

PD-ABQ-323 76982 ↑

**MID-TERM  
ASSESSMENT  
OF THE  
FOREST  
RESOURCES  
MANAGEMENT  
ACTIVITY**

**OCTOBER-DECEMBER 1996**



# MID-TERM ASSESSMENT OF THE FOREST RESOURCES MANAGEMENT ACTIVITY

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April 18, 1997

The views and interpretations expressed in this report are those of the author and are not necessarily those of the U S Agency for International Development

## ACKNOWLEDGMENTS

On behalf of the team, we would like to acknowledge the excellent support provided by the staff of the Department of Environment and Natural Resources, USAID Philippines, and Development Alternatives, Inc. in organizing and facilitating the assessment. We wish to thank the municipal officials of Prosperidad, Agusan del Sur; Ilagan, Tamauni, Cabagan, and San Pablo in Isabela province; Maconacon, Cagayan, and Nagtipunan, Quirino and the staff and leaders of people's organizations Vibanara Multi-purpose Cooperative (Ilagan, Isabela), MAG-AGDA (Claveria, Misamis Oriental), SAMMILIA Federation of People's Forest Development Cooperatives (San Agustin, Marhatag, San Miguel, and Lianga municipalities, Surigao del Sur), People's Upland and Countryside Cooperative (New Bataan, Davao del Norte), and Binogsayan Community Multi-purpose Cooperative (Napnapan, Pantukan, Davao del Norte) for their valuable insights on CBFM implementation. We appreciate the tremendous amount of hard work and long hours invested in preparing background documents, arranging logistics, assessing progress, and identifying opportunities for improving implementation

Several individuals read a draft manuscript of this report and provided useful comments. The assessment team thanks David Heesen and Dennis Cengel of USAID/Indonesia and Mike Yates of USAID/Bolivia for helping to clarify the report's findings and make it accessible to a broader audience. Flora Leocadio of the Biodiversity Conservation Network and Ipat Luna of Haribon Foundation sustained their interest through revisions and clarifications. Lume Inamac of DAI provided graphical support throughout the report production process.

We were most impressed by the strength and passion of commitment demonstrated among many of the program implementors, from the Secretary of DENR to village residents who stood in front of illegal loggers' trucks to prevent the theft of "our (the community's) forest." The team also wishes to recognize the excellent technical and managerial skills of USAID Philippines environmental staff in their continued support for the development of innovative community forestry policies and approaches. Finally, we were equally impressed by the dynamic and highly capable technical assistance team.

The team strongly believes the NRMP implementors are making real progress and we hope our suggestions will serve as constructive guidance.

Jerry Bisson, co-Team Leader  
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April 18, 1997

## EXECUTIVE SUMMARY

The Philippines, like many developing countries, faces a dwindling natural resource base upon which to build its economic development aspirations. Along with its neighboring Southeast Asian countries, the Philippines also faces high population pressures that accelerate declines in environmental quality while increasing the need for economic progress. There are approximately 18 million Filipinos living in upland areas that, although officially classified as forest lands, are degraded scrub and pasture. The roots of this situation are founded in the former logging concession system that provided few incentives for long-term forest management. Instead, concessionaires often abandoned their lease holdings, leaving a network of roads that allowed open access to landless migrants from the lowlands.

Confronting this challenge head-on, the Philippine government, through its Department of Environment and Natural Resources (DENR), began in 1990 to develop a community-based forest management program that awarded security of resource tenure to communities living in the uplands, along with the responsibility for land and forest stewardship. Initial work focused on a policy framework that would allow organized communities to establish tenurial rights and then manage the land and resources within their defined area. A few field sites were established to test different practices and forms of community stewardship. Some were enterprise-driven, others used forest protection as their primary objective.

To date, the policy work has resulted in an Executive Order issued by President Fidel V. Ramos declaring community-based forest management as the national strategy for managing the forest resources of the Philippines. The implementing guidelines for this Executive Order lay the foundation for community management and specify the roles of DENR, local government units, and other implementing partners in realizing the vision set forth by President Ramos. Experiences from over 100 sites are now being synthesized in general lessons and guidelines to assist other communities throughout the country in establishing and operating their own community-based forest management areas. Communities are actively pursuing protection of forest resources along with enterprise development and other economic activities based on their newly-acquired tenure.

Many of these important strides in community forestry have been made with the assistance of the Natural Resources Management Program (NRMP<sup>1</sup>) supported by the United States Agency for International Development (USAID). The second NRMP activity, contracted for 1995 to 1999, was the subject of a mid-term assessment. This document is the report of an eight-member team that assessed NRMP's progress toward meeting program objectives, identified any shifts in direction or emphasis that might increase NRMP impact, and gleaned lessons that might be useful for other similar activities supported by USAID.

Highlights of this report include recognition of the important accomplishments of NRMP to date, identification of some outstanding issues that program implementors are facing, and our team's recommendations on how the NRMP technical assistance team, DENR senior management and field staff, and other implementing partners can amplify developmental impacts from NRMP during the remaining life of the program.

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<sup>1</sup> Technically, NRMP is the official title of a larger USAID-assisted program that includes industrial pollution, environmental monitoring, and coastal resource management components. The activity described in this report is the forest resources management component of the larger program. In practice, almost all of the program implementors refer to this forest resources activity using the NRMP moniker. This report will follow that convention.

NRMP has achieved successes on both the policy front and with field implementation. President Fidel V. Ramos instituted community management as the national strategy for forest lands, DENR is proceeding to integrate this strategy into its daily operations, and the target of 500,000 hectares of forest lands under improved management by communities before 1999 was reached at the end of 1996.

The team identified three primary issues facing NRMP. The first is a need for continued community assistance in order for forest communities to meet the high level of expectations held by almost all of the program implementors. These expectations include a belief that newly-organized communities can rapidly establish and operate successful enterprises, contrasting our findings on the difficulties faced by these communities in operating profitable forestry enterprises. One major constraint faced by the organizations was a well-intentioned emphasis on value added processing of forest products while also restricting the communities' abilities to market these products. The new implementing guidelines for the community forestry program removed much of this constraint, but many other obstacles remain before communities' successes can match the expectations.

Secondly, the team observed a disjunct between the growing demands for community-based support services from DENR and its ability as an agency to provide those services. Especially noteworthy as being in need of improvement were the differences between the traditional skills and attitudes of DENR staff compared to those needed to perform their new tasks to support community forestry.

The third issue we identified involves selecting appropriate indicators for monitoring performance. The team noted—as do all of the project implementors—that there are not yet easily measurable, widely understood indicators of program impacts either for individual project sites or on an aggregate basis to support DENR management of its community forestry program. The following are our recommendations for increasing program effectiveness:

1. **Continue NRMP's support to strengthen forest communities abilities to management CBFM sites.** More emphasis should be placed on community development approaches that build upon community capabilities and interests, provide incentives for protection of forest resources, and enable community organizations to determine the most appropriate enterprise/market for forest products. NRMP is in a unique position to both facilitate application of the new implementing rules for community forestry and to use field experiences to identify options for improving policies, by acting as "information broker" for feedback from the grassroots to policy makers and vice versa.
2. **Strengthen institutional support systems for enterprise development in forest communities.** Key elements include flexible governing documents (CBFMAs), decision making devolved to the local government units and community groups, access to market information, and relationships with private sector concerns for enhancing business management skills and access to credit, markets, and transport.
3. **Strengthen the abilities of the implementing institutions (particularly DENR and the local government units, or LGUs) to realize community-based forest management (CBFM) on a national scale.** Efforts may include helping the CBFM Director realign staff and budgetary resources, implementing CBFM in a manner consistent with DENR decentralization and deregulation and with devolution to local governments, creating understanding of CBFM among the various stakeholder audiences, and strengthening DENR's ability to provide CBFM services to community organizations.

4. **Build the institutional and other partnerships needed for forest communities to succeed with CBFM.** DENR will collaborate with a wide range of organizations as it implements CBFM nationally. NRMP can help DENR to forge these partnerships among key levels of public and private sector entities. Examples of institutions that may provide specific services include other government agencies, nongovernmental organizations, universities, and commercial interests.
5. **Develop a set of appropriate monitoring indicators of progress in the community forestry program.** The NRMP has made excellent progress in identifying a number of important indicators; however, two additional indicators should be considered for each site in order to provide DENR a measure of on-the-ground impact: (1) area of forest cover maintained or increased over at least three years, and (2) demonstrated adaptive management by the community to address threats to forest lands. Anecdotal evidence from CBFM field sites indicates that secure resource tenure held by community members leads to declines in forest degradation and to increasing protection of forest resources from external threats. This highlights the need to validate the anecdotal evidence by developing monitoring systems to clearly document changes in forest cover over time. Providing this empirical evidence in support of the hypothesis will help DENR ensure continued public support for the CBFM program. In addition to these indicators, DENR should encourage POs to determine and monitor their own indicators of CBFM impact on their livelihoods and social well-being.

The assessment team's overall conclusions are that NRMP has made important and highly significant progress toward establishing community-based forestry as a national solution to the twin problems of high population pressures and environmental quality declines in the uplands of the Philippines. The next steps toward "mainstreaming" CBFM into a nationwide program will not come easily. It requires changing the fundamental direction of a large bureaucracy, a considerable task. The team hopes that our suggestions will serve to guide NRMP in continuing to help DENR institutionalize its impressive progress in promoting community-based forest management.

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## ACRONYMS

AO	Assisting Organization
CADC	Certificate of Ancestral Domain Claim
CALC	Certificate of Ancestral Land Claim
CBFM	Community-Based Forest Management
CBFMA	Community-Based Forest Management Agreement
CBFMO	Community-Based Forest Management Office
CCFSA	Certificate of Community Forest Stewardship Agreement
CENRO	Community Environment and Natural Resources Officer
CFMA	Community Forest Management Agreement
CFP	Community Forestry Program
CPEU	Center for People Empowerment in the Uplands
CRMF	Community Resource Management Framework
CRMP	Community Resource Management Plan
CSC	Certificate of Stewardship Contract
DAI	Development Alternatives, Inc
DAO	Department Administrative Order
DENR	Department of Environment and Natural Resources
FLMA	Forest Land Management Agreement
FLUP	Forest Land Use Plan
GOP	Government of the Philippines
ISF	Integrated Social Forestry
KRA	Key Results Areas
LGU	Local Government Unit
MENRO	Municipal Environment and Natural Resources Officer
MOA	Memorandum of Agreement
MSA	Mangrove Stewardship Agreement
NGO	Nongovernmental Organization
NIPAS	National Integrated Protected Areas System
NRMP	Natural Resources Management Program
PENRO	Provincial Environment and Natural Resources Officer
PO	People's Organization
RED	Regional Executive Director
RRDP	Rainfed Resources Development Program
RUP	Resource Use Plan
SEC	Securities and Exchange Commission
TA	Technical Assistance
TLA	Timber Lease Agreement
USAID	United States Agency for International Development

## INTRODUCTION

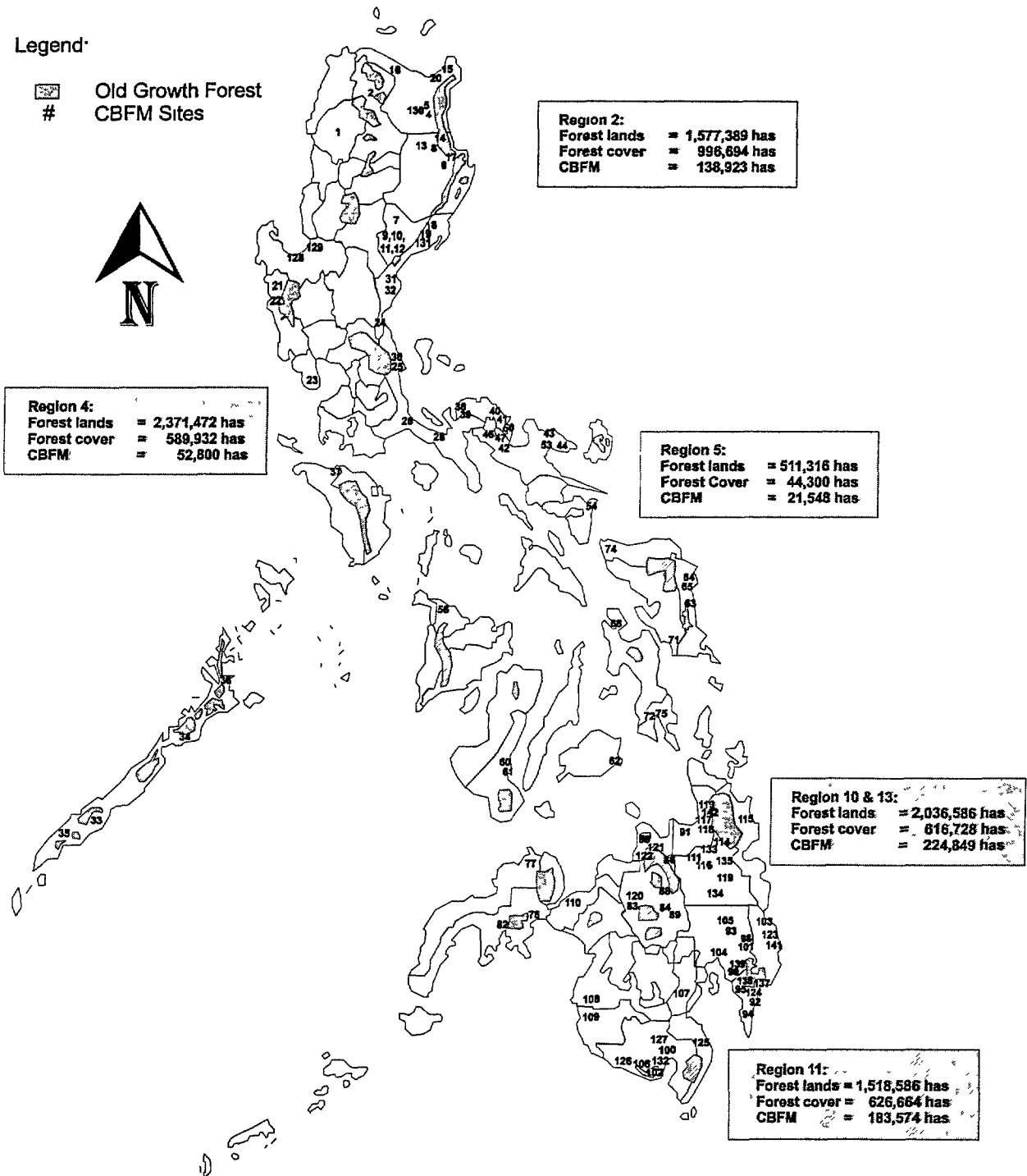
In response to increasing pressures on open access forest lands, the Government of the Philippines (GOP), through its Department of Environment and Natural Resources (DENR) and with support from the United States Agency for International Development (USAID) has been developing a community-based forest management (CBFM) program since 1990. The USAID-assisted Natural Resources Management Program (NRMP) seeks to promote ecologically-sound, sustained economic growth in the Philippines through policy reforms in the protection and management of natural resources, particularly with regard to the forestry sector. NRMP is actively promoting and helping DENR to bring about the democratization of resource access and control of benefits derived from their use. This document is a report on the mid-term assessment of the implementation phase of NRMP.

### 1. Upland Peoples and Forest Lands

About 18 million people live in the Philippine uplands. They constitute perhaps the most disadvantaged sector of the population with an annual per capita income of US\$250, about one third of the national average (US\$690). They subsist through swidden agriculture, illegal logging, seasonal off-farm employment, and hunting and gathering of various forest products. Without secure tenure or recognized natural resource use rights over the land they occupy or the resources found there, upland dwellers have little vested interest in the sustainable use of forests or development of farms they occupy.

Lack of tenure and vested rights in the use of forest resources, along with opening up of remote areas, have led to a dramatic loss of forest cover in the Philippines. From about 15 million hectares in 1940, forest cover declined to less than 6.5 million hectares in 1995, of which only about 800,000 hectares are considered "old growth" forest (Figure 1). In addition, about 10 million hectares of officially classified "forest land" are in fact low-productivity grass and brush lands. One of the reasons for this situation is a previous logging system that favored forest "mining" over "management" and that resulted in road networks through previously remote areas. Lack of long-term incentives and poor oversight of timber license agreement (TLA) concessions led to excessive harvesting and other environmentally-damaging practices. Cancellation, suspension, and non-renewal of TLAs turned many forest concessions into "open access" areas and resulted in illegal logging or conversion to agriculture and grass land by indigenous and migrant communities.

DENR as mandated under PD 705, EO 192 Series of 1987, EO 278 and 279 Series of 1987 has the responsibility of managing all public forest lands in the Philippines, which total to more than 16 million hectares. Over the years, DENR has managed the forest lands through various means of direct and indirect schemes. These schemes include awarding forest lands to the private sector in the forms of leases and agreements, e.g., timber license agreements (TLAs), pasture lease agreements (PLAs), industrial forest management agreement, declaring forest lands as civil and military reservations, proclaiming certain forest lands as protected area systems, watershed reservations, or special use zones, allocating forest lands as communal forests, awarding forest lands to individuals, families, and local communities who are found to be qualified to receive long-term stewardship certificates and agreements, and recognizing the claims of IPs to their ancestral domains. To date, about 1.3 million hectares are still under the direct management of TLAs, more than 1 million hectares are with Certificate of Ancestral Domain Claims (CADCs), and about 2.8 million hectares are in some form of community-based



**Figure 1.** Approximate locations of remaining old growth forests and DENR's community-based forest management project sites in the Philippines.

forestry instruments (CBFMAs, CSCs, CFSAs, etc.) The rest of the public forest lands are either declared to be protected areas, reservations, and with special permits

Roughly, these TLAs and other forest plantation owners are currently supplying at least one-third to one-half of all processed and unprocessed forest products in the domestic market

DENR has not abandoned its strategy of pursuing commercial forestry with the private sector (both in developing forest plantations and sustainably managing natural forests) but it is currently devising mechanisms to shift the allocation and utilization of forest resources to the private sector into joint production, co-production, and joint venture agreements as specified in the 1987 Constitution. Accordingly, many TLAs and PLAs, therefore, which were awarded as privileges rather than rights would have to gradually shift to any of the acceptable agreements or use the full length of their existing agreements until their expiry. Currently, policies on industrial forest management agreements (IFMA) for development by the private sector in inadequately stocked forest lands (IFMA 1) and for the sustainable management and development of adequately stocked forest lands (IFMA 2) are under review after some provisions in the current regulations have been subjected to abuse in the process of implementation. Only the socialized industrial forest management agreement (SIFMA), which allows associations, small entrepreneurs, and private individuals to develop forest plantations, is in place. SIFMA is currently covered under DAO 96-34 Series of 1996.

## **2. DENR's Community-Based Forest Management Program and the supporting role of the Natural Resources Management Program**

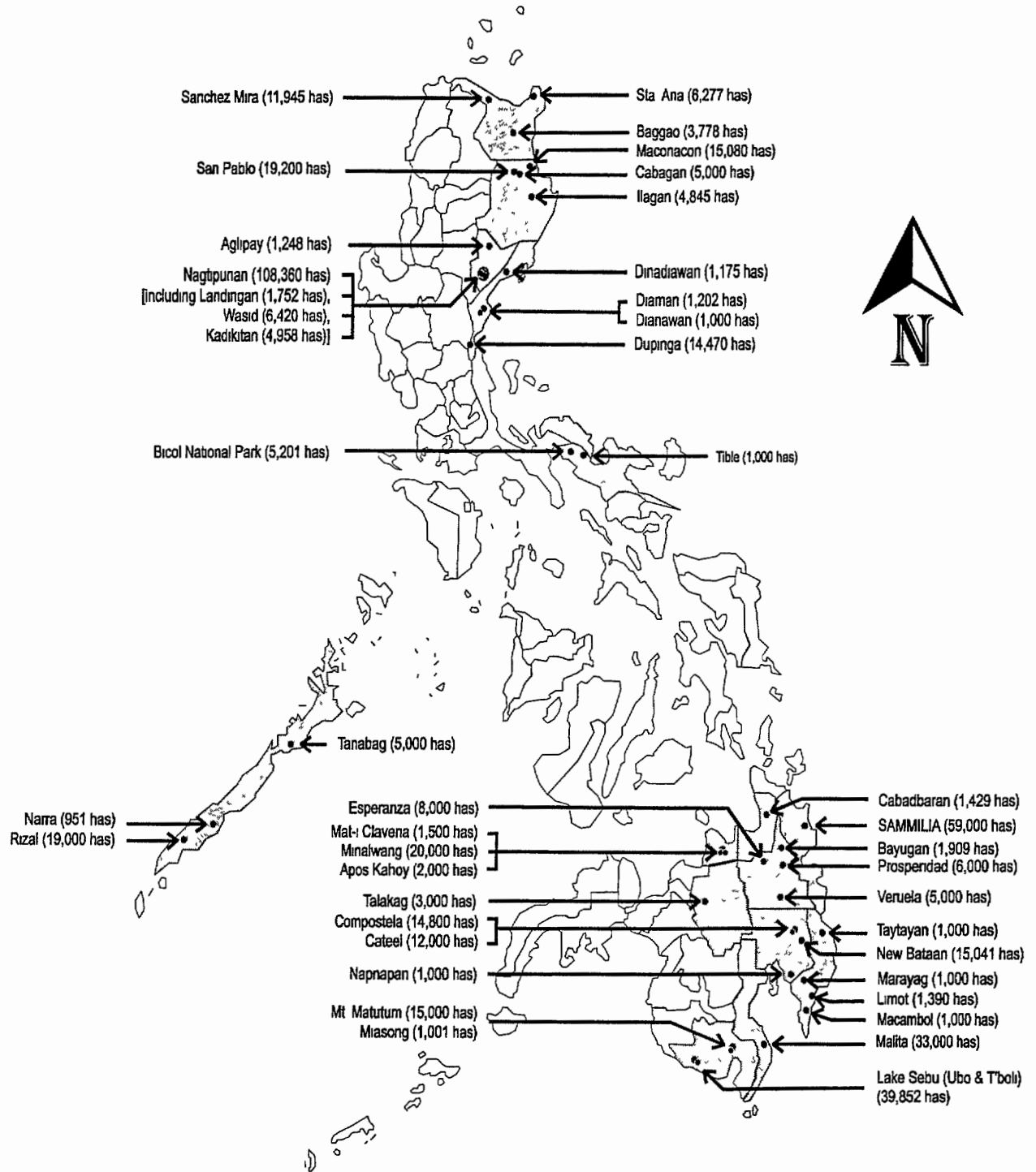
The President of the Republic of the Philippines and the leadership of DENR clearly recognize the need for urgent and progressive actions. Since 1990, with support from USAID and other donors, DENR has expanded its upland development efforts into the CBFM Program.

The USAID-assisted Forest Management Activity of NRMP supports policy efforts by DENR to design tenure instruments for upland communities dwelling in or near forest lands, tests community-based forest management in a range of typical forest communities, and campaigns to increase environmental awareness. An important objective of NRMP is to help empower and motivate communities and local governments to take responsibility for the protection and sustained management of natural resources.

NRMP already has helped DENR transfer direct management responsibility to more than 18 communities managing over 250,000 hectares of residual and old growth forest through the award of Community Forest Management Agreements (CFMAs) or Certificates of Ancestral Domain Claim (CADCs). Another 35 CBFMA<sup>2</sup> applications covering approximately 300,000 hectares are currently under active development. Figure 2 shows the approximate locations of NRMP-supported CBFM project sites.

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<sup>2</sup> A brief note on terminology to avoid confusing the reader. During the early stages of NRMP, the land and resource tenure instrument was called a Community Forest Management Agreement (CFMA). President Ramos' Executive Order 263 instituted the Community-Based Forest Management Program, so convention shifted toward referring to the instrument as Community-Based Forest Management Agreement (CBFMA). Any awards made after EO 263 took effect use the latter nomenclature. Prior awards are gradually being updated and standardized.



**Figure 2.** Approximate locations of NRMP-supported community-based forest management project sites in the Philippines.

NRMP has demonstrated that when communities are empowered with CFMA tenure and comprehensive resource use rights, they have reduced the incidence of illegal logging, curtailed in-migration of new residents, and reduced the incidence of grassland and forest wildfires within their community-managed forest areas. Section II contains a summary of NRMP accomplishments, constraints, and planned activities in more detail

As a result of DENR's initial accomplishments, **President Fidel V. Ramos issued Executive Order (EO) No. 263 in July, 1995 declaring that community-based forest management (CBFM) is the Government strategy for managing forest resources** (a copy of the EO is attached in Annex A) DENR's leadership is committed to shifting DENR's forestry mission from regulating commercial forestry activities to supporting the development of capacity within upland communities to manage the forest lands they occupy and use DENR also realizes, however, that effective implementation of the CBFM program faces many challenges, among the most important of which are those listed below

- strengthening the capability of People's Organizations (POs) to protect and manage forest lands,
- assuring that DENR provide sufficient field staff with the necessary skills, tools, and logistical support needed to carry out the community forestry program,
- developing partnerships with local government units (LGUs), suitable nongovernmental organizations (NGOs) and key natural resource institutions;
- monitoring progress at CBFM sites in order to improve policies and implementation approaches; and
- enhancing understanding of the Government's CBFM among both the general public and targeted stakeholder groups.

### **3. Purpose, Significance, and Features of the Assessment**

#### **3.1 Purpose and Significance**

The NRMP program provides for DENR and USAID collaboration in support of community forestry until March, 1999 With just slightly more than two years remaining in the NRMP activity, DENR and USAID organized this assessment to examine progress toward the achievement of "enhanced management of renewable natural resources" and to look at ways to strengthen implementation of NRMP. Given the relatively recent initiation of the Government's community-based forestry program, the assessment is well-timed to provide constructive guidance to DENR as the lead agency of the GOP in implementing the program

#### **3.2 Objective Perspective**

Leading natural resource non-government organizations (NGOs) in the Philippines, particularly the Haribon Foundation, the Foundation for the Philippine Environment and the Biodiversity Conservation Network provided experts on a *pro bono* basis to serve as members of the assessment team NRMP covered part of their modest travel and per diem costs Participation by these experts is further demonstration of the keen interest of these institutions in this important Government program. They and other members of the assessment team recognize the opportunities provided by this assessment for improving community forestry efforts by DENR and other concerned resource management institutions Their voluntary participation also helped to ensure an objective, external perspective on NRMP's efforts to date

### **3.3 Capitalize on "In-House" Expertise**

Key partners under NRMP—DENR, USAID, and Development Alternatives, Inc. (DAI), the technical assistance contractor—actively participated in the assessment. This approach allowed the program implementors to step back from day-to-day responsibilities to look at progress and opportunities. It also permitted the team to take advantage of their understanding of recent implementation experiences and their institutional memory. A representative of USAID's Washington, D C -based Environment Center served as Co-Team Leader. USAID/Washington's participation helped to document NRMP lessons learned and approaches in ways which may facilitate their use in USAID-assisted community forestry activities around the world.

### **3.4 Community Participation**

The field portion of the assessment consisted of a series of meetings held across several regions where NRMP activities have been concentrated. These meetings were held, to the extent possible under logistical constraints, in the communities themselves. The meetings provided a public forum in each community where individuals were encouraged to ask questions and offer their own observations about the NRMP project and its operation in their community. A broad range of stakeholders participated in each of these meetings. DENR regional and local staff, PO leaders and members, representatives of local government, NRMP staff, and assisting organization personnel.

## **4. Scope of the Assessment**

From September 30-October 18, an eight-person team met with key partners and visited selected sites in Northern Luzon and in Northern and Southern Mindanao. Despite time limitations, the team was able to discuss issues with representatives of POs, NGOs, DENR staff, and local government officials while visiting a range of field sites. The team also presented initial analysis and recommendations to both DENR and USAID/Philippines and has incorporated or addressed their comments in this report.

In this report, the assessment team outlines NRMP's significant accomplishments, identifies major constraints the program has encountered since 1991, and highlights planned NRMP activities over approximately the next two years. In the third section, the team discusses issues affecting the GOP's community-based forestry program. Following that are the team's suggestions for maximizing NRMP effectiveness in the future. The team concludes its report by identifying priority opportunities for NRMP to institutionalize the CBFM program both within DENR and with LGUs. Annex B includes the terms of reference for the assessment, including specific questions along with team comments.



## NRMP ACCOMPLISHMENTS, CHALLENGES, AND PLANNED ACTIVITIES

### 1. Policy Highlights

USAID has played a major role in assisting DENR to develop a sound policy framework, implementing guidelines, and management procedures for CBFM as well as providing technical assistance delivery mechanisms to carry out these policies in the field. Together with other external donors, USAID through the Rainfed Resources Development Project (RRDP) from 1982 to 1990 and NRMP from 1991 to the present has made significant contributions in providing legal access to forest lands by "forest occupants," including upland farmers and indigenous peoples. The tenure security that upland community members gain is helping to broaden these disadvantaged groups' access to resources and to the benefits accruing from their use.

Building from participatory approaches and technologies that were developed under RRDP, NRMP has provided assistance to DENR in designing new tenure instruments and a package of comprehensive resource user rights for forest lands. It has also assisted in testing and refining the CBFM strategy in open access forest lands in six of the country's 13 regions. Under four separate Department Administrative Orders<sup>3</sup>, the beginning phase (1991-94) of NRMP worked with DENR in testing the Community Forestry Program (CFP) while working out improvements in some of the technical regulations and procedures. CFP had been adopted by DENR in response to an urgent concern to put management systems into place for forest lands that had been under canceled, expired, or suspended TLAs. These open access forest lands have been the "hot spots" of illegal cutting and harvesting activities for several years. Through its assistance to CFP, NRMP helped DENR in organizing communities in and near the open access forest lands with the expectation that CFP-tenured stakeholders would protect, manage, and rehabilitate the forest resources.

These initial efforts of NRMP—together with experiences from other CFP activities sponsored by several other international donors—have provided valuable insights useful in crafting the new national policy on CBFM. These were articulated in 1994 in the draft document which would become EO 263 in 1995, and later formed the basis for the Implementing Rules and Regulations (IRR) for the Executive Order (summary provided in Annex A).

NRMP's current policy efforts are directed toward helping revise internal policies, guidelines, and procedures to institutionalize CBFM within DENR and to make possible a growing partnership among DENR, LGUs, and forest communities. NRMP staff and the technical assistance team have been working directly within DENR to shift the forest policy framework from a TLA to a CBFM perspective. A table in Annex C details NRMP's policy accomplishments. The signing on October 10, 1996 of the IRR for EO 263 marked an exceptionally significant step in DENR's shift to CBFM as the nation's principal strategy for forest management. The new IRR champions several policy elements that are key to the success of community-based forestry.

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<sup>3</sup> These Department Administrative Orders are (1) DAO 123, Series of 1989, (2) DAO 25, Series of 1992, (3) DAO 02, Series of 1993, and (4) DAO 22, Series of 1993.

- a perspective which believes “people first and the forests will follow ”
- a unified tenure instrument providing comprehensive resource user rights—including provisions for transferability of tenure and a right to contract with other parties to access development capital, technology, markets, or other needs,
- a shift of DENR focus from being primarily a regulatory agency to an institution providing services to communities and local government units, especially at the Community Environment and Natural Resources Office (CENRO) level,
- a program for decentralization, devolution, and deregulation of forest land management, and,
- a DENR-LGU partnership in CBFM program implementation

The new IRR consolidates eight major tenure instruments into one—the Community Based Forest Management Agreement (CBFMA) with an option for CADC recipients to avail of CBFMA user’s rights. Previously separate instruments—the Certificate of Stewardship Contract (CSC), the Certificate of Communal Forest Stewardship Agreement (CCFSA), the Forest Land Management Agreement (FLMA), the Community Forest Management Agreement (CFMA), the Mangrove Stewardship Agreement (MSA), the National Integrated Protected Area System (NIPAS, for buffer and multiple use zones), the Certificate of Ancestral Land Claim (CALC), and the CADC—are now part of the consolidated, comprehensive instrument governing tenure in the forest lands, the CBFMA.

The major phases of CBFM implementation are laid out in the IRR for EO 263 (DAO 96-29, Series of 1996). Site identification is determined through joint LGU-DENR forest land-use planning exercises, with an approved, joint forest land-use plan, DENR can process CBFMA applications from organized communities. After site identification, intensive IEC at various levels is conducted. IEC activities are focused on helping communities and local officials understand the objectives of CBFM, the responsibilities and privileges of communities, and the roles of various assisting organizations (DENR, NGOs, LGUs, and peoples organizations).

A community diagnostic phase follows site selection and focuses on analyzing conditions of communities and their resources. This phase employs community mapping, participatory rural appraisal, perimeter survey and mapping, and considerable investment in community consultations, dialogues, social negotiations and conflict resolutions. This includes community organization and leads to registration of the community people’s organization (PO) with the CDA or SEC. With a registered PO and the forest lands surveyed, a CBFMA can be issued to the PO.

A planning phase follows. The results of the diagnostic phase are presented systematically in a document outlining the community’s vision, problems and issues, objectives, and their key strategies and activities planned to achieve their vision and objectives. Community plans, presented by the PO with assistance from DENR and LGU staff, are affirmed by DENR and form the basis for resource use permits issued by DENR for various kinds of forest products.

Implementation of community plans centers on the PO which coordinates the management of forest lands encompassed by the CBFMA -- protection, rehabilitation, development, and utilization of the forest resources. DENR and the LGUs along with local NGOs are committed to assisting the PO to strengthen its general management capability as well as to provide technical advice and assistance to contribute to sustainable use and development of forest resources. PO membership must be closed and individual resource rights

must be identified. Wherever possible it is hoped that POs assisted by DENR, LGUs and other local institutions will address specific community needs such as mobilizing local capital through community savings and loan programs, stimulating formation of local enterprises by PO members and their families, exploring marketing possibilities for forest and non-forest products, and building community enterprise connections with the outside investors.

NRMP has assisted DENR over the past five years to translate the CBFM vision, mission, and objectives into policy reality—from administrative issuances in 1989 and 1993, to an Executive Order in 1995, to an approved inter-agency IRR in 1996. Finally, the IRR calls for the creation of a national Community-Based Forest Management Office (CBFMO) within DENR, specifically tasked with operational oversight of, and policy and budgetary support for, turning CBFM into reality as the national forest management strategy. **The impact of this fundamental shift on how DENR executes its resource management mandate and conducts its forest stewardship business is extraordinary and unique in the developing world.**

## 2. Community Management Highlights

On the ground in forest communities, the CBFM program now has over 100 sites (see Figure 1), including 53 sites totaling almost 550,000 hectares that have been directly assisted by NRMP. Community forestry sites have generated useful lessons for POs, LGUs, NGOs, and the private sector as well as for DENR. Experiences from these sites are presently providing insights to DENR on how to be more effective and efficient in assisting communities to organize and to establish agroforestry and other forest-based enterprises, including product marketing and financial management. Information from these sites, for instance, has resulted in rescinding the DAO 123 and 22 provisions that only assisting organizations (AOs) could engage in facilitating the community organizing and social preparation processes in pre-implementation of community-based forestry. Under the new IRR, the CENROs and LGUs working together in partnership with other implementing partners (NGOs, assisting professionals, other GOP line agencies, financial institutions, and private sector firms) will help communities organize to complete the CBFMA qualification process and to implement their vision for management of their tenured forest land areas. CBFM initiatives have also been instrumental in re-configuring community forestry experiments in management of residual forests into a comprehensive CBFM that now includes communities in ISF sites, indigenous peoples with CADCs, and tenured migrants and indigenous peoples in the buffer and multiple-use zones of NIPAS areas.

Although certainly not solely an NRMP accomplishment, CBFM incentives for sustainable management are now in place—through resource access, secure tenure, and comprehensive rights to resource use. The responsibility to protect forest lands is taken very seriously by community members. For example, the forest protection committee of Napnapan, Davao del Norte repeatedly has blocked roads leading from their CBFM site to stop the exit of illegal loggers' trucks. Their courageous intervention has resulted in numerous death threats to community members, but also has brought their efforts to public attention (see Annex C). Illegal logging in Davao del Norte virtually stopped after the CBFMA was issued. Sadly, in early 1995, one member of another CBFM community in Ilagan, Isabela lost his life in similar efforts to protect the forests. He was shot and killed as he tried to put a halt to illegal logging. Community members remain undaunted in their efforts against illegal logging, illicit trucks exiting the area decreased from 12 per day to none.

### 3. Challenges

With a national policy establishing CBFM as the forest management strategy, the challenge for CBFM now becomes how to carry out the policy at the regional, provincial, and community levels. DENR is committed to collaboration and partnership with local government units and other implementing entities, including other GOP line agencies, NGOs, and the private sector. CBFM confronts several important challenges as the program expands:

- **Implementing the new policies in other regions while also maintaining project focus on developing successful field examples of CBFM.** Both sharpening and widening efforts concurrently with monitoring performance will challenge DENR's concentration.
- **Strengthening the capability of POs, LGUs, NGOs, and DENR field personnel to play more active roles in CBFM.** There has been a very heavy reliance on NRMP staff and the technical assistance team to initiate and carry out site development activities. Sometimes, this has hindered development of solid relationships between and among the stakeholders, potentially reducing the ability to sustain activities beyond the life of the NRMP program.
- **Meeting a growing demand by communities for services as they attempt to respond to the technical, social, and entrepreneurial needs of CBFM.** These demands currently exceed the capacity of DENR field offices and LGUs to respond.
- **Changing roles of DENR field personnel from regulatory duties to community development skills required to carry out CBFM.** DENR staff experiences do not match the skills needed to perform their new roles in community organizing and in building partnerships with LGUs and forest community POs. Replacing the regulatory enforcement perspective toward forestry practice—useful during times when TLAs were the primary forest management tool—will require a considerable shift in how the DENR bureaucracy deals with POs and other CBFM implementors.
- **Restructuring DENR and providing operational funding for CBFM.** Current levels of support to DENR field personnel for travel, training, meetings, and consultations do not match growing community service needs. This limitation has hindered staff in working with communities and proactively conducting IEC activities.

### 4. NRMP Activities Planned to 1999

Based on the NRMP Work Plan (1995-1999), NRMP will assist DENR “*develop a sound policy framework, guidelines, and procedures for sustainable forest management in collaboration with LGUs, communities, NGOs, and private corporations,*” and “*help communities develop and implement a sound and sustainable forest management system, operate processing businesses, manage organizational and financial resources, and build capacity to link with LGUs, DENR, and other resource institutions.*” In its first 18 months of this phase, NRMP has worked with DENR to improve the CBFM policy environment and has collaborated with DENR and LGUs to assist communities in 53 sites. Activities planned for the remainder of NRMP include those listed here:

#### **4.1 Forest Policy**

- 1 Assist DENR and LGUs in formulating and implementing a strategy for effective devolution of DENR functions to LGUs, especially on CBFM. This should also include mechanisms and procedures that will promote LGUs' active participation in policy formulation, site implementation, and performance monitoring in ways that will enhance transparency of DENR management. (NOTE: the new IRR, approved while this assessment was being conducted, removes many obstacles to achieving this objective.)
- 2 Support the field teams and their LGU partners to increase their ability to implement CBFM.
- 3 Assist communities, LGUs, and DENR to document the CBFM development and management process.
- 4 Assist DENR to improve the efficiency, accessibility, and transparency of its information data base, improve its internal and external data flow and utilization, and design and try out a community-based forest management information system.
- 5 Assist DENR to mobilize congressional support for the CBFM Bill, to encourage forestry advocacy groups such as the Multi-sectoral Forest Protection Committees, and to increase through public awareness and information campaigns, community and local government awareness of forest management issues and opportunities.

#### **4.2 Community Forest Management**

- 1 Assist DENR and LGU partners to complete technical requirements of CBFM sites in Regions 2, 4, 5, 10, 11, and 13 for award of CBFMAs.
- 2 Assist DENR to produce and increase access to control maps, especially through the forest land use planning (FLUP) process.
- 3 Engage AOs and assisting professionals to intensify on-site assistance to CBFM sites to develop models demonstrating actual PO management and utilization of forest resources.
4. Provide enterprise development assistance to the POs, including help in identifying product opportunities and exploring product development and marketing agreements.
- 5 Undertake IEC, study tours, and cross-site visits for POs, DENR, and LGUs on CBFM sites.
- 6 Assist DENR field offices in the devolution of CBFM service functions to LGUs.

The above NRMP plans—based on NRMP's 1995-99 Work Plan—necessarily are general in nature. Future annual work plans will contain more details on proposed NRMP activities and have the flexibility to incorporate changes in direction or emphasis.

## **ISSUES AFFECTING THE IMPLEMENTATION OF CBFM**

CBFM is the official Government approach for managing forest lands and major strides have been made on the policy front. Field successes, however, have been and probably will continue to be slow in coming. A disjunct currently exists between the national strategy and its targets on one hand, and operational realities on the other. Initial activities carried out under NRMP have shown how time consuming, situation specific, and incremental the process of democratizing resource management can be.

This section summarizes the observations of the assessment team regarding the issues that DENR likely will be required to address as the program scales up to a national program. The team identified three primary issues in CBFM implementation under NRMP, listed below:

- Strengthening community capacity to meet the program's high expectations,
- Restructuring DENR and defining institutional and staff roles and providing needed budget for CBFM as the Department's strategy for forest management, and
- Providing appropriate criteria and processes for monitoring CBFM impact both at the local site and on an aggregate basis for the nationwide program.

### **1. Strengthening Community Capacity**

#### **1.1 Limited Ability of POs as Entrepreneurs**

Based on the team's discussions and observations, it appears that the GOP's hopes for CBFM may be overly optimistic and hold high expectation of POs quickly establishing and operating viable forest-based enterprises. This optimism may not be warranted for the newly-organized entities that characterize most POs. For example, two POs visited by the team in Iligan, Isabela and New Bataan, Davao del Norte have incurred significant debts after about one year of operations. This situation is partially due to the restrictive and prescriptive nature of CFMAs issued under the former guidelines. The new IRR will reduce these burdens significantly; POs still need assistance, however, in simplifying, improving, and restructuring their operations. This PO condition clearly indicates that more attention is needed on strategies for increasing the likelihood that POs can establish and operate profitable, market-oriented businesses. One model suggests that POs need help on how to start simple, manage their cash flow, market products, and negotiate with financiers, suppliers, transporters, and buyers. Another suggests that POs need to look into ways to tap outside expertise and capital. Competitive contracting for commercial resource development has been discussed as an option for these new organizations.

#### **1.2 Uneven Capability and Collaboration by LGUs and DENR**

The CBFM program calls for a partnership between DENR and LGUs, with LGUs assuming more responsibility over time. The team noted, however, quite limited current staff capability and an uneven willingness to support CBFM on the parts of both LGUs and DENR. In some cases, the LGUs have been reluctant to collaborate (Napnapan and New Bataan, Davao del Norte). In other cases, LGUs are actively involved in supporting CBFM and have committed municipal funds for CBFM activities (Maconacon, San Pablo, and Tumaunin, Isabela).

### **1.3 Inconsistent Ability of AOs to Support Community-Based Forest Management**

Experience during the beginning stages of NRMP demonstrated that many AOs possess strong advocacy and community organizing skills. Unfortunately, most lacked the ability to carry out technical forest management activities and to train POs in these skills. Several AOs also have demonstrated limited financial management skills and unrealistic perceptions of the scope of their roles in CBFM and the available “project” resources available for CBFM site development. Thus, some AOs have effectively priced themselves beyond the resources available. In addition, the team found that some members of the NGO community were ill-prepared to accept the professional responsibility for community organizing work. In the words of one prominent representative: “After all these years of advocating for a bigger role, many of us were not ready for it!”

## **2. Restructuring DENR -- Defining Roles and Budgeting for CBFM**

### **2.1 New Tasks Required of DENR in Providing Community Development Services**

The team observed that most DENR field staff have been trained to supervise regulatory tasks, such as managing TLAs and other resource use permits. To qualify for the desired permit or to conform to regulations, the applicant or permit holder rather than DENR was required to carry out a wide range of site preparation, forest management, and administrative tasks.

Some of these same expectations and requirements were imposed initially upon communities applying for a CFMA. The POs were required to meet a number of technical and administrative requirements. After being awarded a CFMA, the POs were expected to protect the forest and manage a particular type of forest enterprise specified by DENR—and looking a lot like a “TLA”—rather than an enterprise of the PO’s own choosing based on their human and financial resources. While much of this will change under the new CBFM IRR, POs still will need considerable assistance in organizing and managing a CBFMA.

Many of the DENR staff trained in community development—those working with the former Integrated Social Forestry (ISF) program—were devolved to LGUs pursuant to the Local Government Code of 1991. Many of these personnel are reportedly now assigned to regulatory work for which they have not been trained. This paradox may open opportunities in pursuing DENR-LGU partnerships in the implementation of the CBFM program.

### **2.2 Uncertain DENR and LGU Training and Career Development Path for CBFM**

Since CBFM is a relatively new program, it is not surprising that DENR and LGUs have yet to embrace CBFM as a major institutional focus for training and career development. It is not even clear where such training might be available at this time. Without organizational incentives of in-service training and career development, qualified individuals may be reluctant to actively engage in the CBFM program. To date, only the technicians and professionals who have been associated with CBFM-related projects and activities have the beginnings of the necessary perspective and training to assist potential CBFM communities.

### **2.3 Incomplete Budgetary Support for Field Staff**

The team repeatedly heard reports of the inability of DENR staff to travel to sites and work with POs and technical assistance teams due to the lack of funds. This resulted in the unfortunate situation where the technical advisors with contract funding for CBFM work were the principal actors working with POs. This problem has been widely recognized by DENR and the technical assistance (TA) team, but solutions are still being pursued.

Current budgetary support per person assigned to Forest Management at the CENRO level stands at PHP150 (less than US\$ 6) per month. An inexpensive round-trip visit to a forestry site by public transportation can easily total more than this amount for fare alone. Clearly, there currently are not enough funds in a typical field office budget to cover the minimum costs of travel, small meetings and consultations, forest resource inventories, and other CBFM activities.

### **3. Monitoring CBFM Impact**

The team noted the expectation among DENR senior staff that "community forestry is now the answer," with results expected quickly. In addition, members of POs and some LGUs have expressed their high aspirations and some frustration at delays in implementation. There is also lack of agreement on what might constitute indicators of progress in CBFM implementation on the ground. Only clear and easily measured criteria for monitoring impacts will substantiate claims made regarding the wisdom of CBFM as a forest management strategy and its implementation progress by forest communities.

Finding ways to help POs address threats to forest resources and to develop sustainable uses for those resources while also trying to establish and operate viable forest-based enterprises is a difficult and long-term challenge. DENR plans to have 2 million hectares under CBFM by 2000, with a planned NRMP contribution of 500,000 hectares by 1999. With the issuance of the new CBFM IRR, awarding a form of land tenure over these target areas is now a realistic objective. It will be much more difficult and require much more time to achieve and document improved environmental and social impacts. For example, it will be a challenge for DENR to develop appropriate indicators and processes with which to monitor sustainable forest resource use or changes in livelihood status (e.g., health, education, income) among populations of target forest communities.



## RECOMMENDATIONS TO SUPPORT IMPLEMENTATION OF CBFM

The following are suggestions the assessment team believes, based on our field analysis of NRMP progress to date, that if adopted will lead to increasing the overall impact of the NRMP assistance to DENR implementation of CBFM. The recommendations are organized similarly to the issues discussed in the previous section. There are three main categories:

- **Strengthen Community Capacity:** Forest enterprise development is in need of special attention,
- **Strengthen Institutions and Build Partnerships** Institutional and staff roles need redefinition for DENR, LGUs and local NGOs with emphasis on mutually supporting community forest management and forest resource development, and
- **Monitor Program Impact:** Effects on environmental quality can provide a set of minimum key indicators of successful forest management by the POs and their DENR and LGU partners

### 1. **Strengthen Community Capacity -- Enterprise Development**

Most—but not all—community POs will choose to engage in resource utilization activities based on the forests they now hold access rights over. NRMP has been and will continue to be engaged in various forms of assistance to these communities as they struggle to define and establish appropriate, sustainable enterprises for the POs and their individual members. A central tenet of these enterprises is that protection of the remaining forest resource base is vital to their long-term success. The following set of recommendations is intended to help reinforce the enterprise development actions being undertaken by NRMP.

#### 1.1 **Adapt Strategies to Reality**

The team observed a widespread perception among those involved in CBFM that the program could somehow create “instant corporations” through awarding tenurial instruments (i.e., CBFMA or CADC). Current enterprise initiatives are based on the assumption that timber will generate revenues nearly equivalent to that of the former TLA holders. The CBFM program sometimes has focused on timber utilization with little attention on traditional livelihood activities. Proponents have ignored potential opportunities for individual or family agriculture, upland agroforestry, or enterprises based on nontimber forest products. These kinds of activities require different types and levels of assistance than do the existing corporate and semi-corporate enterprises. The following suggestions may help address current shortcomings:

- **Apply the new IRR to existing CFMAs as well as to new CBFMAs being issued;**
- **Deregulate current timber harvesting and marketing** (as provided in the new IRR) so that timber utilization becomes a viable enterprise over the short term, e.g., allowing POs and coops to market timber outside their province or region,
- **Explore ways for organized communities to access investment capital and markets for non-forest products;**

- **Encourage contract growing ventures with the private sector** so that open, denuded, and low-productivity land can be utilized efficiently, and
- **Assist the development of profitable agroforestry livelihood activities**, recognizing that many communities will choose to engage in individual, not collective, enterprises

#### 1.1.1 Provide Flexibility in Marketing POs' Products

The IRR signed during the course of this assessment removes nearly all restrictions on community-based forest management. CENROs will no longer be making production and marketing decisions for the POs **NRMP should assist the POs and DENR to remove these restrictions from all existing CFMAs and help ensure their application at new sites.**

#### 1.1.2 Map out Business Opportunities and Other Enterprise Options from the Field

At the present stage in CBFM development, **NRMP can make a significant contribution to many forest communities by assisting on-site feasibility analyses of enterprise options and developing guidelines for wider use** beyond NRMP-assisted sites

#### 1.1.3 Improve PO Access to Market Information

The POs need basic market information to help them better manage their community enterprises. The subject of how communities gain this access sparked several spirited discussions among the team members. Uniform agreement could not be reached about whether the gathering, analysis, and dissemination of information related to forest products and their markets could best be performed by DENR, another government agency such as the Bureau of Agricultural Statistics of the Department of Agriculture, or private sector entities. To advise the CBFMO and other program implementors on making such a determination is beyond the scope of this assessment. **NRMP should facilitate a dialogue among CBFM partners on how the program may best serve the market information needs of POs.**

#### 1.1.4 Install Simple and Cost-effective Delivery Mechanisms

The recent Biddle and Blaxall<sup>4</sup> Project Implementation Review points out that "*PO assistance for enterprise development has been adequately discussed to shift the debate from whether and what kind of assistance is needed to the question of delivery mechanisms*" This shift will require the following steps

- Review the Terms of Reference for technical assistance personnel to **ensure increased staff capacity and commitment for enterprise development**
- Complement the work of enterprise development specialists, **by shifting emphasis toward brokering collaborative arrangements between POs and intermediary organizations that provide specific marketing services** for NTFPs and other upland

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<sup>4</sup> Biddle, C Stark and Martha O Blaxall (1996), *Project Implementation Review team report* Report of a consultation conducted from June 10 through July 2, 1996. NRMP Technical Report No 3127-2101T. Development Alternatives, Inc., Bethesda, Maryland, USA. 34 pp

products. Examples of groups with whom to link are the marketing team of the Upland NGOs Assistance Committee (UNAC) and Philippine Business for Social Progress (PBSP).

- **Develop and distribute training modules on enterprise activities** as NRMP shifts from active, direct, on-site technical assistance

### 1.1.5 Broker Enterprise Development

Most of the cooperative leaders and community member that the team visited and conferred with pointed out the lack of capital and access to legitimate credit institutions as the primary constraint to the success of their enterprise. As we pointed out at the beginning of the enterprise development section, the tenurial instrument awarded to the community has no collateral value, therefore it cannot be used to source capital. DENR also may not be in a position to provide capital but **NRMP/DENR should help facilitate partnerships between POs and financial institutions that might be sources of start-up capital for income-generating activities**.

### 1.1.6 Integrate Enterprise Monitoring and Evaluation into the CRMP

The impact of the enterprise operations and practices on the resource base, the socio-economic benefits derived from the enterprise, the participation of the community members in the program, and the viability of the enterprise need to be monitored and evaluated. **NRMP should take the lead in developing guidelines—with AOs and NGOs—to assist POs in determining indicators of success and gathering information that the PO can use in making business decisions.**

Implicit in these recommendations is the assumption that DENR is the lead agency for community-based enterprise development and for CBFM as a whole. We also assume that DENR will establish within the CBFMO a unit or department that will be responsible for enterprise development. This unit or department need not be direct providers of TA initially but can broker and initiate functional relationships with public and private entities that have specific capability in enterprise development.

## 2. Strengthen Institutions and Build Partnerships

This first set of recommendations encompasses the majority of NRMP's planned actions during the coming year. It is not intended to imply a lack of current focus by the project team on the issues listed above. Rather, our contribution to this process is primarily in highlighting the specific areas we saw that may require increased emphasis in the future. The following set of recommendations is organized into three groups: (1) those targeted toward DENR, assisting its shift from a regulatory to a service agency, (2) those benefitting community organizations, local government units, and other CBFM implementing partners, and (3) recommendations for strengthening the partnerships between and among these various implementing partners.

### 2.1 Strengthen DENR Ability to Implement CBFM

Sustainability of CBFM is a concern of the Secretary, USAID, and the NRMP TA team. The internal shifts necessary for DENR to move from its traditional role as a regulatory agency to a community service agency implementing CBFM is a pivotal change whose full implications are only now being understood and gradually accepted. The assessment team agrees with both

NRMP staff and senior DENR management that **steps should be taken to ensure that CBFM becomes a core Department program, maintaining its place of importance within DENR beyond the current administration.** It is imperative for DENR to institutionalize the shift to become more effective in the delivery of services needed in making CBFM a reality on a national scale. The assessment team concluded that implementing the following recommendations would strengthen DENR's ability to implement CBFM.

### 2.1.1 Rapidly Engage CBFMO

**NRMP should assist DENR in moving as quickly as possible to operate Community-Based Forest Management Offices (CBFMO) at all levels of DENR (e.g., Central Office, Regional, PENRO and CENRO).** Specific entry points for NRMP to provide assistance to DENR include those indicated below.

2.1.1 a Assist the CBFMO in drafting an Action Plan, beginning at the regional level, with PENRO and CENRO-level workshops involving community representatives, local NGOs, private sector concerns, financial institutions, and other interested parties.

***GUIDANCE FOR ACTION PLAN*** The CBFMO Director will prepare an action plan for review and approval by the CBFM Steering Committee. **NRMP should work with the CBFMO to regionalize efforts in preparing this Action Plan**, specifically by providing technical assistance, facilitating consultation, and linking DENR with other agencies.

Investments in communities The CBFM Action Plan should stress institutional support to DENR and the LGUs for pre-implementation, planning, and implementation phases. To date, most CBFM costs are borne by external donor agencies and NGOs. Another option for DENR to consider would be to earmark revenues generated by CBFM forest charges to support further development and implementation of the CBFM program.

The plan should integrate the lessons learned to date on community forestry and must contain specific strategies for strengthening DENR field offices and the LGUs in agroforestry extension, assisting POs in contracting for various services, forest resource inventory and analysis, community organizing, and "brokering" functions.

Incentives for staff Key Result Areas (KRAs) are an important internal tool used by managers to determine progress toward agreed priorities. Progress toward meeting KRA targets are part of staff performance appraisal. CBFM activities are not included in the current KRAs of DENR's central and field offices. The assessment team suggests that **NRMP assist the CBFMO determine clear and easily measurable CBFM KRAs** to be included as part of the action plan. These new KRAs should become effective in 1997. These targets should, however, yield to collective decisions taken by the community and failure to meet them due to the community's exercise of their rights to make their own decisions as to the fate of the agreements would be justified.

2.1.1 b Help the CBFMO form partnerships with national and regional institutions that are uniquely qualified to provide specific elements necessary for CBFM. Examples of partnerships that may be formed include those with the Dept. of Agriculture Extension Service, or with financial institutions (e.g., field Memoranda of Agreement exist with the Land Bank and the Network Bank of Mindanao).

2 1 1 c Provide staff development assistance, specifically for the CENRO Academy module on CBFM, in selection of proper staffing for effective CBFM, and in establishing a CBFM extension service to work with LGU and PO staff.

The team observed that the institutional memory of CBFM is lodged primarily within NRMP, a foreign-assisted program. **One effective way to transfer this experience to DENR and LGUs is to use a “buddy system” in field work.** It is expected that after the phase out of NRMP as a program, a large group of CBFM disciples shall have been created within DENR and various LGUs. In addition, there will be trained managers of the forest within the CBFM communities. NRMP's efforts in this direction should continue.

*CENRO ACADEMY* **The assessment team strongly encourages NRMP to work with DENR and DILG to integrate CBFM into their professional development curricula.** As seen in the curriculum for the present CENRO Academy (in Annex A), the current CBFM one-day module does not fully prepare field personnel and leaders for the demands of implementing this program. DENR recognizes this shortcoming. Its Human Resources Division is presently drafting a revised module. The draft revision was not available for review by the team.

Based on our interview of a recent CENRO Academy graduate, the current CBFM module focuses on understanding the regulations governing CBFM from a DENR perspective. We agree that it is necessary for CENROs to know the guidelines and procedures for CBFM. This falls far short, however, of helping transform the agency toward its new roles in community service. Accordingly, the team suggests that NRMP work with DENR to **expand the breadth and depth of topics and time devoted to CBFM, especially to include more emphasis on people-oriented community development.** A few examples of the range of specific topics to cover under an improved CBFM module are the following:

- Economic and environmental services of forests, including biological diversity,
- Community mapping as a tool for documenting location and resource use, including social and physical data;
- Mediation skills for resolving conflicts over land and resource rights,
- Clarification of tenurial instruments and the differences between vested, legislated, and administrative rights,
- Use of case studies and other methods to develop problem-solving skills, and
- Best management and harvest practices for forest operations.

*STAFF SELECTION* Senior officials of DENR have asked NRMP to assist them in identifying the staffing patterns needed to implement CBFM. This is an important aspect, dealt with more fully later. Here, the team suggests how NRMP can assist DENR to **select the best people from among current staff who have a community development orientation** for the interim as the agency goes through this transition to the “process approach” required for CBFM. DENR plans to identify from among its ranks the most qualified community-development-oriented people for designation in CBFM areas. DENR may begin by seeking volunteers to participate in CBFM, perhaps based on their willingness and aptitude to interact respectfully with community members.

*CBFM EXTENSION SERVICE* CBFM will require the training of upland farmers to become paraforesters. This training will be a long-term proposition. **We recommend that NRMP**

**work with the CBFMO to create a DENR extension unit specifically designed to work with forest communities and LGUs to address unique aspects of community-based forestry.** For example, most members of POs may not be skilled in resource inventory techniques, community mapping, land use planning, appropriate technology methods for harvesting timber and nontimber forest products, and other aspects of operating a CBFM site. DENR extension agents trained in these skills can work side-by-side with the Municipal ENROs to assist communities in these and other skills needed. In addition, forestry law enforcement can also be enhanced through the provision of training that would present the whole context and procedure of the criminal case. This way, enforcers can participate not only in arrest but also assist in evidence gathering, become better witnesses, and monitor the progress of the cases themselves.

### 2.1.2 Regionalize Implementation

In order to be consistent with DENR's agency-wide decentralization and deregulation of all field activities, **the team recommends that NRMP work with the CBFMO and LGUs to make regional and provincial offices the centers of operations.** A specific activity that could help foment this grassroots implementation of CBFM might be the preparation of action plans with REDs and PENROs in consultation with CENROs and field staff, LGU representatives including governors, mayors and Municipal ENROs (MENROs), NGO representatives, and community leaders

### 2.1.3 Realign DENR Budgets and Staff to Match Needs of CBFM

2 1 3 a Institutional analysis of staffing and budgetary patterns Implementation of CBFM carries with it enormous implications for DENR organizational structure and resources. The assessment team noted and strongly concurs with the observation by the Secretary that DENR must undergo an institutional analysis to determine future needs in terms of staffing and budgetary patterns consistent with the new tasks required for CBFM. **We recommend that NRMP do whatever it can to assist the DENR in getting this analysis accomplished as quickly as possible.**

There should also be an explicit acknowledgment and wide understanding that the shift of resources within DENR is part of the transition from a regulatory to a development services agency as required for CBFM. This does not imply an added burden on DENR staff, rather, a net reduction in work load for the most resource-intensive activities. For example, PO members will now perform most of the forest protection functions which formerly required large investments of DENR manpower and support. A more efficient forestry operation will provide community forestry extension as needed and where needed, instead of constant surveillance in areas where there may be no harvest activity.

2 1 3 b Plan and budget for pre-implementation costs of CBFM Pre-implementation and planning costs so far, except in a few DENR-administered sites, are borne by foreign-assisted projects. DENR's planning and budgeting systems have not yet programmed support for expanding CBFM activities. The costs of site identification, hiring AOs, community organizing, meetings and workshops, travel, perimeter survey and community mapping, training communities, registering the POs, conducting resource inventory, extending agroforestry enterprise development assistance, facilitating preparation of community resource management plans (CRMPs) and resource use plans (RUPs), and monitoring performance all need to be considered. These costs may be jointly shouldered by DENR and the LGUs

### 2.1.4 Create Broad Awareness and Understanding of CBFM

The team's assessment regarding the IEC campaigns revealed an expectation that IEC will solve any shortcomings in present CBFM implementation. This may be overly optimistic. While a well-designed and -operated IEC campaign can provide valuable support to implementing the program, it should not be counted upon for "filling the potholes" in the road to national CBFM.

2.1.4 a Secretary to brief Executive Committee **The assessment team understands that the Secretary of Environment and Natural Resources intends to convene a senior staff conference specifically to highlight the importance of CBFM and its implications for DENR mandates and operations.** Because such an event will eliminate any doubt throughout the ranks of DENR employees of the Department's seriousness of purpose and commitment to community forestry, the team strongly supports this activity.

2.1.4 b Intensify IEC efforts An effort is underway to develop materials for creating broad-based awareness of CBFM as the national forest management strategy within DENR and other governmental agencies (e.g., DILG), among the NGO community, and in the general public. A specific effort is needed to ensure that the materials are available to those communities most likely to become beneficiaries of CBFM. This group of communities includes indigenous peoples, upland migrants, and other community members living in or near forest areas. NRMP should not limit its IEC efforts to regions where they have operating field sites. **The team concluded that the overall goal of the IEC effort should be to establish CBFM as a PO-driven (or demand side) program.**

### 2.1.5 Create Broad-Based Understanding of the Tenure Instruments of CBFM

The numerous land tenure arrangements possible under the jurisdiction of the DENR can lead to confusion even among lawyers within the Department. The attempt to collapse some of these arrangements may be necessary to simplify and facilitate many procedures. However, **the origins of these rights must be clarified in order to qualify which rights take precedence over others and to manage conflicting rights and overlapping tenure arrangements.**

Overlaps between a protected area tenure instrument recognizing tenured migrant status, CADCs and CBFMA are likely to cause conflict, especially since the legal nuances cannot be appreciated by implementors and claimants alike. Overlaps between existing CFMA's and resource use permits is another area of potential conflict. One possible approach is to ensure that the organization holding the CFMA incorporates the members of resource permit holder into the organization so that the rights will be merged.

This consolidation, however, does not diminish the rights granted under the NIPAS Act. DENR may still develop an instrument that could more accurately reflect these rights. An applicant may still be given the option to choose in future between a CBFMA and such an instrument. It must be noted that DAO 96-29 provided that choosing CBFMA will not diminish rights vested through time immemorial occupation. Non-waiver should likewise apply to rights granted under the NIPAS Act.

With respect to ancestral domains, the applicants must be given an objective choice between CADC under DAO 02 and a CADC-CBFMA which may not reflect the unique character of their claim as differentiated from other holders of tenurial rights. Ancestral lands are declared

under settled jurisprudence as NOT BEING PUBLIC LAND AND NEVER HAVING BEEN SO (Carino vs Insular Government, 41 Phil 935, 1909). This fact is conveniently ignored by the consolidation of the CADC with other instruments. This does not merely reflect a problem of overlap but a demonstration of the failure of the rules to honor this distinction. Naturally, indigenous peoples will have a greater say over lands that have never been public than migrants who are given tenure over State lands at the pleasure of the State. This view is reflected in Principle Two of the Baguio Declaration.

## 2.2 Strengthen PO Capability to Protect and Manage Forest Lands

Arguably the weakest link in the CBFM chain at present is the absorptive capacity of POs to form new organizations, protect old growth forest resources, manage secondary forests, and begin to develop agroforestry enterprises on scrub lands. Most PO members are farmers, rattan cutters, etc., not entrepreneurs. In many cases, assistance is required at each step in the process of forming a PO and engaging in CBFM for resource protection, conservation, and management. Not least of these is assistance in strengthening organizational assistance.

### 2.2.1 Reinforce Community Development Approach

The team noted a need to reinforce basic community development approaches, especially an explicit focus on phasing in and phasing out of external assistance, in supporting DENR's community forestry program. **A community development approach starts with where the community is and looks at how CBFM can complement and enhance existing livelihood activities.** There should be a balanced emphasis on agroforestry and tree and fruit crops in occupied and cultivated upland farms and commercialization of forest products from the natural forests. This balanced approach has not been applied at sites where TLAs were canceled since community members were largely dependent upon commercial forestry operations for their livelihood.

At sites where POs are interested in pursuing a balanced approach, PO members can be trained at Centers for People Empowerment in the Uplands sites on agroforestry, tree farming, and other agriculture-based livelihood systems. The role of outside technical assistance should be to help DENR and LGUs in facilitating community articulation of its objectives and in meeting the CBFM technical and managerial requirements. Again, it is important that DENR, LGUs, and assisting professionals or organizations clearly outline planned phase in and out activities in order to strengthen community independence. This implies having an exit strategy before entering a community.

### 2.2.2 Balance Community Interests

All of the CBFM implementing partners—DENR, LGUs, the NRMP team, AOs, NGOs, and assisting professionals and institutions—should remember that POs cannot and will not become “overnight corporations.” Site development efforts must not focus entirely on forest enterprises, rather, explore the broad range of interests that community members have, both individually and collectively. Instead of pushing all POs into “community enterprise” activities, **CBFM implementing partners should consider that individual families may be the most viable organizing unit for most upland enterprise activity.**

Some of the more “advanced” CBFM sites—those having organized POs with a CBFMA and approved management and operation plans—may choose to become forest-based enterprises. DENR and the LGUs should assist these POs in hiring professionals to improve



their operations in processing, marketing, personnel, and organizational and financial management. **NRMP should consider re-configuring its technical assistance plans to help more advanced POs “turn around” their operations and enterprises.** The POs may need detailed guidance to help make their enterprises profitable. This guidance could include strengthening the ability of POs to contract with the private sector (markets, processors, and financiers).

### **2.2.3 Assist POs in Selecting Most Appropriate Organizational Structure**

Presently, most POs in CBFM sites are organized and registered as cooperatives. In general, cooperatives are set up to provide services for its members and not as an efficient, profit-oriented operation. Thus, the team questioned whether cooperatives are the best organizational structure to carry out the wide range of activities of a CBFM PO (forest protection, rehabilitation, upland development, forest management and harvesting, and enterprise development) given cooperatives' limitations as a rural-based enterprise.

Accordingly, **NRMP should assist DENR in analyzing other options available for organizing and registering communities eligible to participate in CBFM.** Possibilities include corporations or associations registered with the Securities Exchange Commission (SEC), organizations registered with the Department of Labor and Employment, barangay organizations, “**city corporations**” type of organizations and others. Further work also needs to be done in looking at how well-suited coops are to the objectives of the POs, how they can be strengthened where they are appropriate, and what guidelines can be provided by NRMP to AOs, NGOs, or other implementing partners.

### **2.2.4 Facilitate POs Skills Development**

NRMP can help package training modules on marketing, basic accounting and finance, contracting with private investors, basic business management and enterprise development, forest management, forest protection, and agroforestry development. Training sessions may be arranged with accredited training institutions, chambers of commerce that have training capability, as well as through on-the-job activities. NRMP can also assist DENR field offices and the CBFMO provide regular market information to POs. This information may cover buyers of various products, their buying price, demand, terms and conditions, suppliers of various forest products including their requirements and terms and conditions, and sample contracts; and services from buyers and sellers that may be provided to POs.

## **2.3 Build Partnerships Among Stakeholders**

If CBFM is going to work, NRMP must do everything possible to help DENR move as quickly as possible to forge partnerships between and among different levels of the DENR hierarchy, POs, LGUs (including Regional Development Councils, Provincial Governors, Municipal Mayors, and Barangay Councils), donors, and other implementing partners (including but not limited to other GOP line agencies, financial institutions, private sector concerns, market traders and vendors, transportation companies, NGOs, and other interested parties). The following are suggestions for NRMP to work with DENR in accomplishing these partnerships.

### **2.3.1 Use Pre-Implementation Costs as a Nexus for Partnership Formation**

As mentioned earlier, the LGUs from Maconacon, San Pablo, and Tumaunin in Isabela province committed funds to support the pre-implementation costs for their respective CBFM

sites. In general, LGUs are capable and good at organizing communities, hence the willingness of the mayors to invest in this activity. DENR can capitalize on this opportunity as another focal point for collaboration in the CBFM process.

### 2.3.2 Use a Systematic Approach in Devolving Authority for CBFM to LGUs

In Isabela, LGUs are enthusiastically leading DENR into CBFM, to the point of financing their own role. The assessment team found other cases where hesitancy, distrust, and reluctance are prevalent. Some LGU representatives hinted at seeing CBFM as an “unfunded mandate” where they are given responsibilities without the resources to execute their duties. Communities expressed little trust in the motives of elected officials pursuing CBFM. In such an atmosphere of uncertainty and variability, the pace of devolution cannot be uniform. The variability shows that decentralization and devolution need to be flexible, undertaken based on the readiness and absorptive capacity of the entities involved.

The entities must share common objectives in devolving power and have entered into an evolving partnership instead of a top-down relationship. The team concluded that in revising DAO 30 s 1992, **consideration must be given to a process for selecting what matters local governments are best able to exercise discretion over, along with those best provided over the long term by DENR.** This will not be the same in all instances. Building flexibility into the process could be done by agreeing to requirements for the exercise of specific decisions.

For example, in clarifying the pace and manner of devolving the powers over forest resources as specified in the Local Government Code, criteria can be set for determining absorptive capacity of a local government unit, for devolution to proceed. The satisfaction of such criteria could then trigger mandatory devolution. This way, the local government has a clear understanding of what it needs to accomplish in order to assume the powers devolved. The criteria should be general, yet distinct, clearly-defined, transparent, and accessible. These characteristics will ensure accountability of both DENR and the LGU to the public at large.

The assessment team’s suggested draft criteria include the following.

- an established Municipal ENRO office staffed by a qualified professional,
- demonstrated budgetary support for field operations of the MENRO in CBFM activities,
- initial and in-service training of the MENRO in CBFM principles and practices,
- participation by the MENRO in the local Forest Land Use Planning (FLUP) exercise,
- co-signing by the MENRO municipal land use plans,
- completion by the MENRO of the DENR Environmental Monitoring and Evaluation workshop; and
- an inter-agency Memorandum of Agreement (MOA) that the LGU will periodically monitor and report on implementation progress.

### 2.3.3 Create Broad Understanding of Tasks and Responsibilities of POs, DENR, LGUs, NGOs, and Others in Implementing CBFM

Misunderstandings about who does what—or should do what—have hindered the smooth implementation of CBFM. The team sensed confusion among some implementing partners about the part each plays in the overall implementation of CBFM under the NRMP program. Annex D contains a compilation of our understanding of these roles, presented in table format. It must be noted that **DENR is not devolving its role as national forest steward,**

DENR remains responsible for overall management and integrity of the Philippines' forest resources

### 2.3.4 Forge Links with NGOs

NRMP initially contracted Assisting Organizations to undertake some of the community organizing activities necessary for CBFM implementation. The experience was less than encouraging. Only 5 of 17 NGOs contracted have fulfilled expectations, resulting in uneven organizational capability among the POs. The team observed some of the reasons for this mediocre performance, including those listed here

- Expectations by DENR, NRMP, NGOs/AOs, and the communities about the organizing process and its role in CBFM were unrealistically high and unclearly articulated.
- Many of the AOs did not have the technical or managerial skills to comprehensively assist communities
- The AOs often were unable to invest the continuity of time required to gain a thorough understanding of communities' needs and aspirations
- There was insufficient attention paid to building trusting relationships among all the implementing partners
- Assumptions about the homogeneity of community interests, and therefore their unity of purpose and willingness to organize, did not hold true

These problems with the approach taken in the early stages of NRMP suggest a re-emphasis on a community development approach is needed. Rather than point to flaws in the community development approach, these experiences have shown what happens when the fundamentals of CO/CD are not followed. The team suggests several ways to increase the effective use of AOs as implementing partners in CBFM.

1. **Limit AO responsibilities to their capabilities.** An AO can be contracted to conduct only community organizing without having to perform technical duties they are not equipped to do.
2. **Do not attempt to force an organization where none exists.** The time required to organize communities of people with heterogeneous interests is measured in years, not weeks
3. **Recognize competing interests.** Where conflicts over resource use are prevalent—such as those between and among timber workers, indigenous peoples and settlers—more in-depth and continuing professional organizing may be necessary
4. **Seek and nurture partnerships.** Improved policies and their successful implementation will result from contributions by a wide range of actors independently experimenting with different strategies but working towards the same goals
5. **Allow mistakes—and learn from them.** In many areas, NGOs have tried varied approaches to assisting communities with sustainable forest management. Much can be learned from these experiences. Participation by the NGO community, which has its own share of failures and misguided behaviors, will help the implementors develop the analytical perspective needed to choose among different strategies and the confidence to pursue their own. The active involvement of NGOs in the shift to community-based forest management can help generate creative ideas and solutions to problems encountered.

NGOs can also be partners for the generation of support for the project. A great deal of funds for development work and community projects are channeled through NGOs. Mobilizing these resources is highly likely if it can be shown that the projects are participatory. Aside from direct involvement in and support for the project, interaction can pave the way for NGOs themselves to undertake parallel activities that replicate and expand project successes. This is demonstrated by the commitment and belief held by many NGOs developed throughout their years of organizing and expressed in the Baguio Declaration. The principles in this Declaration can likewise introduce DENR implementors as to the core philosophy that made NGOs push for community-based forest management throughout the past decade.

Such linking with NGOs can be done through a variety of means. The mere posting of report summaries and updates in field office bulletin boards can serve to increase awareness and public accountability. In undertaking project activities, working through existing NGO networks to elicit observation or participation can also serve to heighten interaction and cooperation between project implementors and the broader communities. Annex D includes a list of NGO networks, their addresses, principal contact persons, and telephone/fax numbers.

### **2.3.5 Re-vitalize Partnerships with Prosecutors, Communities, and Others to Stop Illegal Logging**

In Napnapan, Davao del Norte, DENR should be credited with developing a creative approach to halting illegal logging while working within the existing legal requirements. DENR donated logs and fitches confiscated by the local CBFMA-holding PO to another government agency—the Department of Education, Culture and Sports (DECS)—with a provision that if the PO can process the confiscated wood, they can be paid by DECS. This model may be useful for application elsewhere.

The team believes, however, that DENR should actively involve POs in identifying the types of products that could be produced and in negotiating the agreement. One suggestion is for Resource Use Plans prepared by the POs to include a provision allowing total annual harvest to include a combination of cut and confiscated forest products.

NRMP could support analysis of policies governing the disposal of logs confiscated with CBFM PO assistance. **NRMP should work with DENR to develop an incentive structure that encourages POs' to prevent illegal logging in and near their CFMA areas, but does not require complicated agreements with government agencies and does not encourage illegal cutting for monetary gain by the POs themselves.**

## **3. Monitor Program Impact**

DENR staff are presently developing indicators to measure progress in carrying out the CBFM program. They asked the assessment team to provide constructive suggestions for such indicators. The CBFM program is rapidly expanding, bringing "open access" forest land under secured tenure to encourage its management and conservation by local communities. However, measuring solely area covered by the program does not provide a clear indicator of existing forest canopy or economic benefits obtained by upland communities. It is important to quickly establish a framework for collecting baseline information and establishing procedures for reporting on a few key indicators which reflect progress in achieving the EO 263 objectives of (1) sustainable forestry and (2) social justice. Thus, the team suggests that NRMP and DENR revise their current monitoring systems to focus on measuring progress in (1) maintaining or

enhancing forest cover and (2) improving the livelihoods of upland communities at targeted sites.

Over the next few years, DENR officials will be assessing their investments in community forestry and defending budget requests. A monitoring system established as soon as possible will provide valuable information. We reiterate an earlier point: DENR's mandate remains founded on their responsibility to maintain or enhance forest cover nationwide. In this section of the report, the team describes two proposed and parallel monitoring systems aimed at measuring progress in carrying out the CBFM program, DENR's system and an independent, PO-driven system.

### **3.1 Monitor Forest Cover with a DENR System**

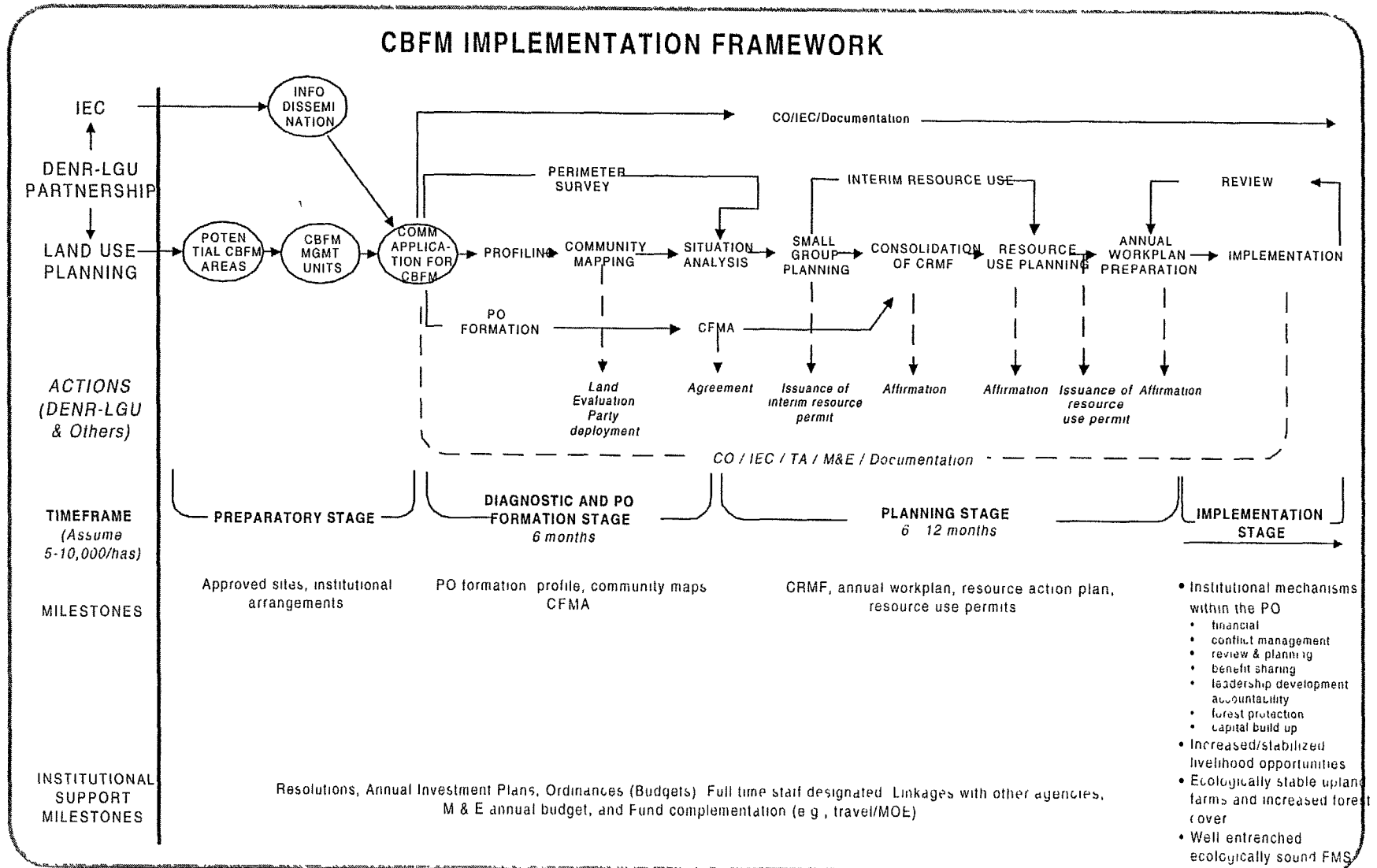
The assessment team suggests a CBFM strategic objective of "more effective community management of forest lands." Progress toward meeting this objective would be measured by the number of communities and area (hectares) of forest land under "more effective" community management. To be included among those having more effective community management, a site could be required to meet the following criteria:

- completed all of the procedural requirements specified in the IRR (Figure 3 lists these requirements. It is based on an updated version of the NRMP site management index),
- demonstrated adaptive management by the community organization to address external and internal dynamics such as threats to the forest lands or changing market conditions; and,
- documented that the total area of forest cover has been maintained or increased over the previous three years.

Under this suggested system, DENR would monitor progress at each site only until it completes the above criteria. Upon completion, DENR would list the site as having achieved "more effective community management of forest lands." Thereafter, DENR may wish to continue monitoring selective indicators such as overall forest cover, in addition to DENR's core CBFM program monitoring system. Applying this system would strengthen DENR's ability to analyze the program's impact, adjust policies or approaches if needed, and to clearly articulate accomplishments.

DENR's CENRO officer would monitor and report on progress for each CBFM site under his/her responsibility. This would include (1) noting progress in completing the procedural requirements, (2) determining whether the community organization has the capability to adaptively manage forest lands (e.g., by reducing the incidence of illegal logging), and (3) maintaining copies of forest cover maps for each site (updated every three years). The CENRO would provide monitoring information on a regular basis to the Community-Based Forestry Management Office (CBFMO), Forest Management Bureau. If a provincial or municipal multi-sectoral Forest Protection Council exists, DENR should work closely with this Council to coordinate monitoring efforts.

**Figure 3.** Procedural requirements for a Community-Based Forest Management Agreement to be issued under the Implementing Rules and Regulations signed October 1996



### **3.2 Help POs Determine Their Own Indicators of Success**

In developing a Community Resource Management Framework as required for a CBFMA to be issued, the participating PO could be encouraged to identify target results and how they will measure their success in managing forest lands. Such a PO monitoring system would provide information the PO itself considers important. This PO system would compliment the DENR's monitoring system rather than supplant it. Thus, it may or may not provide information that directly supports DENR's monitoring system.

A key assumption by the team is that a significant number of PO-designed monitoring systems likely will gauge the impact of the CBFM program on community members' livelihoods. DENR should review these PO systems to determine if the information on livelihood impacts of CBFM is sufficient for DENR to assess performance toward meeting the social justice criterion in EO 263. If the information does not, DENR may wish to contract social surveyors to measure livelihoods and impacts, or explore other ways to document CBFM impacts on livelihoods of participating communities. However, DENR cannot become involved in measuring profitability of community enterprises, whether individually or collectively operated. DENR will not be held responsible for monitoring the success or failure of any individual or community enterprises under the CBFM program. Instead, DENR ensures that POs maintain or enhance the area under forest canopy. POs would be responsible for obtaining any "eco-certification" desired for their enterprises. DENR may consider exploring with established certification systems the development of a CBFM eco-labelling program.

## **PRIORITY NRMP ACTIONS**

The team was asked to suggest immediate actions that the DENR/NRMP implementation partners could take to help the Secretary institutionalize CBFM nationally as quickly as possible. The main body of this report, the Recommendations section, contains detailed descriptions of ways NRMP could help DENR "mainstream" community forestry. Without repeating or negating those recommendations, the team identified the following as concrete and specific actions that could provide further support by NRMP to the CBFM program.

### **1. Strengthen Capability in Enterprise Development**

Successful enterprise activities will be the key to CBFM achieving the positive forest management and social justice impacts that President Ramos envisions. Two actions by NRMP will help DENR regional, provincial, and community offices meet the demands of a CBFM focus on providing a nurturing environment for household and community enterprises.

- help CBFM implementors develop enterprise strategies and help strengthen in-house capacity to facilitate community POs' market interaction, and
- help DENR national offices develop partnerships with other agencies (public and private) that are involved in activities useful for implementing CBFM.

### **2. Support DENR Establishment of Regional CBFMOs**

NRMP will provide collaborative assistance to the national CBFM Office as it begins to develop DENR's institutional capability. This assistance should include the following actions:

- consolidate regional action plans into a national plan for the review and approval of the CBFM Steering Committee;
- establish a system at national and regional levels of information gathering and analysis for policy review, modification, and formulation,
- develop a process for local DENR offices to recommend policy changes on rules and regulations to regional and national officials;
- refine policies on devolution, deregulation, and decentralization, and
- design, test, implement, review, and disseminate materials for training field technicians in community forestry principles and practices.

### **3. Facilitate Forest Land Use Planning with LGUs in Target Regions**

NRMP will further refine the Forest Land Use and Planning (FLUP) guidelines, train key NRMP, DENR, and LGU staff on forest land use planning, and facilitate the institutionalization of the process within DENR and LGU bureaucracies.

### **4. Help Institutionalize CBFM as the National Forest Management Strategy**

CBFM will not be a viable strategy unless the program continues after NRMP has ended. The team suggests the following actions for NRMP to take to assure continuity of the program:

- gradually phase out direct on-site assistance to POs and move towards institutionalizing and mainstreaming CBFM activities at the CENRO and municipality level,



- target support to DENR field offices and LGUs, especially in facilitating the multisectoral preparation of forest land use plans and regional CBFM action plans,
  - assist the strengthening of DENR staff and LGUs in CBFM implementation and monitoring the strategy's impacts on the environment; and
  - develop a strategy for exiting each community where it currently operates by eliminating the need for NRMP direct services, to be replaced by DENR, LGU, or AO providers
5. **Develop CBFM Information-Education-Communication Materials Targeted for Key Audiences and Strengthen DENR's Core CBFM-IEC Expertise**

The community forestry program is designed to be customer-driven a way for forest-based communities to gain access to resources and to control the benefits derived from their use. NRMP will help DENR and the LGUs develop a strategy to produce and disseminate IEC materials designed to generate customer interest in CBFM and to review and evaluate the impacts of these materials with different audiences. NRMP also will train core IEC experts that could provide information on CBFM to various audiences

## CONCLUSIONS

NRMP's mid-program assessment exemplifies a departure from the traditional practice of engaging outside experts in looking at the status, constraints, issues, opportunities, and lessons learned in the implementation of a typical USAID-assisted project. The assessment team is composed of a mix of project implementors and key experts and resource persons from the outside. This approach has emerged in the organizational re-engineering of USAID. The assessment team has a multi-disciplinary and multi-sectoral composition and has become a venue in developing broader understanding of the project goals and objectives.

The mid-term assessment revealed that NRMP has achieved successes on both the policy front and with field implementation. President Ramos instituted community management as the national strategy for forest lands, DENR is proceeding to integrate this strategy into its daily operations, and the target of 500,000 hectares of forest lands under improved management by communities before 1999 was reached by the end of 1996. All of the implementing partners share this success.

Three issues still facing NRMP are the strengthening of the community's capacity to meet the program's high expectations, the definition of DENR's institutional and staff roles and the budgetary support for CBFM, and the provision of an appropriate criteria and processes for monitoring CBFM.

The assessment team recommends that the program do the following

- 1 Strengthen community capacity particularly in the enterprise development by individuals and communities;
- 2 Define institutional and staff roles for DENR, LGUs and NGOs in support of CBFM, and
- 3 Monitor program impact showing the environmental impacts of CBFM with a minimum set of key indicators

The assessment team concluded that NRMP has made important progress toward establishing community-based forestry as a national solution to the twin problems of high population pressures and environmental quality declines in the uplands of the Philippines. The continued expansion of CBFM into a nationwide program will not come easily, it requires changing the fundamental direction of a large bureaucracy -- a considerable task. Still, the extraordinary dedication by Secretary Ramos and senior DENR staff increases the likelihood of success in institutionalizing its impressive progress that our suggestions will serve to guide NRMP in continuing to help DENR transform the Philippine uplands toward sustainable, democratic resource use.

## **ANNEX A**

### **Documents Governing CBFM Implementation**

- 1. Executive Order No. 263**
- 2. Administrative Order No. 96-29: Implementing Rules and Regulations for EO 263 (summary)**
- 3. Community-Based Forest Management Agreement (sample)**
- 4. Curriculum from the CENRO Academy**

MALACAÑANG  
MANILA

BY THE PRESIDENT OF THE PHILIPPINES

EXECUTIVE ORDER NO. 263

ADOPTING COMMUNITY-BASED FOREST MANAGEMENT AS THE  
NATIONAL STRATEGY TO ENSURE THE SUSTAINABLE  
DEVELOPMENT OF THE COUNTRY'S FORESTLANDS  
RESOURCES AND PROVIDING MECHANISMS FOR ITS  
IMPLEMENTATION

WHEREAS, Article II, Section 16 of the 1987 Constitution provides for the protection and advancement of the right of the Filipino people, both men and women, to a healthful and balanced ecology;

WHEREAS, Article II, Section 10 provides for the promotion of social justice to all citizens in all phases of national development;

WHEREAS, Article XIV, Section 17 mandates the State to recognize and respect the rights of the indigenous peoples to their ancestral domains and consider their customs, traditions and beliefs in the formulation of laws and policies;

WHEREAS, Executive Order No. 192, series of 1987, mandates the Department of Environment and Natural Resources (DENR) as the primary government agency responsible for the sustainable management and development of the country's natural resources;

WHEREAS, the Philippines 2000 and the government's Social Reform Agenda support people empowerment and the full, meaningful and indispensable participation of communities as immediate stakeholders of the forestlands resources in the protection and management of the forest ecosystem;

WHEREAS, the 25-year Master Plan for Forestry Development also recognizes the indispensable role of local communities in forest protection, rehabilitation, development and management, and targets the protection, rehabilitation, management, and utilization of at least 4 million hectares of forestlands, through the community-based forest management strategy;

WHEREAS, entrusting the responsibility for forest rehabilitation, protection, and conservation to the community of stakeholders and affording them equitable access to the forest and coastal resources are viable forestland management strategies as borne by the experience of the DENR and various supporting agencies;

NOW, THEREFORE, I, FIDEL V. RAMOS, President of the Philippines, by virtue of the powers vested in me by law, do hereby order that:

**SECTION 1.** Community-based forest management (herein referred to as CBFM) shall be the national strategy to achieve sustainable forestry and social justice.

**SEC. 2.** The DENR, through its Community and Provincial Environment and Natural Resource Offices, in coordination with the local government units and the Department of Interior and Local Government (DILG) shall, at all times, take into account the needs and aspirations of local communities whose livelihood depends on the forestlands.

**SEC. 3.** Participating organized communities may be granted access to the forestland resources under long term tenurial agreements, provided they employ environment-friendly, ecologically-sustainable, and labor-intensive harvesting methods. Such harvesting methods shall be mentioned under a site-specific management plan of each recipient community and duly approved by the DENR.

**SEC. 4.** The indigenous peoples may participate in the implementation of CBFM activities in recognition of their rights to their ancestral domains and land rights and claims.

**SEC. 5.** A CBFM Steering Committee shall be created immediately and headed by the DENR with members from the Departments of Agriculture, Trade and Industry, Agrarian Reform, Finance, Science and Technology, Labor and Employment, Interior and Local Government, Budget and Management, National Defense and Justice; National Economic Development Authority; Philippine Commission on Countrywide Development under the Office of the President, Committee on Flagship Programs and Projects of the Office of the President; Presidential Management Staff under the Office of the President; Cooperative Development Authority, and Offices of Northern and Southern Cultural Communities. The Committee may invite representatives from the Philippine Chamber of Commerce, Philippine Wood Products Association, NGO coalition groups, and other public and private organizations to become members of the Steering Committee. The Committee shall formulate and develop policy guidelines that will create incentives and conditions necessary to effectively carry out community-based forest management strategy. Accordingly, members of the CBFM Steering Committee should, at least, be represented by concerned Assistant Secretaries or heads of bureaus and agencies.

**SEC. 6.** The DENR shall work with local governments, people's organizations (POs), non-government organizations (NGOs), religious groups, business and industry, and other concerned organizations to ensure that communities are empowered to initiate and achieve the objectives of this Order.

**SEC. 7.** In its budget preparation, the DENR shall allot adequate funds to effectively accomplish CBFM targets and shall seek supplementary funding from local and foreign supporting agencies and organizations. DENR shall also ensure the inclusion of budgetary allocation for CBFM in the annual General Appropriations Act, pending the passage of the revised Forestry Code.

**SEC. 8.** The DENR shall establish a Community-based Forest Management Special Account (CBFMSA) to support the implementation of the strategy and provide financial and professional incentive system for deserving communities and government personnel.

**SEC. 9.** The DENR may source local and international grants and donations for the establishment of the CBFM Special Account. Other sources of fund may later be determined by the CBFM Steering Committee subject to existing government regulations.

**SEC. 10.** The DENR shall support and set up jointly with relevant colleges and universities, private and public organizations, arrangements for a community forestry training program for members of participating units, such as people's organizations, non-government organizations, local government units, and other government personnel.

**SEC. 11.** Within six months after the signing of this Order, the DENR, in consultation with government financial institutions, such as the Development Bank of the Philippines (DBP), the Land Bank of the Philippines (LBP), GSIS and the SSS, shall effect the creation of favorable financing mechanisms for access by communities and organizations in the pursuit of the CBFM strategy and its sub-strategies such as community training and empowerment, enterprise development, agroforestry development, tree plantations, and other non-forest-based alternative livelihood systems.

**SEC. 12.** The DENR Secretary shall issue new rules, regulations, procedures, and guidelines necessary to implement this Order and repeal or modify existing ones consistent with the policies set forth by the CBFM Steering Committee.

**SEC. 13.** The DENR Secretary shall, within six months from the signing of this Order, submit to the Office of the President, a National Comprehensive Community Forestry Action Plan, which embodies the Department's short, medium and long-term plans. The action plan shall be discussed and approved by the CBFM Steering Committee prior to its submission to the President.

**SEC. 14.** All previous executive and administrative issuances which are inconsistent herewith are repealed or amended accordingly.

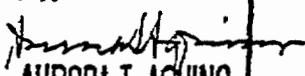
DONE in the City of Manila, this 19th day of July, in the year of Our Lord, Nineteen Hundred and Ninety-Five.



By the President:



RUBEN D. TORRES  
Executive Secretary

CERTIFIED COPY:  
  
AURORA T. AQUINO  
DIRECTOR IV  
JUL 26 1995

## The Goals of the CBFM Program under the Draft EO 263 IRR

- Promote social justice and improve the well being of forest land communities by providing them greater access to and benefits from forest resources.
- Contribute to the sustainable management of the nation's natural resources.
- Develop, strengthen, and institutionalize partnerships between and among local communities, LGUs, DENR, other government agencies, NGOs, private sector, and other interested parties in the sustainable management of forest and coastal resources.



# Major Themes and Concerns of the Draft EO 263 Implementing Rules and Regulations

Major Themes	Key Concerns	Key IRR Provisions
<p>People First and the Forests will Follow</p>	<ul style="list-style-type: none"> <li>• Equitable Resource Allocation of forest lands biased towards the communities who are the <i>de facto</i> resource managers</li> <li>• Participatory, bottom-up planning and implementation</li> <li>• CO-driven forest management strategies</li> <li>• Community-led development plans for forest lands</li> <li>• Technical and legal assistance from DENR and LGUs</li> </ul>	<p>Article 1, Sections 1,2,3,4; Article II, Sections 1,2,3; Article III, Sections 6,7,8,9,10,12</p>

Major Themes	Key Concerns	Key IRR Provisions
<p>Consolidation of Tenure Instruments and Comprehensive Resource Use Rights</p>	<ul style="list-style-type: none"> <li>● Consolidation of at least 8 major types of community-based tenure into one CBFMA</li> <li>● CSCs may be conveyed in whole or part to any qualified participant residing within the CBFM area</li> <li>● CBFMAs are non-transferable but POs may enter into contracts with private or government agencies to develop all or part of the area</li> </ul>	<p>Article IV, Sections 1,2,3</p>

Major Themes	Key Concerns	Key IRR Provisions
Decentralization and Delegated CBFM Approvals	<ul style="list-style-type: none"> <li>● CBFM sites selection based on joint DENR-LGU forest land use planning</li> <li>● CBFM site approvals delegated to DENR RED</li> <li>● CBFMA review and approval authority delegated to DENR field offices for areas up to 15,000 hectares</li> </ul>	Article IV, Section 4; Article III, Sections 3, 4

Major Themes	Key Concerns	Key IRR Provisions
DENR-LGU Partnership	<ul style="list-style-type: none"> <li>• Joint DENR-LGU forest land use planning</li> <li>• LGU endorsement of CBFM sites and PO development plans</li> <li>• Joint DENR-LGU issuance of CBFMAs</li> <li>• DENR and LGUs provide technical and legal assistance to POs</li> <li>• Joint DENR-LGU monitoring of CBFMA based on environmental impact</li> </ul>	Article IV, Sections 1,2,3,5,6,8

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<b>Major Themes</b>	<b>Key Concerns</b>	<b>Key IRR Provisions</b>
Simplification and Deregulation	<ul style="list-style-type: none"> <li>• Reduced requirements for issuance of CBFMAs;</li> <li>• DENR to issue interim resource use permits to CBFMA holders</li> <li>• All forest resource use permits to accrue to CBFMA holders</li> <li>• Simplified, non-restrictive language for CBFMA instrument</li> <li>• DENR and LGUs to provide technical assistance to CBFMA communities</li> </ul>	Article III, Sections 8,9,10,11,12; Article VII, Section 3

Major Themes	Key Concerns	Key IRR Provisions
<p>DENR Develops Service and Technical Support Capability</p>	<ul style="list-style-type: none"> <li>• Providing technical and legal support services to POs in planning and developing their upland farms, tree plantations, and other forest-based ventures</li> <li>• Assisting POs in the conduct of forest resource inventories and analyses</li> <li>• Simplifying and facilitating the resource use planning process affirming the CBFMA community's development vision</li> </ul>	<p>Article VI, Section 5</p>

Republic of the Philippines  
DEPARTMENT OF ENVIRONMENT AND NATURAL RESOURCES  
OFFICE OF THE PENRO/ RED/USEC/SEC

\_\_\_\_\_  
(office address)

COMMUNITY-BASED FOREST MANAGEMENT AGREEMENT  
(CBFMA) NO. \_\_\_\_\_

OF

\_\_\_\_\_  
(Name of CBFMA HOLDER)

\_\_\_\_\_  
(Location of Area)

This AGREEMENT, made and entered into by and between: the \_\_\_\_\_ for and in behalf of the Republic of the Philippines, hereinafter referred to as the DENR, and \_\_\_\_\_ with residence and postal address at \_\_\_\_\_ hereinafter referred to as the CBFMA Holder.

WITNESSETH:

WHEREAS, the DENR has the authority and jurisdiction over the forestlands to be included in the CBFMA.

WHEREAS, the CBFMA Holder has resolved to enter into a Community-Based Forest Management Agreement over the area in the aforementioned area pursuant to the provision of DAO \_\_\_\_\_ ;

WHEREAS, the concerned LGUs having joint responsibility with DENR over community-based forest management in accordance with the Local Government Code, endorses this CBFMA

WHEREAS, implementation of the agreement shall include the following components:

- a. forest rehabilitation, including agroforestry;
- b. forest protection;
- c. development of alternative livelihood opportunities not necessarily dependent on forest products.
- d. forest products utilization; and
- e. other activities that may be identified in the future consistent with the Community Resources Management Framework (CRMF) of the area.

*[Handwritten signature and mark]*

WHEREAS, the DENR and the CBFMA Holder have agreed to enter into Community-Based Forest Management Agreement,


NOW THEREFORE, for and in consideration of the foregoing premises, the DENR agrees to devolve to the CBFMA Holder the responsibility for managing \_\_\_\_\_ (\_\_\_\_\_) hectares of forestland located at Sitio/s \_\_\_\_\_, Barangays: \_\_\_\_\_ Municipality/ies of: \_\_\_\_\_ Philippines, hereinafter referred to as the CBFMA AREA, the description and boundaries of which are shown in the attached map which forms part of this AGREEMENT

### OBLIGATIONS OF PARTIES

#### 1.0 The DENR shall

- 12 Protect and ensure exclusive occupation and the use of the forestland covered by this CBFMA and the forest products therein to the community, subject to prevailing laws, rules and regulation and prior rights,
- 13 Provide assistance to the PO as part of the DENR's normal operations, more particularly in the preparation, updating and implementation of the Community Resource Management Framework (CRMF), Resource Use Plans (RUPs) and Annual Work Plans (AWPs).
- 14 Deputize qualified PO members as Environment and Natural Resource Officers (ENROs) upon request of the People's Organization pursuant to DAO No. 41, series of 1991 and other pertinent regulations, and
- 15 In case the province is under logging moratorium, exempt the CBFMA area

#### 2.0 The CBFMA Holder shall:

- 2.1 Immediately assume responsibility for the protection of the entire forest lands within the CBFMA area against illegal logging and the other unauthorized extraction of forest products, slash-and burn agriculture (kaingin) forest and grassland fires, and other forms of forest destruction, and assist DENR in the prosecution of violators of forestry and environmental laws.
- 2.2 Follow all duly-promulgated laws, rules and regulations pertinent to forest management.
- 2.3 Prepare and implement CRMF, RUP and Annual Work Plans with assistance from DENR and LGU. 



2.4 Formulate and implement benefit sharing schemes among its members

2.5 Pay the required forest charges and other fees

3.0 OTHER CONDITIONS:

The DENR shall give first priority to the PO in obtaining privilege to extract, utilize and dispose any mineral resource and minor forest product found within the CFMA area, subject to existing laws, rules and regulations

4.0 DURATION OF CBFMA

This Agreement shall have a term of twenty five (25) counted from the date this instrument is notarized and be eligible for renewal thereafter for an additional twenty five (25) years subject to compliance by the PO with the terms of this Agreement and pertinent laws, rules and regulations.

5.0 RESOLUTION OF DISPUTES

Any disputes among the parties hereto arising from or related to the provisions of this Agreement shall be settled by arbitration, with each party represented by one (1) arbitrator and a third arbitrator named by the two (2) parties. If it is not possible to settle disputes through arbitration, the dispute shall be submitted for the decision to the appropriate court of law having jurisdiction on the matter.

6.0 TERMINATION AND AMENDMENT OF CBFMA

This CBFMA may be terminated based on the non-performance of the PO or violation of any provision herein stated by any of the parties. Further, this Agreement may be amended and supplemented with conformity of both parties.

7.0 FORCE MAJEURE

If any event of FORCE MAJEURE and other cause such as earthquakes, typhoons, storms, floods, epidemics and other similar phenomenon affecting the performance of the People's Organization, the PO shall give notice to DENR within thirty (30) days after the occurrence, including a statement describing the *force majeure* and its effect upon the PO's ability to perform under the conditions of the CBFMA. The parties shall meet regarding action to be taken, within five (5) days after such notice.

8.0 PENALTY CLAUSE

In the event of default in any of the above undertaking by the PO, nothing herein shall preclude the DENR from resorting to such judicial remedies, civil or criminal, to which it may be entitled under existing laws.

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NOW THEREFORE, the parties hereto signified their agreement to the foregoing provision by affixing their signature hereunder on this \_\_\_\_ day of \_\_\_\_\_ in \_\_\_\_\_ Republic of the Philippines

FOR THE DENR:

FOR THE CBFMA HOLDER:

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CONCURRED BY :

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(Barangay Legislative Council)

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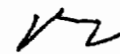
(Municipal Legislative Council)

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(Provincial Legislative Council)

WITNESSES:

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ACKNOWLEDGMENT

REPUBLIC OF THE PHILIPPINES)

: S.S.

)

BEFORE ME, A Notary Public for and in \_\_\_\_\_, Philippines, on the \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_, personally appeared the following with their respective certification opposite their names:

<u>NAME</u>	<u>COM TAX CERT. NO.</u>	<u>DATE/PLACE ISSUED</u>
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known to me to be the same persons who executed the foregoing instrument, and who acknowledged to me that the same is their free and voluntary act and deed, as well as the free and voluntary act and deed of the entities represented herein.

This instrument, which is the COMMUNITY-BASED FOREST MANAGEMENT AGREEMENT, consists of \_\_\_\_\_ ( ) pages including this page where the Acknowledgment is written, and is signed by the parties and their instrument on each page thereof

WITNESS MY HAND AND SEAL, at the place and on the date first written above

Doc. No. \_\_\_\_\_  
Page No. \_\_\_\_\_  
Book No \_\_\_\_\_  
Series of \_\_\_\_\_

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## COURSE SCHEDULE DENR MANAGEMENT COURSE

SESSION	SUNDAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY
8 00-10 00 AM	November 3 Travel to DENR	November 4 Opening Program	November 5 Environmental Economics Tool in Resource Management  Mr R Acosta	November 6 Effective Management Techniques  Dr R Espeleta	November 7 Budgeting Practices in DENR	November 8 Forest Laws and Practices  Dir Malvas/Asst Dir Nera	November 9 Test/Module Assessment
10 30-12 00 Noon	NTC	Listing of Expectations House Rules Overview of the Course  Training Staff	Continued	Personal Management Practices in DENR  Dir R Ezpeleta	Accounting and Auditing in Government  Ms M Castro/Mr B Ona	Philippine Forest Management Practices  Asst Dir B Nera/ Dr S Quintana	Paradigm shift in Forestry  Mr R Regugio
1 00-3 00 PM	Billeting	DENR Mission/Vision Organizational Structure  ASEC S Batcagan	Planning in the DENR  Ms Y Gomez	PAIDS  Dir R Ezpeleta	Gender Sensitivity  Ms J Texon/ Ms R Blaqueta	Forest Land Uses - Timber - Watershed - Range  For J Urgan	Community-Based Forestry  Mr D Bacalla
3 30-5 00 PM	Tour of NTC Facilities	Functions of the CENRO CENRO The Land Resource Managers  ASEC S Batcagan	Programs/Program Evaluation and Monitoring  Ms J Texon	Moral Recovery Integrity Circles  USEC D Ganapin, Jr	Gender Sensitivity  Ms J Texon/ Ms R Blaquera	Reforestation and Management of Forest Plantations including Forest Protection  For J Javier	Managing Disagreement
6 00-8 00 PM	PRE-TEST	TEAM BUILDING (Team Formation) Learning "Barkada)	TEAM BUILDING II Team icon	TEAM BUILDING III (Trust Building Based Organization)	Continuously Improving Self I	Self Improvement II	

## COURSE SCHEDULE DENR MANAGEMENT COURSE

SESSION	SUNDAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY
8 00-10 00 AM	November 10	November 11 Proc Areas & Wildlife conservation and Management  Ms J De Leon	November 12 Overview of the Ecosystem Research  Dir Diaz/Asst Dir Virtucio	November 13 Land Laws and Policies  Atty A Recalde	November 14 Mediation and Litigation Procedures in Filing Cases (All Sectors)  Atty R Redulla	November 15 Travel to Nueva Vizcaya	November 16 Briefing
10 30-12 00 Noon		Buffer Zone Management  Mr C Custodio	Major R and D Projects/ Programs on Dipterocarp Plantation Forest Ecosystem  Mr Bacongus	Land Titling and Registration including functions of the PENRO and CENRO  Atty	Continued	Briefing  PENRO W Pascua	Briefing
1 00-3 00 PM		Outdoor Recreation and Eco Tourism  Ms Precy Claimag	Major R and D Projects/ Programs on Coastal Zone, Fresh Water Urban Ecosystem  Mr Tandug/Dr Pinol	Comprehensive Land Reform Program  Ms L Lopez	Continued	Briefing	Return to NTC Carranglan, N E
3 30-5 00 PM		Role of the CENR in Biodiversity  Mr P Callimag	Major R and D Projects/ Programs on Upland Ecosystem  Mr Reyes/Mr Florido	DENR Records and Management System  Mr A Bangayan	Rules of Procedures in the Office of the Ombudsman  Atty S Cruz	Briefing	
6 00-8 00 PM		Negotiation Skills	Presentation Skills	Continued	Continued		

## COURSE SCHEDULE DENR MANAGEMENT COURSE

SESSION	SUNDAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY
8 00-10 00 AM	November 17	November 18 Test Module Assessment	November 19 Environmental Laws and Policies Dir Gaspar/Asst Dir Supetran	November 20 Design construction and criteria for selection of landfill site Mr A Magalang	November 21 Marine and Coastal Ecosystem	November 22 Travel to Baguio City	November 23 Briefing
10 30-12 00 Noon		Large-Scale Mining and Small Scale Mining  Mr R Velasco Jr / Mr M Banaag	Integrated Solid Waste Management	Continued	Continued	Briefing	Briefing
1 00-3 00 PM		Quarry, Sand and Gravel Resources Gemstone Mining  Mr R Velasco Jr / Mr M Banaag	The Philippine Environmental Impact Assessment System  Mr Alcanses	Pollution Abatement Program	Project/Program on Coastal Environment	Briefing	Return to NTC, Carranglan, N E
3 30-5 00 PM		Safety and Health Environmental Protection  Mr R Velasco Jr , Mr M Banaag	Continued	Continued	Continued	Briefing	
6 00-8 00 PM		Presentation Skills	Presentation Skills	Presentation Skills			

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## COURSE SCHEDULE DENR MANAGEMENT COURSE

SESSION	SUNDAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY
8 00-10 00 AM	November 24	November 25 Test Module Assessment	November 26 Presentation Skills (Actual)  HRD Staff	November 27 Leadership Accountability  USEC Marcelo	November 28 Travel to Bolinao, Pangasinan	November 29 Briefing	November 30 Linking and Networking with LGUs, etc
10 30-12 00 Noon		Project Management  Dir R Camat	Continued	Operation Planning  USEC V Marcelo	Briefing	Briefing	Continued
1 00-3 00 PM		Continued	Continued	Problem Solving  USEC V Marcelo	Briefing	Return to NTC, Carranglan, N E	Action Planning and Integration
3 30-5 00 PM		Continued	Continued	Continued  USEC V Marcelo			
6 00-8 00 PM			Presentation Skills	Report Writing Skills			

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## COURSE SCHEDULE DENR MANAGEMENT COURSE

SESSION	SUNDAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY
8 00-10 00 AM	December 1 Action Planning and Integration	December 2 Action Planning and Integration	December 3 FINAL EXAM	December 4 Courtesy call to DENR Officials	December 5 BACK TO OFFICIAL STATION		
10 30-12 00 Noon	Continued	Continued	Course Evaluation				
1 00-3 00 PM		Continued	Travel back to Central Office				
3 30-5 00 PM		Continued					
6 00-8 00 PM							

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## **ANNEX B**

### **Documents Governing the NRMP Assessment**

- 1. Terms of Reference for NRMP Assessment Team**
- 2. Response of Rene de Rueda to the specific TOR questions**

### III - PURPOSE OF THE ASSESSMENT

#### **Major Objective:**

This mid term assessment will attempt to determine whether the FRM activity approach is leading toward the achievement of the overall strategic objective of enhanced management of renewable natural resources

#### **Specific Objectives:**

Specifically, the assessment will evaluate the activity's dual approach of working with the DENR on revision of national policies, and of working with communities to secure tenure of public forest lands, develop plans for managing these lands, and develop employment and livelihood opportunities from their management activities

#### **Targets:**

**Forest Area:** The Philippine Government divides the 15 9 million hectares of public forest lands into four broad categories, old growth forest (approx. 791,000 ha), residual forest (approx 3 1 million ha), other forest types (approx. 2 0 million ha), and brush, grassland, and other non forest uses (approx 10 million ha) <sup>1</sup> The FRM component of NRMP has targeted bringing 500,000 hectares of the residual forest under more sustainable management by March, 1999 This approach is based on the following assumptions/beliefs

- these lands form the buffer for the old growth forests,
- these lands can offer immediate employment and income generating opportunities,
- these lands are most at risk of being deforested in the next five to ten years, and
- the World Bank, ADB and other donors have focused considerable investment rehabilitating brush and grass lands

Specifically, the assessment will attempt to answer the following questions

- How can the issues and concerns on watershed rehabilitation, preservation of biodiversity, and rehabilitation of open/denuded forest lands be better addressed by community-based forest management (CBFM)? By other NRMP initiatives?
- How can NRMP's physical target of 500,000 hectares under CBFM be more effectively used to stimulate or focus institutional change?
- What is the place of NRMP's targets in DENR's overall forest strategy? How can NRMP's targets function to help DENR translate its strategy and goals into action, especially at regional, provincial, and municipal levels (organizational, financial, budgetary, staffing, etc )?

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<sup>1</sup> Philippine Forestry Statistics, 1993

- How can the effects of NRMP initiatives be most effectively monitored given the limited duration of the project and the long-term gestation period for investments in forestry to yield measurable results?
- What results can realistically be evaluated within the time frame of the project?

### **Improved Policy Environment:**

The Program has expended considerable effort working with the DENR to improve the policy framework for the protection and management of public forest lands. Current efforts focus on further revision of policies to simplify community-based forest management procedures and improve incentives for private investment in forest based enterprises. The approach employed by the program has been to assign policy specialists to work with DENR's Central Staff Offices in Manila and use issues arising from the field activities to highlight where further policy improvements are necessary. The questions that need to be answered are

- To what extent have the current activities contributed to the following long-term objectives
  - a decentralizing and devolving forest resources management responsibilities to the regional and local level?
  - b removal of disincentives that discourage investment in the forestry sector?
  - c creating a stable and predictable CBFM policy environment?
- How can NRMP assist DENR improve its approach to policy formulation to secure broad input from effected sectors and bring in key concerns of all significant stakeholders?
- How can NRMP improve its support for DENR's forest policy formulation process to better incorporate lessons learned from CBFM sites?
- Is it possible for NRMP to assist DENR generate broad-based external support of policy changes represented by CBFM? How?
- What mechanisms does DENR employ, or could employ, to solicit public and private sector input/feedback to continue refining policies/regulations beyond the term of technical assistance? How can NRMP facilitate policy inputs by DENR field offices, private sector, NGOs, and leagues of local government officials?
- Have IEC initiatives intended to generate and increase such support been effective/appropriate? If not, how may they be improved?

**Approach and Sustainability:** The program is focusing most efforts on implementing community-based approaches for managing residual forests. Evidence and experiences from around the world are now demonstrating the viability of this approach. From USAID's perspective, this approach appears to fulfill various political, social and economic agendas in the Philippines. However, this approach has led to a concentration of considerable resources on individual "pilot" communities. USAID

recognizes that this concentration of investment cannot be sustained in the absence of external funding. The questions that need to be answered include

- How can NRMP better assist DENR and LGUs to simplify qualification for full CFMA status? Are there ways in which NRMP can facilitate transition from “command and control”, highly technical, prescriptive planning documents to more locally negotiated and monitored agreements as the basis for CFMA?
- Judging from experience to date, what might be appropriate criteria for assessing relative success of people’s organizations in CBFM? What problems are POs likely to encounter that may not have been fully recognized in the original NRMP proposal and work plans? How can NRMP assist DENR, LGUs and POs prepare to deal with these problems now and after NRMP?
- What is the realistic role of the people’s organizations being created as part of this process, and can this role be sustained? What is the risk if the people’s organizations fail financially?
- What conditions are required before CBFM is likely to auto-replicate? How might NRMP better channel its resources to increase the likelihood of CBFM auto replication?
- How could NRMP better address the need for staff development within DENR with regard to CBFM?
- How might NRMP better assist DENR to strengthen its service functions including staff training and generation and distribution of CBFM messages and information targeted to communities and local government?

**A. FOREST AREA**

1 How can the issues and concerns on watershed rehabilitation, preservation of biodiversity and rehabilitation of open/denuded forest lands be better addressed by CBFM ? By other NRMP initiatives ?

- Clear understanding of VMG on ENR management and specific roles of CBFM and community, and other actors for its attainment.
- Use of ecological divides in forest management planning
- Inclusion/institutionalization of biodiversity in all forestry-related programs, including the choice of species for forestation purposes
- Organization and training of community/community leaders on CBFM
- Appropriate policies and allocation of resources on CBFM implementation

2. How can NRMP's physical target of 500,000 hectares under CBFM be more effectively used to stimulate or focus institutional change ?

- Creation and operationalization of CBFM office at all levels of DENR
- Linkage with LGU re creation/designation of CBFM officer at various levels of LGUs and/or provision of LGU financial resources on CBFM.
- Use of the existing CBFM//CFP sites as a model/laboratory for learning experience of DENR/LGU/NGOs/POs
- Inclusion of model CBFM sites for field trip of LG Academy participants/students

3 What is the place of NRMP's targets in DENR's over-all forest strategy ?

- Initiates appropriate policies/recommendation for better forest management/administration
- Assists the DENR in the provision of appropriate IEC materials/strategy.
- Inclusion of non-NRMP DENR officials/employees in NRMP-initiated trainings/seminars on CBFM.
- Provision of the technical assistance in the operationalization of the CBFM office at Central, Regional, Provincial and CENRO levels.

4. How can the effects of NRMP initiatives be most effectively monitored given the limited duration of the project and the long-term gestation period for investments in forestry to yield measurable results ?

- Monitor the process(es) involved in the attainment of NRMP objectives (short, medium and long term) -- PROCESS, not OUTPUT bias.
- Involvement of multi-sectoral/discipline in the monitoring of NRMP initiatives, particularly the LGUs/NGOs/DENR.

5 What results can realistically be evaluated within the time frame of the project ?

- Training/capacitation of DENR, LGUs & POs/NGOs
- The process involve in the attainment of targets
- Impact of the NRMP on peoples values and attitudes towards forest, biodiversity and development

## B. POLICY ENVIRONMENT

1 To what extent have the current activities contribute to the following long-term objectives

- a) Decentralizing and devolving FRM responsibilities to the regional and local level
- b) Removal of disincentives that discourage investment in the forestry sector ?
- c) Creating a stable and predictable CBFM policy environment ?

- The lead role done by NRMP on the recently approved (in principle) of the IRR on EO 263 has provided a stable CBFM policy environment in the DENR, including the regionalization and regularization of CBFM at all levels and the assurance of the necessary linkage with the other stakeholders of the community
- The initiatives of NRMP in the draft and formulation of the “New Forestry Code” will go a long way in understanding a better and appropriate policy on FRM.

2 How can NRMP assist DENR improve its approaches to policy formulation to secure broad input from affected sectors and bring in key concerns of all significant stakeholders?

- Provide needed IEC materials for presentation at all levels of LGUs (RDC, Province, Municipality & City); DENR (Regional, PENRO & CENRO), NGOs, POs and/or OGAs
- Package the suggestions/recommendation made by the above stakeholders in form of draft policy/memo circulars.
- NRMP to be a resource person in budget hearing, RDC & SP deliberations on CBFM and related concerns

3 How can NRMP improve its support for DENR’s forest policy formulation process to better incorporate lessons learned from CBFM sites ?

- NRMP to act as a technical working group for the planned CBFM office at central office and in regions where they have presence
- Lessons learned from the site be periodically analyzed and discussed with all the DENR offices, including regions/provinces without NRMP sites and the concerned LGUs.

4 Is it possible for NRMP to assist DENR generate broad-based external support of policy changes represented by CBFM ? How ?

- Yes, by initiating recommendations/resolutions from the POs and the various law making bodies of the LGUs, by initiating public hearing on desired proposed policies, and to initiate public advocacy

5 How can NRMP facilitate policy inputs by DENR field offices, private sector, NGOs, and leagues of LG officials ?

- NRMP to be a de facto technical working group for CBFM
- NRMP to provide the Planning and Policy office of DENR timely feedback on the field re CBFM and related concerns, and the same be part of the agenda for discussion/consideration of the DENR EXECOM
- NRMP to initiate feedback for LGUs consideration re CBFM, including the inclusion of ENR's VMG and relevant topics on CBFM and roles of LGUs/POs

6 Have IEC initiatives intended to generate and increase such support been effective/appropriate ? If not, how may they be improved ?

- IEC is one component of the NRMP that needs to be upgraded and institutionalized
- NRMP has to initiate formulating IEC activities and provision of needed IEC materials that will cater the IEC needs of the various stakeholders, at all levels, specially the DENR, LGUs, OGAs, NGOs/POs.

### C. APPROACH AND SUSTAINABILITY

1. How can NRMP better assist DENR and LGUs to simplify qualification for full CFMA status ?

- NRMP has to assist DENR in realizing/operationalizing a strategy that will answer the big shift from regulatory to community-based.
- This calls for the understanding/appreciation of the change of clientele -- from corporate to POs/communities, hence, simplification of procedures, including paper requirements
- POs need assistance -- strengthening and capacitation, and NRMP can provide needed training

2. What might be appropriate criteria for assessing relative success of people's organizations in CBFM ?

- Functional POs -- with functioning committees/clear leadership
- Problems are discussed locally and if solvable -- solved at their level, otherwise, recommend appropriate solutions

- Basic needs of the community are substantially met
- Develop more resource managers through continuing capacitation of concerned POs, LGUs and DENR, even in non-NRMP areas
- DENR as lead agency, to develop a strategy to bring down to the community level the assistance needed by the POs/community, especially on processing/submission of paper requirements, and on technical concerns-- community mapping, resource inventory.

3 What is the realistic role of the POs being created as part of this process, and can this role be sustained ?

- People as the de facto and/or ultimate resource managers
  - needs progressive trainings/capacitation
  - POs should have clear understanding of their roles/responsibilities and their accountabilities
  - POs should institutionalize transparency in its decision making, including financial transaction.
  - POs should be linked with OGAs, markets, source of information.

4. What conditions are required before CBFM is likely to auto replicate ?

- “Critical mass” level of DENR “CBFM believers”, especially the decision makers.
- Well informed bureaucracy, other than DENR, community, LGUs and legislature.
- Strong linkage/federated POs on CBFM.
- Inclusion of CBFM in DENR and/or LGU budget
- Well-trained/committed DENR staff on CBFM
- CBFM as part of massive IEC program of DENR
- Consistent pronouncement on people empowerment/CBFM

5. How could NRMP better address the need for staff development within DENR with regard to CBFM ?

- NRMP designed IEC modules on CBFM for use in CENRO Academy and DENR personnel
- Realignment of NRMP budget, if needed be, to include the staff of non-NRMP regions/provinces in continuing program for DENR staff development.
- Institutionalize the “buddy-buddy system” of fieldwork between the DAI TA Team and their counterparts, not only in Manila but in field offices

6. How might NRMP better assist DENR to strengthen its service functions including staff training and generation and distribution of CBFM messages and information targeted to communities and local government ?

- Formulation and provision of appropriate IEC materials



- Formulation and provision of trainings/courses on staff development
- Use of existing forest/natural resources -- biased committees such as MFPC in info dissemination on CBFM.
- Assist the DENR on the simplification of procedures re CBFMA and related concerns.
- Active linkaging with other community-based projects of DENR, DA, DAR, etc
- NRMP to procure professional services re enterprise development/marketing.

## ANNEX C

### Documents Highlighting NRMP Accomplishments


1. NRMP Policy Accomplishments
2. "Villagers score vs illegal loggers" article from October 10, 1996 issue of *People's Daily Forum*, Davao City.

## NRMP Policy Accomplishments

Indicators	1995 Planned	1995 Actual	1996 Planned	1996 Actual*
<p><b>Community-based forestry institutionalized as a national policy</b></p> <ul style="list-style-type: none"> <li>• consolidation of all people-oriented forestry programs into one organic structure in DENR</li> <li>• exemption from logging moratorium in CBFMA areas covered by administrative issuances</li> <li>• establish participatory process in forestland use planning</li> <li>• congressional filing of community forestry bill</li> <li>• issuance of IRR for CBFM</li> </ul>	<ul style="list-style-type: none"> <li>• Issue EO263</li> <li>• Review existing programs</li> <li>• Conduct Policy Study of Econ Effects of Logging Bans</li> <li>• Design CBFM Self-Selection Process</li> <li>• Draft and File Revised Forestry Code Bill</li> <li>• Draft EO263 Action Plan and IRR</li> </ul>	<ul style="list-style-type: none"> <li>• EO263 issued</li> <li>• NRMP designated as Sec of EO263 Task Force</li> <li>• Draft Policy Study completed and circulated at DENR</li> <li>• Cong Staff and Prov Governors briefed</li> <li>• Self-Selection Process adopted</li> <li>• Land Use Plan Process Manual requested by DENR</li> <li>• Revised Forestry Code filed in Lower House of Congress</li> <li>• Regional Public Hearings Held</li> <li>• Action Plan and IRR Draft completed</li> </ul>	<ul style="list-style-type: none"> <li>• Form DENR/FMB CBFM Office</li> <li>• Approve DENR Exemption for CBFM sites</li> <li>• Neg LGU Exemption for CBFM sites</li> <li>• Design DENR/LGU Land Use Plan Method for CBFM Sites &amp; For Land uses</li> <li>• Use Community Mapping as Land Use Planning Tool for CBFM/CBFMA</li> <li>• File Simplified Community Forestry Bill</li> <li>• Regional and Multi-sectoral consultations</li> <li>• Approve Action plan and IRR</li> </ul>	<ul style="list-style-type: none"> <li>• CBFM Office created</li> <li>• CBFMA instrument includes exemption</li> <li>• Agreement from LGUs for MOA exemptions</li> <li>• Land Use Plan Manual adopted</li> <li>• Three AO contracts awarded</li> <li>• Community mapping centers established</li> <li>• CBFM bill filed</li> <li>• CBFM language in other bills, e g , forest line bill</li> <li>• Regional and Multi-sectoral consultations</li> <li>• EO 263 IRR approved</li> <li>• Action plan delegated to regions</li> </ul>

Indicators	1995 Planned	1995 Actual	1996 Planned	1996 Actual*
<p><b>Devolution and decentralization of forest management</b></p> <ul style="list-style-type: none"> <li>• <i>increased decision making authority of DENR field staff</i></li> <li>• <i>LGU resolutions in support of CBFM</i></li> <li>• <i>joint DENR-DILG issuance of revised DAO 30</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Review CBFM bottlenecks</i></li> <li>• <i>Draft DENR-LGU MOA</i></li> <li>• <i>Review past DENR/LGU history w/ devolution</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Draft DAO on decentralization</i></li> <li>• <i>LGU strategy report</i></li> <li>• <i>LGU-DENR MOA</i></li> <li>• <i>Decision to add LGU Tech Asst (3)</i></li> <li>• <i>Field monitoring of DAO 30 (5 provinces)</i></li> <li>• <i>Palawan CBFM Tech Working Group proposed</i></li> <li>• <i>DENR-DILG draft MOA to strengthen coord &amp; cooperation in devolution of responsibilities delineated in DAO 30</i></li> <li>• <i>Discussions with Davao Oriental gov</i></li> <li>• <i>2 prototype DENR-LGU MOA (Palawan &amp; Davao Oriental)</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Issue CBFM/CBFMA decentralization memo</i></li> <li>• <i>Draft DENR-LGU DAO 30</i></li> <li>• <i>LGUs share development cost</i></li> <li>• <i>LGUs take active role in CBFM planning</i></li> <li>• <i>Review and revise DAO 30</i></li> <li>• <i>LGU-DENR Tech working groups created</i></li> <li>• <i>MOA for review DILG Law Office</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Baguio Simplification Workshop produces new CBFMA instrument</i></li> <li>• <i>Approved IRR includes CBFM decentralization</i></li> <li>• <i>DILG MC96-143 on LGU support for CBFM</i></li> <li>• <i>Eight cost-sharing MOAs signed</i></li> <li>• <i>Full-time NRMP office at Palawan</i></li> <li>• <i>Palawan TWG formed</i></li> <li>• <i>Revised DAO 30 aligned with IRR</i></li> </ul>

Indicators	1995 Planned	1995 Actual	1996 Planned	1996 Actual*
<p><b>Policy environment encourages private sector long-term investment</b></p> <ul style="list-style-type: none"> <li>• <i>consistent forest policies</i></li> <li>• <i>reduce transaction cost</i></li> <li>• <i>provide incentives for community forest plantation</i></li> <li>• <i>establish CBFMA as a comprehensive user's rights instrument</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Review DAO 22</i></li> <li>• <i>Review CBFMA &amp; ADMA</i></li> <li>• <i>Draft IRR for EO263</i></li> <li>• <i>Review IFMA</i></li> <li>• <i>Do tenure policy study</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>CBFM IRR drafted</i></li> <li>• <i>Revised forestry code filed</i></li> <li>• <i>Revise draft CBFMA &amp; ADMA</i></li> <li>• <i>1st draft IRR completed</i></li> <li>• <i>Completed tenure study</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Complete IRR and simplify CBFMA process</i></li> <li>• <i>Approve CBFMA &amp; ADMA instruments</i></li> <li>• <i>Regional and national CBFMA simplification workshop</i></li> <li>• <i>Revise IRR</i></li> <li>• <i>Forest charges &amp; trusts study</i></li> <li>• <i>Increase user rights in IRR &amp; CBFMA</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>IRR approved</i></li> <li>• <i>Revised CBFMA and ADMP/ADMA approved</i></li> <li>• <i>IRR approved</i></li> <li>• <i>ADMP/ADMA includes traditional resource use rights</i></li> <li>• <i>Forest charges and trust study completed and DENR briefed</i></li> <li>• <i>IRR &amp; CBFMA modified</i></li> </ul>

**NICKEL DRUG**  
*Sarigao City*  
DISTRIBUTOR, WHOLESALER & RETAILER  
Cor. Borromeo and Sarvida Streets  
Cor. San Nicolas and Kaimo Streets  
E/C fully airconditioned  
Cor. Rizal and San Nicolas Streets  
*"Where you can always be sure of new and quality"*

**PEOPLE'S** ESTABLISHED IN 1981  
**Daily Forum**  
*"The newspaper that cares"*  
PAGE 16 THURSDAY, OCTOBER 10, 1996



More than 100 Lumads in the different provinces launched their march protest in city streets yesterday and to launch the Southern Mindanao Summit of Indigenous Peoples and Advocates. (EDGAR ARRO)

# Villagers score vs illegal loggers

THE forest protection team of a community forestry project of Napnapan in Pantukan, Davao Province scored another hit when they seized some 5,600 board feet of dipterocarp species worth P112T recently. The seizure was the second time to be effected by the team composed mainly of residents/members of

the CFP in the area.

The fitches were discovered at Sitio Binugsayan along Mauao River.

Sources disclosed that the residents/members of the community-based forest management received reports that fitches were seen along Mauao river and ready for transport. BCMPC chair Josefina Campo

lost no time seeking assistance from CENRO Silvestre Cruz of Tagum. Pantukan, a known lair for illegal loggers is under the jurisdiction of Tagum.

The team, in coordination with the elements from the 29th IB, PA was headed by Constantino Detros, Campo, For. Abbas Jamina and Ali Damos. (DENR/rpao)

## PCCI reviews stand on FVR extension

THE Philippine Chamber of Commerce and Industry (PCCI), which rejected proposals for a Charter change last year, is reviewing its stand in the face of a fresh bid to extend the President's term.

PCCI acting president Rogelio Garcia, who was here to put the final touches into the 22nd Philippine Business Conference (PBC) scheduled on October 21-26, said the PCCI is sending out new questionnaires to all its members and affiliates to come up with a unified stand.

He said 104 chapters and 142 industry associations need to be heard before the PCCI can come up with a consensus.

Garcia said last year, the PCCI opposed amendments to the Constitution because it was too early to tamper with the Constitution.

Historically, he said, "it does make for stability if we are going to amend the Constitution. What should be expanded are opportunities for investments and measures to sustain improvements in the economy."

"Intervention by way of amending the Constitution will just put a monkey-wrench on

(To page 6)

## **ANNEX D**

### **Documents Detailing Selected Implementation Recommendations**

- 1. Tasks and Responsibilities of Primary Stakeholders in the Community-Based Forest Management Program**
- 2. “Baguio Declaration” by NGOs**
- 3. Introductory source list of Philippine NGO networks with members active in community-based resource management**

*Tasks and Responsibilities of Primary Stakeholders in the Community-Based Forest Management Program*

<b>Tasks and Responsibilities in Community-Based Forest Management (CBFM) program implementation</b>	<b>PO</b>	<b>DENR</b>					<b>LGUs</b>	<b>OIPs</b>
		<b>NAT'L</b>	<b>RED</b>	<b>PENRO</b>	<b>CENRO</b>	<b>NRMP</b>		
<b>I. PROMOTION/DISSEMINATION</b>								
Conduct IEC campaigns at national level for gen'l public		✓				✱		
Conduct IEC campaigns at regional level for gen'l public			✓			✱		
Conduct IEC campaigns for PENROs/CENROs			✓			✱		
Conduct IEC campaigns for LGU officials				✓		✱		
Conduct IEC campaigns among provincial NGOs				✓		✱		
Conduct IEC campaigns among local communities					✓	✱	✓	
Conduct IEC among PO members and community					✓	✱	✓	
<b>II. PRE-APPLICATION</b>								
Identify site for possible CBFM project	✓	✱	✱	✓	✓	✱	✓	✓
Form an organization, including registration requirements	✓				✱	✱	✱	✓
Conduct a community resource mapping exercise	✓				✱	✱	✱	✓
Register the PO as a legal entity with SEC, CDA, atbp	✓				✱	✱	✱	✓
Apply for a Community Forest Management Agreement	✓		✓	✓	✱	✱	✱	
Complete Perimeter Survey and Mapping	✓				✓	✱	✱	
Process documents from PO, OIPs, etc					✓	✱	✱	
Affirm CFMA			✓	✓	✱	✱		

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<i>Tasks and Responsibilities in Community-Based Forest Management (CBFM) program implementation</i>	<i>PO</i>	<i>DENR</i>					<i>LGU<sub>s</sub></i>	<i>OIPs</i>
		<i>NAT'L</i>	<i>RED</i>	<i>PENRO</i>	<i>CENRO</i>	<i>NRMP</i>		
<b>III. TRANSITION TO CBEM</b>								
Complete Community Resource Management Framework	✓				☆	☆	☆	
Affirm Community Resource Management Framework			✓		☆	☆	☆	
Conduct Community Resource Inventory	✓				✓	☆	☆	
Prepare Resource Use Plan	✓				☆	☆	☆	
Affirm Resource Use Plan			✓		☆	☆	☆	
Prepare Annual Work Plan	✓				☆	☆	☆	
Process documents from PO, OIPS, etc		✓	✓	✓	☆			
Issue Resource Use Permits			✓		☆	☆	☆	
Issue transportation documents					✓			
<b>IV. IMPLEMENTATION OF CFM</b>								
Gather, analyze, and disseminate market information on forest products (unprocessed, processed, NTFPs, etc )				✓	✓	☆	☆	
Perform forestry extension activities as needed					✓	☆	☆	
Perform enterprise extension activities as needed							☆	✓
Form linkages between and among other impl partners	✓				✓			☆
Train paraforesters/bookkeepers/other needed skill areas					✓	☆	☆	✓
Prepare Annual Work Plan	✓				☆	☆	☆	

<i>Tasks and Responsibilities in Community-Based Forest Management (CBFM) program implementation</i>	<i>PO</i>	<i>DENR</i>					<i>LGUs</i>	<i>OIPs</i>
		<i>NAT'L</i>	<i>RED</i>	<i>PENRO</i>	<i>CENRO</i>	<i>NRMP</i>		
Issue Resource Use Permits			✓					
Issue transportation documents					✓			
Provide infrastructural support such as road repair							✓	☆
Create and operationalize ENRO (alternatively, designate an individual to act as ENRO for local CBFM projects)					☆	☆	✓	
Provide agriculture, health, education, water supply, and other non-forestry extension services as needed by PO						☆	☆	✓

**NOTES**

- 1 Checkmark character (✓) denotes the lead partner(s) responsible for the task, Star character (☆) denotes a supportive or facilitator's role
- 2 PO = Peoples's Organizations, RED = Regional Executive Director; PENRO = Provincial Environment and Natural Resources Officer, CENRO = Community Environment and Natural Resources Officer, NRMP = Natural Resources Management Program (supported by USAID and implemented by Development Alternatives, Inc [DAI]), LGUs = local government units at provincial, municipal, and barangay levels, OIPs = other implementing partners, including NGOs, private sector concerns, financing organizations, etc

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*"The Baguio Declaration" approved by NGOs May 23, 1994<sup>1</sup>*

# THE BAGUIO DECLARATION

- WHEREAS we believe that conservation and sustainable development are human activities that occur on local levels and almost always within the context of a community; and,
- WHEREAS many national governments continue to rely on legal systems that vest the state with ownership over vast amounts of natural resources; and,
- WHEREAS state-centric management and conservation strategies have been marked by widespread failure, in large part due to the lack of appropriate and fair involvement by affected communities, and,
- WHEREAS many areas claimed by states are covered by and managed pursuant to community-based natural resource rights which are not recognized by states; and,
- WHEREAS national laws and international covenants and declarations guarantee full respect for the civil and political rights of all peoples; and,
- WHEREAS the Earth Summit Declaration of 1992, the Convention on Biological Diversity, and other international conventions and agreements mandate states to recognize the rights of indigenous and other local communities to the natural resources on which they depend, and,
- WHEREAS the rights and capacities of local people to manage their resources in a sustainable manner are still not adequately appreciated by most governments and development institutions, and,
- WHEREAS the required conditions for social and ecological sustainability of most environmentally important and/or threatened areas include tenurial security, informed and organized local participation and decision-making, and integrated resource use and management approaches,

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Berdan, M S and Pasimio, J P A (eds) *COMMON PROBLEMS, UNCOMMON SOLUTIONS, Proceedings from the NGO Policy Workshop on Strategies for Effectively Promoting Community-Based Management of Tropical Forest Resources Lessons from Asia & Other Regions* Held at Baguio, Philippines, May 19 to 23, 1994

NOW THEREFORE, in consideration of the foregoing premises we call upon national and state governments in Asia, the Pacific, and the world, non-government organizations on global, regional, national, and local levels, industry, and international donor and financing institutions, to recognize and support community-based natural resource rights. We also commit ourselves — and call upon others — to abide by and take action according to the following principles as we strive to develop effective and equitable strategies for promoting socially just and ecologically sound community-based resource management:

- PRINCIPLE 1 Community-based natural resource rights of indigenous and other long-settled communities should be recognized and protected as are the rights of other sectors.
- PRINCIPLE 2 Government recognition of existing community-based natural resource rights is preferable to rights based on government grants.
- PRINCIPLE 3 Priority should always be given to meeting local needs, with particular attention being given to subsistence.
- PRINCIPLE 4 Measures, mechanisms, and transparent processes need to be established and improved to ensure that the rights of all peoples to participate meaningfully and benefit equitably in community-based natural resource management are guaranteed.
- PRINCIPLE 5 Intra- and inter-community differences such as gender, class, ethnicity, and age should be acknowledged
- PRINCIPLE 6 Disadvantaged sectors in and among communities have the right to participate in decision-making processes and must share equitably in the use of internal and external resources.
- PRINCIPLE 7 Special attention should be given to the unique problems of migrants, ecological refugees, and other displaced people and involuntary resettlement should be avoided.
- PRINCIPLE 8 International organizations and national governments should not finance — nor should NGOs participate in — externally initiated economic, developmental, or conservation activities unless all processes concerning the design and implementation of the activity are open, participatory, and transparent, and the community gives its informed consent to the activity
- PRINCIPLE 9 Development and conservation initiatives must guarantee that any affected community will receive an equitable share of any benefits and not bear disproportionate costs arising from the activity
- PRINCIPLE 10 The development of new and innovative community-based resource management systems should be encouraged as an alternative to state control, especially where community-based systems do not exist.

*Introductory source list of Philippine NGO networks with members active in community-based resource management*

<i>NAME</i>	<i>ADDRESS AND CONTACT #S</i>	<i>CONTACT PERSON</i>	<i>PRIMARY ACTIVITY</i>
Convergence for Community-Centered Area Development (Convergence)	Kayumanggi Press Building 940 Quezon Avenue, Quezon City tel (2) 921-75-42 fax 921-75-42	Horacio Morales	An alliance of 18 NGOs committed to community-centered area development in rural areas covering 50 provinces. The goals of CONVERGENCE include a self-reliant economy, ecological completeness and people empowerment. Its work involves community-based sustainable resource management, including the use of appropriate technologies.
Green Forum-Philippines	110 Scout Rallos Street Quezon City tel (2) 922-43-97	Nicanor Perlas	A national coalition of nongovernmental organizations, grassroots organizations and church groups working for social equity and sustainable development, and the environment. It was formed in 1989 in response to the need to create and articulate a national vision for the Philippines that is socially just, economically viable, politically participatory, and ecologically sustainable.
NGOs for Integrated Protected Areas, Inc (NIPA)	Phil Institute of Alternative Futures 3/F Liberty Building, 835 Pasay Road Makati, Metro Manila tel (2) 86-43-64 / 85-47-52 fax 813-12-80	Ester C Isberto	A consortium of 18 NGO-PO networks, coalitions, and organizations that assists local and indigenous communities in the implementation of the 1992 Philippine law creating the National Integrated Protected Areas System. It provides financial and technical support, community organizing, livelihood development and other expertise to qualified sectors participating in the NIPAS project in 10 protected sites.
PHILDHRRA	59 Salvador St Loyola Heights, Quezon City tel/fax (2) 98-75-38		A network of many of the country's leading NGOs. Focus is on upland development, livelihood, etc.
Upland NGO Assistance Committee (UNAC)	59-C Salvador Street Loyola Heights, Quezon City tel/fax 98-75-38 pocketbell (125) 1135402	Dennis Uba	A network of NGOs doing work in the uplands, UNAC can provide information on upland issues, development projects, and NGO activities.

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