surprise, deployments occur immediately after the planning session. PNP-MARIG reportedly has 19 officers and three patrol boats. It's unclear where the patrol boats are moored.

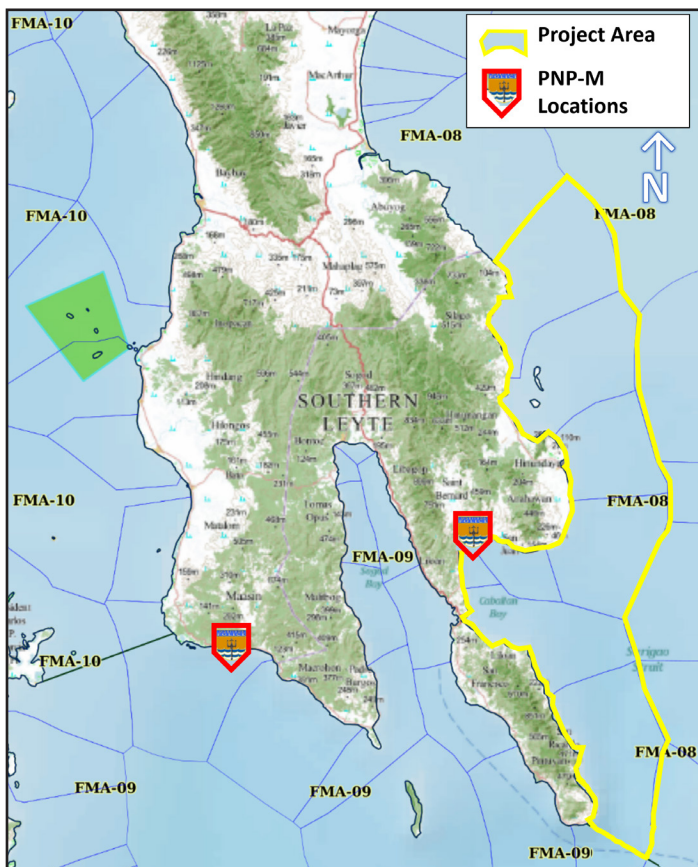


Figure 10: PNP-MARIG Sub-station Locations

PHILIPPINE COAST GUARD

The personnel of the Philippine Coast Guard (PCG) have authority to enforce the National Fisheries Code, along with other laws, rules, and regulations.²⁸ The PCG has eight sub-stations within Southern Leyte, three of which are within or on the border of the project area (see Figure 11). The PCG staff stationed at these sub-stations reportedly focus on seaport issues and commercial vessel inspections as opposed to marine fisheries law enforcement. In addition, two of these PCG sub-stations do not have patrol vessels assigned to them. PCG has 49 officers assigned to Southern Leyte. PCG also has four patrol vessels but only one is functioning and available for patrol. This vessel is normally located at the Liloan sub-station (co-located with PNP), in the southwest end of the project area. It appears that as a law enforcement resource, the PCG is mostly reactionary and not focused on a proactive fisheries mission.

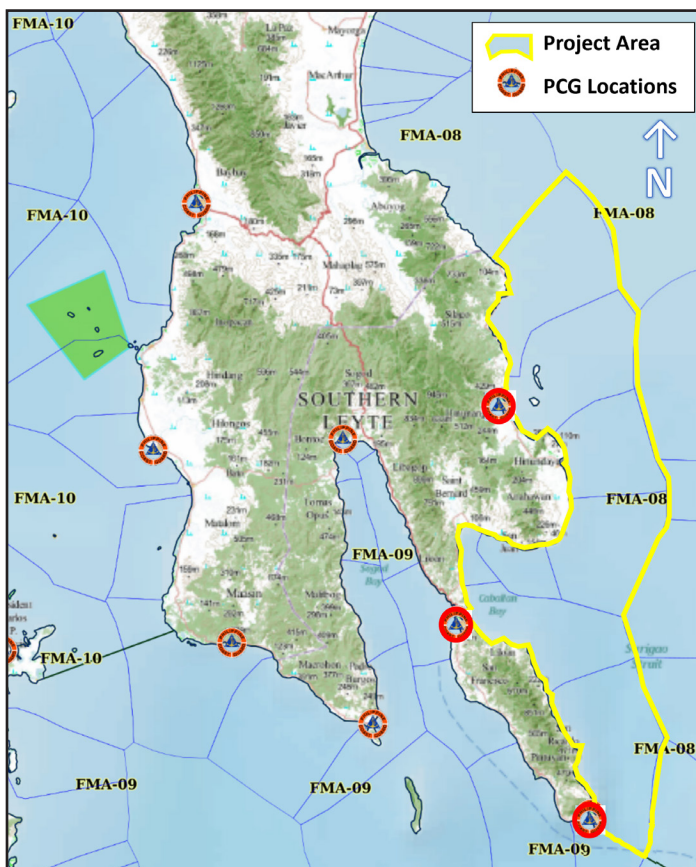


Figure 11: PCG Sub-station Locations

3.2.2 LOCAL GOVERNMENT AUTHORITIES

Beginning in the late 1990s, Local Government Units²⁹ (LGUs) in the Philippines have been delegated management and enforcement responsibilities for adjacent coastal and marine areas seaward up to 15 kms. In assuming this role, the LGUs may seek the assistance of the Department of Agriculture, through DA-BFAR, in “...the training of the Bantay-Dagat Task Force in fishery laws, apprehension techniques, and gathering of evidence.”³⁰ Within the project area, the LGUs of relevance include Southern Leyte Province, the municipalities of Silago, Hinunangan, Hinundayan, Anahawan, San Juan, Saint Bernard, Liloan, and San Ricardo, and all of the 94 coastal Barangays within the municipalities (for maps of the coastal Barangay, see Appendix 1).

SOUTHERN LEYTE PROVINCE

Southern Leyte is one of the six provinces of the Eastern Visayas Region. The province is comprised of one city and 18 municipalities, including the eight municipalities of the project area (see Figure 12). In general, the province acts as a mechanism for development and governance of these LGUs.³¹ Among its many duties, the provincial government is responsible for enforcing all laws and ordinances governing the province. This includes ensuring that actions of the city, municipalities, officials, and employees align with their prescribed powers and functions. Additionally, the provincial government, in coordination with local leaders, adopts measures to safeguard and conserve various resources, such as land, minerals, marine areas, and forests. In terms of marine fisheries law enforcement, the province can, in addition to other things, act as a convening and oversight entity. As described further below, the province appears also authorized to establish Bantay Dagat teams. In at least one case, and possibly others, a provincial government (Iloilo Province) has formed and equipped a Bantay Dagat Task Force.

28 RA 8550.

29 Provinces, cities, municipalities, and Barangays.

30 IRR Sec. 158.1.

31 Mending Nets (2021).

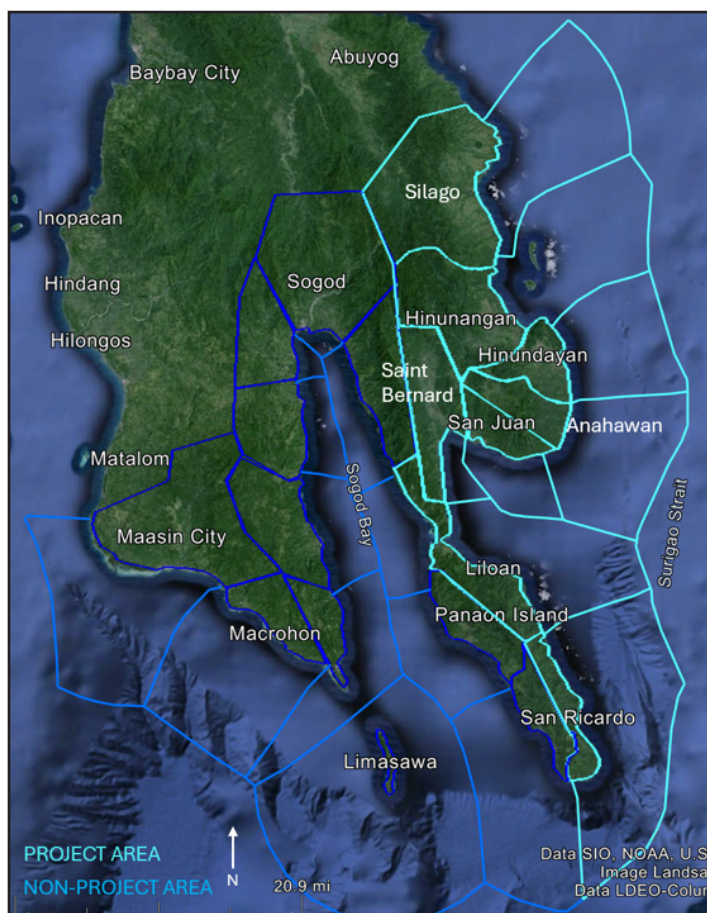


Figure I2: Southern Leyte Province

MUNICIPALITIES

The eight municipalities within the project area have primary responsibility for marine fisheries law enforcement up to 15 kms seaward of their coastline. In fulfilling this responsibility, the municipalities are required, with some exceptions, to coordinate with PNP and DA-BFAR. The municipalities (and province) can impose additional, more restrictive regulations than national laws and regulations within their respective jurisdictions, with the caveat that the local ordinances are not in conflict with national law and is approved at the provincial level. For example, a municipality could impose a gear restriction for their waters, allowing hook and line fishing, but not spear fishing.

Municipalities may also establish boundaries for local MPAs and may permit small and medium commercial fishing vessels (<3 GT) between 10.1 – 15 km with conditions, provided fishing methods and gear types are consistent with national policies.³² The municipalities are required to maintain a fisherfolk (small scale village or local fishermen) registry, who are given preference in the granting of fishing rights in LGU waters. Violations of municipal ordinances are addressed as administrative violations and cases are heard by the municipal mayor.

³² RA 8550.

³³ Mending Nets (2017).

BARANGAYS

The barangay is the smallest political unit in the Philippines.³³ Each municipality has numerous barangays within them. The eight municipalities within the project area include 188 total barangays, of which 94 are coastal and within the project area (see Table 7 and Appendix 1). The barangay assumes a pivotal role in implementing governmental policies, plans, programs, projects, and activities within the community. Particularly significant, the barangay takes the forefront in safeguarding the coastal and marine environment. Authority to enforce the national fisheries code and other fisheries laws (such as LGU ordinances) extends to barangays. The Punong Barangay, serving as the barangay chief executive, enforces laws and ordinances pertaining to pollution control and environmental protection. The Sangguniang Barangay, the legislative body, plays an integral role in coastal law enforcement by enacting ordinances for the general welfare, assisting the Punong Barangay, and acting as peace officers in maintaining public order and safety. Moreover, both bodies have the authority to arrest violators under the guise of enforcing national and local laws related to pollution control and activities causing ecological imbalances. Coastal barangays within the project area recruit volunteer sea wardens to man watchtowers overseeing the local MPAs. While most, if not all, of the watchtowers were rendered unusable by the 2021 typhoon, some barangay sea wardens continue to monitor the local MPAs from the shoreline. When the barangay sea wardens detect illegal fishing within the local MPAs, they notify the local PNP. It's unclear how many barangay sea wardens exist and how often they monitor the local MPAs.

TABLE 7. BARANGAY PER MUNICIPALITY

MUNICIPALITY	TOTAL BARANGAYS	COASTAL BARANGAYS	% COASTAL BARANGAYS
Silago	32*	14**	44%
Hinunangan	36	12	33%
Hinundayan	18	8	44%
Anahawan	14	9	64%
San Juan	19	14	74%
Saint Bernard	30***	9	30%
Liloan	24	13****	54%
San Carlo	15	15	100%
TOTAL	188	94	50%

* 13 of these are disputed

** 4 of these are disputed

*** 2 barangay are reportedly dysfunctional due to a landslide

**** Coastal barangay within the project area

BANTAY DAGAT

The Bantay Dagat is a civilian fisheries patrol force, mandated by law, composed of volunteers dedicated to maintaining a 24-hour watch over Philippine coastal waters within a 15-kilometer range from the shore. Members of fisherfolk organizations who have undergone DA-BFAR law enforcement training can be officially appointed as Bantay Dagat (deputy sea wardens) by the Department of Agriculture. Additionally, the municipality and city mayors can deputize trained private citizens as municipal or city Bantay Dagat. Barangay captains reportedly also deputize sea wardens to oversee locally managed MPAs. It's unclear if these barangay-level sea wardens have the same status and authority as municipal and city Bantay Dagat.

Authority to enforce the national fisheries code and other fisheries laws (such as municipal ordinances) extends to Bantay Dagat. While the inventory is incomplete, each municipality surveyed within the project area appears to have at least one Bantay Dagat team made up of ~10-20+ part-time volunteers (with various minimum compensation schemes), most of whom are fulltime fishermen (see Table 8). Members are nominated by the local Fisheries & Aquatic Resources Management Council (FARMC), approved by the mayor of each municipality, and supposed to be given initial training by DA-BFAR.

TABLE 8. NUMBER OF BANTAY DAGAT AND PATROL BOATS PER MUNICIPALITY

MUNICIPALITY	# BANTAY DAGAT TEAMS	# BANTAY DAGAT	# OPERABLE PATROL BOATS	# INOPERABLE PATROL BOATS	# PATROLS / WEEK
Silago	1	5	1	1	2
Hinunangan	2	12	0	2	0.5
Hinundayan	4	15	2	1	1
Anahawan	2	28	1	0	2
San Juan	1	8	1	0	0.5
Saint Bernard	1	5	0	0	
Liloan					
San Ricard			1		
TOTAL	11	73	6	4	6

When a new mayor is elected, new Bantay Dagat are usually assigned. This may create an entirely new Bantay Dagat team that replaces the previous one or puts in place several new members within the existing Bantay Dagat team. Mayors are elected every three years and are limited to three consecutive terms. After being absent from the post for at least one term, a previous mayor may run again for another three consecutive terms.

The IRR assigns the responsibility to provide fisheries law enforcement training for Bantay Dagat to DA-BFAR. DA-BFAR's standard training is reportedly three days which includes two days of lecture and one day of practical exercise. The DA-BFAR training can be requested by municipalities to train Bantay Dagat Task Forces, normally made up of fisherfolk, municipal fisheries officers, and PNP (local and maritime).

Over a decade ago, the Bantay Dagat system within much of the project area (within six of eight of the municipalities) reportedly had been working relatively well. External funding helped obtain necessary equipment and six municipal mayors were supportive, formed a formal alliance through a Memorandum of Agreement (MOA), contributed local funds for patrols, and created a "unified ordinance." These key elements helped to organize, motivate, and oversee successful Bantay Dagat operations. The alliance MOA called for one percent of municipal revenues to be contributed by each municipality toward a greater coastal and marine effort. A portion of these funds were directed towards fisheries law enforcement. The contribution formula was based on an internal revenue allocation from the Provincial Government.

Sometime after 2010, however, the alliance and its effectiveness began to erode. While the provincial government was key to supporting the Alliance, the Provincial Commission of Audit questioned the legality of fund transfers from municipal coffers to support the initiative in the way it was designed. In addition, some mayors questioned whether the contribution model was equitable. The controversy convinced at least one municipality within the Alliance to suspend contributions. In addition, as mayors changed, so did some of the ordinances, resulting in regulatory inconsistency, loss of interest, and a declining unified approach. These issues were compounded by impacts from COVID-19 and the 2021 typhoon resulting with the municipal Bantay Dagat within the project area becoming for the most part dysfunctional. The individuals and desire still exist, but the training, resources, supplies, funding, patrol boats, communication, and coordination, among other things, are gone.

While some municipalities fared a bit better than others, a reoccurring theme throughout the project area was ill-equipped, untrained, and ineffective Bantay Dagat that are highly dependent on under-resourced national level agencies for support. The overlapping impacts of typhoons and the COVID-19 Pandemic have all but paralyzed training efforts, and the sense is that the operational coordination required by National Fisheries Code and the related FLEMOP is inconsistently applied throughout Southern Leyte.

Of the five LGUs we visited as part of the assessment, it is our understanding that two do not have dedicated patrol boats, one has an engine but no patrol platform to support it, and one utilizes a typical fishing vessel seized from a violator and forfeited to the local government. We met with one barangay (village) that advised they normally borrow a fishing boat for patrols unless DA-BFAR is available with their speed boat located in another village's waters. Last year DA-BFAR provided patrol vessel support on just two occasions.

Most of the LGU Bantay Dagat, if they can patrol at all (one had not conducted a seaborne patrol in 2023), patrol a maximum of twice per week. The norm for seaborne patrols is once per week, with a borrowed private fisherfolk boat and without the necessary patrol equipment on board. The National Fisheries Enforcement Plan identifies the ideal assignment of two patrol boats for each coastal municipality Bantay Dagat.

According to one municipal agriculture department official, his municipality received law enforcement training and support between 2005 – 2012. Between 2017-2020, Fish Coral and DA-BFAR projects provided vessels for municipal waterway patrol work. Then came the 2021 typhoon, which destroyed many of the law enforcement patrol assets and infrastructure.



3.3 SUMMARY OF SIGNIFICANT FINDINGS

COMMUNICATION, COORDINATION, AND COLLABORATION

- With numerous local, provincial, and national entities identified as having enforcement authority within the project area, cohesion between the various supporting enforcement agencies should be a priority component of successful enforcement. The former Alliance approach has strong potential to bridge jurisdictional gaps, extend limited law enforcement resources, and increase cross border accountability. However, the longevity of the Alliance as previously designed was affected, among other things, by political changes at the municipal level.

ENFORCEMENT GUIDANCE

- The IRR and FLEMOP provide adequate guidance to law enforcement officials, containing processes and procedures consistent with a professional fisheries law enforcement approach. The FLEMOP is scheduled to be updated.
- While both administrative and criminal adjudicative processes exist within the IRR, indications are that LGUs and other non-national entities may not be following the prescribed processes.

CAPACITY

- Of the national agencies, the PNP has the greatest national-level enforcement presence throughout the project area.
- Municipal-level Bantay Dagat appear to be well staffed, but insufficiently trained, equipped, resourced, and supported.

TRAINING

- We identified a strong need to bolster DA- BFAR's basic training for Bantay Dagat officers, as well as additional training for all of the relevant agencies. The current approach does not appear to meet the needs. Training should be basic, advanced, specialized, and ongoing, depending on the entity.
- Anecdotal information from the Bantay Dagat groups indicates that the training need is greater than the available DA-BFAR resources, which can significantly impact government and individual risk and anti-poaching effectiveness. Training needs go beyond the current lesson plans.

EQUIPMENT

- The essential law enforcement equipment (patrol vessels, vehicles, binoculars, range finders, GPS, lap top computers and notebooks) are not available for a minimum response.

CITIZEN REPORTING

- Adequate processes and infrastructure to report violations to law enforcement confidentially and capture the law enforcement response appears not to be in place.

PATROLLING

- We found a centralized patrol strategy for the national agencies which is both ineffective and inefficient. National level law enforcement officers must travel great distances with minimum vessel assets while burning scarce fuel to provide sporadic enforcement.
- Local fisherfolk vessels are being heavily relied upon with limited fuel allowances granted through municipalities, raising multiple significant concerns. These platforms are not suitable for law enforcement patrols from an efficiency and officer safety perspective. In addition, given the maximum capable speeds of fishing vessels converted for temporary law enforcement use, the ability to pursue violators is limited. These types of vessels, while the only choice in many LGUs, are not configured in a way that allows proper boarding and inspection as outlined by FLEMOP procedures and required by Rule 14.2 of the IRR.
- Leveraging the law enforcement officers from each of the agencies through joint patrols has occurred but could be expanded in a more directed and proactive way if an additional allowance of fuel and vessel resources were available.

ADJUDICATION

- A formal Adjudication Committee exists, but the degree to which it is functional has not been evaluated, though doing so has process value.

4.0 / ACTIONS FOR MARINE FISHERIES ENFORCEMENT SUCCESS

A relatively sound, locally delegated enforcement structure supported by national entities currently exists in the Philippines and within the project area. The actions described below are intended to stand that system back up within the project area, improve upon it, and ensure its long-term stability. Section 5.0 creates a checklist of actions, prioritizes them, and identifies the top 10 actions to achieve first.

Two fishery law enforcement plans exist that remain relevant to the project area (see Table 9). The Fishery Law Enforcement Operations Plan for FMA 8 calls for provinces, cities, municipalities, and national level agencies to also adopt their own law enforcement operation plans, but it's unclear whether any of these entities have plans or, if they have them, if the plans are current or being

implemented. It's also unclear if and how many of the relevant entities at all levels are aware of the content and action items of the existing national and FMA 8 plans. The national and FMA 8 plans have numerous similar and complementary actions items, while the national plan includes several needed actions that the FMA 8 plan does not include. This MPS Plan reinforces the action items identified in existing plans, builds upon them in some areas, prioritizes them, and establishes a rough timeline and budget for implementation. The resultant prioritized action items are essentially capacity building at all levels and re-establishing in a more durable and expansive manner the pre-existing municipal alliance.

TABLE 9. EXISTING LAW ENFORCEMENT PLAN ACTION ITEMS

PLAN CONTENT	NATIONAL FISHERIES LAW ENFORCEMENT OPERATIONS ACTION PLAN (2019-2023)	FISHERY LAW ENFORCEMENT OPERATIONS PLAN FOR FMA 8 (2021)
Lead	DA-BFAR	DA-BFAR
Scope	Nationwide	FMA 8
Action Items*	Capacity building	Capacity building
	Equipment	
	Incentives	
	Intelligence	
	Inter-agency collaboration	Enforcement Alliance Joint operations LGU, BFAR+ commo during patrols
	Investigation	
	Surveillance	Vessel, MCS systems
	Management	Fishery Law Enforcement Operation Centers
	Networking	Networking between jurisdictions
	Patrols	City/municipal enforcement teams
	Planning	Planning Municipal Implementation Plans
	Policy development	Ordinance unification
	Prosecutions	
	Protocols	
	Public awareness	Stakeholder collaboration
		Reporting system
Resource mobilization		
Training	Training	

*National Plan action items were alphabetized and then aligned with similar actions from the FMA 8 plan, as opposed to being presented in the order of the plans

4.1 SURVEILLANCE AND ENFORCEMENT

At present, minimal effective surveillance and enforcement is taking place within the project area. Relevant national agencies lack personnel, training, equipment, and supplies. The municipalities, while appearing to have sufficient staff and Bantay Dagat team members, lack other needed surveillance and enforcement requisites such as training, equipment, supplies, and incentives. Needed action items to restore effective surveillance and enforcement in the project area are listed below.

- **Enforcement Alliance:** Establish an enforcement-specific alliance via a formal, more inclusive MOA to initiate and ensure continued inter-agency collaboration. Signatories to the MOA and/or members of the alliance should include: the Southern Leyte Province; municipalities of Silago, Hinunangan, Hinundayan, Anahawan, San Juan, Saint Bernard, Liloan, and San Carlo; national agencies of DA-BFAR, PNP, PNP-MARIG, and PCG; and NGOs including Rare, and WildAid. The alliance will require the full support of provincial and municipal mayors and staff for needed approvals, information, and funding.
- **Equipment Agreement:** As part of the law-enforcement specific Alliance, an equipment use and maintenance agreement will establish accountability and provide mission dedication while ensuring the availability of valuable assets for law enforcement.
- **Enforcement Alliance Coordinator:** We strongly endorse funding an Alliance Coordinator that would oversee the operations center, audit and report on progress, convene task force member leadership to discuss law enforcement matters, and be responsible for financial and equipment oversight. The result would be elevated by way of official report to the Mayoral and other appropriate levels.
- **Joint Operations Center:** Establish a joint operations center that will serve as the administrative headquarters for the enforcement alliance and the control and communications center for all project area surveillance and enforcement activities.
- **Networking/Communications:** Establish consistent and reliable networking and communications between all entities of the Alliance before, during, and after patrols. Consider the provision of phones, mobile phones, radios, Internet, and computers as necessary, appropriate, and available to facilitate networking and communication.
- **Planning/Coordination:** Initiate patrol and investigative planning and coordination between all entities of the Alliance.
- **Intelligence:** Ensure existing investigation authorities and procedures are known; ensure staff at national levels (including local PNP) assign investigative staff. Evaluate current criminal and violation databases and accessibility. Evaluate status of VMS and other options for vessel tracking.
- **Infrastructure:** Assess needs, seek funding, and initiate rebuilding of needed enforcement infrastructure, such as, but not limited to, barangay watchtowers; rebuild with climate and typhoon resiliency measures.
- **PNP and PNP–MARIG:** Distribute armed personnel throughout the project area. Implement greater incentives that elevate this agency’s ability to support coordination and entity cohesion, and joint patrols. Ensure at least two local PNP officers are assigned to patrol with each municipal Bantay Dagat team. Local PNP officers assigned to Bantay Dagat Task Forces could occupy a more significant role and elevate proper planning and procedure if they had the capacity to dedicate more time toward proactive support, versus reactive.
- **DA-BFAR:** Evaluate ways to expand the presence of DA-BFAR officers throughout the project area, including: more support to their personnel so they can conduct more training and operational coordination; arming more of their personnel; finding ways to conduct inter-agency joint patrols to expand presence; and identifying a DA-BFAR liaison for S. Leyte project area.
- **Staffing:** Ensure at least 10 Bantay Dagat for each municipal Bantay Dagat team; ensure two PNP officers assigned to each municipal BD team; ensure DA-BFAR, PNP-MARIG, PCG have at least two staff each assigned to project area.
- **Incentives:** Determine and dispense consistent and reliable incentives to municipal Bantay Dagat. Provide incentives to assist national agencies to fulfill their support obligations.
- **Patrol Vessels:** We suggest each municipal Bantay Dagat team have at least two LGU-owned/assigned operable patrol boats (and related equipment) and DA-BFAR, PNP-MARIG, and PCG each have at least one operable patrol boat assigned to project area. As a first step, we recommend a thorough assessment of the existing vessels to determine their operability and potential salvageability. The current practice of using private vessels for patrols should be eliminated as soon as possible. Use of private vessels detracts from the Bantay Dagat teams’ positional and situational respect and puts the lenders’ personal property at risk for vandalism on and off duty. Private vessels are not equipped to transport suspects, evidence, or seized property and, when used for those purposes, can allow for allegations of misuse.

The Alliance should consider convening an advisory body to identify patrol vessel gaps across all agencies and the development of a plan to deploy vessels according to the marine environment and need (long-range vs. mid- or short-range), with qualified operators (or access to immediate training) for each vessel. Part of the plan should address maintenance and operating costs along with available funding. The assets should be shared and joint patrols be conducted, when reasonable. Once the current fleet has been optimized, the advisory body should make vessel procurement recommendations to address unmet needs. While there are many variables to consider when purchasing new vessels, we include at least one option for a short-range vessel with ideal features in Figure 13. Crucial to safeguarding all vessels over the long-term is to identify safe launch, in-water moorage, piers, and upland storage for each vessel, keeping typhoons, other natural hazards, theft, and vandalism in mind.

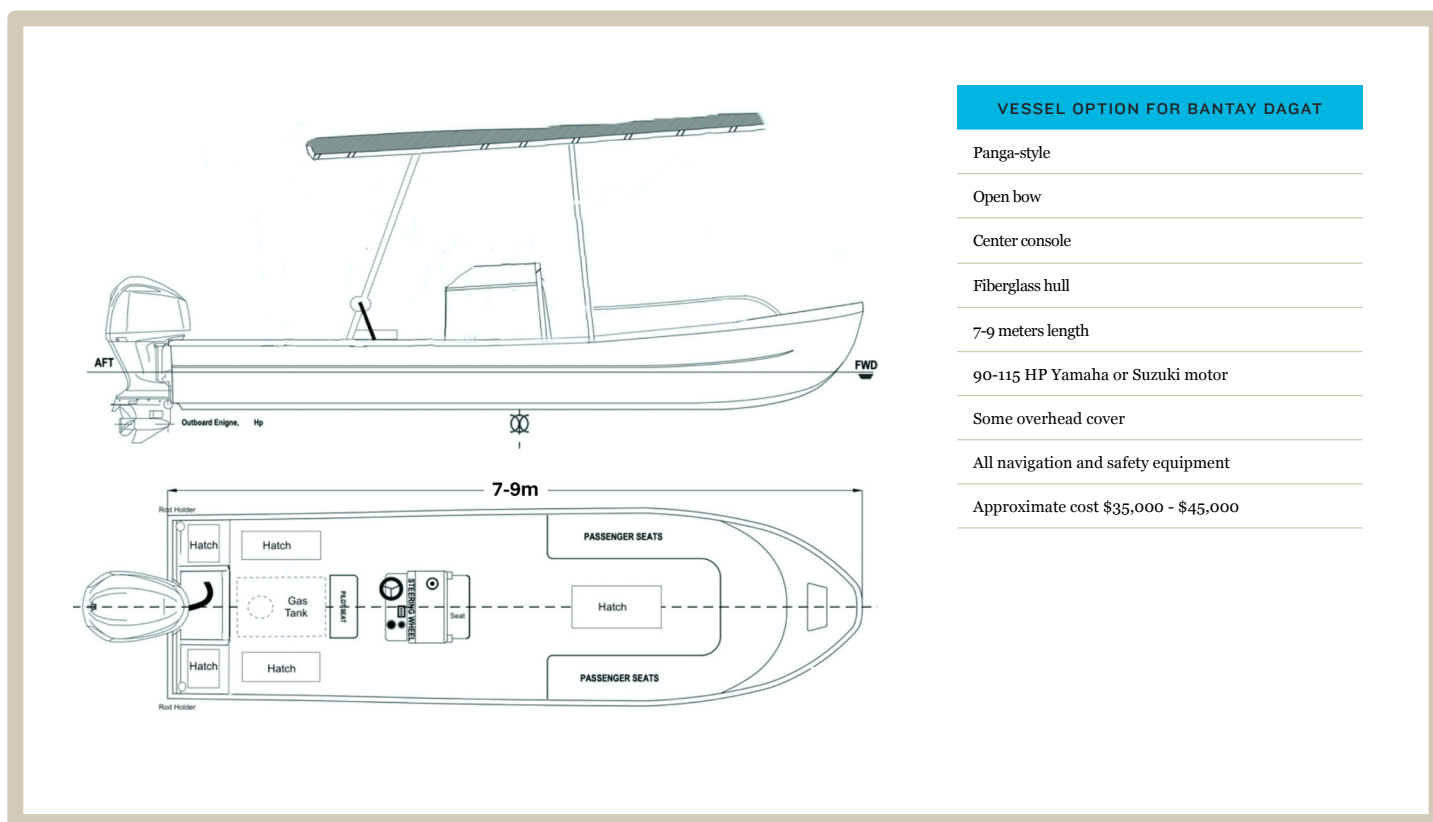


Figure 13: Vessel Option for Bantay Dagat

VESSEL OPTION FOR BANTAY DAGAT

Panga-style
Open bow
Center console
Fiberglass hull
7-9 meters length
90-115 HP Yamaha or Suzuki motor
Some overhead cover
All navigation and safety equipment
Approximate cost \$35,000 - \$45,000

- **Fuel Allowances:** Ensure adequate fuel allowances for each municipal Bantay Dagat team to patrol at a minimum twice per week and ideally four times per week.
- **Patrol Equipment & Supplies:** A boarding kit should be issued prior to patrols, or accessed through team leaders or agency supervisors, depending on the entity. Minimum issuance prior to a patrol should include: binoculars, flashlight, spot light, mobile phone and/or radio, knife, handcuffs (with training and if appropriate depending on the authority of the entity), and dry box containing evidence tags with chain of custody form and other appropriate forms. (A more complete list of equipment and supplies can be found in Appendix 2).
- **Enforcement Technology:** Representatives from the various agencies with technical expertise should agree upon basic, but important low- to mid-cost technology, including, but not limited to, digital cameras, mobile phones, and night vision. A long-term funding mechanism should be identified to meet the need initial acquisition and long-term maintenance and replacement needs. Assessment of cutting-edge monitoring and surveillance technology should be undertaken to determine applicability to the project area.
- **Uniforms:** A standard and exclusive uniform would help to differentiate Bantay Dagat personnel from the other agency staff, non-enforcement staff, and the public. Together with government identification and a badge, the uniform promotes legitimacy with the public and proof of authority. When the uniform or insignia is not exclusive to enforcement personnel, it can invite questions of authority and create risks to their safety. Designs should be functional, distributions should be consistent with use, and policies should be in place requiring proper wear.
- **Patrols:** Undertake municipal Bantay Dagat team seaborne and land-based patrols at least 2x/week/municipality. Include joint operations and collaboration between all entities of Alliance for patrolling and investigations.
- **Reporting:** Introduce and launch patrol data collecting and reporting system (such as SMART or Earth Ranger/OFISH). While there are various electronic officer log options, the system should be standardized across the project area and be required whenever the fisheries law enforcement official is engaged in law enforcement work. Training would be a component.
- **Electronic Database:** An evaluation of the need for an electronic database, for case management and other purposes, should be undertaken. We were unable to determine if such a system already exists for individual LGUs, or if violation information/conviction information and dispositions are passed onto any sort of national database managed by DA-BFAR. An integrated system that has controlled law enforcement access is critical for evaluating violation trends, leveraging information for intelligence led policing, and addressing repeat violators.

4.2 POLICIES AND CONSEQUENCES

It is critical that enforcement personnel have clear guidance regarding their authorities, operate within professional standards, and follow processes that ensure citizens are treated fairly. Equally important are that accusations of impropriety are kept at a minimum and best practices are adhered to. The Philippines appears to have sufficient laws, regulations, ordinances, policies, procedures, and consequences established for marine fisheries. The problematic issue appears to be that many enforcement personnel at all levels are unaware of and do not operate under the current policies (used here broadly to include laws, regulations, ordinances, policies, and procedures). Needed action items to restore effective adherence to and prosecution of policies and consequences are listed below.

- **Awareness:** The first step in improving marine fisheries law enforcement within the project area is to ensure all relevant enforcement personnel at the national, provincial, municipal, and barangay levels understand what the current policies are and how to enforce them.
- **Uniform Ordinances:** The second significant step is to work with the municipalities to adopt uniform ordinances as they relate to marine fisheries.
- **Evaluation and Adaptation:** Once enforcement efforts (including data collection and reporting) are underway and have become stabilized (which may be between Years 5-10), evaluations of the effectiveness of the policies and consequences should be undertaken and given the results, policy adaptation implemented.

4.3 TRAINING AND MENTORSHIP

The Philippines is not without extensive law enforcement training programs at the national level, whether for the BA-BFAR, DENR, PNP, PCG, or Philippine Navy. While a comprehensive review of the relevant national level law enforcement training programs was not completed prior to the development of this plan, DA-BFAR's 3-day and 2-day training outlines were assessed (see Table 10). Both training programs appear to provide a minimally adequate introduction to marine fisheries law enforcement. Needed action items to implement training and mentorship are listed below.

- **3-Day/2-Day DA-BFAR Training:** As a top priority, provide the Bantay Dagat team members with at least the basic amount of introductory training. Most appear not to have this.
- **Training Assessment:** As a next step, a rigorous assessment of additional existing training needs should be undertaken to meet minimum professional standards and current needs of the project area enforcement personnel. This evaluation should include all agencies involved in the fisheries protection mission.

- **Comprehensive Training Program:** Under ideal circumstances, training for relevant personnel will include at a minimum: 1) Introductory law enforcement/certification training for all new personnel; 2) Annual refresher training for all existing personnel; 3) Specialized/advanced training for select existing personnel; and 4) Train the trainer training for existing personnel.
- **Trainers as Mentors:** Ultimately, systematic training should be designed to create routines that increase awareness and reduce risk. To ensure continuity and succession planning, a "train the trainer" program using select personnel who will be dedicated to passing on the learned information to others within their respective agencies should be developed. Trainers are typically selected based on their position within the organization, and in the case of Bantay Dagat, team leaders are the likely candidates. Once established, the trainers will become mentors for new personnel, with WildAid serving as mentors for the program. This position's role, often characterized as a Field Training Officer (FTO), is to ensure new personnel are exposed to all the elements of an established and formal program and meet any pre-determined performance requirements.

TABLE 10. DA-BFAR 3-DAY AND 2-DAY LAW ENFORCEMENT TRAINING TOPICS

TRAINING PROGRAM	BASIC FISHERY LAW ENFORCEMENT TRAINING (3-DAY)	FISHERY LAW ENFORCEMENT OPERATIONS PLAN FOR FMA 8 (2021)	
Training Topic*	Blast Fishing		
	Boarding Procedures	Pre-boarding and Boarding Procedures	
	Duties & Responsibilities of LEO	Procedures, Roles, and Duties of Fish Wardens Preservation of Evidence Search, Arrest, Seizure, and Custodial Investigation Preparation of Complaints and Affidavits	
	Fish Anatomy	Ecosystem Functions and Dynamics Fish Anatomy and taxonomy	
	Fishery Laws	Principles and Framework of Fishery Law Enforcement Aquatic and Fisheries Code Illegal Fishing Fish and Gear Identification	FOO 033 Orientation
			Municipal Fishery Law Enforcement Team Organization and Formation
Practicum: Seaborne Operations			

*3-day training topics were alphabetized and then aligned with similar topics from the 2-day training, as opposed to being presented in the training outlines

Table 11 identifies potential training courses and descriptions that would ensure enforcement personnel possess the fundamentals to plan safely and properly execute effective marine fisheries law enforcement. Courses within the table would be presented by DA-BFAR, WildAid, and other relevant entities with appropriate integration of the local agency expertise where possible. The preferred approach is to develop (where necessary) and incorporate standard operating procedures into the training. It will be crucial for law enforcement to be well versed on the legal thresholds required for each to act across a range of circumstances and agency jurisdictional lines. Designing training that is scenario based and involves common real-world situations can have positive results, reduce liability for the agencies and officers, and increase law enforcement confidence.

TABLE II. POTENTIAL TRAINING COURSES AND DESCRIPTIONS

COURSE TOPIC	COURSE DESCRIPTION
Introductory Law Enforcement Certification Course	<p>Basic level instruction to ensure that all enforcement staff have a baseline level of knowledge. Should be delivered at minimum once per year and consist of 16+ hours of training.</p> <ul style="list-style-type: none"> • Training should include real-world scenarios to ensure retention and confidence in disputing any challenges to their authority, with a practical field exercise where learned elements are applied. Content should include their agency's mission, common regulations, as well as a code of conduct and ethics. WildAid can provide examples that could be customized / adopted. • All staff should understand their inspection, detention, arrest and seizure authority under the relevant decrees and national laws This segment could be prepared in coordination with FFI contract attorneys / the STP legal authority (attorney general's office). • Instruction should include an overview of the rules and regulations applicable to the operating area (MPA / fisheries).
Marine & Coastal Enforcement Operations	<p>Basic level instruction pertaining to direct operations should include 26 hours of instruction to include:</p> <ul style="list-style-type: none"> • Operations planning including surveillance strategies; • Boarding procedures: performing inspections, what to look for, and documenting your inspection and preparing a case report; • Conflict resolution tactics; • Basic investigation techniques, interviewing techniques, evidence collection and handling; and • Ethics
Train the Trainer	<p>These courses allow an agency representative to train as a trainer in a particular subject or certify field officers before they reach independent status. This strategy provides a cost-effective way to ensure that each agency has a knowledgeable resource for each of the topics studied, as well as a course instructor to mentor new staffers, and to provide training</p>

4.4 COMMUNITY ENGAGEMENT

Community engagement and education are essential components of a long-term marine fisheries law enforcement program. Community engagement and education would be considered “soft” enforcement whereby compliance is achieved due to citizens being well informed and well-intended. Without such efforts, law enforcement in the long run will be more expensive and far less effective. Suggested action items to effectively engage the community within the project area are listed below.

- **Local Community Liaisons:** In many cases, management agencies do not have sufficient resources to fully manage or enforce the full extent of the area and therefore need to prioritize how they will apply limited resources for the greatest success. When outreach personnel are from local communities (thereby serving as “local community liaisons”), they can serve an important role in improving communications between the site’s administration, law enforcement and local people. Barangay FARMCs, Bantay Dagat, and captains can all serve this role.
- **Citizen Violation Reporting System:** It’s possible that a mobile phone-based citizen violation reporting tool (such as TIP 411) or similar process could be put into place to enhance connections between communities and law enforcement. This kind of initiative will require a front-end administrator. Features of programs such as TIP 411 include: a two-way anonymous reporting tool where mobile phones can be used to get real-time information to law enforcement via a free application that allows a reporting party to text information; GPS locations can also be forwarded; tracking of law enforcement response and results; case file initiation; and tracking of tip data.
- **VHF Radios:** Radios as one form of communication should be considered for NGOs and community groups and assigned to designated personnel trained on reporting protocols established for this purpose. The PCG currently monitors VHF for vessel safety purposes.
- **Outreach Program:** We recommend convening a committee that designs an approach to deliver marine fisheries awareness material to advance community understanding and buy-in.

4.5 CONSISTENT FUNDING

Initial start-up funding and long-term, consistent, and sufficient funding is necessary for the marine fisheries law enforcement efforts in the project area to be successful. In addition to funding, sufficient management and oversight of the funding is also necessary. Needed action items to ensure consistent funding for enforcement efforts are listed below.

- **External Jumpstart & Periodic Funding:** Rare and WildAid have secured five years of funding for the initial phase of this project which will “jumpstart” (or revive) marine fisheries law enforcement efforts within the project area. Existing project funding, however, is not sufficient to secure all necessary boats, equipment, supplies, and training. Given this, Rare and WildAid will continue to seek additional funding. In addition, Rare and WildAid will periodically seek one-off funding for new and unanticipated activities, equipment, supplies, and training as the project progresses.
- **Funding Oversight Body:** Through the enforcement alliance re-launch, a formal multi-entity oversight body should be established that is responsible for managing, allocating, tracking, and reporting on enforcement funding and expenditures.
- **Municipality Funding Allocations:** Municipalities committed to the newly formed enforcement alliance should evaluate the previous municipal budget allocation process and amounts to determine a fair, equitable, legal, and sustainable process to re-establish this funding. Funding process should be approved by the Provincial Commission of Audits. Municipal funding should be consistent, fair, and motivational incentive payments for the Bantay Dagat team members.
- **Provincial and National Agency Funding Allocations:** The province and national entities committed to the enforcement alliance should evaluate their own budgetary contributions to enforcement within the project area and determine if additional allocations are possible (where additional personnel, boats, equipment, and patrolling have been identified as needed within this plan, additional allocations will almost certainly be necessary) to their respective entities and directly to the Alliance.



5.0 / PRIORITIZATION & IMPLEMENTATION

Section 4.0 presents a long list of needed actions items to improve marine fisheries law enforcement in the project area. As efforts progress, the needed actions will change and multiply, requiring adaptation. Equally important will be the need to ensure that enforcement does not fall victim to the same undermining issues as before, namely natural catastrophes (i.e., typhoons), societal closures (i.e., pandemics), and political turnover (i.e., new mayors). Given this, initial efforts to prioritize, fund, and implement the top ten actions as soon as possible are essential. Long-term program resilience to natural catastrophes, societal closures, and political turnover will be created through the broad enforcement alliance, committed funding, public engagement and transparency, conscious design standards, and development of and adherence to natural hazard response procedures.

Table 12 lists the MPS plan action items. Action item prioritization, based on relative importance and urgency of each item, was determined and agreed upon by project partners. The table should serve as a reference and guide for project activities, but not as strict requirements. Actions do not necessarily have to be done sequentially or one-by-one. It is expected that priorities will change over time as implementation and funding issues and opportunities arise. Members of the Enforcement Alliance should be kept informed of the implementation status of the action items. Reviews and adaptation of the items and re-prioritization should be undertaken at least annually.

5.1 NEXT STEPS

The essential first step for the proposed members of the Enforcement Alliance is to immediately begin implementation of the agreed upon top ten actions. The WildAid and Rare team have additional next steps that will further enhance their understanding of the enforcement scenario and aid in project evolution. These steps include, but are not limited to:

- Complete staffing, equipment, and resource inventories.
- Meet with municipalities and Bantay Dagat teams of Silago, Liloan, and San Carlos.
- Meet with PNP chain of command.
- Continue to join Bantay Dagat patrols.
- Assess natural hazard mitigation measures.
- Meet with Bantay Dagat Task Force of the Iloilo Provincial Government to understand their approach and lessons learned.
- Meet with law enforcement and municipality representatives from Dinagat Islands to gain an understanding of a source of project area illegal fishing.
- Assess further adjudication process and capacity.
- Assess further barangay capacity and operations.
- Assess further municipality vessel and fisherfolk registration systems.
- Assess further applicability of monitoring and surveillance technologies.



TABLE 12. MPS PLAN COMPONENTS AND ACTION ITEMS

MPS PLAN COMPONENT	ACTION ITEM	PRIORITY	URGENCY/TIMING	INITIAL PRIORITY	LGU PRIORITY
Surveillance & Enforcement	Enforcement Alliance	High	< 6 mos	2	1
	Equipment Agreement	Medium	12-24 mos		1
	Enforcement Alliance Coordinator	Medium	12-24 mos		3
	Joint Operations Center	Medium	24+ mos		3
	Networking/ Communications	High	< 6 mos		1
	Planning/Coordination	High	< 6 mos	8	1
	Intelligence	Medium	12-24 mos		5
	Infrastructure	Low	24+ mos		5
	PNP/PNP-MARIG	Medium	12-24 mos		2
	DA-BFAR	Medium	12-24 mos		2
	Staffing	High	< 6 mos		1
	Incentives	Medium	< 6 mos		2
	Patrol Vessels	High	6-12 mos	4	1
	Fuel Allowances	High	6-12 mos	5	1.5
	Patrol Equipment & Supplies	High	6-12 mos	6	1.5
	Enforcement Technology	Medium	12-24 mos		5
	Uniforms	High	6-12 mos	7	1
	Patrols	High	< 6 mos	9	1
	Reporting	Medium	12-24 mos		5
	Electronic Database	Medium	12-24 mos		3
Policies & Consequences	Awareness	High	< 6 mos		4
	Uniform Ordinances	Medium	12-24 mos		1
	Evaluation & Adaptation	Low	24+ mos		6
Training & Mentorship	3-day/2-day DA-BFAR Training	High	< 6 mos	3	1
	Training Assessment	Medium	24+ mos		5
	Comprehensive Training Program	Medium	24+ mos		2
	Trainers as Mentors	Low	24+ mos		5
Community Engagement	Local Community Liaisons	Medium	12-24 mos		5
	Citizen Violation Reporting System	Low	12-24 mos		2
	VHF Radios	Low	12-24 mos		2
	Outreach Program	Medium	6-12 mos		8
Consistent Funding	External Jumpstart & Periodic Funding	High	< 6 mos	1	1
	Funding Oversight Body	High	< 6 mos	10	1
	Municipality Funding Allocations	High	6-12 mos		1
	Provincial & National Agency Allocations	Medium	12-24 mos		1

6.0 / FUNDING & BUDGET

Securing long-term, sustainable funding sufficient for enforcement operations, as well as equipment maintenance and repair, within the project area must be a priority within the first several years of this project. Current project funds obtained by Rare, WildAid, and others are intended to “jump-start” long-term enforcement efforts by LGUs and others, not sustain them indefinitely. As such, the Alliance must focus on securing the necessary funding and establishing an oversight and management system that ensures financial accountability. We suggest an agreed-upon percentage of municipal revenues be contributed by each municipality for Alliances efforts. A portion of these funds should be directed towards fisheries law enforcement. The details of the funding amounts, processes, and legal mechanisms should be approved by the Provincial Commission of Audit.

The multi-year project budget in Table 13 represents committed and potential funding by WildAid as a project partner. Note that the funding amounts and line-item allocations are intended to be indicative only and not prescriptive at this time. On a year-to-year and as-needed basis, exact amounts will be determined by WildAid in collaboration with project partners and funders. Also note that fiscal year 2027-2028 are the final years shown in the table. While some funding has been obligated by a foundation through this period, WildAid and Rare will continue to seek additional funding for the existing project period and to extend the project duration beyond fiscal year 2027-2028.

TABLE 13. WILDAID MARINE LAW ENFORCEMENT PROJECT BUDGET

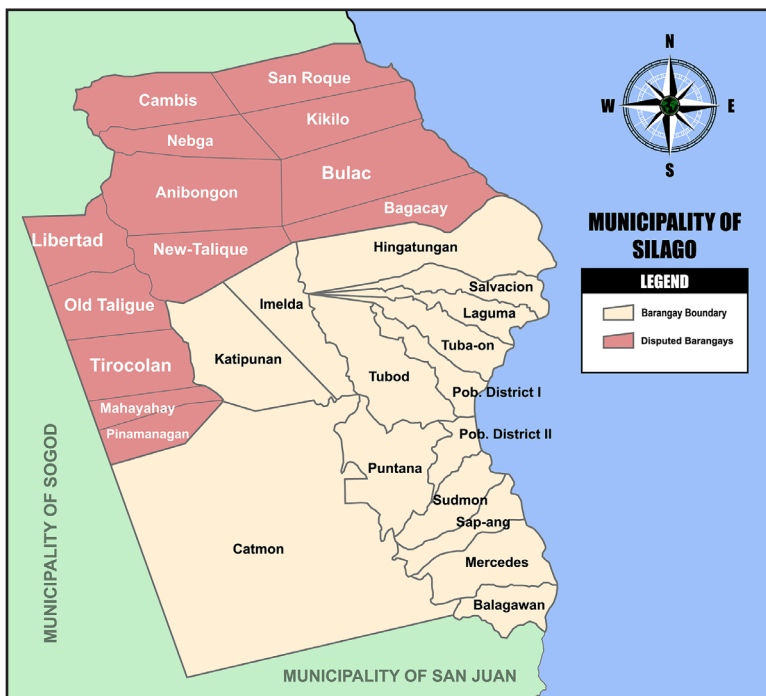
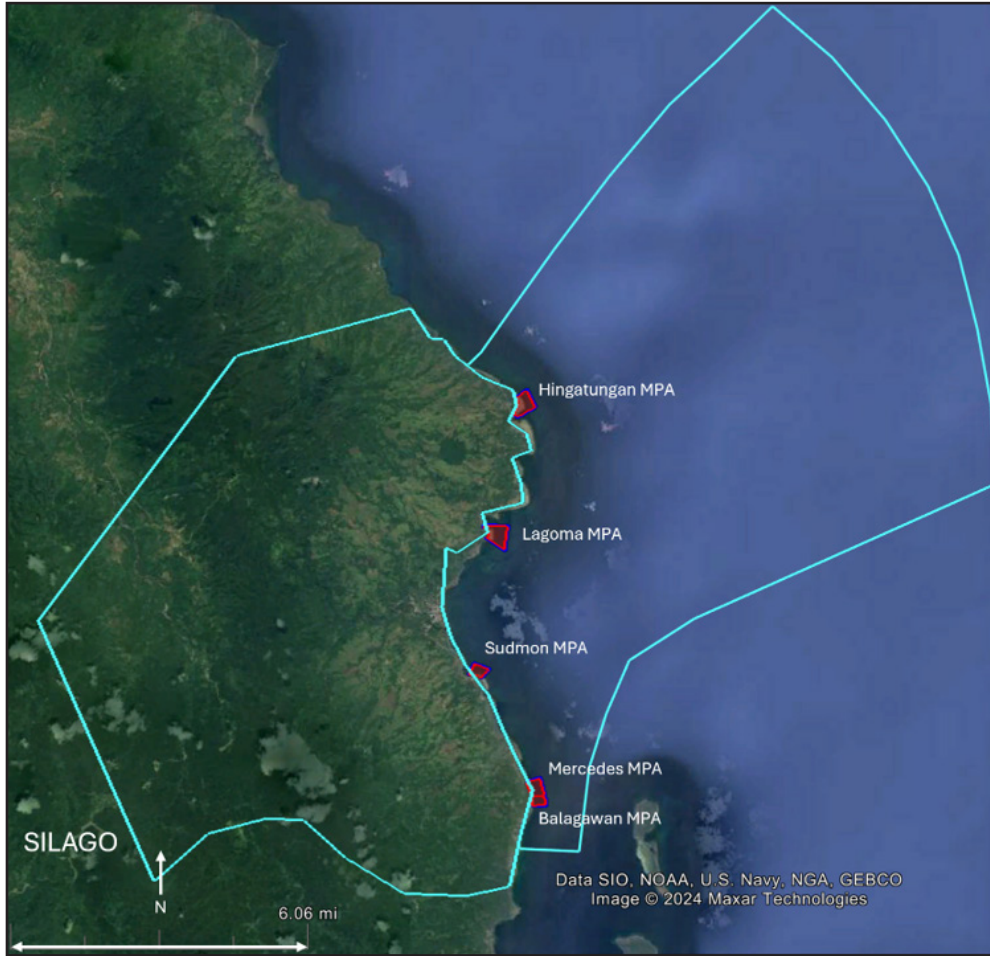
YEAR	2024-2025		2025-2026		2026-2027		2027-2028		TOTAL	
	MINDEROO S LEYTE	CDFO*	MINDEROO S LEYTE	CDFO*	MINDEROO S LEYTE	CDFO*	MINDEROO S LEYTE	CDFO*	MINDEROO S LEYTE	CDFO*
AMOUNT	\$85,000	\$151,278	\$30,000	\$208,050	\$30,000	\$151,110	\$30,000	\$151,110	\$250,000	\$805,548
Surveillance & Enforcement									-	-
• Enforcement Alliance	\$10,000		\$5,000						\$15,000	-
• Planning / Coordination									-	-
• WildAid consultant time / travel	\$30,000	\$18,000	\$15,500	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000	\$148,500	\$88,000
• Rare									-	\$3,700
• Patrol Vessels & Motors		\$99,600		\$100,00		\$40,000			-	\$361,600
• Fuel Allowance									-	\$10,000
• Patrol Equipment & Supplies	\$10,000	\$5,000		\$17,000		\$10,000			\$10,000	\$36,000
• Uniforms	\$10,000								\$10,000	-
• Patrols									-	-
• Command Center				\$40,000		\$40,000			-	\$80,000
Policies & Consequences (SOP)									-	-
Training & Mentorship	\$12,250	\$6,000	\$5,000		\$5,500		\$5,500		\$28,250	\$6,000
• DA-BFAR Training									-	-
Funding									-	-
• Oversight Body									-	-
WildAid Overhead	\$12,750	\$22,692	\$4,500	\$31,208	\$4,500	\$22,667	\$4,500	\$22,667	\$37,500	\$103,832
Total:	\$85,000	\$151,292	\$30,000	\$208,208	\$30,000	\$132,667	\$30,000	\$42,667	\$249,250	\$689,132

* CDFO are not secured; CDFO funds, when secured, are not solely for S Leyte

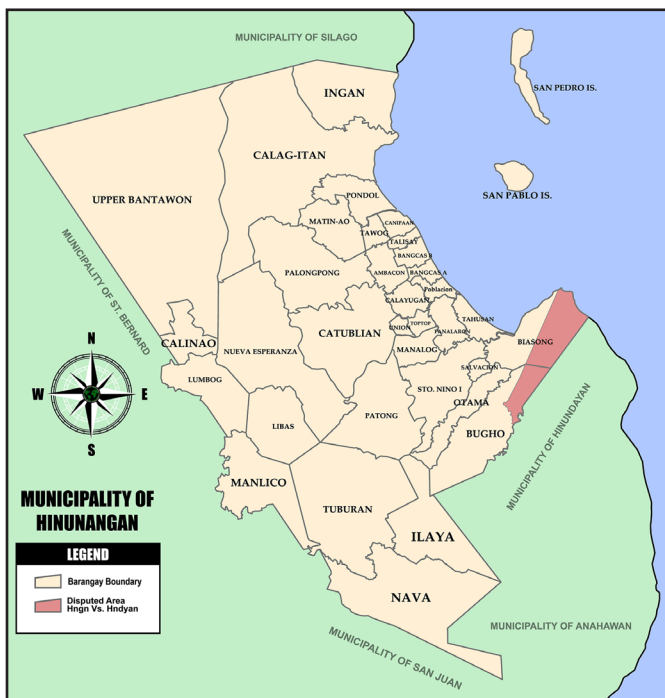
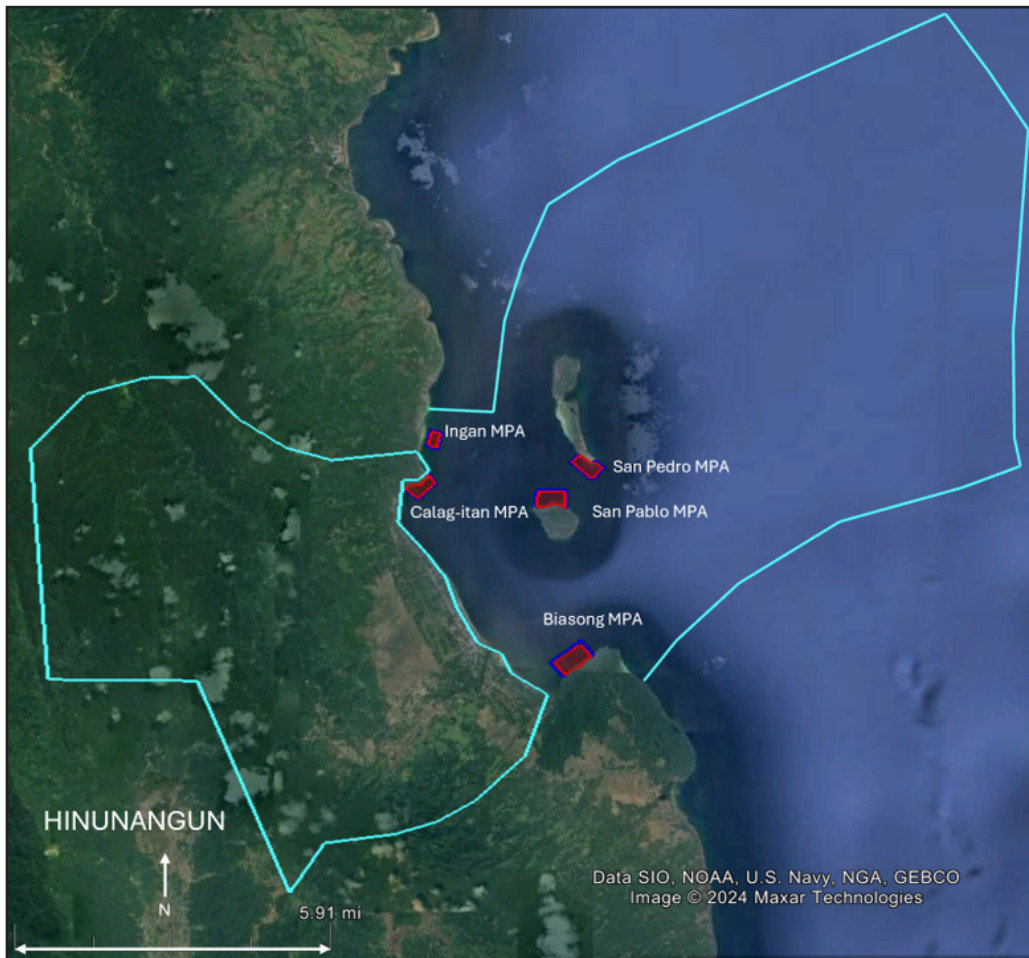


APPENDIX I – MUNICIPALITY MPA & BARANGAY MAPS

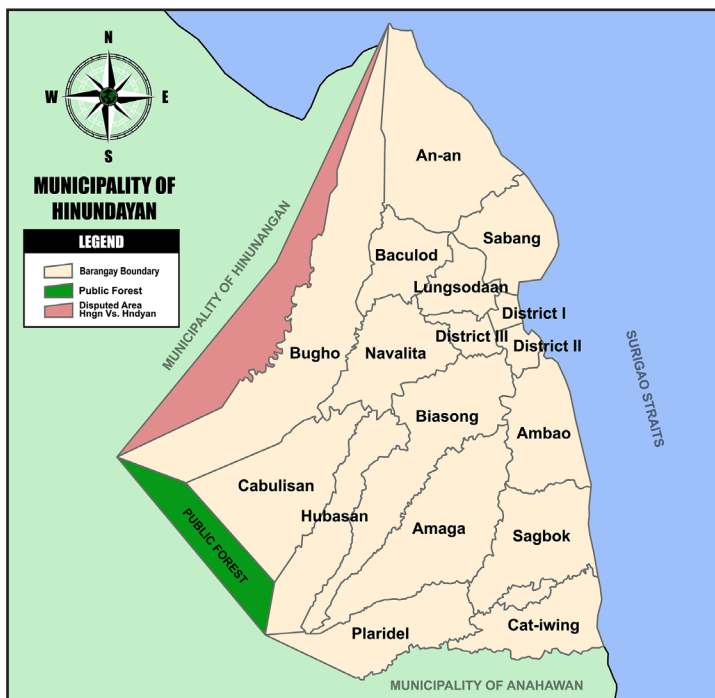
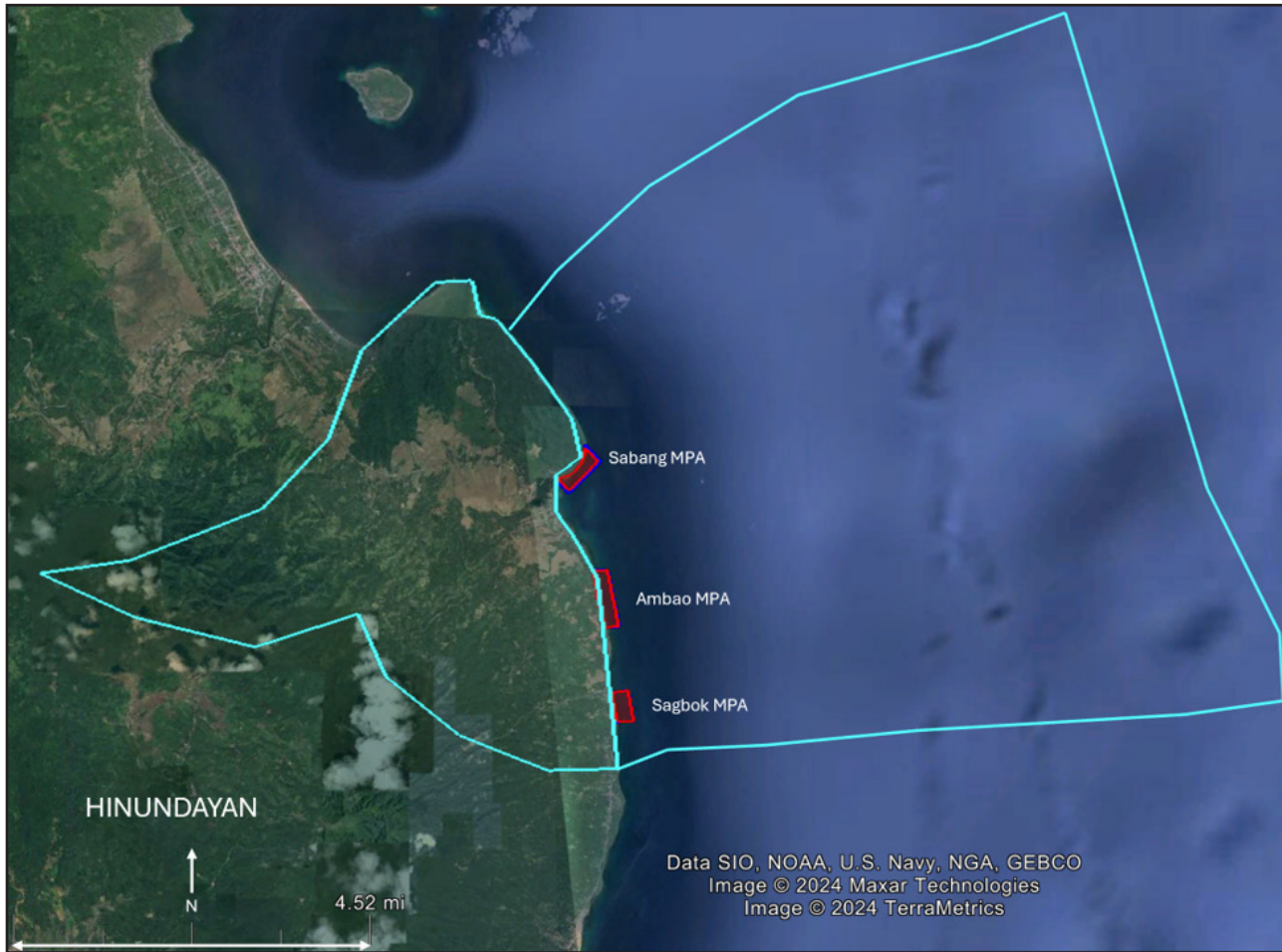
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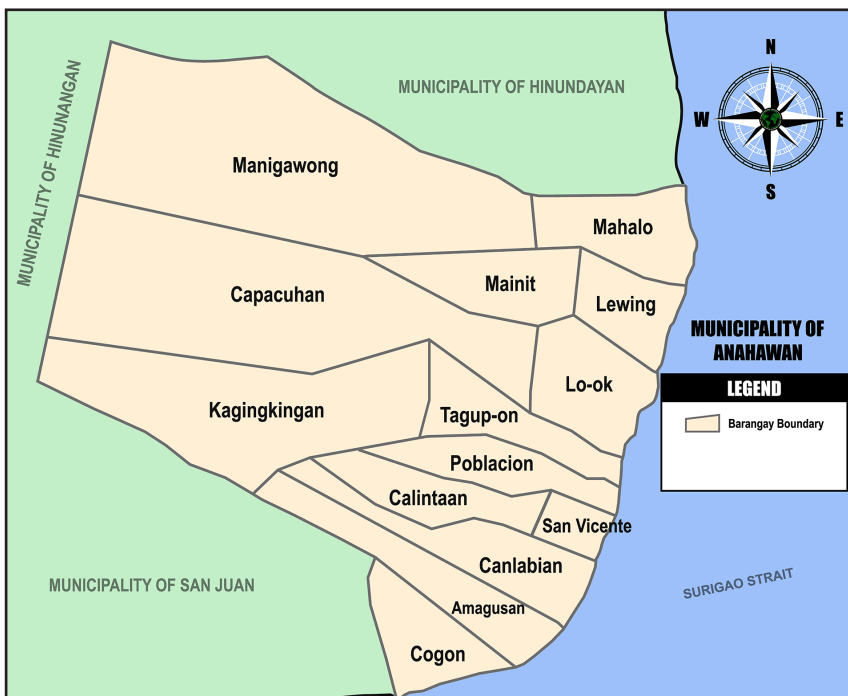
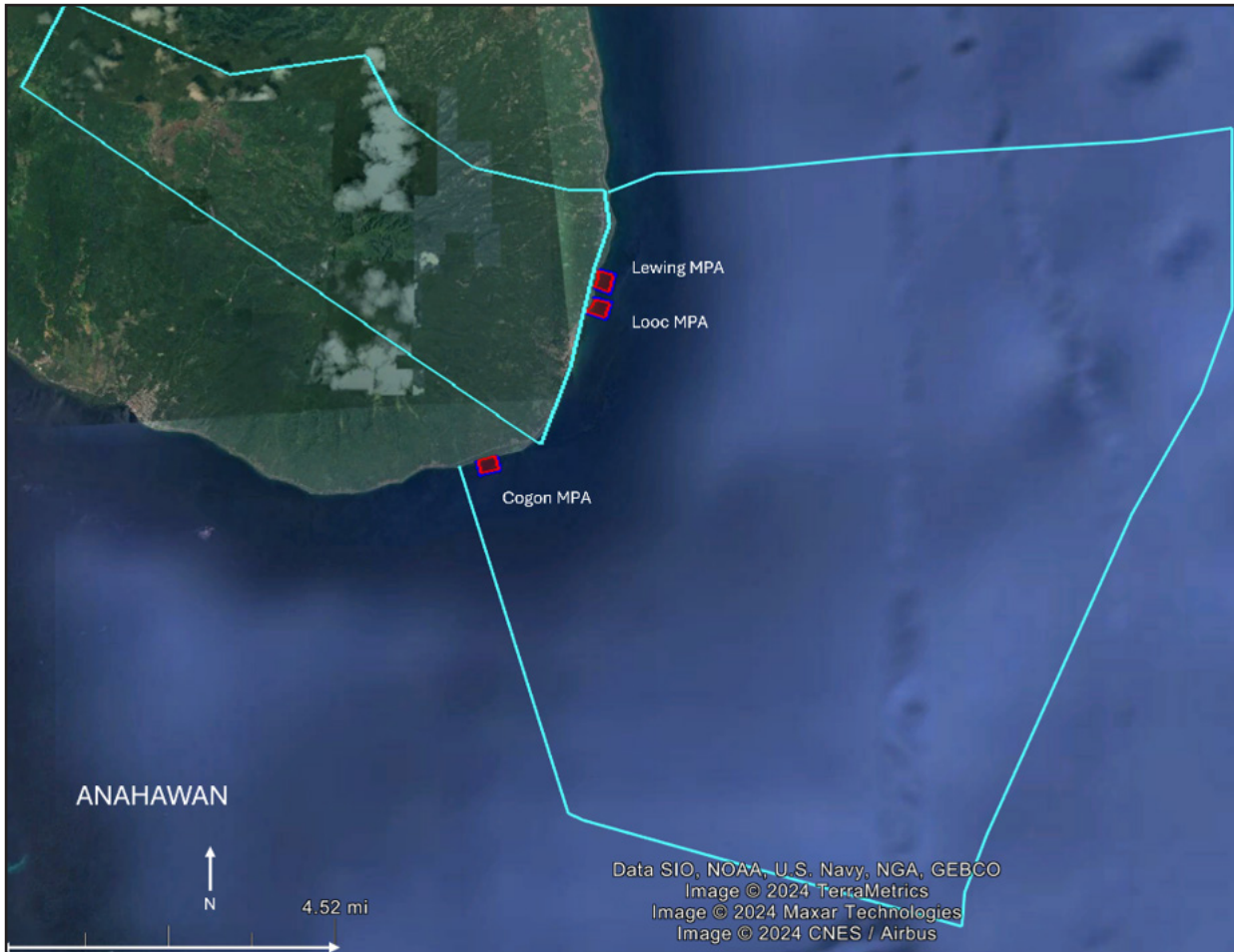
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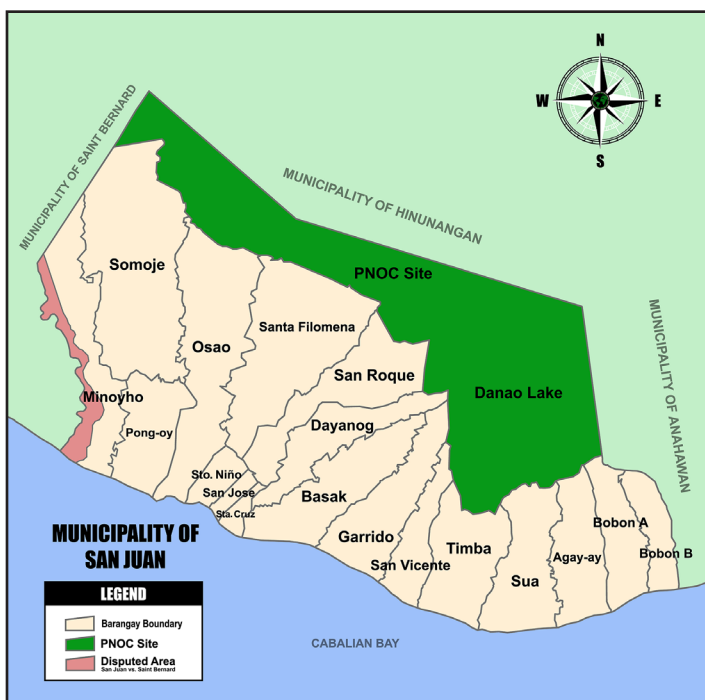
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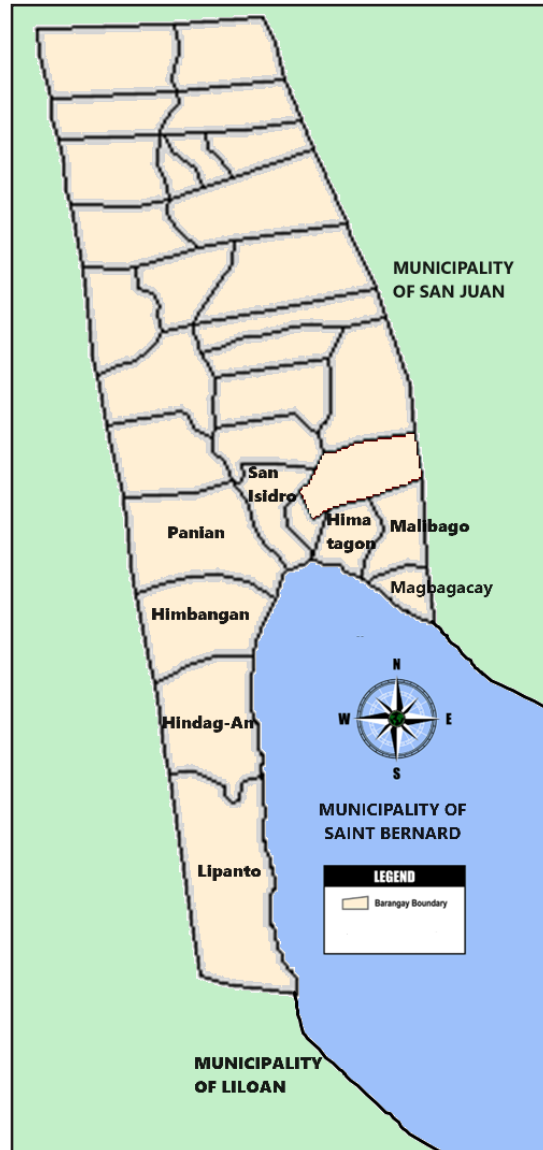
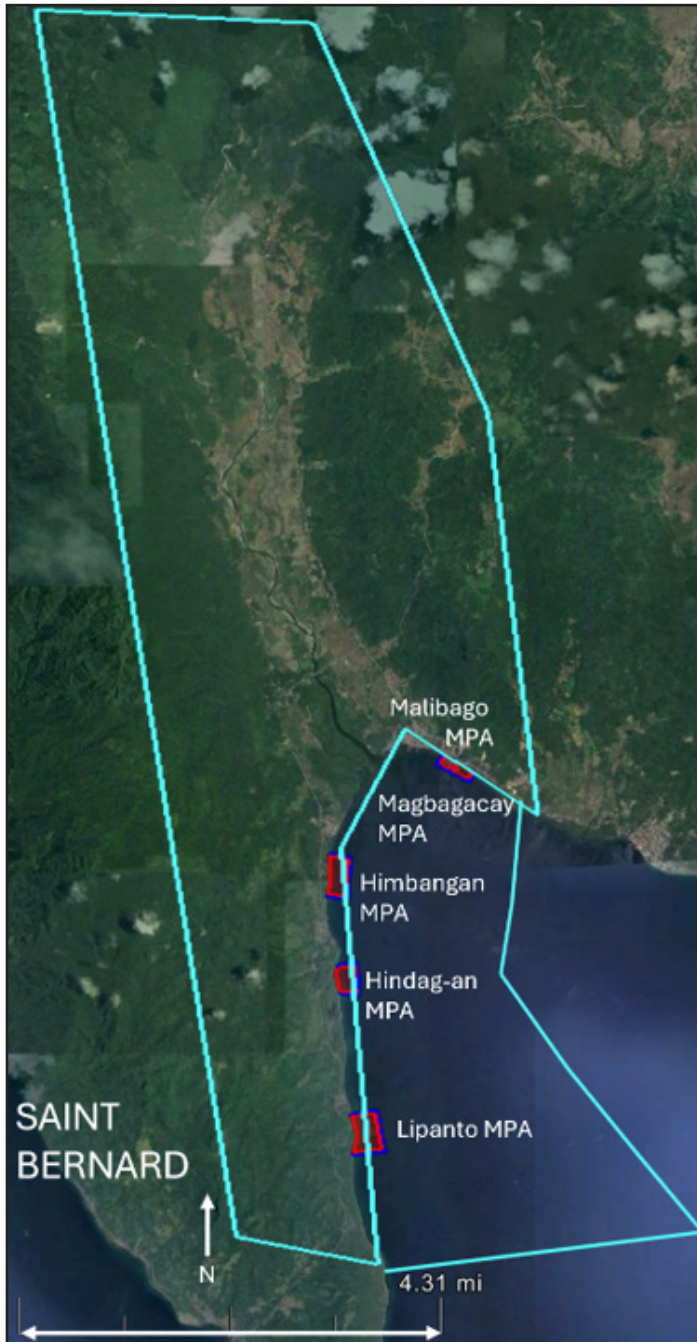
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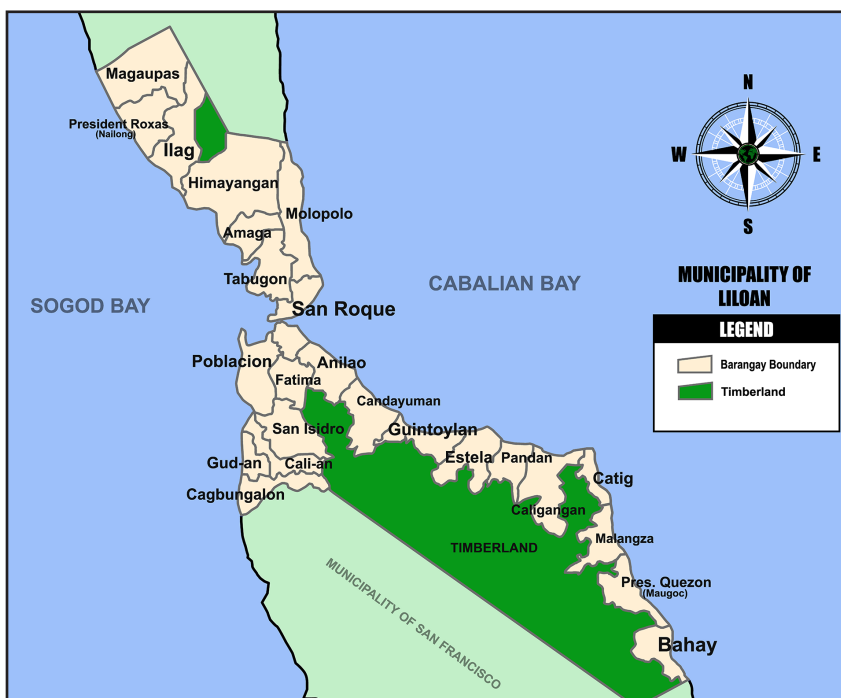
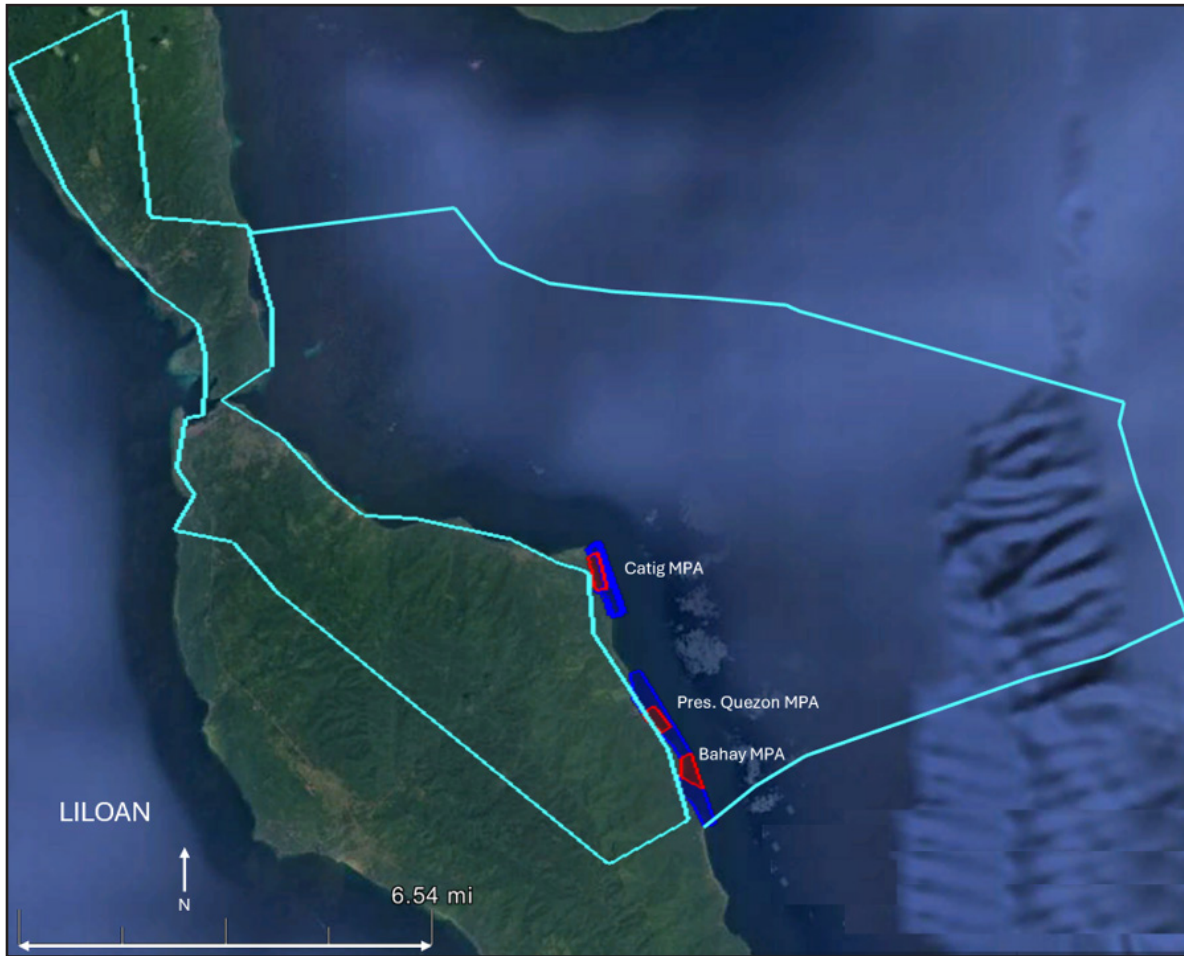
MUNICIPALITY OF SAN JUAN



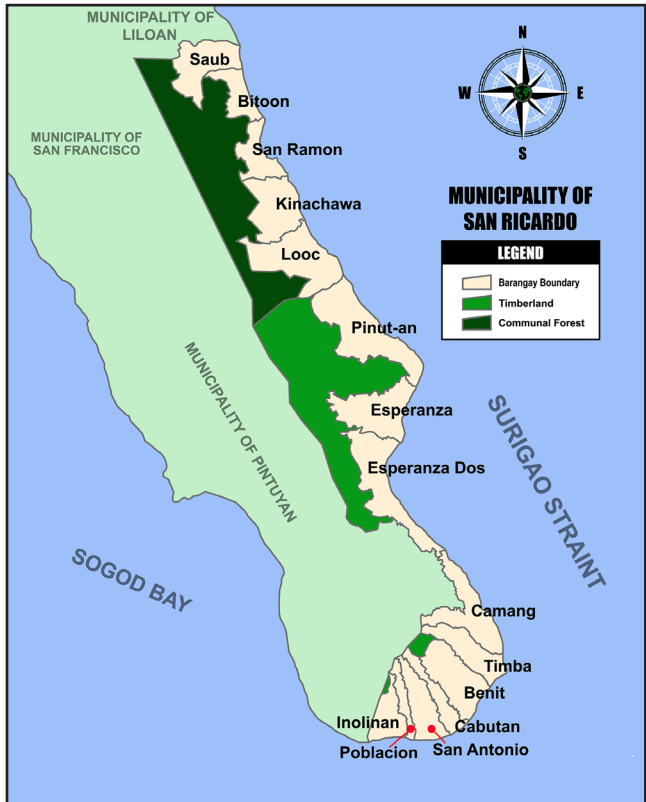
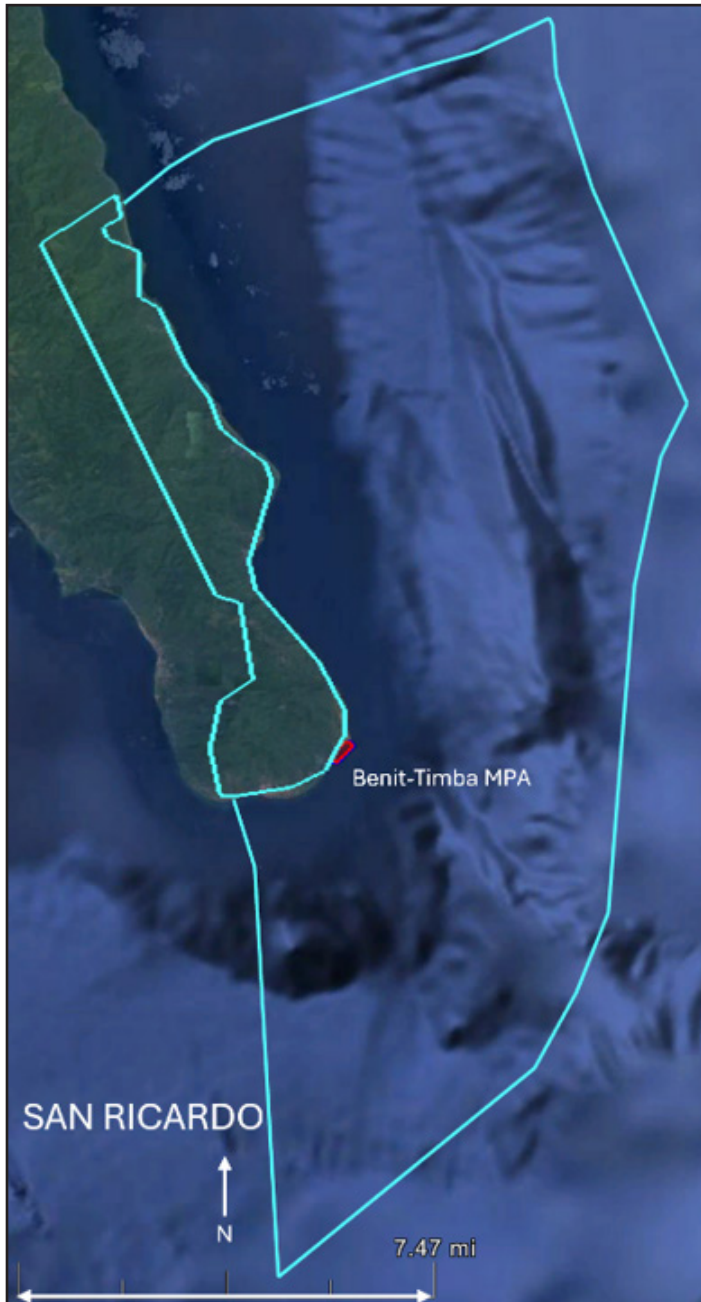
MUNICIPALITY OF SAINT BERNARD



MUNICIPALITY OF LILOAN



MUNICIPALITY OF SAN RICARDO



APPENDIX 2 – EQUIPMENT & SUPPLIES

CATEGORY	ITEM	NOTES
Boat-related	Fuel & oil	
	Anchor, anchor line, tow line, tie-up lines	
	Depth-finder	
	Siren & emergency lights	
	Bumpers	
	Repair kit/tools	
	Life jackets	At least 1/individual on board
	Throw buoy	
	First aid kit	
	Fire extinguisher	
	Flares	
Enforcement-related	Forms & evidence tags	
	Cap/uniform/badge/identification	
	Rule book	
	Informational brochure	
	Logbook	
	Notebook	
	Clipboard	
	Measuring tape/ruler	
	Handcuffs	As per authority
	Baton	As per authority
	Pepper spray	As per authority
	Taser	As per authority
Firearm	As per authority	
Personal	Dry bag	
	Sunglasses	
	Cell phone	
	Water & food	
	Sunscreen & mosquito repellent	
	Rain suit	
Handheld Devices	Dry box	
	Team Smartphone for Data Recording	
	Digital camera	
	Night vision	
	GPS	
	Binoculars	
	Flashlight & batteries	At least 2/boat
	Spotlight	
	VHF radio	
	Multi-tool/Knife	
	Megaphone	



