

# Strategies in Mobilizing Coastal Communities for Community-Based Coastal Resource Management in Bolinao, Pangasinan

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## ABSTRACT

The Marine Fishery Resources Management Project (MFRMP) hopes to facilitate partnership between the local government unit and the local communities in managing the coastal resources of Bolinao. Mobilization, both at the community and municipal levels, has been very important in promoting community-based strategies in coastal resources management. The community organization process in the municipality has gone through several levels; and different organizations have been formed. In empowering individuals and organizations, strategies tend to be varied and fluid depending on the need, the reason for mobilization, and the resources at hand. The Bolinao experience showcases different strategies used in implementing the resource enhancement, coastal zoning, harvest regulation, and capability building components of the program. These have included the formation of people's organizations, the mobilization of zonal action teams for each of the four zones, the creation and orientation of fishery and aquatic resources management councils at the barangay and municipal levels, and the active collaboration with the local government unit. These strategies and approaches have provided the people and the communities a wealth of experience and lessons that provide helpful insights in undertaking different endeavors. The strategies employed in the mobilization activities have significantly contributed to the empowerment of communities and individuals who are the primary managers of their resources.

*Keywords:* community mobilization, participatory planning, integrated management, CBCRM, coastal resources management

## INTRODUCTION

The Marine Fisheries Resources Management Project (MFRMP) has been in Bolinao since 1997. Since the commencement of its operations, the project has been involved in organizing, training, enhancing resource, and managing initiatives in various barangays all over the

municipality. One main activity was the formulation and passage of the Bolinao Coastal Development Plan (CDP) through advocacy and technical support. The project has four major components namely; (a) capability building, (b) resource enhancement, (c) coastal zoning, and (d) harvest regulation (Fig. 1).

Prior to the MFRMP, pioneering initiatives in organization and development work were undertaken by a tripartite partnership among the University of the

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Philippines-Marine Science Institute's (UP-MSI) Community-Based Coastal Resource Management Project (CB-CRMP), The Haribon Foundation for the Conservation of Natural Resources, and the University of the Philippines College of Social Work and Community Development (UP-CSWCD) from 1993 to 1997. Since then, these institutions have regularly shared experiences and strategies while focusing on specific issues. Haribon is focusing on livelihood research in several barangays in Bolinao, while UP-CSWCD is concentrating its efforts in the municipality of Anda, Pangasinan.

In 1996, four people's organizations (PO) were formed in Bolinao: SAPA in Arnedo, SAMMABAL in Balingasay, SAMMABI in Binabalian, and SAMMAKA in Pilar. Other people's organizations were formed later.

At present, MFRMP has focused on strengthening and expanding these organizations, and assisting them in specific coastal resource management (CRM) activities, such as the establishment of marine sanctuaries and the formulation of policies and management mechanisms at the municipal level as provided for in the Bolinao CDP. The project also provided technical support and skills training for the different organizations. Through the years, the organizations have expanded their membership to include more fisherfolk, as well as other locals in the municipality. Member-organizations of the municipal federation, KAISAKA, expanded to include more organizations from other barangays.

In 1998 at the thick of the CDP formulation, the new Philippine Fisheries Code, Republic Act 8550 (RA 8550), was passed by the National Government. The law mandated the formation of the Municipal Fisheries and Aquatic Resources Management Councils (MFARMC) which would represent the fisherfolk before the municipal government with respect to policy formulation and implementation of different fishery laws and provisions stated in RA 8550.

The Bolinao CDP, which was started in 1997 through a series of consultations with the fisherfolk of Bolinao, is a model of people-centered policy advocacy. The CDP,

as a blueprint for municipal resource management, was formulated by a technical working group (CDP-TWG) and subsequently validated and refined through successive community consultations and public hearings (Talaue-McManus and others 1999). The plan was proposed and after two years of continued advocacy, the Bolinao CDP was passed into law in December 1999. Implementation of the provisions in the ordinance commenced in January 2000.

The Bolinao experience has been highlighted in many instances, notably because of its pioneering efforts in formulating the first participatory CDP, which serves as the framework for people-centered coastal resource management in the municipality.

This paper highlights the different strategies employed in mobilizing the communities and assisting them in implementing the CDP to make the Bolinao experience a model that may be replicated in other coastal municipalities.

## **THE CDP AS A FRAMEWORK FOR COASTAL RESOURCE MANAGEMENT**

To maximize the use of Bolinao's coastal resources, and to limit the possible undesirable environmental effects of this use, the coast of Bolinao was divided into four zones, namely: Zone I, the Eco-Tourism Zone; Zone II, the Multiple-Use Zone; Zone III, the Fishery Management Zone; and Zone IV, the Trade and Navigational Zone (Fig. 1).

Zone I encompasses the barangays of Patar, Ilog Malino, Estanza, Tupa Balingasay, and Arnedo. Most of the possible tourist destinations, such as white sand beaches, caves, and resorts are found in these barangays. It was for this reason that this area was allocated for eco-tourism use.

Zone II is the area along the Caquipotan Channel, between mainland Bolinao and the municipality of Anda. All aquaculture activities such as pens and cages for the culture of milkfish and other finfish species are to be limited to this area, which included the barangays of

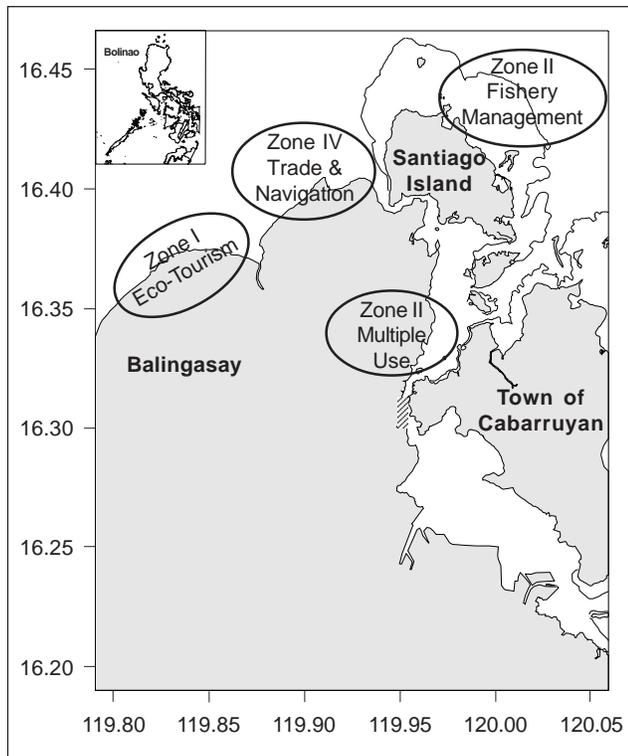


Fig. 1. The Zoning of the Municipality of Bolinao into four major use zones according to the coastal development plan

Lambes, Zaragoza, Catungi, Tara, Culang, Luna, Luciente II, Pilar, Salud, and Lucero.

Zone III is composed of the barangays in Santiago Island. The extensive reef system in the island is home to various species of fish and other marine life and is also the migration route of the siganids, Bolinao's most dominant fish species. This was the reason why the area was designated as the fishery management zone. The barangays included in Zone III are Lucero, Binabalian, Salud, Pilar, Victory, Goyoden, and Dewey.

The seat of government in Bolinao is in Germinal. Together with the adjacent barangays of Luciente I and Concordia, the area was designated for trade and navigation and called Zone IV. Fish and agricultural trading, all modes of transport, and various small to large-scale businesses are found in the zone.

In the last quarter of 1999, the Sangguniang Bayan made the final comprehensive deliberation on the provisions of the CDP before passing it in December. The implementing rules and guidelines for the different

provisions were drawn up by a technical working group composed of some SB members, municipal officials, and representatives from the fisherfolk organizations, with the MFRMP providing technical assistance.

## STRUCTURES AND ORGANIZATIONS AS AVENUES FOR MOBILIZATION

### People's organizations at the village level

The backbone of Bolinao's struggle for CRM has been the number of POs formed by the fisherfolk since 1989. Many of these organizations were, and still are, at the forefront of advocacy and resource management, both at the local and municipal levels.

The MFRMP has eight partner POs in Bolinao. Many of these fisherfolk organizations were formed during the previous tripartite partnership of Haribon, the UP - CSWCD, and the UP-MSI which started in 1993 (McManus, 1995). Among those formed earlier were SAPA in Arnedo, SAMMABAL in Balingasay, SAMMAKA in Pilar, SAUDI in Ilog Malino, and SAMMABI in Binabalian. After the tripartite partnership, the POs SAMMAL in Luna and SAMMACU in Culang were formed. The activities of these organizations are discussed later.

### The KAISAKA federation

The KAISAKA federation was formed in 1995, in line with the formulation of the CDP, by SAPA SAMMABAL, SAMMABI, and SAMMAKA. The federation's role was important in the municipal fight against the then proposed Bolinao Coastal Development Plan. It spearheaded the lobby for a pro-people CDP as an alternative to the industry-focused development plan being proposed. The federation took an active role in the community consultation and public hearings on the different issues tackled in the CDP.

### CDP-TWG

The technical working group (CDP-TWG) for the CDP was formed in August of 1996, after an orientation on the proposed CDP. During this orientation, member-organizations of the KAISAKA presented their own

version and interpretation of the major use zones, as well as the different issues and problems in CRM to an audience from various sectors. In addition, the group proposed a range of management steps which could be taken as provisions in the CDP to answer the stated issues. During the discussion, more ideas came up and other plans were drawn. After the discussion, the CDP-TWG was formed. The group was composed of representatives from different sectors including fisherfolk, private entities, the business sector, academe, and the Local Government Unit (LGU). The LGU expressed support for the group and provided the budget for its operations and consultations with the different communities. Together with KAISAKA, the group held workshops and community consultations which helped clarify local perceptions of the living coastal resources, the legal and social mechanisms that govern access to them, and the problems and possible solutions associated with their utilization. The active participation of the stakeholders in the process deepened their sense of involvement and commitment to achieving the solutions to the problems they had identified.

### **Zonal action teams (ZATs)**

Zonal action teams (ZATs) were formed in each zone to serve as core groups to provide support for POs and KAKAISA. The ZATs would be focused on the issues in each of the zones. Mobilization and management of resources will be immediate in the zone, and each ZAT will have the autonomy to manage the zone at the zonal level and may seek outside support when needed. The ZATs are composed of representatives from the different sectors affected by the issues in the zones, and they do not have an established structure nor a formal leader.

The formation of the ZATs in the different zones of the municipal waters was a strategy to complement the resource management and conservation initiatives undertaken by the different people's organizations and the KAISAKA. With the legislation of the CDP in Bolinao, the ZATs specifically looked at the issues arising in the four zones. Initially, the ZATs for Zones I and III and an ad hoc team for ZAT II were set up during the last quarter of 1998. For its part, the ZAT I was particularly keen on addressing issues revolving around the bangus fry industry in Zone I. With Zone II

designated as the area for aquaculture, the focus of the ad hoc team were on fishpens and cages, as well as the different navigation routes. Meanwhile, ZAT III was envisioned as a group that would support the initiative for a marine protected area in the Malilnep Channel in Santiago Island, as well as address the siganid concession and reef fishery issues. Since every ZAT was a multi-sectoral group, the membership varied depending on the zone. Aside from fisherfolk, representatives from the private sector, the church, the academe, and the barangays, other members included those involved in the pertinent issues per zone. For instance, ZAT I members included fry gatherers and resort owners; ZAT II members included fishpen and fish cage owners and caretakers. ZAT III members included fishers using both passive and active gears.

### **BFARMC**

Executive Order No. 240 (EO 240) provided for the formation of Barangay Fisheries and Aquatic Resources Management Councils (BFARMC) which would assist in the implementation of the law and recommend activities and action points to the Barangay Council. Initially, 11 BFARMCs were formed in Zones I, II, and III, with the help of the respective ZATs for each Zone. The BFARMCs were important in championing the cause of CRM through the CDP at the barangay levels.

More BFARMCs were formed to increase the membership of the MFARMC, and to allow for the participation of the other barangays in the implementation of RA 8550. However, not all of these were actively participating in the MFARMC meetings. Several of the BFARMCs have found specific issues in their own barangays, such as the BFARMC of Germinal which was addressing the barangay's waste problem. Many of the BFARMCs were not yet active since they were newly formed and still lacked orientation and training. Nineteen of the 23 coastal barangays formed their BFARMCs; but the rest of the barangays will be visited again when the MFARMC has finished with some of its more immediate activities.

### **MFARMC**

The passage of RA 8550 called for the formation of the Municipal Fisheries and Aquatic Resources

Management Councils (MFARMC) to recommend and assist in the implementation of RA 8550 at the municipal level. The Bolinao MFARMC was organized in late 1998. The council had its first meeting in early February 1999 and was officially launched on February 23, 1999. The members included representatives from the different sectors, the ZATs of the different zones, and from the different Barangay Fisheries and Aquatic Resources Management Councils (BFARMC) which were earlier organized in 11 barangays. Several members were added from the LGU, including the Municipal Aquaculture Technician, the Municipal Planning and Development Officer, representatives from the Department of Agriculture, and from the Sangguniang Bayan. The Sangguniang Bayan secretary, the UP Marine Science Institute, and the Haribon acted as Secretariat for the MFARMC.

The MFARMC hoped to prepare plans to address the conservation, utilization, management, protection, and development of the coastal resources of the municipality. The MFARMC took the lead role in advocating the passage of the CDP ordinance. Since its formation, the council has actively participated in public hearings, and has spearheaded some of the education and information campaigns at the local level. In support of the small and marginal fisherfolk, the MFARMC also addressed local issues which have been brought to attention of the municipal government. The MFARMC made its presence felt in the Sangguniang Bayan meetings as to support the reform of the milkfish fry concession system. Other activities of the MFARMC were the preparation of the fisherfolk for registration, recommendation to the Provincial Board for the immediate approval of the CDP, training and orientation regarding MFARMC and BFARMC, socio-economic profiling of Bolinao, alternative livelihood identification, information dissemination in coastal barangays, and the formation of implementing rules and guidelines for the CDP. The body also targeted the construction of the MFARMC office which was provided by the Office of the Mayor.

*Community mobilization*

The process of organizing the institutions and structures discussed above varied depending on the issue at hand

and the time available for organization. Several realizations have been made in the course of advocating effective CRM. The continuing development of the CDP process coupled with the government initiatives brought about by the passage of RA 8550, the value systems and the behavior of the communities, are factors that affected the organization and mobilization process.

**MOBILIZATION AND ACTION FROM THE ZONAL AND LOCAL LEVELS**

**Zone I: Eco-tourism Zone**

Zone I	<ul style="list-style-type: none"> <li>• Eco-tourism</li> <li>• Milkfish fry</li> <li>• Marine protected area</li> </ul>
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*Tourism*

The activities in Zone I revolved around issues concerning eco-tourism, the marine protected area, and the milkfish fry concession. Because long, white sand beaches abound in the zone, the area was designated for eco-tourism. In one year, the number of beach resorts and beach huts increased considerably. The increase of structures and the number of expected tourists raises issues such as the pollution of the coastal areas, the source of potable water and construction materials, the conversion of foreshore lands, and other threats to the carrying capacity of the area. To support the growing tourism industry, the Bolinao Hotel and Restaurant Owners Association and the Municipal Tourism Council were established. The barangay councils in the zone were supportive of the initiatives taken by these two groups, in line with the existing organizations, to maintain the quality of the coastal resources, while nurturing the budding eco-tourism industry.

*Milkfish fry*

The Balingasay river is believed to be the spawning ground for milkfish fry. The milkfish fry industry in Bolinao supports many families during the fry season.

However, for a few years now, the fry industry has been run by a concession system. The concessionaire may be an individual, family, or group, and must have the capacity to raise the concessionaire's fee which is paid to the municipal government, as well as to buy the fry in bulk from the gatherers. This practice allows the concessionaire to dictate the buying price, to the detriment of the fry gatherers. The concessionaire profits well in the arrangement. The Samahan ng Maliliit na Mangingisda ng Balingasay (SAMMABAL) proposed an alternative scheme for running the fry industry, but it has been put on hold by the Sangguniang Bayan of Bolinao, and will be looked into for possible implementation in the next fry season. Meanwhile, the municipal government has awarded the concession to the federation, provided it can pay the concession fee set for the year. The federation has been able to raise this amount from pledges and loans. At present, the management scheme, projected profits, and sharing schemes are being studied.

*MPA*

The first marine protected area in Bolinao is also situated in barangay Balingasay. The MPA is being managed by SAMMABAL in cooperation with the Barangay Council and the Barangay Resource Management Council. SAMMABAL has been responsible for monitoring activities while the Council has helped in patrolling the area to prevent encroachment.<sup>3</sup>

Strategies for mobilization in Zone I involve the formation and reorganization of different groups (see Fig.2). The fisherfolk organizations work on issues at the local level while ZAT I, at the zonal and municipal levels, with the KAISAKA and MFARMC providing support. However, as activities and issues became well understood and evolved into zonal and municipal concerns, the ZAT I became a member of KAISAKA to prevent duplication of tasks, to consolidate the strengths of both organization, and to speed up the coordination process. The KAISAKA was strengthened by the merger with ZAT I because many of the latter's members were municipal and baranggay officials. Strategies like this proved to be wise and helpful in furthering the cause of the people.

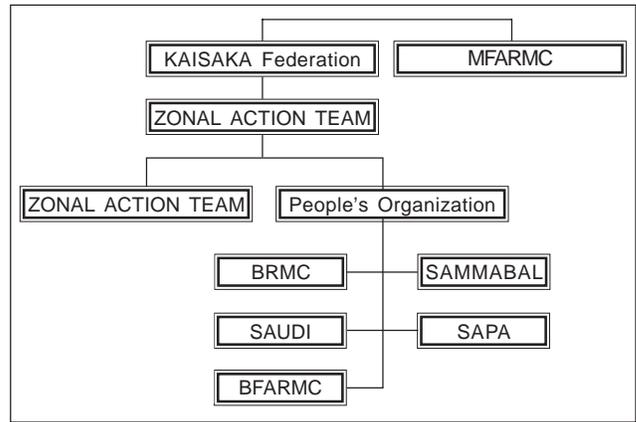


Fig. 2. Organizational mobilization in Zone 1

**ZONE II: Multiple Use Zone**

Zone II	<ul style="list-style-type: none"> <li>• Aquaculture</li> <li>• Water quality</li> <li>• Navigation</li> <li>• Mariculture</li> </ul>
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*Water quality and aquaculture*

Water quality is the main issue in Zone II, which lies along Caquipotan Channel, and is used for aquaculture, fishing, and navigation. Fishpens and cages abound in the zone. The area has supported the milkfish culture industry in Bolinao. CRM activities in the area include bi-monthly water quality monitoring and the quarterly report of data gathered. These activities are undertaken to help the fishpen and cage operators understand the impact of the industry on the environment.

There are two partner fisherfolk organizations in the zone, but both are newly formed and are not directly involved in large scale aquaculture. This is why the monitoring of the water quality is done with some of the fishpen/cage operators. At present, there are nine operators who have cooperated in the activity. The monitoring is done by a team composed of students from the Bolinao School of Fisheries which provides technical expertise. This monitoring activity also serves to hone the technical skills of the students. The local government unit provides the boat and the fuel while

the MFRMP provides assistance in skills training, discussions, and data analysis. Results are reported to the people in the zone, and to the Sangguniang Bayan and the Office of the Mayor for action on recommendations or as reference for future legislation. This tripartite partnership is hoped to ensure the sustainability of the activity. After the MFRMP ends, the water quality monitoring may be continued by the students and the co-operators who will have learned skills in analysis as well. Water quality monitoring can then become a local activity and it is hoped that other operators may become aware of its importance.

The ad hoc committee for ZAT II was formalized during a workshop where water quality data gathered from fishpens and cages in Zone II were shared and discussed with Zone I members. Some members of the ZAT II have pledged to participate in the monitoring activities as co-operators and in informing other fishpen and cage owners of the activity. They will participate in information gathering and dissemination, and in supporting issues on navigation and abandoned nets and fishpens.

*Mariculture*

Initial experimental mariculture of siganids is being introduced in Culang and Luna. To date, only SAMMACU is active while SAMALU awaits siganid fry for stocking.

Organizational mobilization in Zone II include the groups shown in Fig. 3. Mobilization has been challenging

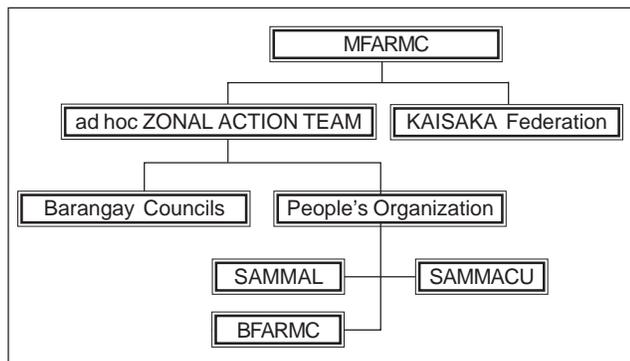


Fig. 3. Organizational mobilization in Zone II

because the barangays are far apart. Also, the fisherfolk organizations are not active participants in the milkfish culture, and hence, are not keen on participating in water quality monitoring. Also, the BFARMCs are not active and have yet to be visited. Along the channel, issues vary in every barangay. In Zaragoza for example, the primary issue is the threat posed by a salt farm and its proposed expansion. The BFARMCs and the organization will still have to be strengthened along with the other organizations.

**Zone III: Fisheries Management Zone**

Zone III	<ul style="list-style-type: none"> <li>• Siganid industry</li> <li>• Reef fisheries</li> <li>• Marine protected area</li> <li>• Mangrove reforestation</li> </ul>
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*MPA*

Zone III is the area of Santiago Island where organizing and mobilization is very important because of its vast reef complex that supports the fishing industry of the municipality. Some of the earliest organizing efforts were done in the zone. SAMMABI, the Samahan ng mga Mangingisda at Mamamayan ng Binabalian, was one of the first fisherfolk organizations formed in Bolinao and was a founding member of KAISAKA. With the protection and the preservation of the reef complex in mind, the organization worked for the declaration of a marine protected area (MPA) in the Malilnep Channel.

An ad hoc team for Zone III was formed in September 1998, after a Fisheries Forum conducted in Santiago Island. The group was formed to provide support in the zone, especially in advocating the proposed MPA in the Malilnep Channel. Initial meetings were set by the team to refine plans on the topics discussed in the forum, such as siganids, close and open season, gear use, and MPA. The group also received an orientation on MPAs, but the discussion was later diverted to the concerns mentioned above. The group formulated a statement of unity which was submitted to the municipal government. After meeting schedules were

set for the last quarter of 1998, membership participation started to dwindle and many of the planned activities were not realized. SAMMABI also underwent organizational problems which limited its effectivity.

At present, the ZAT III has not been formed. The proposal for an MPA in Malilnep Channel is still waiting for support from groups in the island. To make up for the inactivity of the ad hoc team, several interest groups were approached to address specific issues. The siganids group was established in Goyoden, and it has made a resolution on siganids. The Barangay Council of Lucero has expressed interest in having an MPA in its barangay waters. To support this, environmental education, information dissemination, and community consultations are being held. The issue on the use of triplets has also cropped up and people are being consulted on how to address this in the island. The issue-based approach has been effective so far in realizing the initial plans of the ZAT. Some members of the interest groups are also members of the ad hoc ZAT, but since it has not met for a while, these people are participating in the interest groups instead.

*Siganid industry/reef fisheries*

There have been reports that the fishing industry, especially that of the siganids, has been experiencing setbacks compared to past years. As a result, the municipal government has suspended the awarding of rights to fish corrals; it will operate the fishery lots instead. As an alternative to the siganid industry, the project is now trying to develop a system for the grow out of siganids from fry to mature sizes. This initiative is being presented to the interest group for siganids. Another fisherfolk organization, the Samahan ng Maliliit na Mangingisda ng Victory or SMMV is also interested in undertaking the grow out of siganids. This newly formed organization is also planning to put up a four-hectare MPA in their barangay.

*Mangrove reforestation*

The SAMMAKA (Samahan ng mga Mangingisda at Magsasaka in Pilar) has been successful in maintaining a mangrove reforestation project

which covers 12 hectares. It is also assisting the SMMV to put up a similar mangrove reforestation project in Victory.

Zone III has provided much challenge in terms of island-wide organizing (see Fig. 4). The barangays are far apart and the people have different interests. Almost every barangay is interested in a different initiative. The planned sanctuary in the Malilnep Channel, for instance, did not progress because of lack of support at the local level. SAMMABI, being the closest barangay to the proposed site, was tapped to support the issue, but problems arose within the organization. Also, the lack of support on the ground because of disinterest and lack of information has kept the Malilnep Channel open to the fishers who unknowingly continue to deplete the resources in the area. While another barangay may be interested in supporting the Malilnep MPA, it may be geographically far from the area.

Instead of forcing the issue on the people and resurrecting some of the weakened organizations, interest groups were formed to support the issue. The interest groups are composed of persons who have expressed interest in discussing and taking initiatives regarding the issues. For instance, the siganid group is composed of fish corral operators from Goyoden and some fisherfolk from Pilar and Victory. This strategy has allowed the participation of other barangays on other issues which did not concern them in the past. Several BFARMCs have also been formed in the island to provide representation to the municipal FARMC, as well as support in various issues. However, these BFARMCs have yet to be strengthened; not a single one has reportedly been active.

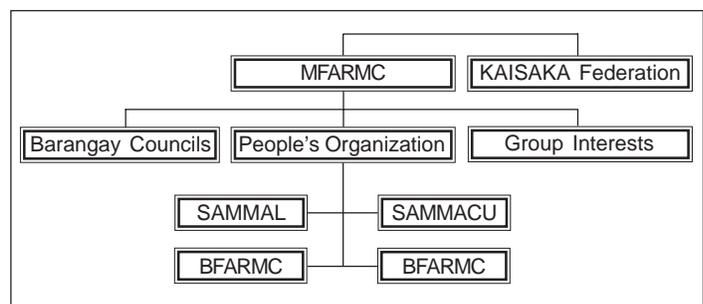


Fig. 4. Organizational mobilization in Zone III

**Zone IV: Trade and Navigation**

Zone IV	<ul style="list-style-type: none"> <li>• Solid waste management</li> <li>• Fisheries trade</li> <li>• Navigation</li> </ul>
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*Solid waste management*

There are no partner fisherfolk organizations in Zone IV, and the proposed mobilization organization (Fig. 5) was not realized. However, two BFARMCs have been formed. In addressing the primary issue of solid waste in the zone, the BFARMC in Germinal was initially tapped. Garbage collection in the town proper is done through the office of the mayor. However, past experiences showed that collection is not done on a regular basis and that the trucks are not able to reach foreshore areas where garbage is a huge problem and waste disposal is unhealthy. The BFARMC worked with the Barangay Council, but has since laid low for lack of support. The issue has been brought to the attention of the Municipal Administrator.

Because Zone IV is the town proper, many of the activities are dealt with at the municipal level. Since solid-waste is a municipal-wide problem, initial plans to address the issue were done through an ad hoc Solid Waste Management Council. The support of other stakeholders, such as business establishments, market associations, as well as transportation operators are needed. The Municipal Health Officer chairs the committee. Mobilization in the zone usually involves the Sangguniang Bayan, local government unit, and other municipal offices with the support of the other stakeholders and the BFARMCs at the local level.

**CHALLENGES**

Amidst all the resource management initiatives, the prime challenge in Bolinao has been how to sustain all efforts at all levels. In many instances, the initiatives are not continued after support from the MFRMP has ended. In many instances, the people become too dependent on funding and technical support and are not able to act without

guidance. At the municipal level, the LGU has also come to depend on the technical assistance provided by the project. In the formulation of the CDP for instance, the write up and the sourcing of data are all left to the MFRMP staff. At times, even the correspondence and facilitation of the meetings are shouldered by the staff.

Activities in Bolinao are often done to either corroborate or negate data gathered by the MSI or the MFRMP. For instance, declining fish catch has spurred the MFRMP to propose experimental grow out of siganids. This activity aims to give enough time for Siganid eggs to hatch and ensure stock on the next run. Declaring an area for marine protection is another way to enhance fish stock in the area, while providing sanctuary for other marine life threatened by overfishing. These initiatives may be welcomed, but their long term impact on the environment and the lives of the people have yet to be seen. With the MFRMP on its last year, many of the results will not be seen before it ends and many support mechanisms may not be put in place in time.

Many of the activities have taken too much time. The CDP formulation has taken years, yet the ordinance still has to be signed, although, it has been "approved in principle." To speed things up, the staff have provided extra support and assistance beyond what is necessary. This is also true at the community level. If left alone, the people tend to become complacent, and without guidance, activities stretch and take longer routes even if these are not needed at all. Bureaucracy has also been a factor, although this is expected in any community. Because many of the activities of the MFRMP are rooted in scientific data, there is a need for an information and environmental education campaign each time an initiative is undertaken. Yet there are still cases when lack of information is the cause of the delay or

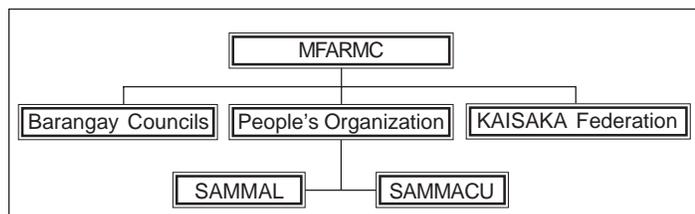


Fig. 5. Proposed organizational mobilization in Zone IV

failure of an initiative. For example, fisherfolk tend to feel threatened whenever an MPA is proposed. Their initial understanding is that the MPA will be guarded, thereby preventing them from gathering in the area. They do not immediately appreciate that the MPA is for their benefit. This is why the proposed MPAs in Arnedo, Malilnep Channel, and Lucero have not succeeded.

Many people, including the LGU, have yet to appreciate and understand the advantage of having the MSI in Bolinao. The participatory monitoring of the MPA in Balingasay, while still being done by some members of SAMMABAL, still see it as a task given to them by the project; many have yet to find use for the data. The challenge of localizing information and maximizing the Bolinao Marine Laboratory still lies ahead.

## SUSTAINING MECHANISMS

### *Training and capability building*

To ensure that the people, organizations, and the local government units are equipped with the skills to continue the initiatives of the MFRMP, training and skills development work continues. Also, the project provides equipment and reading materials, as well as a venue for activities. Training, assessments and planning workshops for capability building and strengthening are continually being given. The LGU, key leaders and organizations have been identified and are being prepared them for the eventual phase out of the MFRMP. Slowly, many activities are being relegated to the municipal government. Mechanisms that ensure continued support for MFRMP initiatives from the LGU are being taken, such as the passage of the ordinance and the formulation of the implementing rules for the CDP, and MOAs that still require that they provide support.

### *Networking*

The organizations have been introduced to different organizations which may be of big help in terms of funding and technical assistance. The patrol boat for the MPA in Balingasay was solicited from LGCAMC and Plan International. The mangrove reforestation

projects in two barangays in Santiago Island are also supported by LGCAMC and the DENR.

To ensure the representation of the people in policy and implementation, the MFARMC decided to form BFARMCs in all coastal barangays even though is not mandated by RA 8550. At present, the MFARMC is a large group of multi-sectoral representatives, the fisherfolk sector. The KAISAKA has also taken it upon itself to participate in the MFARMC meetings, as well as sit in the other municipal activities for policy advocacy. The KAISAKA has been recognized by the LGU as having a legal identity; in many cases these two have a good working relationship and coordination.

### *Advocacy*

Advocacy is still a continuing activity in Bolinao, even branching out to the youth sector. Environment education is still done every time a new initiative is taken. The importance of taking care of the environment is still being instilled in the people both at the local and municipal levels. Advocacy is done in many forms and the initiatives taken by the people are examples of concrete advocacy for the good of the environment.

## CONCLUSION

The people of Bolinao grabbed the headlines a few years ago when they fought against the construction of a cement plant. Many years have passed since, and the municipality faces another challenge—that of productivity and equitable access to coastal resources. The current threat is not an outside force, but one that people have created themselves. The deteriorating water quality along Caquiptan Channel, the declining siganid industry, among others, are examples of the threats to livelihood and environment facing them. This reality has been understood by many and as an answer to this, the CDP was formulated by the people.

The Bolinao experience has been hailed by many because of its pioneering effort in formulating a CDP. As the framework for local community resource management, the CDP does not end with its passage. The bigger challenge would be to ensure its

implementation and effectiveness in uplifting the lives of the people.

Many people's organizations have been formed in Bolinao and many initiatives have been undertaken to prepare the people for the implementation of, and as implementors of, the CDP, with bright hope for abundance and peace.

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