

# **COMMUNITY FORESTRY IN THE PHILIPPINES**

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## COMMUNITY FORESTRY IN THE PHILIPPINES

### Overall Status of Forest Management *vis a vis* National Development Plans

The Earth Summit in Rio de Janeiro held in 1992 (Agenda 21) provides for a global agenda towards sustainable development. During this landmark gathering, nations were beckoned to establish national mechanisms to formulate and implement their own agenda of action for sustainable development. The Philippines was one of the very first nations which swiftly responded and heeded to this call by formulating the Philippine Agenda 21 through Memorandum Order 288 issued by the then President Fidel V. Ramos (PCSD 1997).

The Philippine Agenda 21 envisions a better quality of life for all Filipinos and adheres to the principle of sustainable development. Among the important components of the document is a section on *action agenda* that elaborates the mix of strategies that integrate the sustainable development parameters in the country's overall development strategies. At the level of ecosystems, the action agenda consists of strategic and catalytic interventions including five important ecosystems, namely, forest/upland ecosystems, coastal and marine ecosystem, urban, freshwater, and lowland/agricultural ecosystem. In addition to the five ecosystems, the action agenda also include interventions covering critical resources such as minerals and biodiversity.

Five key issues/concerns were identified under the forest ecosystem that need strategic actions. These are: 1) expanding marginal, degraded, unproductive upland areas; 2) unsustainable management of remaining production forest; 3) under-utilization of non-timber resources; 4) weak institutional capability for forest management; and 5) the need for policy reforms. One of the core strategies identified to address these issues/concerns is the expansion and strengthening of community-based forest management (CBFM) program.

Consistent with the Philippine Agenda 21 the Medium-Term Philippine Development Plan for 2004-2010 states that a major cause of poverty is underutilization and mismanagement of abundant natural resources, and that it's potential to sustain poverty alleviation programs has not been fully explored. Accordingly, the major ecosystems ability to provide regular flow of goods and services has been greatly affected by a decline in stocks, coverage and quality. The Plan therefore emphasized the urgency to properly manage the natural resources and protect the environment to improve the present quality of life as well as that of the future generations'.

The Natural Resources Sector of the Medium-Term Philippine Development Plan placed as its number one thrust the sustainable management and productive utilization of natural resources to promote investments and entrepreneurship. Under the forest ecosystem section, investments in permanent forest area will be promoted through the issuance of various land tenure instruments. Among these instruments is the Community-Based Forest Management Agreement (CBFMA) which is hoped to cover around 1.8 million hectares by the year 2010.

On the other hand, the recently concluded Revised Forestry Master Plan for Forestry Development envisions the sustainable management of the watershed and forest resources in a participatory manner and be globally competitive in the forest-based industries through forest plantation establishment and responsible forest utilization (FMB-FAO 2004). It also aspires to provide sustainable supply of goods and services to industries (whether corporate or community-based) to uplift the economic welfare of upland communities.

Among the general objectives formulated to pursue the above vision are as follows:

- To sustainably manage the watershed/forest by capable institutions with active participation of empowered stakeholders living in harmony with nature;
- To rationalize forest based industries with sustainable sources of raw materials, producing competitive-market products, and actively promoting the well being of workers and people in affected communities;
- To provide globally competitive and excellent forestry education and training in forestry;
- To enhance protective and biodiversity values of forests;
- To improve the quality of life of upland communities actively participating in sustainable forest management thru CBFM;
- To enhance and improve decision making processes through adoption of improved MIS, a fully relevant M & E, continuing forest resources assessment, forest resources accounting, criteria and indicator and forest certification, etc.;
- To enhance forestry institutions effectiveness, efficiency and competence in forest administration, forest conservation and management, forest protection, forestry research, and forestry extension; and
- To enhance policy situation that would endeavor to provide the right environment for sustainable forest management.

The following strategic targets are identified to achieve the above objectives:

- A fully responsive and capable PFA (public forest administration) within 10 years  
Forestry and related policies harmonized within 5 years
- Poverty in the uplands minimized to half within 15 years  
All forestland boundaries defined and marked, production and protection forests identified, surveyed and segregated within 10 years  
All forest lands under sustainable management and capable managers, all open access areas closed within 12 years
- A healthy, vigorous and responsible forest-based industries within 5 years  
Productive collaboration among DENR, LGUs and other watershed stakeholders, a responsible community of forest stakeholders participating in forestry development and management within 5 years  
All Regions starting to implement sustainable forestry within 1-5 years
- Sustainable production of clean water from watersheds, 150 watersheds prioritized within 2 years, all priority watersheds with integrated plans and management body within 5 years  
1.5 million of residual forests under sustainable management, self sufficiency in wood in 10 years, Permanent grazing land of at least 300,000 ha intensively and sustainably managed by 2010 onwards  
460,000 ha of commercial forest plantations established within appropriate areas including CBFM projects, maintained and renewed within 12 years

Despite the seemingly lofty visions and grandiose objectives and targets stipulated in the master plan, there is the absence of legislative framework that will ensure their long-term achievement. For more than ten years now, the proposed bill on sustainable forest management that embodies the above-mentioned visions and objectives has never been enacted into law by the Philippine legislators. This made the forestry sector and its policies very vulnerable to the changes in country's political administration and to the varying interests and priorities of whoever serves as the Secretary of the DENR. Moreover, the Revised Forestry Master Plan, similar to the earlier one, has no specific budget allocation to pursue all of the above-mentioned targets except for those which have already been integrated into the regular programs of the DENR. Management-wise, it is therefore unrealistic to expect that all these targets will be met if the present budgetary constraint will not be addressed.

## Community Forestry Policy

### *CF policy and legislation*

The Community-Based Forest Management (CBFM) is currently the Philippines' major strategy for the sustainable development of the country's forest resources and social justice. Its evolution as a policy and practice in forest management may be gleaned from the major government policies and programs that were initiated by both the colonial and independent Philippine Government. Building on Rebugio and Chong-Javier's 1995 periodization, the historical development of CBFM may be viewed using four loosely defined stages: 1) the colonial period, 2) pioneering period from 1971 to 1981, 3) integration and consolidation from 1982 to 1994; and 4) institutionalization and expansion from 1995 to present. Table 1 presents a timeline of these policies and programs as well as their brief descriptions.

It is clear in the timeline that CBFM emerged as a major approach to the allocation of forests and forestlands to communities and indigenous peoples (IPs) with the issuance of Executive Order (E.O.) 263 in 1995 and the passage of the Indigenous People's Rights Act (IPRA) in 1997. To date, close to 6 million ha of forests and forestlands are in the hands of local communities from practically nil in 1980. On the other hand, many erring Timber License Agreement (TLA) holders were cancelled while those whose licenses expired were no longer renewed after the 1986 EDSA Revolution and the subsequent amendment of the Philippine Constitution.

Table. 1. Evolution of community forestry policies and programs in the Philippines

Year	Policy/Program	Features
Colonial Period		
1863	Establishment of the <i>Inspeccion General de Montes</i> by the Spanish Government	The state's forest agency established and administered by the Spanish colonizer declares the right to control forest access and utilization
1889	Definitive Forest Laws and Regulations (Royal Decree of the King of Spain)	Slash-and-burn cultivation or <i>kaingin</i> in the upland areas was prohibited with heavy penalties awaiting violators.
1901	<i>Kaingin</i> Law (Act No. 274) established by the Americans	<i>Kaingineros</i> and other forest occupants were to be punished and evicted from forest areas.

1917	Forest Law of 1917 or Act No. 2711	Established communal forests and pastures for the use of communities, but still under state control..
1941	Revised Communal Forest Regulation (Forestry Administrative Order No. 14-1)	The Secretary of Agriculture and Commerce set aside communal forests, upon the endorsement of the Director of Forestry and the request of municipal councils. The residents of the municipality were granted the privilege to cut, collect and remove free of charge, forest products for their personal use.
<b>Pioneering Period</b>		
1971	Kaingin Management and Land Settlement Regulations (Forestry Administrative Order No. 62)	Focused on the containment rather than punishment of forest occupants. Kaingineros or slash and burn cultivators were allowed to remain in the public forestland provided they undertake soil conservation and tree farming activities in fixed sites.
1973	Family Approach to Reforestation (BFD Circular No. 45, Series of 1973)	The Bureau of Forest Development entered into short-term contracts with families to set up tree plantations in public land.
1975	Forestry Reform Code (Presidential Decree No. 705)	Kaingineros, squatters, and other occupants who entered forest zones before May 1975 shall not be prosecuted provided that they do not expand their clearings and that they undertake forest protection activities.
1976	Forest Occupancy Management Program	Allowed bona fide forest occupants to develop the lands they were occupying or cultivating but with specific provision that the subject land should not exceed 7 ha per occupant. Renewable two-year forest occupancy permit issued to participating kaingineros.
1979	Communal Tree Farming Program (Ministry Administrative Order No. 11, Series of 1979)	Every city and municipality on the country were expected to establish tree farms. Reforestation in open and denuded forestlands were to be undertaken through the involvement of forest occupants, civic organizations, and municipal government units.
<b>Integration and Consolidation</b>		
1982	Integrated Social Forestry Program (Letter of Instruction No. 1260)	Participants in the program are granted the right to occupy and develop forest areas for a period of 25 years, renewable for another 25 years, through the issuance of stewardship agreement.
1989	General Rules and Regulations on the Participation of NGOs in DENR Programs (DENR Administrative Order No. 120)	The DENR shall encourage and promote the participation of NGOs in natural resources development, management and protection. A National NGO Desk is tasked to accredit NGOs qualified to participate in DENR programs.
1989	Community Forestry Program (DENR Administrative Order No. 123)	The Community Forestry Management Agreement (CFMA) is awarded to organized upland communities for a period of 25 years, renewable for another 25 years. Forest utilization privileges are given to the communities which are expected to prepare a development plan and adhere to the principles of sustained-yield management.

1991	Local Government Code (Republic Act No. 1760)	The implementation of social forestry and reforestation initiatives, the management of communal forests not exceeding 5,000 ha., the protection of small watershed areas, and the enforcement of forest laws are devolved to local government units.
1993	Delineation of Ancestral Lands and Domain Claims (DENR Administrative Order No. 2)	Provincial Special Task Forces on Ancestral Domains (PSTFAD) are mandated to meet with indigenous communities for the purpose of verifying ancestral domain claims and identifying forest boundaries. Once their claims are approved, indigenous communities are granted Certificates of Ancestral Domain Claims (CADCs)
Institutionalization		
1995	Adoption of Community-Based Forest Management (CBFM) as the National Strategy for the Sustainable Development of Forestlands (Executive Order No. 263)	CBFM is the national strategy to achieve sustainable forestry and social justice. Organized communities may be granted access to forest resources under long-term tenure provided they employ environment-friendly, ecologically sustainable, and labor-intensive harvesting methods. CBFM integrates all people-oriented forestry programs and projects of the government.
1996	Rules and Regulations for the Implementation of Executive Order 263, Otherwise Known as the CBFM Strategy (DENR Administrative Order No. 96)	Local communities shall prepare their respective Community Resource Management Frameworks with the assistance of DENR, local government units, NGOs, and other government agencies. The CBFM program shall apply to all areas classified as forestlands including allowable zones within protected areas. It integrates all people-oriented forestry programs of the government.
1997	Indigenous People's Rights Act (Republic Act No. 8371)	Mandated the State to protect the rights of indigenous cultural communities to their ancestral domains to ensure their economic, social and cultural well being. Also recognizes the property relations in determining the ownership and extent of ancestral domain. Indigenous peoples whose ancestral domains have been officially delineated and determined by the National Commission on Indigenous People shall be issued a Certificate of Ancestral Domain Title (CADT) in the name of the community concerned, containing a list of all those identified in the census.
1998	Manual of Procedures on Devolved and other Forest Management Functions (DENR-DILG Joint Memorandum Circular No. 98-01)	This manual operationalizes and makes effective the devolution of forest management functions from the DENR to the LGU. It also seeks to strengthen and institutionalize DENR-DILG-LGU partnership and cooperation on devolved and other forest management functions.
2003	Strengthening and Institutionalizing the DENR-DILG-LGU Partnership on Devolved	Guidelines and instructions for DENR, DILG and LGUs in accelerating collaboration, partnership, coordination and institutionalization of its working relations on forest management and related environmental concerns.

	and other Forest Management Functions (DENR-DILG Joint Memorandum Circular No. 2003-01)	
2004	Promoting Sustainable Forest Management in the Philippines (Executive Order No. 318)	Prescribed for the pursuit of sustainable management of forests and forestlands in watersheds based on six key principles including community-based forest conservation and development. CBFM shall remain the primary strategy in all forest conservation and development and related activities.
2004	Revised Rules and Regulations for the Implementation of the CBFM Strategy (DENR Administrative Order No. 29)	Improve on the 1996 CBFM Implementing Rules and Regulations by allowing more flexibility to participating communities such as the requirement of a Five-Year Work Plan instead of Annual Work Plan, etc.

Source: Rebugio and Chiong-Javier (1995); Pulhin (1987); Borlagdan, Guiang and Pulhin (2001) Magno (2003).

E.O. 263 and its implementing rules and regulations stipulate the basic policy objectives that CBFM intends to pursue. These are: 1) to protect and advance the right of the Filipino people to a healthful environment; 2) improve the socio-economic conditions through the promotion of social justice and equitable access to and sustainable development of forestlands resources; and 3) respect the rights of indigenous peoples (IPs) to their ancestral domains by taking into account their customs, traditions and beliefs in the formulation of laws and policies.

To achieve these objectives, the CBFM Program (CBFMP) was established through DENR Administrative Order No. 96-29 issued in 1996. CBFMP integrated and unified all the people-oriented programs of the government during that time, namely, the Integrated Social Forestry Program (ISFP), Upland Development Project (UDP), Forest Land Management Program (FLMP), Community Forestry Program (CFP), Low Income Upland Communities Project (LIUCP), Regional Resources Management Project (RRMP), Integrated Rainforest Management Project (IRMP), Forestry Sector Project (FSP), Coastal Environmental Programme (CEP), and Recognition of Ancestral Domains/Claims.

Despite the above-cited policies and programs, there is yet no single legislated policy that provides a more stable legal framework to guide the smooth implementation of the CBFM. This has created a highly uncertain policy environment that continues to derail its overall implementation. In particular, DENR's vacillation on the issuance of Resource Use Permit (RUP) to participating POs as demonstrated in the series of national suspensions/cancellations of RUPs by three DENR Secretaries has greatly affected CBFM operations at the field level, upsetting the major source of livelihood of the participating communities. However, DENR in partnership with the private sector and some members of the civil society are continuously working towards the legislation of the proposed Sustainable Forest Management Act which incorporates CBFM as the core management approach to create a more stable forest policy environment.



### *Key actors and decision makers involved in CF policy processes<sup>1</sup>*

The Philippines' forest policy has been greatly influenced by the numerous political actors involved in policy formulation such as the legislators in the Philippine Congress; the President of the Philippines; the Department of Environment and Natural Resources; Local Government Units (LGUs); the private sector (wood industry); academic and other research institutions; civil society; and international funding institutions.

#### The Philippine Congress

The Philippine Congress is the national legislative body responsible for enacting forestry laws, composed of the Senate (upper chamber) and the House of Representatives (lower chamber). The DENR is normally the government agency that initiates legislative proposals or bills, although other sectors can also serve as proponents, i.e. academia, business and civil society. Bills passed by the Philippine Congress become a law when the President of the Philippines approved and signed the bills (Magallona and Malayang III 2001). Two more recent important laws has been passed by the Philippine Congress which are supportive of the CBFM concept, i.e. Republic Act 7586 of the National Integrated Protected Areas Act of 1992 and Republic Act 8371 or the Indigenous People's Rights Act of 1997. However, as previously mentioned, the Philippine Congress has yet to enact a single comprehensive legislation that specifically adopts the practice of CBFM. Over the last decade, a proposed law on sustainable forest management that embodies the principles and strategies of CBFM as the national strategy has been repeatedly revised by the Philippine Congress but has not yet been enacted into law.

#### The President of the Philippines

The current structure of the Philippine government permits the President of the Philippines to issue executive orders pertaining to the administration and management of the country's forest resources, although such proclamations do not carry the full force of the law as compared to those passed by the Philippine Congress. Of the last four Presidents of the country since the 1986 EDSA Revolution, President Fidel V. Ramos' administration appeared to be the most supportive of CBFM. It was during his term that EO 263 was issued as a landmark policy, adopting CBFM as the national strategy to ensure the sustainable development of the country's forest resources and the provision of mechanism for its implementation. This Order remains to be one of the major bases for the current formulation of forestry rules, regulations and programmes geared towards sustainable forestry.

#### Department of Environment and Natural Resources

Within the executive branch of the government, the Department of Environment and Natural Resources provides the institutional mechanism for the implementation of state policy on the development and utilization of natural resources. Congress grants DENR the authority to promulgate appropriate rules and regulations that translate the generalities of law into concrete terms to promote a more effective implementation of forest-related legislation (Magallona and Malayang III 2001). DENR is headed by a Secretary, responsible for the issuance of various rules and regulations such as

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<sup>1</sup> This section draws heavily from Pulhin 2004.

Department Administrative Orders and Memorandum Circulars that guide the proper implementation of forestry laws.

### Local Government Units

With the enactment of the Local Government Code RA 7160 in 1991, certain DENR responsibilities were devolved to local government units (LGUs). The code empowers LGUs to enforce forestry laws and engage in community-based and social forestry programmes. Supportive of the CBFM, the Department of Interior and Local Government (DILG) issued three circulars in the period 1995 to 1996, enjoining all LGUs to help strengthen programme implementation. In addition, some LGUs in Luzon and Mindanao have passed provincial/municipal resolutions appropriating funds to finance CBFM projects in their localities. Some of the successful LGU initiatives for participatory forestry that have been backed up by LGU legislation include those established by the provincial governments of Nueva Vizcaya in Northern Luzon and Bukidnon in Mindanao.

### The private sector

Traditionally, the role of private sector in forestry has been primarily confined to the development of forestry and wood processing technologies to generate jobs, capital and timber-based products (Korten 1992). With the evolving political and economic situation, however, the wood industry has become increasingly involved in the promotion and advocacy of policy that benefits the industry's interests. During the initial conception of community forestry, there was considerable resistance in the wood industry in permitting local communities to utilize timber on a commercial scale. However, along with strengthening government support for CBFM, members of the private sector have increasingly accommodated the CBFM approach within the country's strategy for sustainable forest management. A draft bill on sustainable forestry with CBFM as a major strategy now pending in the Philippine Congress has won the full support of the private and other sectors.

### Academic and other research institutions

Academic and other research institutions have likewise contributed both directly and indirectly to the shaping of the forest policies which advocate participatory management. Enlightened academics from the oldest forestry college in the Philippines, the College of Forestry and Natural Resources (CFNR) at the University of the Philippines Los Baños as well as esteemed researchers from the Los Baños science community, have played a key role in determining the new people-oriented, conservation-minded course of forest policy, in place of the historically pro-elite, exploitative mode of management. Immediately after the EDSA I revolution in 1986, the then newly appointed DENR Secretary Sonny Dominguez created a Policy Advisory Group (PAG) chaired by the former CFNR Dean Juan Adolfo V. Revilla and composed mostly of members of the Los Baños science community to coordinate a fresh direction in forest policy. The PAG adopted equity and redistributive social justice as core principles in crafting the DENR's policy agenda, particularly in the area of resource allocation. As a result, the balance has been tipped away from the once TLA-biased forest policies in favor of community-based forest management. Subsequent forest policy has embraced the principles of social equity and people's participation in forest management, with academics and researchers contributing significantly to their formulation, most notably the 25 year Master Plan for Forest Development.

With their commitment to advance the knowledge and practice of community forestry, concerned forestry schools, colleges and research institutions have also developed and implemented research projects that advance the theory and practice of people's participation in forestry activities. Findings from these research projects have served as the scientific basis for policy formulation and have indirectly contributed to the advancement of participatory forest management policies. Moreover, the offering of social forestry subjects over the last two decades in more than 50 forestry schools in the country has led to the production of a new generation of "people-oriented foresters", some of whom are now instrumental in advocating the continuous development of the policy and practice of CBFM.

### Civil society

Civil society constitutes the non-government organizations (NGOs) and people's organizations (POs), which operate at the national and local levels. Included in this category are international NGOs and national/local NGOs and POs whose capacity for influence ranges from the provision of funds, policy advocacy, provision of legal assistance to indigenous people, implementation, monitoring and evaluation of DENR projects, community level actions, and others. Broad and Cavanagh (1993) estimated that the number of people working for or otherwise associated with formally organized NGOs and POs in the country stands at about 5-6 million, or around a tenth of the total Philippine population. No estimate exists, however, as to how many of these are working only on forestry related concerns.

The 1991 Local Government Code provided the legal platform for civil society to become involved in the governance of the country's forest resources, including policy formulation. The Code allowed for the representation of civil society in governmental and multi-sectoral policy making bodies such as in the municipal, provincial and regional development councils, as well as the Protected Area Management Board in the case of NIPAS areas. Over the last decade, the advocacy work of the civil society sector has been instrumental in the enactment of CBFM-related policies such as Executive Order 263 in 1995 and its implementing rules and regulations, the NIPAS Act of 1992 and the Indigenous Peoples Rights Act of 1997. More recently, national NGOs such as the Upland NGOs Assistance Committee (UNAC) and the Philippine Federation for Environmental Concerns (PFEC) have entered dialogue with the DENR to comment on new DENR rules and regulations to strengthen the development and management of CBFM areas.

### Funding institutions

Multilateral and bilateral funding institutions such as the World Bank (WB), Asian Development Bank (ADB), International Tropical Timber Organization (ITTO), and the governments of Japan, Germany, United States, the European Union, etc., act as global drivers of forest policy in the Philippines (Malayang 2001). Their instruments of influence include the provision of funds and budgetary and technical support. Of the various funding institutions, the Ford Foundation, United States Agency for International Development, ADB and WB perhaps have the greatest influence in redirecting the country's policy towards CBFM. The 15 years of experience of the Upland Development Programme has gained through funding by the Ford Foundation have significantly contributed to the refinement of earlier policy which evolved as a major forerunner to the

present CBFM programme. The Natural Resources Management Programme, implemented through a financial grant from USAID, was instrumental in the conceptualization and issuance of EO NO. 263 as well as its implementing the rules and regulations, thereby promoting CBFM as the national strategy for sustainable development of the country's forest resources. Similarly, experiences gained from forestry projects funded by the WB and ADB have contributed to the development of policies that provide upland communities with land tenure security and access to forest resources, and have promoted the participation of civil society in forest management.

### *Other relevant policies and legal developments*

In addition to EO 263, other policies relevant to community-based forest management includes the Local Government Code (RA 7160), policy on protected areas such as the NIPAS Act of 1992 (RA 7586), and the recent Indigenous People's Right Act of 1997. All these policies, already cited in Table 1 above, have been viewed to be part of the recent forms of State-initiated devolution in the Philippine forest management (Pulhin, 2004).

The first form is realized through Republic Act 7160, otherwise known as the Local Government Code. The Code "devolved" certain environmental functions of DENR to local government units or LGUs including forest protection and the implementation of some community-based forest management projects particularly the Integrated Social Forestry projects. This form of devolution is to be distinguished from the CBFM-type of devolution espoused by E.O. 263 which is characterized by the transfer of certain forest management rights and responsibilities directly to the local communities.

The other type entails a form of devolution that provides space for local communities to participate in the management of protected areas which was made possible through the enactment of Republic Act No. 7586 otherwise known as the "NIPAS (National Integrated Protected Area System) Act of 1992". The Act provides for the creation of a site-based Protected Area Management Board (PAMB), composed of representatives from DENR, local government units, NGOs, and organized communities to serve to deliberate over land use plans, zoning measures, and resource activities in priority protected areas. Similar to CBFM, organized communities may be given a 25-year tenure security over the land they occupy provided this will not pose a threat to the environmental integrity of the protected areas. They may also be allowed to harvest non-timber forest products like rattan, bamboo, vines, etc., in non-restricted zones of these areas.

The last type of devolution is embodied in the 1997 Indigenous People's Right Act (IPRA). This law provides for the recognition, protection, and promotion of the rights of indigenous cultural communities/indigenous peoples (ICCs/IPs) to their ancestral lands through the issuance of Certificate of Ancestral Land Title (CADT). IPs are in turn entrusted with the responsibility to maintain, develop, protect and conserve these areas with the support and assistance from government agencies.

## **CF Institutional Profile**

### *CF implementing agencies*

Various agencies operating at different levels are involved in CBFM implementation. Among these are the DENR, LGUs, other government agencies, NGOs, and international organizations. Their respective roles are briefly discussed below.

### Department of Environment and Natural Resources

The DENR is the primary government agency responsible for the management, development and administration of the country's forestlands and resources. At the

operational level, DENR in partnership with the concerned POs and LGUs facilitates the smooth implementation of CBFM following a four-stage process: preparatory stage, PO formation and diagnostic stage, planning stage, and implementation stage. The over-all management of CBFM Program including its monitoring and evaluation is also the main task of the different DENR field units, including the Regional Environment and Natural Resources Office (RENRO), Provincial Environment and Natural Resources Office (PENRO) and the Community Environment and Natural Resources Office (CENRO).

The DENR is also the sole government agency that has the legal mandate to issue land tenure instruments in all classified forest lands. Under CBFM, two types of tenurial instruments are issued: Community-Based Forest Management Agreement (CBFMA), and Certificate of Stewardship (CS). CBFMA is an agreement entered into, by and between the government and the local community, represented by the PO as forest managers, which has a term of twenty-five (25) years and renewable for another twenty-five (25) years. On the other hand, CS is an agreement entered into, by and between the government and individuals/families actually occupying or tilling portions of the forest lands covered with CBFMA.

Under DENR Administrative Order No. 2004-29, the Forest Management Bureau (FMB), one of the staff bureaus of DENR, is mandated to serve as the National Coordinating Office of the CBFM Program. It is tasked to review CBFM programs, projects and activities; draft CBFM policies, guidelines and procedures; prepare and monitor implementation of the national CBFM program; and liaise with government and NGOs for support and/or participation in the program. FMB is also expected to assist in the development and preparation of project proposals for financial support by donor agencies; develop and maintain improved management information systems on CBFM Program within DENR; and provide other technical support for the smooth program implementation.

#### Local Government Units

The enactment of Republic Act 7160, otherwise known as the Local Government Code of 1991, led to the active involvement of Local Government Units (LGUs) in the CBFM implementation. As mentioned earlier, the Code “devolved” certain environmental functions of DENR to LGUs including the implementation of community-based forest management projects particularly the Integrated Social Forestry projects. LGUs in turn include forest management and protection as part of their regular functions.

DENR Administrative Order No. 2004-29 reaffirms the role of LGUs in CBFM implementation. The Order stipulates that it is the responsibility of the DENR to collaborate with LGUs (as well as other agencies and entities) to provide the enabling environment to support and strengthen local communities involved in CBFM activities. Specifically, LGUs are encouraged to be actively involved in the four stage-process of CBFM implementation mentioned above. In addition, they are expected to be part of the Multi-sectoral Monitoring and Evaluation (M & E) team. The team is tasked to conduct annual M & E based on critical activities to assess the various issues, problems and constraints related to the development and strengthening of the CBFM implementation.

#### Other government agencies

Aside from DENR and LGUs, other government agencies involved in the implementation of CBFM-related projects include the National Irrigation Administration (NIA) and the Department of Finance. By virtue of its mandate NIA has been tasked to protect and rehabilitate selected critical watershed areas supporting physical infrastructure such as dam for irrigation. With the changing paradigm in forest management in favor of people-oriented approach, NIA in cooperation with DENR, has adopted the CBFM strategy in the management and protection of watershed areas under its administrative jurisdiction.

On the other hand, the Department of Finance implemented the Community-Based Resource Management Project in collaboration with LGUs with support from the World Bank. The project involves the conduct of community-based reforestation, agroforestry and livelihood projects in selected upland and coastal areas in Luzon, Visayas and Mindanao.

### Non-government organizations

The potential contribution of civil society in forestry was started to be officially recognized in the late 80's with the implementation of the government contract reforestation program and other people-oriented programs and projects. Among the multiple roles performed by NGOs in these projects are in the areas of community organizing and training, livelihood development, employment of innovative techniques for participatory management, technology development and promotion, rediscovering/harnessing indigenous knowledge systems, conduct of actual reforestation activities, project monitoring and evaluation, and provision of other support services to communities such as linking them to appropriate institutions. At the national level, some NGOs also perform advocacy role to influence policy-making on matters relevant to CBFM. For instance, the advocacy role performed by the Upland NGOs Assistance Committee (UNAC), Haribon Foundation, and other NGOs during the earlier implementation of the contract reforestation program of the government led to re-examination of this approach that ultimately resulted to the provision of long-term land tenure instrument to reforested areas in favor of the participating local communities.

In general, the involvement of NGOs to CBFM implementation has produced both positive and negative impacts. Some development-oriented NGOs have influenced certain policy reforms and have built the capacity of local communities towards responsible resource management. Others, however, have contributed to the worsening of the forestry problems by being part of the graft and corruption practices in the forest bureaucracy and through their ineffective and inefficient performance that adds to the marginalization of forest communities.

### International Organizations

Some international organizations including consulting firms have also been involved in the implementation of CBFM-related projects. For instance, with the financial and technical support from the Ford Foundation, Inc., pioneering participatory methodologies were developed under the Upland Development Program that serve as the building blocks of participatory forest management. Similarly, under the phases 1 and 2 of the Natural Resources Management Program funded by the United States Agency for International Development (USAID), a number of international agencies such as the Development Alternatives, Inc. and the Winrock International were involved in the actual ground implementation and monitoring and evaluation of CBFM projects that contributed

to some policy innovations such as those related to resource access provisions and the refinements of CBFM approaches. Moreover, the German Agency for Technical Cooperation, Ltd. (GTZ), in partnership with DENR, initiated the implementation of the Community Forestry Project of Quirino (CFPQ) in Northern Luzon that was instrumental in advancing innovative technical practices in forestry such as timber stand improvement using CBFM strategy.



*Organizational interactions/relations and dynamics between key agencies and effects on CBFM implementation*

A close interaction/coordination between PO, DENR, LGUs and NGOs is expected in the implementation of the CBFM projects. EO No. 263 Section 2 stipulates that DENR through its CENRO and PENRO, and in coordination with the LGUs and DILG shall take into account the needs and aspirations of local communities. Furthermore, DAO 96-26 states the need for close collaboration among DENR, LGUs, other government agencies (OGAs), NGOs, and other private entities to develop an enabling environment to support and strengthen local communities in managing forest lands and coastal resources on a sustainable basis.

Coordination with LGU units is also needed in processing the PO's application for CBFMA. DAO 2003-11 states that the concerned Barangay, municipal and provincial local government units should endorse the PO's CBFM application before DENR can act on it. For the LGUs to fully appreciate the CBFM strategy as well to facilitate the CBFMA endorsement process, PENRO/CENRO are mandated to conduct orientation among the local executives regarding the CBFM objectives, concepts, principles and activities.

In practice however, recent assessment indicates that there is yet the need to strengthen the linkages and partnership among the different implementing agencies to promote the goal of sustainable management through CBFM (Pulhin, 2005). Oftentimes, only the DENR is working closely with the local communities on CBFM matters with limited involvement of the LGUs concerned. Although CBFM projects are included in the devolved functions of the LGUs, it is rarely the priority of the LGU executives. Some of the reasons for this include the short (3-year) political time frame of LGU leaders, limited manpower, financial and technical capability, and conflict with the DENR. In the part of the DENR, on the other hand, it does not have an established institutional mechanism to provide technical support to LGUs due to limited manpower and resources to support its field operations. Similarly, there has been limited effort in some areas to maximize the involvement of LGUs in the different CBFM-related activities.

### **Key Projects or Programs**

*Key CF projects, donors and their areas of interest*

There were 10 major programs and projects on people-oriented forestry when EO 263 was issued in 1995. As mentioned earlier, these programs and projects were unified into one umbrella program, i.e., CBFM Program through EO 263 and its implementing rules and regulations, DENR Administrative Order No. 96-29 issued in 1996. Except probably for ISFP and the Recognition of Ancestral Domains/Claims, all the other major programs and projects were foreign-funded through multi-lateral and bilateral agreements. Among the major funding institutions that supported CBFM implementation include the Asian Development Bank, World Bank, Japan's Overseas Economic Cooperation Fund (now Japan Bank for International Cooperation), Ford Foundation, Inc., and the United States Assistance for International Development. In general, the expressed area of interest of almost all of these institutions was to promote sustainable development by advancing the sustainable and equitable management of the country's forest resources and by helping alleviate poverty in the uplands particularly among the

forest-dependent communities.

Most of the foreign support to CBFM, however, has terminated in the early part of the 2000s. To date, the Japan International Cooperation Agency (JICA) is probably the only major official development assistance (ODA) that provides direct support to CBFM implementation. This is made possible through a *Five - Year Technical Cooperation between DENR and JICA on the Enhancement of Community-Based Forest Management*, which commenced in June 2004. Consistent with the earlier ODAs in forestry, the project primarily aims towards the conservation, rehabilitation and sustainable utilization of forest and land resources within CBFM areas through the capacitated People's Organizations (POs) with support from DENR, Local Government Units (LGUs) and other relevant institutions. This is to be achieved through the implementation of four major project components, namely: 1) model site development; 2) training of POs, and DENR and LGU staff involved in CBFM implementation; 3) enhancing information management system in CBFM; and 4) analysis of experiences and development of policy recommendations to improve the CBFM Program.

In addition to the JICA-supported CBFM Enhancement Project, National Forest Programme Facility (NFPF) through the Food and Agriculture Organization (FAO) of the United Nations the Food and Agriculture Regional Organization of the United Nations currently provides technical support to CBFM. The support aims to further explore and examine the many ramifications of CBFM implementation in order to prepare a new CBFM implementation strategy. The three year project which commenced in early 2004 has four major components: 1) commissioning of six in-depth case studies on CBFM; 2) national forum to synthesize recommendations of the six case studies; 3) regional workshops and cross-farm visits in selected CBFM sites; and 4) capacity building through training of DENR CBFM personnel.

## **Community Forest Management**

### *CF implementation at community level including indigenous initiatives*

At the community level, CBFM is being implemented by a duly organized community, known as the People's Organization (PO). Among the major membership requirements for the formation of POs are: participation of at least 10 residents or members of the community, members should be Filipino citizens, should be tilling portions of the area to be awarded with tenure instrument, should be traditionally utilizing the resources for their livelihood, and resides within or adjacent to the area to be awarded.

Being the major CBFM stakeholder, POs are entitled to certain incentives and privileges as stipulated in the Community-Based Forest Management Agreement (CBFMA) – a land tenure instrument issued by DENR. Foremost of these is the right to occupy, possess, utilize, and develop the forest lands and resources in a designated CBFMA area and claim ownership of introduced improvements. Other privileges include the exemption from paying land rental for use of the CBFM areas and to be properly informed and be consulted on all government projects to be implemented in the area.

On the other hand, the PO's major responsibilities include among others the planning, implementation, monitoring and evaluation of all activities in accordance with the agreed

upon Community-Based Forest Management Framework (CRMF) and Five-Year Work Plan (FYWP) geared to promote the sustainable management of the CBFMA area. Specifically, POs are expected under the CRMF and FYWP to protect, rehabilitate and conserve the natural resources in their respective CBFM area and assist the government in the protection of the adjacent forest lands. They are also expected to develop and implement equitable benefit-sharing arrangements among its members, observe transparency in its financial transactions, and promote participatory management and consensus building in all CBFM-related activities.

POs are provided with the necessary technical and social preparation in anticipation for the eventual take-over of the management responsibilities of the CBFMA area. This is normally done through an assisting organization (normally NGO) or professional contracted by the DENR to build the capacity of the POs towards sustainable forest management and socioeconomic upliftment of the living conditions of its members.

It should be noted, however, that in addition to government-initiated CBFM projects managed by the POs, self-initiated CBFM initiatives also exist at the local level independent of government formal arrangements. Some of the noted examples are the *muyong* system of the Ifugaos and the *saguday* of the municipality of Sagada, both located in Northern Philippines (Boralgdan et al. 2001).

The *muyong* system of the Ifugao is a landownership and forest management system unique to the Tualì tribe of Ifugao Province in the Cordillera Region, island of Luzon. The term “*muyong*” is the general Ifugao word for “forest.” Most *muyongs* are located in the upper portion of the stratified agricultural lot and are generally thought of as an extension of the *payoh* (ricefield). They help conserve the water for the *payoh* and serve as source of firewood for cooking the harvest from the field (IRDC 1996), and of raw materials for house construction and woodcarving.

The Ifugao customary laws confine the cultivation of the *muyong* to clan members as it is considered as clan- or family-owned (See 2000). Owners are expected to maintain their *muyong*. To them, it is a disgrace to pass the *muyong* to their heirs with few trees. Maintenance practices include weeding, tree thinning or release cutting, enrichment planting, and stem bending. The Ifugao also employ sprouting/pruning, rejuvenation, compost piling, root cutting, and collapsing. Moreover, trees are girded and thinned to regulate the intensity of light reaching the undergrowth (Serrano 1990). Huge trees in a *muyong*, especially those near creeks and large rocks, are not cut because these are believed to be the homes of the Ifugao earth spirits (IRDC 1996). To date, the remaining forests in the Ifugao and Banaue areas are managed mostly under the *muyong* system.

On the other hand, the *saguday* involves the management of a piece of forestland by a clan with a size ranging from 0.5 to 10 ha. The clan that owns a *saguday* ranges from 1 to 20 families. Big clans may include members from several generations. Only the clan members have direct access to the *saguday*, and they share equal rights to the resources found therein. Five objectives of living govern the management of the *saguday*, namely, health, prosperity (*gabay*), abundance (*sika*), nature, and peace. The *saguday* is maintained not only for the wood requirement of the owner but also for food, medicine, clean water, and cultural values.

Decision-making concerning the *saguday* is the sole responsibility of the council of elders and their designated caretakers. The caretakers manage the *saguday* and

implement the indigenous rules concerning its use. In exchange, they are free to use the resources and stay in the area. However, the elders can replace them if they are deemed not doing their jobs. The elders and caretakers allow the utilization of trees based on necessity. If the need is for fuel, only the branches and dead trees can be harvested. If the wood will be used for house construction, the caretaker chooses the tree to be cut, usually the mature trees and the ones that bear fewer cones. The number of trees cut also depends on the caretaker's assessment of the wood requirement of the requesting party.

Both the muyong and the saguday systems are living testimonies that demonstrate that learning from informal arrangements can help point the pathways towards sustainable forest management.

*Key achievements that may be of interest to other countries in the region*

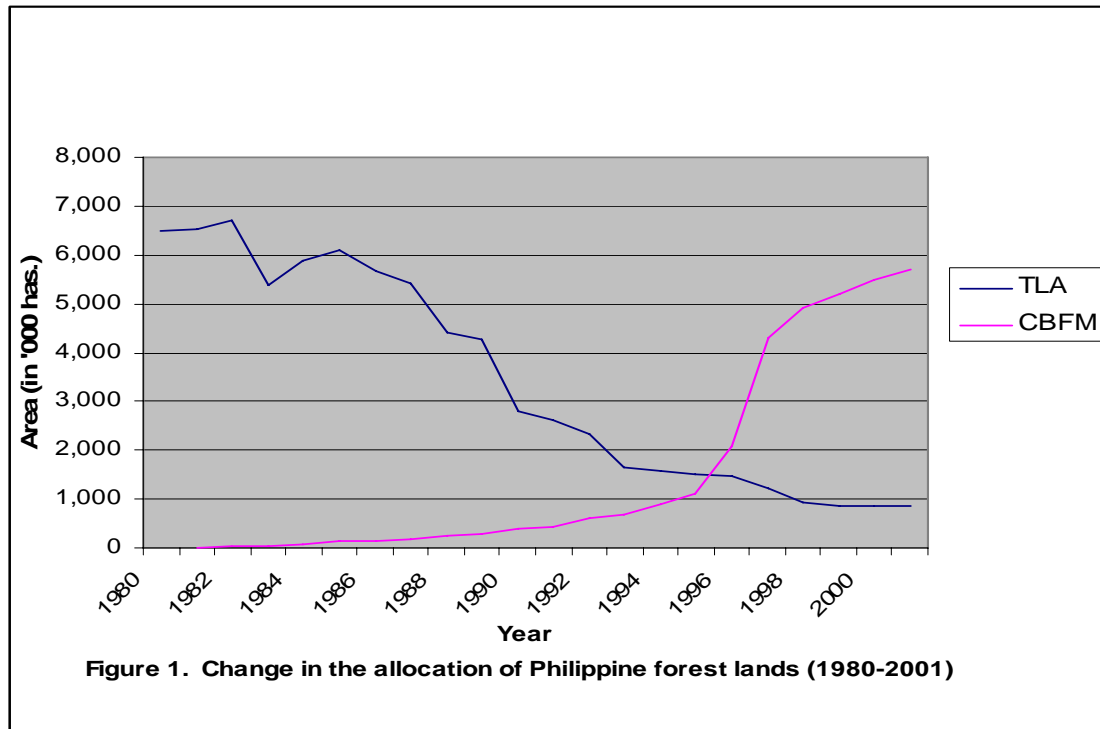
Among the key achievements of CBFM that may be of interest for other countries include the following:

Democratization of resource access

Until recently, forest occupants, including the IPs, were treated as “squatters” or “encroachers” in forestlands, even if they may have occupied these areas since time immemorial. This, to a large extent, has been corrected through the CBFM Program.

After the 1986 “People’s Revolution”, major reforms were initiated in the forestry sector to democratize resource access and recognize the vested rights of upland communities, especially the IPs, over their ancestral lands. At the heart of such reforms was the suspension or cancellation of the erring TLAs and the non-renewal of the expiring ones and the transfer of forest management and protection responsibilities to upland communities through the issuance of various forms of land tenure instruments. In return, these communities are bestowed with certain rights and privileges to enjoy forest benefits within the framework of sustainable resource management.

Consequently, access to forest resources was democratized through time. From 261 TLAs covering an aggregate area of about 8 M hectares in 1980, barely 13 TLAs are remaining covering a total area of 543,939 hectares of forest land. This represents a drastic departure from the earlier forest management approach, which placed 8-10 million hectares of forest land – around one-third of the country’s total land area of 30 million hectares – under the control of the social elite, particularly the relatively few timber license operators (Pulhin, 2001). On the other hand, from nil in 1980, total area covered by CBFM is now close to 6 M hectares with 4.3 M under various forms of land tenure instruments. Under the government strategic plan for CBFM, a total of 9M hectares have been targeted to be placed under CBFM by the year 2008. Figure 1 shows the declining trend of TLAs and increasing coverage of CBFM over the last two decades.



It should be emphasized, however, that in the context of the Philippines, having tenure security in forest land does not guarantee the State's provision of use right for the community to benefit from the resources found therein. As experienced in the past, use right may be withheld or even taken back any time depending on what is perceived to be "right" by the central DENR administration at a particular period in the name of serving the wider "public interest".

#### Forest rehabilitation and protection

Probably, the most notable accomplishment of CBFM to the forestry sector is its contribution to the overall reforestation and forest protection efforts of the government. From 1986 to 2002 (and up until at present) there is hardly any reforestation project that does not involve the local communities. During this period, available figure from the Forest Management Bureau shows that DENR has facilitated the planting of more than 600,000 hectares of grasslands and other denuded areas through its various "regular" and foreign-assisted reforestation projects. This constitutes around 37% of the 1.7M ha planted by all sectors nationwide from 1960 to 2002. Similarly, CBFM also created great impact on the establishments of tree plantations outside CBFM areas. As of 1999, CBFM participants have planted around 8,223 hectares within their own private areas including those in alienable and disposable (A&D) lands (Tesoro 1999).

In the aspect of forest protection, CBFM participants play a key role in halting illegal logging and other forest violations in their respective areas. Through the conduct of foot patrol and the installation of forestry check-points in strategic places, PO members have continue to provide the front-line defense against illegal activities especially in the 1.97 M ha covered by CBFMA and adjacent areas. This gives the DENR a savings of P127 million (~ \$2.53 million) annually based on the study of Tesoro (1999). Moreover, CBFM participants, in partnership with the other sectors, play an active role in the

different Multi-Sectoral Forest Protection Committees (MPFCs) that helped stop the big illegal logging activities. The MPFC Program is a multi-sectoral partnership among the DENR, LGUs and other non-government bodies and was conceived as a forest protection strategy under the Monitoring and Enforcement Component of the Natural Resources Sector Adjustment Loan (ENR-SECAL) funded by the World Bank (Cruz and Tapia, 2005).

#### Development of long-term resource management plan

The CBFM Program enables the participating POs to come up with long-term management plan for their respective CBFMA areas through the development of Community Resource Management Framework (CRMF). The CRMF is a strategic plan of the community on how to manage and benefit from the forest resources on a sustainable basis. It describes the community's long-term vision, aspirations, commitments and strategies for the protection, rehabilitation, development and utilization of forest resources. Among its specific components include livelihood, land uses within the CBFM areas, market information system, and criteria and indicators for CBFM. The CRMF also provides detailed activities for the first five (5) years which serve as the 5-year work plan of the PO.

#### *Issues hindering CBFM development at the community level*

##### Need for sustainable livelihood

Provision of sustainable livelihood remains the greatest obstacle that hinders the development of CBFM at the local level. While livelihood promotion is one of the core strategies in the CBFM Program implementation, limited gains have so far been achieved in this area at the national scale. One of the major reasons for this is the absence of capital to sustain the operations of the different livelihood projects initiated by POs. In the absence of financial capital from other sources, most POs depend on the income from timber harvesting to support their livelihood projects. With the series of government's nationwide cancellation of resource utilization permits (RUP) and the recent national RUP suspension in all regions except for Region 13, POs were barred from timber harvesting resulting to the stoppage of most of their livelihood projects.

The lack of capital is exacerbated by the fact that some livelihood initiatives are not well conceived, short-lived and may be discontinued due to a combination of technical, financial, marketing, social, and managerial problems as well as natural calamities like typhoons and drought. Likewise, benefits from livelihood activities are not widely distributed and maybe confined to PO leaders and the economically well-off sector of the community (Rebugio 2001).

Moreover, there is yet weak integration of the production component of livelihood to processing and marketing aspects. Agroforestry products and timber harvested from natural and plantation forests are rarely processed locally thus can hardly generate added value for the POs. Similarly, products are usually not linked to viable and stable a market, which prevents POs from obtaining adequate benefits from these products (Pulhin 2005).

##### Weak POs

Most POs have not fully developed the internal capability to be independent after the project support has been withdrawn. As a result, they become inactive and unable to sustain their activities months after the project assistance has terminated. In certain instances, there is a need for the introduction of a new project to renew their interest and participation in CBFM activities.

Among the areas that most POs need further enhancement are leadership and organizational skills, livelihood and entrepreneurial capability, and financial management.

#### Limited participation in decision-making

The level of community participation in decision-making is usually limited. A study by Rebugio (2001) indicates that the activities frequently participated in by PO members are confined to the actual implementation of CBFM activities but not necessarily on the decision-making pertaining to these activities. The most commonly participated activities are community meetings/dialogues, training, PO formation, assisted natural regeneration, agroforestry activities, and timber stand improvement. Similarly, Dahal (draft paper) in his analysis of CBFM projects in the provinces of Nueva Vizcaya and Quirino observed that decisions about forest management and the PO's plan and its implementation are made by the project staff or the concerned DENR personnel with very limited if no involvement at all from the POs. This implies that either the POs have limited authority vested upon them to make independent decisions or lack the capacity to deal with their new role in CBFM implementation.

#### Limited involvement of other community members in CBFM

High percentage of community members are non-PO members and hence not involved in CBFM activities. Recent studies indicate PO membership ranges from 10 to 40 percent of the total households in a given area (Dahal draft paper, Pulhin 2005). The situation adversely affects the implementation of CBFM. Non-members are less concerned and do not feel responsible to participate in any CBFM activities like forest management protection. There are also situations where they can initiate destructive activities like illegal timber cutting and forest fires. Moreover, since PO serves as the legitimate resource managers and hence the rightful CBFM beneficiaries the non-inclusion of a greater percentage of community members as PO members also raises the issue of equity in terms of access to and distribution of forest benefits.

#### Inadequate technical and institutional support

Considering the complex and multifarious needs of the communities, most POs need continuing technical assistance and related support even after the termination of the external support provided by the project. Unfortunately, the DENR and LGUs, the primary institutions that are mandated to provide these services, do not have sufficient manpower and financial resources to extend such services. Thus, POs in most cases are left struggling on their own after the project termination. Few of them, especially those which managed to generate capital and develop entrepreneurial capability and the necessary external linkages are able to continue their forest management and protection responsibilities. Most POs, however become inactive due to the absence of resources and the limited incentives associated with forest management and protection especially

in places where timber harvesting both from natural and plantation stands are not allowed.



### Weak monitoring and evaluation

Monitoring and evaluation of CBFM usually stopped after project assistance expired. This, in most instances, has contributed to inactive POs as exemplified by a number of cases examined in the recent in-depth case study on CBFM under the National Forest Programme Facility (NFPF) through the Food and Agriculture Organization (FAO) of the United Nations (Pulhin 2005). The CBFM Program still lacks an appropriate M & E system at various levels to determine effectiveness and impacts. The revised Implementing Rules and Regulations of CBFM specify the creation of a composite team for the conduct of annual M & E in addition to the regular M & E conducted by the CENRO, PENRO and RENRO (Regional Environment and Natural Resources Office). It remains to be seen if an effective and sustainable M & E system can really be institutionalized considering the limited human and financial resources of DENR.

### **Existing Capacity Building Programs**

#### *CF/CBNRM capacity building agencies and their focus*

A number of agencies and organizations provide capacity building programs in the country on CBFM/CBNRM to strengthen CBFM implementation. Among these are the Human Resource Development Service of DENR, College of Forestry and Natural Resources of the University of the Philippines Los Banos (CFNR-UPLB), International Institute for Rural Reconstruction (IIRR), Environmental Science for Social Change (ESSC), and an undetermined number of NGOs providing “community organizing” and technical services to POs mainly through the different foreign-assisted CBFM-related projects.

#### Department of Environment and Natural Resources – Human Resource and Development Service (DENR-HRDS)

DENR ‘s mission is to be the dynamic force behind people’s initiatives in the protection, conservation, development and management of the environment and natural resources through an effective and efficient performance of its role in policy formulation and regulatory and developmental functions ([www.denr.gov.ph](http://www.denr.gov.ph)). At the forefront of achieving this mission is building the technical and managerial capacity of its staff as well as its clientele, including the upland communities, to be effective agents of sustainable natural resources management.

DENR’s Human Resource and Development Service (HRDS) is the one responsible for capacitating its staff to respond to the multifaceted requirements of the CBFM Program. In partnership with the academe, research institutions, government and NGOs, HRDS conducts a number of short-training courses involving different levels of DENR staff from managerial to field personnel to enhance their appreciation, knowledge and skills on CBFM. Currently, of the total 641 DENR CBFM personnel nationwide, 489 have undertaken various forms of trainings although only 409 are assigned in actual CBFM work. In addition, HRDS may also facilitate the conduct of some capability-building training to POs involved in the implementation of CBFM projects.

#### University of the Philippines Los Baños – College of Forestry and Natural Resources (UPLB-CFNR)

The College of Forestry and Natural Resources, University of the Philippines Los Baños is the oldest school in forestry in the Philippines established in 1910. The College is divided into four teaching units, namely, Forest Biological Sciences (FBS), Institute of Renewable Natural Resources (IRNR), Social Forestry and Forest Governance (SFFG) and Forest Products and Paper Science (FPPS). In addition, there are four non-teaching units involved in forestry-related research and extension activities, namely, the Training Center for Tropical Resources and Ecosystems Sustainability (TREES), Forestry Development Center (FDC), Institute of Agroforestry (IAF) and Makiling Center for Mountain Ecosystems (MCME) (CFNR Brochure).

As the premiere academic institution in forestry, CFNR takes the lead in providing formal training to provide the forestry professionals the needed values and competencies that will advance the goals of CBFM. Since 1982, the College, through the Department of Social Forestry and Forest Governance, offers graduate and undergraduate programs in forestry, major in social forestry both to international and Filipino students.

In addition to formal education, CFNR through its training arm TREES, conducts a number of international and national short-training courses and study tours on community forestry-related topics. Examples of its regular training courses relevant to community forestry are the Participatory Approaches in Forestry and Natural Resources Development Projects (PARTEF), Social Forestry for Sustainable Rural Development (SOCFOR), and Monitoring and Evaluation of Social Forestry and Natural Resources Development Projects (MESFOR). In addition to its regular course offerings, TREES also offers special courses and study tours that may be custom-designed and conducted in response to specific requests from sponsoring agencies and organizations.

#### International Institute for Rural Reconstruction

IIRR works with the poor in Africa, Asia and Latin to enable them make meaningful change in their lives. In order to achieve this, IIRR creates partnerships with development organizations, government agencies and communities. The IIRR program has three components which involve the area of community forestry: learning community, education and training, and publication and communication ([www.iirr.org](http://www.iirr.org)).

Learning Community. IIRR works with poor communities to involve community leaders and members in the planning, implementation, monitoring and evaluation of integrated development programs. The joint effort includes the definition of the needs of a community, identification of indigenous knowledge and good local practices, introduction of practical low-cost technologies, encouragement of self-help and promotion of community development and mutual assistance.

Education and Training. The Institute is engaged in the development of the capacities of rural development managers and practitioners, making use of lessons learnt from working with communities. Like CFNR, it offers a number of international training courses relevant to community forestry such as community-based watershed management and participatory action-research.

Publications and Communication. IIRR works with communities and development partners to document field-based experiences. The Institute has produced over 50 publications during the last decade on topics as diverse as aquaculture, sustainable

agriculture, food security and maternal and child health. IIRR pioneered the 'writeshop' approach, which is a participatory and quick way of producing high impact publications. IIRR publications are widely used by extension workers and community members, by university teachers and scholars, government officials, planners and NGO workers.

### Environmental Science for Social Change (ESSC)

ESSC conducts research, forest surveys, community mapping, policy development and resource management involving the participation of local communities' dependent and utilizing natural resources for livelihood generation ([www.essc.org](http://www.essc.org)).

ESSC is currently producing the CBNRM practitioners' directory which is one of the activities in the SPARK (Sharing and Promotion of Awareness and Regional Knowledge) programme. This programme is implemented from 2000-2004 by the Voluntary Service Overseas (VSO) in partnership with ESSC.

### **Existing Networks and Movements**

A number of CF-related networks operate in the Philippines which are regional and national in scope. Among these are the Asia Forestry Network (AFN), Southeast Asian Network for Agroforestry Education (SEANAFE) and its national counterpart the Philippine Agroforestry Education and Research Network (PAFERN), and the National CBFM PO's Federation of the Philippines.

#### Asia Forest Network (AFN)

AFN is a non-profit corporation registered in both the Philippines and the USA. AFN is dedicated to supporting the role of communities in protection and the sustainable use of Asia's forests. AFN is comprised of a coalition of planners, policy makers, government foresters, scientists, researchers, and NGOs throughout South and Southeast Asia. Since its founding in 1987, AFN has become affiliated with over fifty institutions and 800 individuals.

In the Philippines, activities of AFN are being facilitated by ESSC which serves as its host institution. The following activities are being conducted by AFN ([www.mekonginfo.org/.../afn.html](http://www.mekonginfo.org/.../afn.html)):

National, regional, & global dialogues:

- Creating new communication channels and opportunities for dialogue
- Helping government and development agencies to formulate improved forest management policies
- Designing action research and policy analysis programs
- Encouraging cross-disciplinary and flexible programs that introduce new practices.

Processes for enhancing tenure security:

- Providing training workshops to develop capacity building for community organizations
- Building inter-agency cooperation and synergistic community forestry strategies
- Supporting community dialogues and participatory mapping

- Assisting communities to resolve conflicts and design sustainable forest work plans

Field research:

- Establishing community forestry research sites for assessing how policies and programs effect ethnic minorities and women
- Identifying communities of positive development and documenting their experiences
- Organizing seminars and workshops to exchange research information

Communication:

- National and regional research reports
- Working paper series of case study sites
- Website

From 2001-2004, AFN through ESSC, facilitated a special project named Community Forestry Support Project For Southeast Asia (Cfsp-Sea) in conjunction with Community Forestry International (CFI) with financing from the European Commission. Since March 2001, CFSP-SEA worked for the establishment of an appropriate organizational infrastructure and facilitated the development and implementation of community-based forest management policies and programs in five participating Southeast Asian countries from its regional hub office in Tagbilaran City, in the island of Bohol in the Philippines. CFSP-SEA supported country partner groups through the provision of technical assistance, training activities, small grants, and publications support. The program also promoted regional exchange and the sharing of CF experiences through annual regional meetings and regional field workshops, and numerous cross-visits.

Southeast Asian Network for Agroforestry Education (SEANAFE)

SEANAFE is an institutional network that aims to strengthen natural resource management program through institutional collaboration in the Southeast Asian Region which includes Indonesia, Lao People's Democratic Republic, Philippines, Thailand, and Vietnam. It's vision is to empower individual and communities in Southeast Asia in managing their natural resources and the environment for a sustainable livelihood. Specifically, it aims to develop human resources for agroforestry and integrated natural resource management through collaboration among educational institutions. SEANAFE has a Regional Facilitation Unit being hosted by the World Agroforestry Centre (ICRAF) in its SE Asia Regional Office based in Bogor, Indonesia, which provides technical assistance, financial support and connects SEANAFE to regional and global partners (SEANAFE flyer).

Among the activities undertaken by SEANAFE in addressing regional issues related natural resource management are: regional and national studies on key issues; review and development of agroforestry curricula; teaching materials supply, development and translation; capacity building for agroforestry staff; facilitation of connectivity between education and research systems; provision of links between education systems and farmers and communities; policy advocacy on agroforestry; information and communication; and resource generation and mobilization (SEANAFE flyer).

In the Philippines, a national network, Philippine Agroforestry Education and Research Network (PAFERN) was established through SEANAFE which involves a total of 31

state colleges and universities offering degree programs in agroforestry and two (2) Non-Government Organizations. Among its priority activities include curriculum development, institutional capacity building, staff capacity building, professionalization of agroforestry, resource generation, distribution and supply of agroforestry education teaching materials, participatory research and extension, and faculty / staff exchange program. More recently, it is also working for the enactment of a law on the professionalization of agroforestry education in the country through the offering of Agroforestry Board Examination.

The Institute of Agroforestry, one of the academic non-teaching units of CFNR, serves as the National Secretariat of PAFERN.

#### Upland NGO Assistance Committee (UNAC)

UNAC is a partnership of Philippine based social development and academic institutions collectively assisting Non-Governmental Organizations (NGOs) to serve upland communities. These institutions are the Institute of Agroforestry of the College of Forestry and Natural Resources, UPLB; Institute of Philippine Culture of the Ateneo de Manila University; Kalahan Educational Foundation (KEF), Philippine Association for Intercultural Development (PAFID); Philippine Business for Social Progress (PBSP); Philippine Partnership for the Development of Human Resources in the Rural Areas (PhilDHRRA); Social Development Research Center (SDRC) of the De La Salle University; and Tanggol Kalikasan (TK) ([www.skyinet.net/~unac](http://www.skyinet.net/~unac)).

UNAC envisions an upland development in which organized groups of local residents, both women and men, are responsible stewards of their resources, that is, they possess land rights and responsibilities; utilize ecologically sound methods in producing, processing and marketing their goods to maximize returns to the community; and develop, protect and manage all local resources for their own and national benefit for both present and future generations. In order to bring this about, UNAC has four major programs namely, 1) technical capability building in the areas of natural resource management, marketing, land tenure improvement, community organizing in the uplands, and research and documentation, 2) research and information management, 3) advocacy support in the areas of land tenure improvement, natural resource management, and development aggression, and 4) upland marketing program.

Currently, a total of 68 NGOs and POs participate in UNAC's different activities.

#### National CBFM PO's Federation of the Philippines

The National CBFM PO's Federation of the Philippines, Incorporated is a non-stock and non-profit association officially registered under the Securities and Exchange Commission of the Republic of the Philippines. As stipulated in its Articles of Incorporation, the Federation aims to:

- Unify all CBFM Federations all over the country;
- Attain common goals and aspirations;
- Be an avenue for other agencies and institutions to implement their extension services; and

- Foster harmonious relations among the CBFM-PO Federations in all their undertakings.

The National Federation is composed of representatives from 15 Regional CBFM-PO Federations which in turn represents the existing provincial federations nationwide. The National Federation was first established in July 1999 during the national PO Assembly in Manila through the assistance of the Natural Resources Management Project funded by USAID. Among its earlier activities include policy advocacy and promotion and support to forest rehabilitation and protection initiatives at the regional and provincial levels. Over the last three years, however, the Federation has very limited activities due to budgetary constraints. This is mainly due to the absence of external financial support and the very limited and intermittent commercial timber utilization in the CBFM sites due to the series of national cancellations of resource use permit (RUP) by DENR Secretaries that prevented the POs to generate economic benefits from their CBFM areas. The Federation Officers has not met since its last meeting in Cebu in December 2003 to elect new set of officers.

### **Main Issues in Advancing CF**

Despite some CBFM achievements, a lot of things have yet to be done to completely realize its objectives at the national scale. The following are some of the key issues involved in advancing CBFM in the Philippines:

#### *1. Absence of enabling legislative framework to advance CBFM objectives*

While CBFM has been adopted as the national strategy for sustainable forestry and social justice more than a decade ago, a single comprehensive legislation in forestry that provides an enabling legislative framework to advance its objectives still needs to be enacted. In the absence of a more updated forest legislation that reflects current CBFM approach, Presidential Decree (PD) No. 705 otherwise known as the Revised Forestry of the Philippines enacted in 1975 and amended by PD 1559 in 1978, is still being enforced. Said law is more regulatory rather than developmental in nature, hence does not really capture the spirit and intent of CBFM strategy. The proposed Sustainable Forest Management Act that adopts CBFM as a principal strategy for the management of the country's forest resources has been in the Philippine Congress for more than a decade, but has never been passed into law. Unless this is done, CBFM will always be vulnerable for displacement by other alternative approaches depending on the whims and desires of whoever will be occupying the top DENR post. At present, there are some apprehensions that the current DENR Secretary may cancel existing CBFM agreements in favor of other resource development strategies.

#### *2. Centralized decision-making process*

Contrary to the principle of participatory forest management which CBFM espoused, decision-making in CBFM especially at the policy and program level proved to be highly centralized. Recently, most of the major decisions emanate from the DENR Central Office with very limited or no participation at all from the other sectors especially from the local communities who bear the impacts of these decisions. For instance, the recent suspension of timber harvesting involving both natural and

plantation species in all regions of the country except for Region 13 that adversely affect the livelihood activities of most POs did not have the benefit of consultation from this sector.

### *3. Weak institutional support system to enhance CBFM implementation*

As mentioned earlier, the DENR and LGUs, the two major institutions mandated to implement the CBFM strategy, do not have sufficient manpower and financial resources to effectively and efficiently implement the CBFM Program. In the case of DENR, internal inconsistency exists between its organizational structure and the needs and demands of CBFM. The change from regulatory to development orientation is not reflected in the DENR staffing pattern, particularly at the field level. For instance, in some Community Environment and Natural Resources Offices, majority of the staff is still assigned to forest protection with only few people supporting CBFM. Similarly, almost all CBFM sites lack DENR field staff to provide continuing technical assistance and conduct regular monitoring. Exacerbating the problem is the lack of necessary resources, incentives/reward systems, and logistic support to support the shift regulatory to developmental functions.

Similarly, insufficient resources constrain the LGUs in fulfilling their designated responsibilities of supervising the implementation of CBFM Program. In the absence of appropriate training and financial support, most LGUs are ill-prepared to take on their new responsibility under the devolved functions of forest management. Except in few places, there is generally weak coordination and on-going partnership between DENR and LGUs at the field level in relation to actual CBFM implementation.

Moreover, progressive policies for soliciting the participation of NGOs, LGUs and other sectors are not fully implemented. Various policies have been formulated to promote the participation of NGOs, LGUs and other sectors in CBFM. Section 5 of E.O 263 stipulates the creation of “a CBFM Steering Committee” representing 15 government agencies and offices tasked to “formulate and develop policy guidelines that will create incentives and conditions necessary to effectively carry out community-based forest management strategy”. The Committee may also invite representatives from NGOs and other public and private groups. In addition, two Joint Memorandum Circulars (Joint Memorandum Circular No. 98-01 and Joint DENR-DILG Memorandum Circular No. 2003-01) have been issued by DENR and the Department of the Interior and Local Government to institutionalize and strengthen partnerships between the two agencies on devolved and other forest management functions. Despite these issuances, support from the different sectors in CBFM implementation remains poor. A major challenge is to implement these policies both at the national and field level to forge successful and lasting partnerships among DENR, LGU, PO, and other stakeholders to help realize the CBFM objectives (Pulhin 2005).

### *4. Conflicting authority centers*

The recent emergence of conflicting authority centers in the forestry sector is also affecting the pace of CBFM implementation in the Philippines. While DENR controls most of the forests, the Certificate of Ancestral Domain Claims (CADCs), comprising around 2.5 million hectares of forests, are under the authority of the National

Commission on Indigenous Peoples (NCIP). NCIP is a powerful government agency that is fully supported by legislation. The Indigenous Peoples Rights Act of 1997 mandates the government, through NCIP, to recognize, protect, and promote the rights of indigenous peoples. CADCs are thus out of DENR jurisdiction. The NCIP has functional responsibilities at the national, regional and provincial levels, and an administrative structure that is similar with that of DENR. However, unlike DENR, NCIP do not have the expertise and financial resources to function, thereby rendering it as an otherwise ineffective agency. Nevertheless, the influence of NCIP in the implementation of CBFM programs, as well as in the national political arena, is growing. In fact, NCIP is demanding a wider jurisdiction to include more forests under CADCs (Balooni, Pulhin and Inoue draft paper).

These developments imply of the conflicts between DENR and NICIP in terms of territorial jurisdictions on forests that constrain CBFM initiatives in the Philippines. This noticeable power tussle necessitates centralized decision-making by each of these institutions. Lowry et al. (2005) explained a somewhat similar conflict between two national government agencies in the Philippines -- DENR and the Department of Agriculture-Bureau of Fisheries and Aquatic Resources (DA-BFAR). They share responsibilities in mangrove management in the Philippines which only contribute to inaction and/or inefficiency.

##### *5. Weak CBFM PO Federation*

As mentioned earlier, the National CBFM PO's Federation of the Philippines remains to be very weak mainly due to the very limited financial resources and the absence of other related external support. This hampers the advancement of CBFM in the country due to poor representation of the POs in the CBFM policy-making process. Consequently, the voices of the POs and their interests are not ventilated and hence not taken into account in major decision making such as the series of nationwide cancellation of RUPs.

##### *How the above issues are being overcome?*

Advocates of CBFM from DENR and non-government sectors continue to lobby towards the enactment of a law (such as the Sustainable Forest Management Act) that embodies the ideals and objectives of CBFM to achieve the goal of sustainable forest management and social justice. However, despite more than a decade of efforts, the said law has not been passed. With the 2004 destructive floods claiming hundreds of precious lives and valuable properties, public support for total log ban as against sustainable forest management that allows timber harvesting has regained momentum. Thus enacting an enabling legislative framework supportive of CBFM objectives that allows timber harvesting by local communities will continue to be an uphill battle.

On the other hand, not much has been done yet in terms of addressing the highly centralized decision-making process especially in the aspect of the suspension of timber harvesting in areas covered by CBFMA. This may be due to the weak mobilizing and lobbying capability of the CBFM Federations at the provincial, regional and national levels mainly due to limited resources to support their operations.



As regards to the weak institutional support systems, the DENR has yet to find the appropriate strategies on how to generate the commitment and active participation of the LGUs, other government agencies, non-government and private sectors at the local and national levels to enhance CBFM implementation. The DENR-LGU partnership while they may already be clearly reflected on existing policies remains to be implemented on the ground in many areas to help realized the CBFM objectives. Likewise, DENR has yet to reorganize to attain internal consistency between its organizational structure and the needs and demands of CBFM. This would also mean mobilizing and/or allocating more resources to strengthen the implementation of CBFM at the field level. Moreover, DENR and NCIP have yet to work more collaboratively especially in CADC/CALT areas with the common goal of improving the socioeconomic welfare of the local communities and promoting sustainable forest management.

Currently, except for supporting the election of new set of officers, no effort has been done to strengthen the political capacity of the of National CBFM PO's Federation. Recently, the Center for International Forestry Research (CIFOR) has initiated the holding of a two-day workshop for the national officers and regional federation representatives to reflect on the experiences, issues and concerns, and lessons learned by the Federation and to identify strategies for its revitalization and sustainability.

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## List of Acronyms

A&D	Alienable and Disposable
ADB	Asian Development Bank
AFN	Asia Forestry Network
BFD	Bureau of Forest Development
C & I	Criteria and Indicators
CADCs	Certificates of Ancestral Domain Claims
CADT	Certificate of Ancestral Domain Title
CADT	Certificate of Ancestral Land Title
CBFM	Community-Based Forest Management
CBFMA	Community-Based Forest Management Agreement
CBFMP	Community-Based Forest Management Program
CBNRM	Community-Based Natural Resources Management
CENRO	Community Environment and Natural Resources Office
CEP	Coastal Environmental Programme
CF	Community Forestry
CFI	Community Forestry International
CFMA	Community Forestry Management Agreement
CFNR	College of Forestry and Natural Resources
CFP	Community Forestry Program
CFPQ	Community Forestry Project of Quirino
CFSP-SEA	Community Forestry Support Project For Southeast Asia
CIFOR	Center for International Forestry Research
CLUP	Comprehensive Land Use Plan
CRMF	Community-Based Forest Management Framework
CS	Certificate of Stewardship
DAO	Department of Environment and Natural Resources Administrative Order
DENR	Department of Environment and Natural Resources
DILG	Department of Interior and Local Government
ECC	Environment Compliance Certificate
EDSA	Epifanio De Los Santos Avenue
EO	Executive Order
ESSC	Environmental Science for Social Change
FAO	Food and Agriculture Organization
FBS	Forest Biological Sciences
FDC	Forestry Development Center
FLMP	Forest Land Management Program
FMB	Forest Management Bureau
FPPS	Forest Products and Paper Science
FSP	Forestry Sector Project
FYWP	Five-Year Work Plan
GDP	Gross Domestic Product
GTZ	German Agency for Technical Cooperation, Ltd.
HRDS	Human Resource and Development Service
IAF	Institute of Agroforestry
ICCs/IPs	Indigenous Cultural Communities/Indigenous Peoples
ICRAF	World Agroforestry Centre

IEC	Information Education Campaign
IIRR	International Institute for Rural Reconstruction
IPC-ADMU	Institute of Philippine Culture of the Ateneo de Manila University
IPRA	Indigenous People's Rights Act
IPs	Indigenous Peoples
IRDC	Ifugao Research Development Center
IRMP	Integrated Rainforest Management Project
IRNR	Institute of Renewable Natural Resources
ISFP	Integrated Social Forestry Program
ITTO	International Tropical Timber Organization
JICA	Japan International Cooperation Agency
KEF	Kalahan Educational Foundation
LGUs	Local Government Units
LIUCP	Low Income Upland Communities Project
M & E	Monitoring and Evaluation
MCME	Making Center for Mountain Ecosystems
MESFOR	Monitoring and Evaluation of Social Forestry and Natural Resources Development Projects
MIS	Management Information System
NEDA	National Economic Development Authority
NGO	Non-Governmental Organization
NIA	National Irrigation Administration
NIPAS	National Integrated Protected Areas System
NRMP	Natural Resources Management Programme
ODA	Official Development Assistance
OGAs	Other Government Agencies
PAFERN	Philippine Agroforestry Education And Research Network (PAFERN).
PAG	Policy Advisory Group
PAMB	Protected Area Management Board
PARTEF	Participatory Approaches in Forestry and Natural Resources Development Projects
PBSP	Philippine Association for Intercultural Development (PAFID); Philippine Business for Social Progress
PCSD	Philippine Council for Sustainable Development
PENRO	Provincial Environment and Natural Resources Office
PFA	Public Forest Administration
PFEC	Philippine Federation for Environmental Concerns
PhilDHRRRA	Philippine Partnership for the Development of Human Resources in the Rural Areas
POs	People's Organizations
PSTFAD	Provincial Special Task Forces on Ancestral Domains
RA	Republic Act
RADC	Recognition of Ancestral Domains/Claims
RENRO	Regional Environment and Natural Resources Office
RRMP	Regional Resources Management Project
RUP	Resource Use Permit
SDRC	Social Development Research Center of the De La Salle University
SEANAFE	Southeast Asian Network for Agroforestry Education
SFFG	Social Forestry and Forest Governance

SOCFOR	Social Forestry for Sustainable Rural Development
SPARK	Sharing and Promotion of Awareness and Regional Knowledge
TK	Tanggol Kalikasan
TLA	Timber License Agreement
TREES	Training Center for Tropical Resources and Ecosystems Sustainability
UDP	Upland Development Project
UNAC	Upland NGOs Assistance Committee
UPLB	University of the Philippines Los Baños
USA	United States of America
USAID	United States Agency for International Development
VSO	Voluntary Service Overseas
WB	World Bank