

NINETEENTH CONGRESS OF THE)
REPUBLIC OF THE PHILIPPINES)
Second Regular Session)

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SENATE

S. B. NO. 2589

Introduced by **SENATOR JOEL VILLANUEVA**

AN ACT
ESTABLISHING THE NATIONAL COASTAL GREENBELT
MANAGEMENT ACTION PLAN, PROVIDING FUNDS THEREFOR, AND
FOR OTHER PURPOSES

EXPLANATORY NOTE

Under Article II, Section 16 of the 1987 Constitution, the State “shall protect and advance the right of the people to a balanced and healthful ecology in accord with the rhythm and harmony of nature.” The importance of our ecology and the vulnerability of the Philippines to the impacts of climate change and global warming is further emphasized with the passage of Republic Act No. 9729, entitled, the “Climate Change Act of 2009.” Under this law, the Climate Change Commission (CCC) was mandated to coordinate with local government units (LGUs) and private entities to address the vulnerability of regions, provinces, cities, and municipalities to the consequences of climate change.

Coastal communities are most susceptible to the negative impacts of climate change and are in dire need of protection. Exposed to different environmental risks and natural hazards, such as storm surges and flooding,¹ coastal communities often seek the protection of mangrove ecosystems to ensure the safety of their lives and property. The 2017 study of the World Bank Wealth Accounting and the Valuation of Ecosystem Services (WAVES) found that Philippine mangroves reduce flooding to 613,000 people

¹ February 3, 2021. Towards Integration of Climate Disaster Risk and Waste Management: A Case Study of Urban and Rural Coastal Communities in the Philippines. Sustainability. Available at <https://www.mdpi.com/2071-1050/13/4/1624> (Accessed on August 10, 2023).

annually. Without them, flooding and damages to infrastructure, property and people would increase by approximately 25% yearly.²

Despite its critical role in protecting coastal communities, mangrove forests remain low. According to the Department of Environment and Natural Resources (DENR), the estimated mangrove forest cover of the Philippines is around 311,400 hectares. This is equivalent to only 4.3% of the country's 7.23 million hectares total estimated forest cover.³

Thus, the rehabilitation of coastal and mangrove areas is of utmost importance. This has been reflected in its inclusion as one of the development components of the Enhanced National Greening Program of the DENR,⁴ together with other similar efforts, to mitigate the adverse effects of climate change.

To reinforce the current initiatives of the country, this bill mandates the DENR to prepare an integrated National Coastal Greenbelt Management Action Plan (NCGMAP), together with the CCC and all agencies responsible for foreshore management, mangrove, beach forest protection, and others. The NCGMAP shall include criteria for identifying priority areas as coastal greenbelt areas, operational plans for their rehabilitation, and monitoring and evaluation.

LGUs are likewise mandated to create and implement their respective Local Coastal Greenbelt Management Action Plan (LCGMAP) to facilitate the implementation of the operational plans in the NCGMAP and provide local data and other supporting measures to national agencies. Incentives shall be granted to LGUs who submit their LCGMAPs or have been recognized for their effective establishment and/or management of coastal greenbelt areas.

Lastly, the respective roles and duties of key implementing agencies have been outlined with the bill to ensure that the development of coastal greenbelt areas in the country will be adequately coordinated towards the realization of the objectives of the bill.

Thus, the immediate passage of this bill is earnestly sought.


JOEL VILLANUEVA, P

² Valuing the Protection Services of Mangroves in the Philippines. World Bank, p.4. Available at <https://documents1.worldbank.org/curated/en/272251501076806254/pdf/117757-REVISED-Mangrove-Protection-Services-V2-0727.pdf> (Accessed on August 10, 2023).

³ Enhanced National Greening Program for 2024 Budget Hearing, submitted by the DENR.

⁴ Ibid.

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Introduced by SENATOR JOEL VILLANUEVA

**AN ACT
ESTABLISHING THE NATIONAL COASTAL GREENBELT
MANAGEMENT ACTION PLAN, PROVIDING FUNDS THEREFOR,
AND FOR OTHER PURPOSES**

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

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SECTION 1. Short Title. – This Act shall be known as the “National Coastal Greenbelt Act.”

SEC. 2. Declaration of Policy. – The State recognizes the constitutional right of the people to a healthful and balanced ecology. The State also acknowledges that as an archipelagic country, the Philippines and its local communities are vulnerable to the adverse effects of climate change and global warming. It shall, therefore, be the policy of the State to protect the lives and property of communities in the coastal areas from the impacts of typhoons, tsunamis and similar natural events.

SEC. 3. Definition of Terms. – For purposes of this Act, the following terms shall have the following meanings:

- (a) **Coastal Greenbelt Zone** refers to strips of natural or planted coastal vegetation, stretching at least one hundred (100) meters in width from the sea towards land, primarily of mangrove and beach forest species, which are designed to prevent coastal erosion, and mitigate the adverse impacts of natural coastal hazards on human lives and property;
- (b) **Coastal Zone** refers to a band of dry land and adjacent ocean space (water and submerged land) in which terrestrial processes and uses directly affect oceanic processes and uses, and vice versa. Its geographic extent may include areas within a landmark limit of one (1) kilometer from the shoreline at high tide to include mangrove swamps, brackish water

1 ponds, nipa swamps, estuarine rivers, sandy beaches and other areas
2 within a seaward limit of 200 meters isobath to include coral reefs, algal
3 flats, seagrass beds and other soft-bottom areas;

4
5 (c) **Designated areas** refer to site-specific stretches of vegetation in the
6 coastal zone, defined in relation to risk factors and vulnerability to coastal
7 hazards, and reserved for protection and maintenance under the National
8 Coastal Greenbelt Management Action Plan. The area may undergo
9 rehabilitation, reforestation, or afforestation with locally appropriate native
10 species. Designated areas with abandoned fishponds require the
11 reversion of these fishponds to mangroves through natural regeneration
12 or replanting with locally and ecologically appropriate species. Designated
13 areas with illegal structures, such as breakwaters, permanent
14 residential/commercial structures, and the like require removal of such
15 structures;

16
17 (d) **Fisherfolk Settlement Areas** refer to certain areas of the public domain,
18 specifically near the fishing grounds, granted to or reserved for the
19 settlement of municipal fisherfolks; and

20
21 (e) **Mangroves** refer to a community of intertidal plants in the tropics and
22 subtropics, including all species of trees, shrubs, vines, and herbs growing
23 along tidal mudflats and shallow water coastal areas extending inland
24 along rivers, streams, and their tributaries where the water is generally
25 brackish.

26
27 **SEC. 4. Creation of the National Coastal Greenbelt Management Action**
28 **Plan (NCGMAP).** – Within six (6) months from the effectivity of this Act, the
29 Department of Environment and Natural Resources (DENR), in coordination
30 with the Climate Change Commission (CCC), shall identify and convene all
31 national agencies responsible for foreshore management, mangrove and
32 beach forest protection and utilization, coastal land and sea-use planning,
33 coastal tourism development, and social welfare of coastal communities for the
34 preparation of an integrated National Coastal Greenbelt Management Action
35 Plan (NCGMAP).

36
37 The NCGMAP shall, at the minimum, contain the following:

38
39 (a) Spatial representation, or if feasible, an inventory of the status of
40 coastlines and foreshores, including the status of mangroves, beach
41 forests, settlements, structures, and fishponds within one hundred (100)
42 meters of coastlines, foreshores, mangroves or beaches;

43
44 (b) The criteria for the designation of priority areas as coastal greenbelt areas
45 in each coastal province, city, and municipality. The designation shall be
46 based on the area's vulnerability to storm surges, waves,
47 tsunamis and other similar natural disasters; *Provided*, That the
48 assessment of priority areas shall be accomplished within one (1) year
49 from the completion of the NCGMAP; *Provided, further*, That (i) areas
50 declared as protected areas in accordance with Republic Act No. 11038,

- 1 or the Expanded National Integrated Protected Areas System (E-NIPAS)
2 Act, (ii) fish refuge or sanctuaries as determined in accordance with
3 Republic Act No. 8550, as amended by Republic Act No. 10654, or the
4 Philippine Fisheries Code, and (iii) local marine protected areas as
5 provided under municipal or city ordinances shall be automatically
6 designated as priority areas;
7
- 8 (c) Operational plan for the rehabilitation, reforestation, or afforestation of
9 designated priority coastal greenbelts with ecologically appropriate
10 mangrove and beach forest species, not less than one hundred (100)
11 meters in width; *Provided*, That existing forests or plantations greater than
12 the minimum width shall not be reduced; *Provided, further*, That the
13 program for rehabilitation, reforestation or afforestation shall be
14 community-based, long-term, and implemented through the local
15 government concerned; *Provided, further*, That the program shall aim to
16 cover at least twenty percent (20%) of the designated priority areas in the
17 first five (5) years, while the remaining priority areas shall be completed
18 within ten (10) years from their designation as such;
19
- 20 (d) Operational plan for the reversion of all abandoned fishponds to
21 mangroves through natural regeneration or replanting with locally
22 appropriate species; *Provided*, That the identification and recovery of
23 possession from delinquent fishpond lease agreement holders shall be
24 completed within twelve (12) months from the adoption of the NCGMAP;
25
- 26 (e) Operational plan for the removal of illegal structures in the identified
27 priority coastal greenbelts; *Provided*, That such removal shall be
28 completed within twelve (12) months from the start of rehabilitation,
29 reforestation or afforestation of the areas;
30
- 31 (f) Monitoring and evaluation plan, with quantitative and qualitative targets
32 for the implementation of the operational plans identified in subparagraphs
33 (c), (d), and (e) of this Section, appropriate indicators, and reasonable
34 means of verification; and
35
- 36 (g) The national incentive program, as provided under Section 6 of this Act,
37 to encourage broader participation of local government units (LGUs) in
38 the implementation of this Act.
39

40 The DENR and CCC shall lead the preparation of the NCGMAP not later than
41 twelve (12) months from the effectivity of this Act.
42

43 **SEC. 5. Creation of the Local Coastal Greenbelt Management Action Plan**
44 **(LCGMAP).** – Each coastal province, city and municipality in the identified
45 priority coastal greenbelt areas in the NCGMAP shall prepare a Local Coastal
46 Greenbelt Management Action Plan (LCGMAP) to facilitate the implementation
47 of the operational plans identified in the NCGMAP.
48

49 For this purpose, each province, city, and municipality shall:
50

- 1 (a) Provide local data and other supporting measures to the agencies
2 involved in the implementation of this Act;
3
- 4 (b) Implement complementary programs to assist affected local communities
5 and local businesses, including providing appropriate relocation sites with
6 basic services, such as livelihood and transportation programs, and
7 zoning or re-zoning of priority coastal greenbelt areas, as appropriate;
8
- 9 (c) Provide an actual inventory of affected families in designated areas to
10 ensure that a legal, just, fair, and humane process of relocation is carried
11 out;
12
- 13 (d) Lead the rehabilitation, reforestation, and afforestation of coastal
14 communities;
15
- 16 (e) Integrate the identified coastal greenbelt zones in its comprehensive land
17 use plan; and
18
- 19 (f) Provide relevant data and qualitative feedback to the Key Implementing
20 Agencies identified in Section 8 of this Act.
21

22 The LCGMAP shall be consistent with and/or integrated into the local
23 development plan, comprehensive land use plan, local climate change action
24 plan, and other relevant plans.
25

26 The relevant agencies of the National Government, in coordination with the
27 provincial government, shall provide the necessary technical and budgetary
28 support to component coastal cities and municipalities and ensure consistency
29 across contiguous LGUs sharing common priority coastal greenbelt areas.
30 Highly urbanized cities shall likewise provide support to component barangays
31 under their jurisdiction.
32

33 The LCGMAP shall be submitted to the Department of the Interior and Local
34 Government (DILG), the DENR and the CCC to ensure convergence with the
35 NCGMAP.
36

37 **SEC. 6. Incentives.** – LGUs that have (i) submitted their LCGMAPs to the
38 DILG, DENR, and CCC, or (ii) been recognized by the DILG, DENR and/or CCC
39 for their effective establishment and/or management of coastal greenbelt areas,
40 may be entitled to receive grants and incentives to build technical capacities in
41 implementing the LCGMAP and supporting programs which are in line with the
42 objectives of this Act.
43

44 **SEC. 7. National Technical Advisory Committee (NTAC).** – The DENR, in
45 coordination with the CCC, shall convene a National Technical Advisory
46 Committee (NTAC) composed of:
47

- 48 (a) A representative from the DENR;
49
- 50 (b) A representative from the CCC;

- 1
2 (c) A representative from the Department of Agriculture (DA) – Bureau of
3 Fisheries and Aquatic Resources (BFAR);
4
5 (d) A representative from the DILG;
6
7 (e) Two experts in mangrove and beach forest ecosystems, oceanography,
8 or other related disciplines; and
9
10 (f) A representative from a non-government organization or a people’s
11 organization that demonstrates capacity to promote the public interest and
12 with identifiable leadership, membership and structure and has been
13 actively involved in mangrove research.
14

15 *Provided*, That the representatives of government agencies shall not have a
16 rank lower than an Assistant Secretary.
17

18 The NTAC shall provide guidance in the design, implementation, and evaluation
19 of actions under the NCGMAP. The experts shall serve the NTAC without
20 compensation but may be reimbursed for basic expenses to attend meetings
21 and prepare technical reports.
22

23 **SEC. 8. Role of Key Implementing Agencies.** – The following agencies shall
24 take the lead in implementing components of the NCGMAP that are relevant to
25 their mandates:
26

- 27 (a) The DENR, through the Biodiversity Management Bureau and the Forest
28 Management Bureau, among others, shall be the primary agency
29 responsible for the implementation of the NCGMAP and shall provide
30 other implementing agencies with all the relevant information to aid in the
31 monitoring and evaluation of the NCGMAP. It shall also lead the
32 identification of designated areas that must be expropriated;
33
34 (b) The CCC shall be responsible for convening the relevant government
35 agencies, monitoring the implementation of the NCGMAP, facilitating
36 public participation in crafting the NCGMAP, ensuring the integration of
37 the NCGMAP into the LCGMAP, and preparing the annual report to
38 Congress provided under Section 11 of this Act;
39
40 (c) The DA, through the BFAR, shall coordinate with the DENR for the
41 reversion of all abandoned fishponds to mangroves through natural
42 regeneration, replanting with locally appropriate species, and
43 implementation of fisherfolk settlement program in line with existing laws
44 and programs. It shall also provide the CCC with all relevant information
45 to aid in the monitoring and evaluation of the NCGMAP;
46
47 (d) The DILG, in coordination with the DENR, CCC and DA-BFAR, shall
48 provide technical guidance to, and supervision over, provinces, cities, and
49 municipalities in establishing their local coastal greenbelt zones and in
50 developing appropriate LCGMAP, including designing and implementing

1 community-based and ecologically appropriate rehabilitation,
2 reforestation, and afforestation programs, and monitoring and evaluating
3 the implementation of the LGUs' programs and action plans; and
4

5 (e) The Department of Human Settlements and Urban Development
6 (DHSUD), in coordination with the concerned LGU, shall provide for the
7 relocation of the families or individuals who will be affected by the
8 implementation of this Act.
9

10 **SEC. 9. Penalties.** – In addition to the penalties provided under existing laws,
11 the following acts shall be penalized:
12

13 (a) Obstructing or preventing the removal of illegal structures or the reversion
14 of abandoned fishponds: An administrative fine of Fifty Thousand Pesos
15 (P50,000.00) per day that the agency is prevented from performing its
16 function;
17

18 (b) Construction of structures within the coastal greenbelt zones without the
19 appropriate permit: An administrative fine of Fifty Thousand Pesos
20 (P50,000.00) per day from the time that the structure was built until its
21 removal.
22

23 Proceeds from the imposition of administrative fines under this Section shall be
24 retained by the agency imposing such fines and shall be used exclusively for
25 the implementation of its mandate under this Act.
26

27 Legal actions filed in the exercise of rights and enforcement of obligations under
28 this Act shall also be covered under the Philippine Fisheries Code, as amended,
29 and other applicable laws, rules and regulations.
30

31 **SEC. 10. Annual Report to Congress.** – The CCC shall consolidate and
32 prepare the reports of all Key Implementing Agencies regarding the
33 accomplishment of the quantitative and qualitative targets under the NCGMAP.
34 The report shall be submitted to the President and the Congress of the
35 Philippines not later than June 30 of each year.
36

37 **SEC. 11. Implementing Rules and Regulations.** – Within sixty (60) days from
38 the effectivity of this Act, the DENR, CCC and all concerned agencies, upon
39 prior consultation with relevant stakeholders, shall issue the implementing rules
40 and regulations for the effective implementation of this Act.
41

42 **SEC. 12. Appropriations.** – The amount necessary for the implementation of
43 this Act shall be included in the annual General Appropriations Act.
44

45 **SEC. 13. Repealing Clause.** – All laws, decrees, orders, rules, and regulations
46 or parts thereof inconsistent with this Act are hereby repealed or modified
47 accordingly.
48
49

1 **SEC. 14. Separability Clause.** – If any provision of this Act is held invalid or
2 unconstitutional, the same shall not affect the validity and effectivity of the other
3 provisions hereof.

4

5 **SEC. 15. Effectivity.** – This Act shall take effect after fifteen (15) days from its
6 publication in the *Official Gazette* or a newspaper of general circulation.

7

8 **Approved,**