CBFM PARTICIPANT COMMUNITY SELECTION STRATEGY
(Toward Community Self-Selection): A TECHNICAL REPORT†

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ACRONYMS

AO	-	Assisting Organization
CADC	-	Certificate of Ancestral Domain Claim
CBFM	-	Community-Based Forest Management
CENRO	-	Community Environment and Natural Resources Officer
CFMA	-	Community Forest Management Agreement
CFP	-	Community Forestry Program
CTF	-	Communal Tree Farms
DAO	-	Department Administrative Order
DENR	-	Department of Environment and Natural Resources
EO	-	Executive Order
FAR	-	Family Approach to Reforestation
FLMA	-	Forest Land Management Agreements
FMB	-	Forest Management Bureau
FOM	-	Forest Occupancy Management Program
IFMA	-	Industrial Forest Management Agreement
IPAS	-	Integrated Protected Areas Systems
IPs	-	Indigenous Peoples
LGU	-	Local Government Unit
LOI	-	Letter of Instruction
NGO	-	Non-Governmental Organization
NRMP	-	Natural Resources Management Program
PAWB	-	Protected Areas and Wildlife Bureau
PCSD	-	Palawan Council for Sustainable Development
PENRO	-	Provincial Environment and Natural Resources Officer
PO	-	People's Organization
PSSD	-	Philippine Strategy for Sustainable Development
RBE	-	Rural-Based Entrepreneur
RRMP	-	Regional Resource Management Program
SCO	-	Special Concerns Office
SRA	-	Social Reform Agenda
USAID	-	United States Agency for International Development

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I. INTRODUCTION

This technical report describes the process that would allow potential communities to participate in community-based forest management (CBFM) under the Department of Environment and Natural Resources (DENR) Natural Resources Management Program Phase II (NRMP-II). It will discuss and recommend an overall strategic plan that can enhance the self-selection and participation of communities in CBFM. As an interim approach of selecting communities, the NRMP-II process will, therefore, attempt to bridge the transition towards the adoption of the plan. Then, as DENR gains experience in the CBFM implementation, the strategic plan may be adopted to increase the opportunities for communities in and near the forestlands to opt (”self-select”) to become active in managing, protecting, rehabilitating, conserving, and utilizing forest resources.

The interim NRMP-II process of selecting new CBFM participants emerged from the limited CBFM implementation experiences, lessons learned, and observations from DENR externally-funded projects such as the NRMP-I (USAID), National Forestation Development Office (Asian Development Bank), Rainfed Resources Development Project (USAID), and Upland Development Program (Ford Foundation). In general, the process is a modification of the DENR- and program-driven procedures of selecting new CBFM participants as discussed in the guidelines and procedures in DAOs 02, 22, 23, and 60, Series of 1993. DENR, with the help of the technical assistance, team will implement the interim process starting from information dissemination, site and community assessments of recommended areas, processing and verifying community responses, and packaging a set of assistance to communities to help them become ready for the Community Forest Management Agreement (CFMA) implementation.

In this report, the term ”self-selection of communities” means the initial responses affirmed by series of initiatives of communities after they are made aware of their rights and opportunities to protect, rehabilitate, manage, and benefit from the forestlands resources. The communities become conscious of their rights and opportunities as a result of a proactive, broad and clientele- oriented information dissemination on CBFM. The communities’ initial responses may come in the forms of resolutions, requests, inquiries, endorsements, or seeking audiences with DENR or Local Government Unit (LGU) officials. As DENR processes the communities’ initial responses, there will be a series of verbal and written affirmations and grassroot initiatives to participate in activities that will lead towards the receipt of long-term tenure and resource users’ rights. Thus, self-selection takes the form of a positive response to a set of information

† With significant contribution from Dr. Bruce R. Harker, Salve Borlagdan, and other DAI team members.

on CBFM disseminated by DENR, LGUs, non-governmental organizations (NGOs), or people's organizations (POs). The communities select themselves (self-select) by expressing their interests to participate in CBFM. They are given the first option of "refusal" to manage a forestland resource before it is planned and allocated to other interested parties. The self-selection of communities assumes that the planning and allocation procedures are transparent and that control maps containing the status of forest lands management are available at the municipal and provincial levels.

Accordingly, this paper recommends to DENR the adoption of the self-selection strategy and the NRMP-II interim process so that the USAID-supported NRMP can assist in the gradual translation of the CBFM national policies into reality at the grassroot level. The paper will attempt to define the overall strategy for the self-selection of communities in CBFM. It will clarify how CBFM could move from DENR- or program-driven selection of communities into a self-selection process. It will try to define the what, when, how, and requirements of communities for self-selection. The paper will also suggest a specific action plan so that the self-selection of communities could occur in the implementation of NRMP-II.

The recommended self-selection strategy for CBFM participants in this paper is largely based on the experiences of NRMP-I and other community forestry projects. It is hoped, however, that during and towards the end of NRMP-II, simple, transparent, and client-driven self-selection strategy will be in place so that communities can take a pro-active role in the protection, rehabilitation, management, and utilization of forestlands. The paper assumes that DENR, LGUs, and the assisting organizations will evaluate the self-selection strategy as it matures and gets refined over time.

II. BRIEF BACKGROUND OF CBFM

Over the last 15 years, policy shift towards CBFM has been quite evident. The Letter of Instruction No. 1260 (LOI 1260), Series of 1982 consolidated various efforts such as the Forest Occupancy Management Program (FOM), Family Approach to Reforestation (FAR), and Communal Tree Farms (CTF). The LOI signaled and started a more systematic, subsidy-driven, and organized effort to manage and assist forest occupants in place instead of "getting them out of the public lands."

DAO 04, Series of 1991, strengthened the Certificates of Stewardship tenure that has been given by DENR to qualified forest occupants. Through LOI 1260 and DAO 04, the upland farmers have ceased to be "forest squatters." This was followed by DENR Administrative Order No. 123, Series of 1989 (DAO 123) which allowed organized communities in and near the productive residual forests to access and directly benefit from the resource provided they protect, rehabilitate, and manage the forests. The succeeding issuances of DAO 25 Series of 1992 and DAOs 02, 22, 23, and 60 Series of 1993 further strengthened previous orders by expanding the coverage of community-based forest lands management (CBFM).

DAO 25 recognizes the need to work with tenured migrants and indigenous peoples (IPs) in integrated protected area systems (IPAS). DAO 02 recognizes the claims of indigenous peoples after these are verified and validated by awarding the Certificate of Ancestral Domain Claims (CADCs). DAO 22 moved out the Community Forestry Program (CFP) from the pilot

stage (under DAO 123) towards other canceled, abandoned, expiring, and suspended timber license agreements (TLAs). DAO 23, through the Forest Land Management Agreements (FLMAs), provided incentives to forest occupants in the government's reforestation program. DAO 60, despite its infirmities, has required applicants of the Industrial Forest Management Agreements (IFMA) to conduct community consultations and dialogues as part of the DENR approval process.

Clearly, the several DAOs and laws point to the emerging paradigm shift in forest lands management. Gradually, CBFM has begun replacing the privilege-oriented, capital-intensive, and iniquitous system of timber license agreement (TLA) system. The non-renewal and cancellation of erring TLAs gives evidence to the ongoing paradigm shift. Now, only 28 TLAs exist from more than 160 TLAs in the late eighties. The TLA areas presently cover about 1.5 million ha out of the 3.4 million ha of productive residual forests. This trend (shift from TLA to CBFM) will continue especially with the signing by the President of the Philippines of the Executive Order No. 263, Series of 1995 on July 19, 1995 (EO 263) which elevated and capped CBFM as THE NATIONAL STRATEGY FOR SUSTAINABLE FORESTRY AND SOCIAL JUSTICE.

Outside the DENR bureaucracy, the enactment of laws such as the Local Government Code of 1991 and the Palawan Council for Sustainable Development (PCSD) (enacted in 1992) combined with the growing interests and environmental advocacy of various non-government organizations has precipitated various "movements" at the grassroot levels. These are highly consistent with government's commitment to Social Reform Agenda, which provides the overall umbrella for addressing social equity, social justice, democratization, and poverty. Thus, there are growing concerns on how communities could obtain greater control or influence in the allocation, management, and utilization of natural resources.

At the national level, the stage has been set for the participation of communities in the protection, rehabilitation, management, and utilization of forest lands. Clearly, various policies are already in place. Implementation of these policies, however, is still very much at the pilot phase and program-driven by nature. Forest-based industries are not yet properly linked up with communities. Local government units are still confused on what role they should have in the shift to the CBFM strategy. The private sector appears to perceive CBFM as anti-industry; thus, most are hesitant to work with communities as co-equals.

The government bureaucratic mechanism is not yet clearly laid down. There has not been a concerted effort to broadly inform communities about their inherent opportunities under CBFM. Availability of resources differs ranging from well-funded Regional Resource Management Program (RRMP) under the World Bank-SECAL to ad-hoc systems with insufficient resources such as the CFP and the DENR Special Concern Office (SCO). Probably, only CFP and SCO are pro-actively identifying and organizing communities. There are no formal bureaucratic structures from the municipal to the regional level that are established to entertain and evaluate the "expressed interests" of communities to participate in CBFM.

To date, most of the planning and allocation of forest lands are still biased towards the corporate-commercial entities. The existing and ongoing CBFM sites did not emerge from grassroot initiatives. They exist because DENR took an active role in identifying and selecting sites (in canceled, abandoned, expiring TLAs) that are significantly threatened by in-migration and encroaching communities. Implementing the CBFM strategy, however, has become more urgent because of the increasing demand for forest products, the need to supply the raw

materials of the forest-based industries, and the need to put rationality in the resource management of ”open access” forest lands (areas of former TLAs).

III. A CONCEPTUAL FRAMEWORK

The sustainability of the forestlands as a resource and the stability and growth of the forest-based industries depend on how the CBFM policies and the Local Government Code are disseminated and implemented. Figure 1 shows how the major stakeholders under a CBFM strategy could potentially relate with each other. During the initial stage of CBFM implementation, the DENR, LGUs, and the assisting entities (organizations or individual professionals) are the key actors. These organizations develop resource allocation; however, from the perspective of planners, they should be looking forward to link the communities with the market players (buyers, forest products processors, banks, investors, etc.) at the right place and time. DENR, together with the LGUs and NGOs, starts with informing and assisting the communities; the communities respond by organizing themselves and expressing their willingness and commitment to protect, rehabilitate, manage, and rationally utilize the forestlands. DENR and the LGUs further respond by providing assistance in community organizing and resource planning. This part of the process ends with the issuance of the CFMAs or CADCs and approval of the resource management plans including the first integrated annual operations plan.

The transition phase points to the need of helping the POs implement their CFMAs/ CADCs and IAOPs. In the context of community organizing, assistance and focus change from pure community organizing to entrepreneurship and technical forestry. The relationship between DENR and the LGUs with the POs also changes. They become entities that are expected to monitor and evaluate the POs activities and performance. There will still be indirect assistance to broker the POs relationships with the market players. Ultimately, however, the POs with the assistance of the AOs may enter into short- medium-, and long-term transparent business relationships with various forest product market players.

At this point, the DENR and the LGUs are left with the tasks to monitor the key indicators of sustainable, equity-focused, and rational resource management. These organizations will have to keep modifying and issuing policies that will level the playing field between the POs and the market players. The market and the grassroot support of local institutions will eventually strengthen the POs.

Thus, the sustainability of POs emerging and becoming rural-based entrepreneurs (RBEs) will largely depend on the development of local institutions serving as mechanisms for ensuring broad participation in sharing costs and benefits, training several generations of leaders, and facilitators in conflict management and social negotiation.

Over time, the roles and relationships between and among the POs (becoming RBEs), DENR, LGUs, and the AOs will change. The ultimate sustainability of CBFM will depend on the quality, transparency, and strength of the POs’ (RBE’s) relationship with the forest products market players and local resource institutions. By then and under a stable economic and political environment, the new agroforestry- and forest-based rural enterprises will emerge, grow, and stabilize.

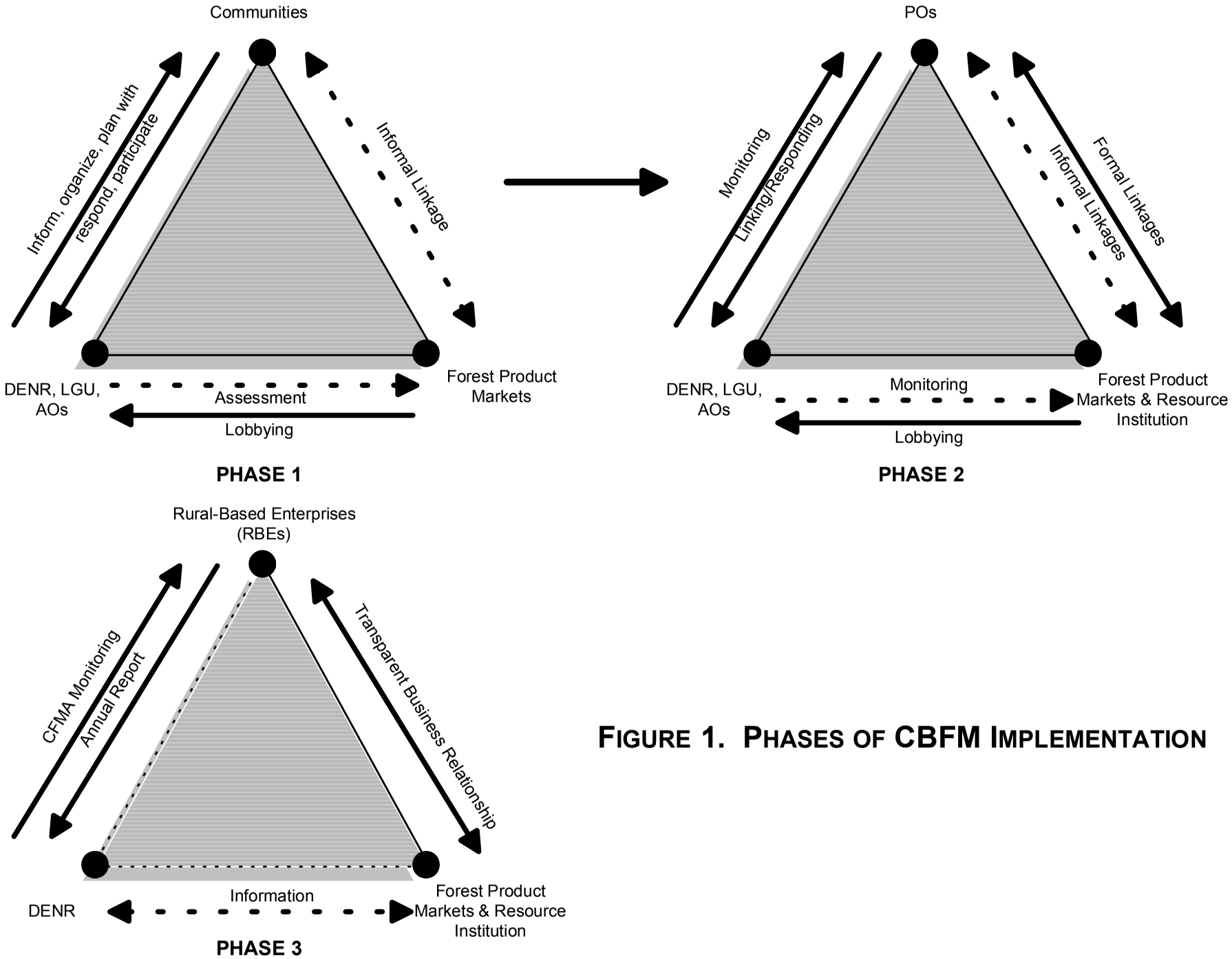

FIGURE 1. PHASES OF CBFM IMPLEMENTATION

Movement through the phases discussed in Figure 1 makes the transition in Figure 2 possible. Graphically, the self-selection of communities under CBFM over time should move away from a DENR-, LGU-, or AO-driven process, where communities are pre-identified and pre-selected, until POs are influencing fellow communities to self-select themselves. The first, second, and the succeeding generations of POs reaching out to other communities will result in a critical mass of CBFM sites that will become self-replicating. When this time comes, the DENR, LGUs, and the AOs will have to certify the quality and capabilities of POs that have been brought forward by fellow POs.

What can be done to accelerate the process of POs reaching to other communities? What can be done to shorten the process and steepen the curve in Figure 2? Can the forces on the right side of Figure 2 speed up the process? Where and what will be the bottlenecks?

Possible sub-strategies and activities that could accelerate the process of POs reaching out to other communities include effective information, education, and communication campaigns; contracting and strengthening assisting organizations; facilitating the NGO-PO coalitions to disseminate information at the community level; simplifying and refining DENR policies, guidelines, and criteria on CBFM; orientation of LGUs and multi-sectoral committees; and re-orientation and strengthening DENR's delivery system. Organizing and supporting cross-visits of POs to PO-managed CBFM sites may unprecedented trigger ripple effects. Facilitated community mapping exercises in new communities have been found to increase the level of community's awareness on how they can participate in forestlands management. Informing LGUs may also awaken their interests to invest in CBFM so that the "open access" forestlands under "de-facto" management that are in their jurisdiction can be put into sustainable and productive state.

Again, using Figure 1, pro-active planning and implementation are the urgent and crucial activities to trans1ate the abovementioned sub-strategies into actions at the grassroot level. Theoretically, only the PO-driven self-selection process will significantly increase the coverage of CBFM in the Philippines. The DENR, LGUs, and the AOs can help mentor, guide, and encourage communities to respond and put their stake on the forestlands; but, these efforts can only go to a certain extent. There will always be limits in available resources (pre-operating fund for communities and staff). DENR and the LGUs can only open the gates so that the POs and the AOs can seize and appropriate for themselves various CBFM opportunities.

What is needed, therefore, is a definite course of action that can steepen the curve in Figure 2 by altering public behavior and accelerating the self-selection responses of communities.

IV. A STRATEGY FOR THE SELF-SELECTION OF COMMUNITIES

Building from the concepts and theories in Figures 1 and 2, Figure 3 presents a possible flow of sub-strategies and activities that may lead to the self-selection of communities in CBFM. In this strategy, DENR, LGUs, AOs, and other advocates are expected to disseminate policies, strategies, and criteria for allocation and management of forestlands to the general public and to pre- identified communities based on existing databases and control maps. This information dissemination will ignite responses from communities that may as a result demand subsequent actions from DENR. The process must be transparent because it underlies on the resource allocation process.

Information dissemination, therefore, is a condition that must be met before communities can take the first step towards self-selection. Communities will have to respond to a set of information regarding CBFM implementation. The initial responses may come in the form of requests, endorsements and resolutions from local leaders, written interventions of politicians, businessmen, and religious groups on behalf of the communities, and organized rallies and requests for dialogues by community leaders. These responses are tangible manifestations of communities willing to self-select themselves to implement the CBFM strategy.

As shown in Figure 3, succeeding sub-strategies and activities would result in specific responses from communities until they reach the CFMA implementation. Continuous information dissemination through the different sub-strategies will potentially the process of preparing communities to the actual receipt of CFMAs. In response, communities emerge with confirmations, participation in activities such as inventorying and community profiling, reviewing the terms of reference of the AOs, talking to their LGU leaders to provide counterpart financing, fencing off the forestlands from illegal operators and loggers, voicing their concerns in the preparation of the resource management plans, organizing and registering themselves, making appeals, marching and demonstrating in front of DENR offices, signing CADCs and CFMAs, among several forms of tangible expression.

It is evident that DENR and the LGUs have to disseminate CBFM information to the general public and specific communities to trigger the self-selection process. There should be an ongoing IEC CBFM campaign at various levels-grassroot, municipal, provincial, regional, and national. To disseminate the CBFM strategy, policies, and criteria becomes the first necessary DENR commitment in the self-selection strategy. Furthermore, along the process, the participation of communities must be elicited so that their self-selection will lead to their acceptance and ownership of their tasks in tangible manifestations of their willingness to be responsible and accountable with respect to the protection, rehabilitation, management, and utilization of the resource.

Information dissemination must be clear on how communities in and near all kinds of forestlands can participate in the CBFM strategy. The information dissemination process will need to clarify DENR's program objectives and possibilities for community participation for several types of forest areas such as the following:

- purely open, denuded, marginal forestlands with the major responsibility of rehabilitation and protection;

- combinations of open, denuded areas and residual, old growth forests in canceled, abandoned, suspended TLAs;

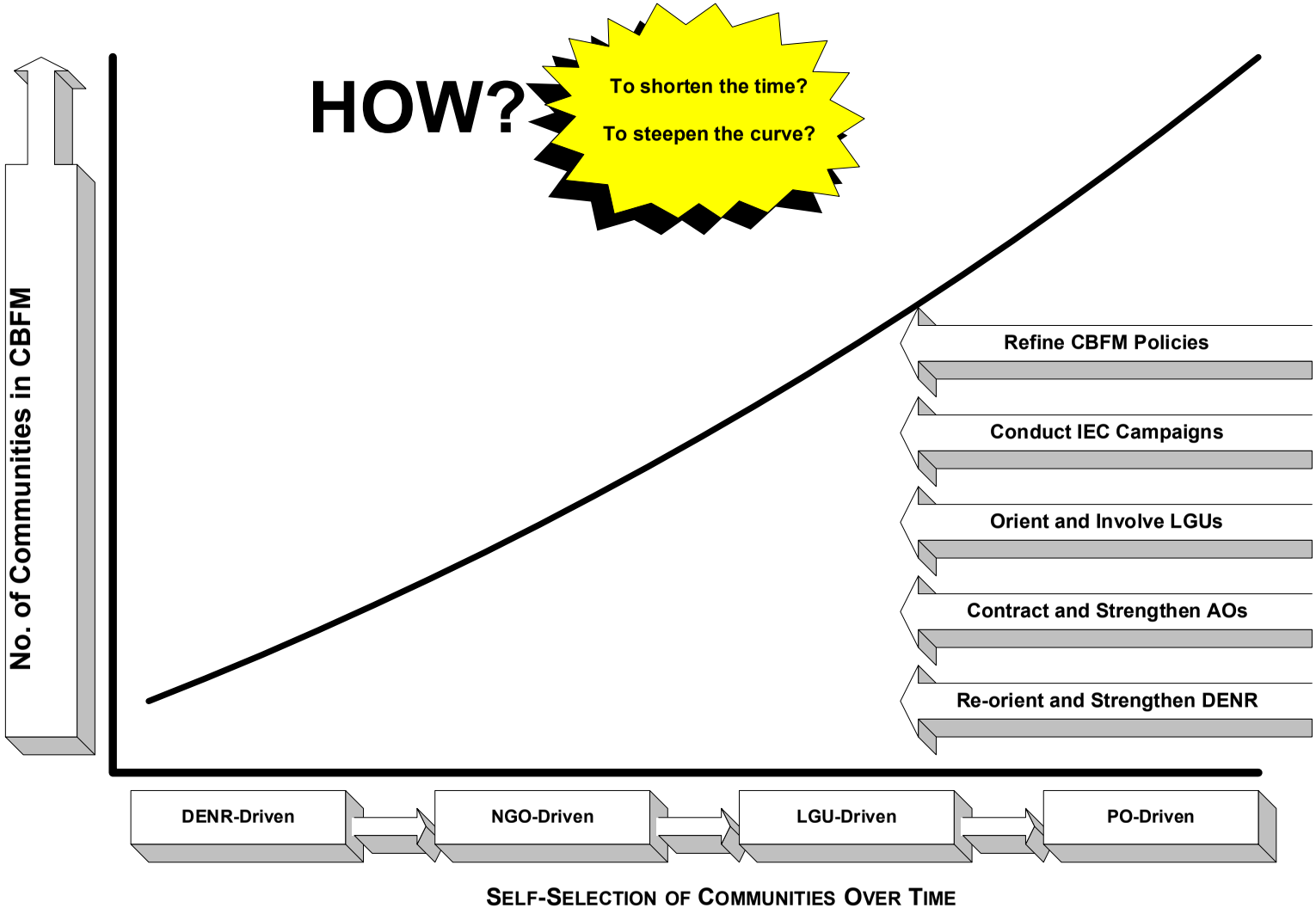

FIGURE 2. PROJECTED NUMBER OF SELF-SELECTED COMMUNITIES OVER TIME

- protected or watershed reservation areas; and
- existing TLAs or IFMA areas.

Information dissemination for the above purposes, however, is only one side of the coin. DENR and LGUs will have to assess the responses from the communities proposing that they participate in the CBFM program. With established guidelines, staff must be prepared to process and evaluate community responses at all levels, with emphasis on the municipal or CENRO level. Well-defined guidelines and criteria, coupled with updated control maps, will be essential.

The DENR and LGUs must quickly respond to the various forms of self-selection responses and initiatives. This may include the dispatching of teams to assess responses on sites, informing communities on status of assessments, providing LGUs with updated control maps, or asking them to submit other documents to supplement their requests. Nonetheless, quick responses will facilitate and encourage further self-selection initiatives from communities. Thus, at the municipal and provincial levels of DENR and the LGUs, there has to be institutional capabilities to entertain the self-selection initiatives from communities. Decisions must be decentralized to facilitate quick initial responses and feedback.

Simultaneously, the DENR Regional Offices, FMB, PAWB, and SCO will need to put in place a monitoring and evaluation system to assure that the processing of community self-selection initiatives is timely and follows the CBFM criteria and guidelines. Existing multi-sectoral committees at municipal and provincial levels may be tapped to review the processing of self-selection initiatives. LGUs and local DENR offices may even decide to periodically publish the status of community self-selection initiatives. This will make the processing of self-selection initiatives transparent and help assure the timeliness of the system.

Finally, Figure 3 shows a feedback loop from almost every point where self-selection initiatives occur. The Provincial Natural Resources and Environment Offices (PNREOs), municipal councils, DENR management committees at the regional levels can provide feedbacks to DENR top management and policy makers. The feedback loops provide opportunities to modify CSFM strategy, policies, guidelines and criteria. The loops will also give information to update databases and control maps. At the national level, CFMAs/CADCs may be aggregated to provide information on the potential supply of forest products in the market. Policymakers can encourage the private sector to link up with the POs implementing CFMAs. Forest charges may be projected and these projections given to LGUs for their investment planning purposes. Aggregated figures may also be used to evaluate the progress of CBFM towards its self-selection strategy.

A. CBFM from Perspective of the National Strategy

EO 263 together with DAOs 02 (s1993), 04 (s1991), 22 (s1993), 23 (s1993), 25 (s1992), and 60 (s1993) states the national policy on CBFM. It is, in fact, the national strategy on sustainable forestry and social justice. The CBFM strategy falls within the mandate of the 1987 Constitution, the Philippines Strategy for Sustainable Development (PSSD), and the government's Social Reform Agenda (SRA). CBFM is also consistent with the Agenda 21 and the IITO Guidelines for the Sustainable Management of Natural Forests.

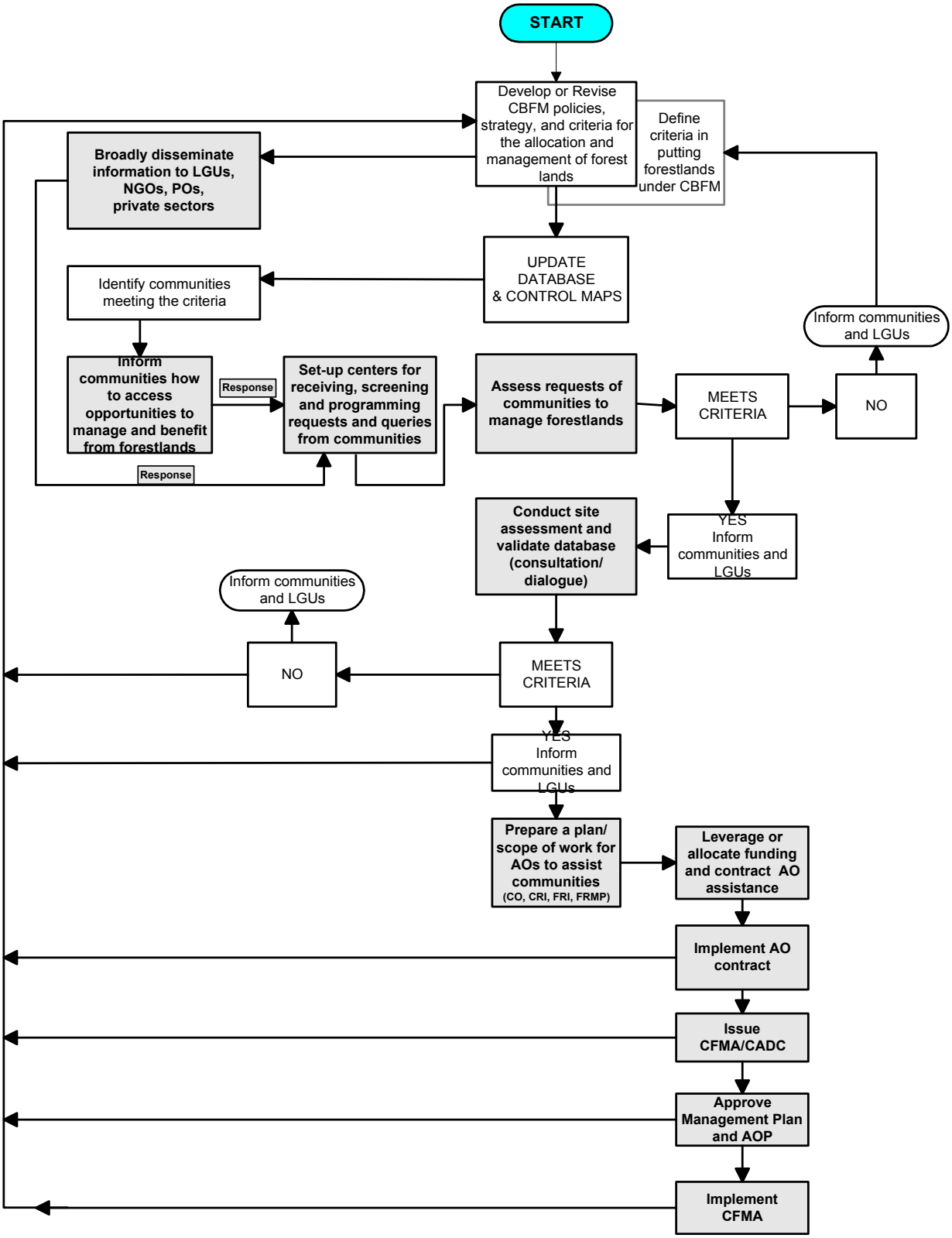

FIGURE 3. SUGGESTED PROCESS FOR THE SELF-SELECTION OF COMMUNITIES IN CBFM

DENR's vision as expressed through CBFM is to see communities actively participating and benefiting in the sustainable and sound management, protection, rehabilitation, development, and utilization of forestlands resources; in the protection and enhancement of biodiversity; and in the pursuit of healthy environment.

CBFM seeks to address problems in "open access" forestlands, democratizes access to the nation's natural resources, recognizes the rights and claims of indigenous peoples, promotes conservation in productive residual forests, and preserves and enhances biodiversity in protected areas. Clearly, CSFM will alter the planning and allocation of forestlands. Under the self- selection strategy, indigenous peoples, communities in and near forest resources and marginal upland farmers will be given the "first option to refuse" in the protection, rehabilitation, management, and utilization of forest resources. As a national policy and strategy, therefore, the DENR, LGUs, AOs, and other advocates should broadly disseminate information about CBFM to the general public and specific communities and encourage active community participation.

B. Selecting Criteria for Assessing Self-Selection Responses and Initiatives

As part of the CBFM policies and strategy, DENR has to develop and disseminate a set of criteria that can be used to assess the validity and acceptability of the self-selection responses of communities. The criteria must be clear, easily identifiable, verifiable, and defensible and simple to understand. Criteria must recognize and incorporate the following:

- Location of communities (Where are the communities geographically located? Inside or near the forestlands? Are they found in critical watersheds? Part of major catchment area?);

- IP claims and ethnicity (Are these valid? How large? Can they be verified?);

- Evidence of cultivation and adoption of permanent cropping systems (Are there fruit trees and other farm development to demonstrate that the claimants have been there for quite some time?);

- Indigenous and local skills directly related to sustainable forest management (Are there forest management skills such as plantation establishment or agroforestry? Forest products utilization such as labor-intensive harvesting? Processing? What about illegal forest products harvesting?); and

- Evidence of informal local organizations (Are there established or incipient cooperativism? Work groups?).

In addition to the above, criteria in existing DENR policies such as those in DAOs 22, 23, 02, and 60 may also be considered for incorporation.

- Percentage of forest cover in relation to open, marginal, and brushlands (What is the potential of community-based forest protection, agroforestry- and forest-based rural industries by initially converting standing capital to finance this development? What resources in the forest lands, if any, can be converted into liquid funds? How large is

the productive residual forests that could be regarded as ”endowment fund” for the community?);

- Existence of forest products markets such as a processing center (Are there nearby markets for rattan, resin, pulpwood, sawtimber, plantation and agroforestry crops?);

- Tenurial status of the forestlands such as canceled, abandoned TLAs or PLAs, IPAS area. (What kind of forest-based activities may be allowed? What would not be allowed? What kind of arrangements will be required with existing claimants or lessees?); and

- Ongoing or previous CBFM-related activities in the area either by the DENR, LGUs, or NGOs (With what results?).

Besides these essential considerations several other criteria might also be included in the assessment of self-selection initiatives:

- Endorsements by the local government officials, religious groups, associations of IPs, or other credible organizations or individuals;

- Potential for poverty alleviation in economically depressed areas;

- Acceleration of the ”peace process” i.e. CBFM as an intervention to absorb ”rebel returnees” into the fold of law; and

- Existence of competent assisting organizations to help communities in the CBFM process.

C. Developing Databases for the Self-Selection of Communities

Responding to self-selection initiatives would require investments in the generation and updating of data bases. Exercises in assessing the validity and acceptability of community’s initiatives in CBFM have to be based on updated control maps. Pro-active identification and assessment of communities would obviously need a data base on who they *are,* where are they located, how can they reached, what are their major source livelihood systems. For instance, without updated control maps at the municipal, provincial, and regional levels, informed decisions could not be made to allocate certain forestlands for communities in response to their self-selection initiatives.

DENR will need to develop, up-date, and assure dissemination to LGUs base and control maps of forestlands resources at the municipal, provincial, and regional levels. Copies of these control maps should also be made readily available to NGO-PO coalition and other concerned parties. Control maps (preferably, 1:50,000 scale) should reflect tenure status, location of communities, forest and land-use cover, elevation, slope, infrastructure, drainage systems, and soil fertility. From these, various thematic maps can be generated to emphasize such information as location of ”open access” forestlands, areas where reforestation activities are highly critical, lands that are highly prone to erosion or grassfires. Control maps can then be used by planners and government leaders to organize concerted efforts to promote, support, and link CBFM sites. Updated control maps will facilitate responses to the self-selection initia-

tives of communities. DENR and the LGUs can contract to various vendors the development and updating of control maps on a regular basis provided that data bases are current and accurate. These maps can then be reproduced and distributed to the various stakeholders and end-users.

Other databases can then be developed to assist decision makers to maximize assistance to CBFM sites. For example, a summary of existing IPs, upland population, tenure status, and locations will be useful in responding to self-selection initiatives. Documentation and public awareness of the volume and quantity of allowable harvestable forest products under CFMAs will help in linking POs with processing and market centers through increased transparency and will increase public accountability for forest management. It will also provide an indication of expected forest charges incomes likely to accrue to the national government and LGUs.

D. Disseminating CBFM Information

CBFM will continue to be a DENR-, LGU-, or AO-driven process unless there is proactive dissemination of its strategy, criteria for self-selection, and guidelines for assessing and acting on community initiatives. Accordingly, appropriate CBFM-focused campaigns at the following levels should be designed and implemented:

- Community level where canceled, abandoned TLAs, IPs, forest occupants are found;
- Provincial level;
- Regional level; and
- National level.

Organized cross-visits among communities can also facilitate the dissemination of CBFM information including the adoption of technologies. For instance, existing CBFM sites can easily host cross visits and can help influence adjoining or nearby communities to participate in CBFM activities.

At both the provincial and regional levels, CBFM briefings can easily be held and scheduled during the regular meetings of the Provincial Development Council and the Regional Development Council. The same activity may be included during the meetings of the leagues of governors, municipal mayors, and barangay captains. In all these briefings and orientations, updated control maps can serve as a major tool in informing the political leaders and businessmen about the opportunities and constraints in putting ”open access” forestlands into CBFM.

The information campaigns should include how and where communities can initially respond if they are willing to protect, manage, rehabilitate, as well as benefit from the resource. The campaigns will inform the stakeholders of the benefits, opportunities, responsibilities, and accountabilities under the CBFM strategy.

E. Strengthening DENR's and LGU's Capacities to Respond to Communities' Self-Selection Initiatives

The roles and responsibilities of DENR and LGUs in implementing the CBFM self-selection strategy are initially identified in Figure 3. Specific tasks under each sub-strategy or activity should be clearly defined. The development and dissemination of self-selection criteria and updated control maps are the first major jobs. After this, organizing and implementing continuing information dissemination is another major responsibility. Setting up and managing centers that will respond and process self-selection initiatives in a timely manner would assure communities that CBFM is not an ad-hoc short-lived program of the government.

Accordingly, formal and informal training, study tours, orientations, cross visits, discussion groups, and other organizational strengthening activities will support the new roles and responsibilities of DENR and LGUs under the self-selection strategy. Some key training areas include conflict resolution and management; enterprise development and management; monitoring and evaluation; community mapping and processing; and data base generation and management including geographic information system.

V. IMPLEMENTING THE SELF-SELECTION STRATEGY IN NRMP-II

A. A Memorandum Circular in Support of the Community Self-Selection Strategy

Under the mandate of NRMP (DAO 84, Series of 1990), a memorandum circular (MC) on the self-selection strategy should be drafted in support of the USAID-assisted Natural Resources Management Program. The MC will detail the roles and responsibilities of DENR at various levels in the adoption of the self-selection process using NRMP as the pilot program. This MC may eventually be re-written into a OAO to cover all other CBFM activities of DENR. The framework for the MC will be similar to that suggested in Figure 3. NRMP-II can pilot and document the process of the self-selection strategy. Thus, the following information should be included in drafting the MC.

- The rationale for implementing the self-selection of communities in CBFM under NRMP.

- The roles and responsibilities of various DENR offices in the implementation of the self-selection strategy including the processes and bureaucratic procedures that will be followed in the CBFM implementation. These will include processes and procedures based on CBFM assessment criteria and field validation, scopes of work for AOs, information dissemination, AO contracts, approval of management and operations plans, and initial implementation of the CFMAs.

- Units of DENR to be involved in setting up and operationalizing the self-selection processes at the CENRO, PENRO, and regional offices. Self-selection processing may be initially located at the Office of the DENR RTD for Forestry in the region.

- Instructions and guidelines to the DENR staff who will be involved in processing self-selection responses and initiatives; in collaborating and coordinating with the LGUs,

NGO-PO coalition groups; in adopting transparent systems during the review of self-selection responses; and, in recommending courses of actions with respect to the allocation of the forestlands to communities;

- The composition of the field assessment and validation teams including the requirements, guidelines, conduct, and procedures in assessment and validation of sites, community consultations, and dialogues with local leaders; and

- Funding sources for the implementation of the MC.

B. Processing the Identified Target Areas for CBFM in NRMP-II

During the NRMP-II regional planning workshops, potential CBFM areas for NRMP-II implementation were identified. These are listed in Table 1. DENR/ NRMP together with the concerned DENR regional offices and in collaboration with the respective LGUs will launch broad but specific CBFM information campaigns (to cover the CBFM strategy, policy, and criteria for thy participation of communities) in Regions 2, 4, 10, and 11. Information dissemination will be organized to elicit responses and initiatives from communities in the identified target areas.

Information dissemination activities will also be programmed at each of the potential CBFM sites. Coordination and orientation meetings including workshops will be held for the concerned staff of DENR, LGUs, and NGO-PO coalition groups so that responses, initiatives, and processing actions will be organized and transparent. In the context of community organizing framework, mini-training on community mapping, conflict resolution, dialogues and consultations, updating control maps, and preparing recommendations and scopes of work will also be conducted for those responsible for processing community requests to participate in CBFM. As the process proceeds, training and on-the-job exercises will be implemented on ensuring quality control of inventory work, reviewing the results of inventory and community profiling, evaluating the draft management plans, assessing annual operations plans, and monitoring the CFMA implementation.

DENR in close coordination with the LGUs and the NGO-PO coalitions, will review and evaluate the kind of professional assistance interested communities may need. In the initial phase of CBFM, technical assistance from NRMP-II can help develop scopes of work and screen potential AOs or APs to assist the communities. At this stage potential sources of funding will also be explored or leverage with the LGUs, DENR, or the private sector.

C. Evaluating the Community Participation Strategy of Self- Selection

A framework for evaluating the applicability and effectivity of self-selection as a strategy is offered in Figure 3. Groups of selected DENR, LGUs, AOs, and the POs staff will be organized to review the documentations and observations of the simulation on the self-selection processes. Inputs from the process documentation team and the LGU devolution study will also be utilized to improve the self-selection strategy.

The result of the review of the self-selection strategy will determine what modifications will have to be recommended to improve Figure 3. There will also be specific recommendations whether or not Figure 3 or the MC on the self-selection will have to be re-written into DAO to cover other CBFM concerns.

Table 1. Consolidated Target Areas

Region	Existing	Target Priority 1‡	Target Priority 2	Total Area by Region
Region 2				
Cagayan	3,776	15,000	40,000	
Isabela	9,845	20,000	50,000	
Quirino	108,000	10,000	35,000	
Nueva Vizcaya	0	10,000	40,000	
sub-total	*121,621*	*55,000*	*165,000*	*341,621*
Region 4a, 4b, 5				
Bicol	5,200	10,000	0	
Palawan	2,000	30,000	233,000	
Aurora	1,000	4,000	2,000	
sub-total	*8,200*	*44,000*	*235,000*	*287,200*
Region 10				
Agusan del Norte	1,000	12,000	25,000	
Agusan del Sur	1,000	65,000	66,500	
Surigao del Norte	1,000	1,000	4,475	
Misamis Oriental	1,000	10,000	6,000	
Misamis Occidental	0	10,000	17,529	
Bukidnon	2,660	20,000	107,000	
Camiguin	0	1,000	0	
sub-total	*6,660*	*119,000*	*226,504*	*352,164*
Region 11				
Davao Oriental	4,000	29,000	22,000	
Davao del Norte	45,000	79,000	103,000	
Davao del Sur	4,640	70,615	50,844	
South Cotabato	25,106	40,000	99,647	
Sarangani	12,649	13,000	118,500	
Surigao del Sur	0	59,000	19,500	
sub-total	*91,395*	*290,615*	*226,504*	*352,164*
GRAND TOTAL	*227,876*	*508,615*	*1,039,995*	*1,776,476*

‡ These areas were identified during the four regional workshops to have the highest probability of success for CBFM implementation in the next 12-18 months.

VI. SUMMARY

The proposed CSFM strategy for community participation through self-selection outlined in Figure 3 and piloted in NRMP-II constitutes the first organized effort to clarify the roles and responsibilities of DENR, LGUs, AOs, and POs in the process of implementing CBFM. It conforms to the CBFM process of EO 263. Moreover, the strategy would improve the pre-implementation of CBFM by highlighting the need for organized and sustained information campaigns and updated control maps. The proposed strategy attempted to visualize a self-selection process where DENR sets the stage for community participation so that the other players like LGUs, AOs, and POs would take the lead in CBFM implementation.

The report emphasized that communities can only participate in CBFM when clear and defined policies and criteria for self-selection are in place followed by pro-active efforts of information dissemination to the broad public or specific audiences, updating of databases including control maps, and establishing organized institutional structure to process the responses and initiatives from communities.

NRMP-II will pilot the strategy under an MC or Special Orders issued by the DENR regional offices. Results of the pilot process will be evaluated periodically to adjust or modify the recommended strategy and process and to identify assistance and training in support of the process.