

**INTERNATIONAL LABOUR ORGANIZATION (ILO)
MULTI-BILATERAL PROGRAMME OF TECHNICAL COOPERATION**

MID-TERM EVALUATION REPORT

Project No: **PHI0901SPA**

Project Title : **CARAGA Indigenous Peoples Development Programme (IPDP):** Support to Institution Building, Promotion of Human Rights and Gender Equality, Reduction of Poverty and Rehabilitation of the Environment in the context of Ancestral Domain Development and Protection

Period Covered: July 2009 – November 2011

Total Budget : USD\$ 3,937,126

Total Budget
Released : \$1,940,500

Starting Date : July 2009

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Implemented by: ILO Country Office, Philippines

Donor : Government of Spain

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ABBREVIATIONS

ADSDPP	Ancestral Domain Sustainable Development Protection Pla
AECD	Spanish Agency for Development Cooperation
CADT	Certificate of Ancestral Domain Title
CAP	Community Action Plan
CDF	Community Development Facilitator
CHR	Commission on Human Rights
CP	Convergence Plan
CPDP	Community Driven Participatory Development
CSV	Community Shared Vision
DENR	Department of Environment and Natural Resources
DILG	Department of Interior and Local Government
DOLE	Department of Labor
DTI	Department of Trade and Industry
FGD	Focus Group Discussions
ILO	International Labour Organization
IPDP	Indigenous People Development Programme
IPMAP	Indigenous Peoples Master Plan
IPO	Indigenous Peoples Organizations
KASAMACOR	Kayumbyahan Sago Manobo Corporation
KII	Key Informant Interviews
LGU	Local Government Unit
MENRO	Municipal Environment and Natural Resources Office
MOU	Memorandum of Understanding
NCIP	National Commission on Indigenous Peoples
NEDA	National Economic Development Authority
NSCB	National Statistics Coordination Board
NSO	National Statistics Office
SHG	Self Help Group
SIKAP	Sibog Katwahan Alang sa Paglambo, Inc.
TESDA	Technical Education and Skills Development Authority

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ABSTRACT

Background. The **Caraga Indigenous People Development Programme (IPDP)** is an ongoing collaborative undertaking of the Government of Spain and the International Labour Organization (ILO). Support for the project comes from the Government of Spain through the Spanish Agency for Development Cooperation (AECID). The project was designed in 2008 and the implementation through ILO started in June 2009. The duration of the project was set for 4.5 years and designed to be completed until end of December 2013. However, the project duration was reduced to 2.5 years or only up to December 2011. The AECID has provided a payment of \$1,940,500 to support the first two and half years of the project. In December 2011, a no-cost extension has been approved by the Government of Spain allowing project activities to be implemented up to end of March 2012.

The overall development objective of the project is to strengthen the capacity of indigenous peoples in the context of self-reliance to protect their fundamental rights, preserve the environment and reduce poverty in their midst within the framework of the development and protection of their ancestral domains in partnership with the government, non-government organizations and other service providers. The project is being implemented in the eight ancestral domains in the four CARAGA provinces, namely: Agusan Del Norte, Agusan Del Sur, Surigao Del Norte and Surigao Del Sur.

Evaluation Methodology. The evaluation applied the participatory rapid appraisal methodology which covered, desk review of project documents, field visit/observations, key informant interviews (KIIs), focus group discussions (FGDs) with implementing partners, IP Organizations (IPOs), Self Help Group (SHGs) and convergence partners. The evaluation team also conducted a multi-stakeholder workshop as debriefing and validation of initial findings.

Findings. IPDP shows its relevance to the IP development in the project sites, effective in achieving immediate objectives, efficient in utilizing resources of the project and partners, can sustain the gains and benefits given the community structures established by the IPOs, and sensitive in protecting the IP culture, traditions and institutions. The project has achieved its development targets set for two and a half years in capacitating the indigenous peoples to have: (i) structurally stable community organizations that are equipped with organizational management skills and have sufficient capacity to serve as community development facilitator; (ii) an improved knowledge and understanding of their human and other fundamental rights and the capacity to assert and protect these rights; (iii) improved traditional livelihoods that could result in higher income and employment opportunities anchored on the sustainable development and protection of the available resources within their ancestral domain; (iv) effective community-driven environmental protection and rehabilitation mechanisms in place; and (v) effective mechanisms for mainstreaming gender equality issues in the development process within their ancestral domain.

Conclusions. The IPDP has substantially achieved its overall development objective which is *“to strengthen the capacity of indigenous peoples in the context of self-reliance to protect their fundamental rights, preserve the environment and reduce poverty in their midst within the framework of the development and protection of their ancestral domains in partnership with the government, non-government organizations and other service providers”*. The IPOs and SHGs guided by organizational policies and guidelines are already in place and have the basic capacity to implement their respective CAPs/ADSDPPs for the protection and

preservation of ancestral domain and generate livelihood and employment via enterprise development. The Convergence Plans (CPs) formalized in a localized Memorandum of Understanding is a big step to mainstream IP agenda in the development programs and services of various stakeholders (IPOs, LGUs, NGAs, CSOs, and the private sector). Some of the priority services and projects identified in the CAPs/ADSDPPs are already integrated in the plans of LGUs and NGA line agencies. While the project has already facilitated remarkable achievement at the midterm of implementation, continuation of the project interventions will further strengthen the IPOs and enhance the implementation of their CAPs/ADSDPP. Early termination of the project at the mid-term will be a big challenge for the IPOs and partners to carry out the activities and services earlier defined to be supported by IPDP such as grants for SHGs and construction of CPCCs.

Recommendations. Given the information that IPDP will be closed on March 2012, the following short term recommendations are hereby forwarded for consideration of ILO: (i) Prioritize for funding the high impact activities in the remaining three months (January to March 2012) of the project such as the construction of Center for Peace and Capacity building Centers (CPCCs) and granting of livelihood funds for the SHGs; and (ii) Facilitate conduct of convergence partners meetings or workshops in various project sites to prepare the IPOs and partners for the continuation of the implementation of priority activities defined in the CAPs/ADSDPPs despite the early termination of IPDP.

In the longer term, the following are hereby recommended to sustain the gains and benefits of IPDP and for future projects in the IP sector: (i) for NCIP to expedite the release and award of CADTs in the project sites so that the IPOs can officially take full jurisdiction and management over the ancestral domain; (ii) for IPOs to institutionalize their respective organizational and administrative policies and guidelines and complete the preparation of ADSDPPs taking off from the current CAPs; (iii) for SHGs to strengthen their enterprise development initiatives taking off from their profitability and business plans; (iv) for convergence partners (LGUs, NGAs, CSOs, private sector and donor agencies) to support the implementation of CAPs/ADSDPPs to create greater impact in the development of IPs; (v) for NCIP to facilitate dialogue with DENR, DOE, LGUs, NCIP, DAR and other agencies to thresh out issues and conflicts related to land tenure instruments to ascertain IP rights over the ancestral domain in accordance with IPRA; (vi) for NCIP and DILG to jointly implement IP representation to the local bodies in accordance with the NCIP Administrative Order No. 01 Series of 2009 and (DILG Memorandum Circular No. 2010-2019); (vii) for ILO to continue supporting the IPDP intervention via developing new projects for the same project sites and/or similar initiatives in other IP communities taking off from the lessons of IPDP; and (viii) for all development partners to adopt CPDP approach in developing new projects and putting IPOs in the forefront of project implementation as it is proven effective in empowering the indigenous peoples.

Suggested revision or improvements in the extension work plan of IPDP and strategies for phase out and sustainability. Based on consultations, FGDs and KIIs with project partners, the following are the preferred development interventions which can still be covered for project extension (January – March 2012):

COMPONENT	INDICATIVE PRIORITY ACTIVITIES
Institution Building	<ul style="list-style-type: none"> Additional training for strengthening of IPOs/SHGs Assistance for the completion of Ancestral Domain Sustainable Development and Protection Plans ADSDPPs

(Protection of IP/Human Rights	<ul style="list-style-type: none"> • Role out of additional community orientation on IPRA and human rights • Additional assistance for the construction of Tribal Houses • Facilitate engagement of more Para-Teachers with DepED
Income and Employment Generation	<ul style="list-style-type: none"> • Release of financial grants to more SHGs to strengthen their respective enterprise(s) • Further training on business/enterprise management (sago flour, banana, abaca, cassava, fruits and vegetables, rice, handicrafts)
Protection of the Environment	<ul style="list-style-type: none"> • Additional community orientation and training on environmental protection and law enforcement for Tribal Guards/Bantay Gubat • Facilitate engagement of IPOs in the NGP for the ancestral domain
Gender Equality	<ul style="list-style-type: none"> • Roll out of additional community orientation on GAD/Magna Carta on Women

Strategies for Phase out and sustainability. The primary phase out strategy is to strengthen the capacity of IP organizations, complete and ascertain ADSDPPs, and strengthen convergence to sustain the results and benefits derived from IPDP. Likewise, linkages and partnership with the LGUs, concerned offices of National Government Agencies (NGAs) and Civil Society Organizations (CSOs) shall be established so that projects and services identified in the ADSDPPs/CAPs will be considered in the respective regular programs to ensure sustainability.

INTERIM EVALUATION

CARAGA INDIGENOUS PEOPLE DEVELOPMENT PROGRAMME (IPDP)

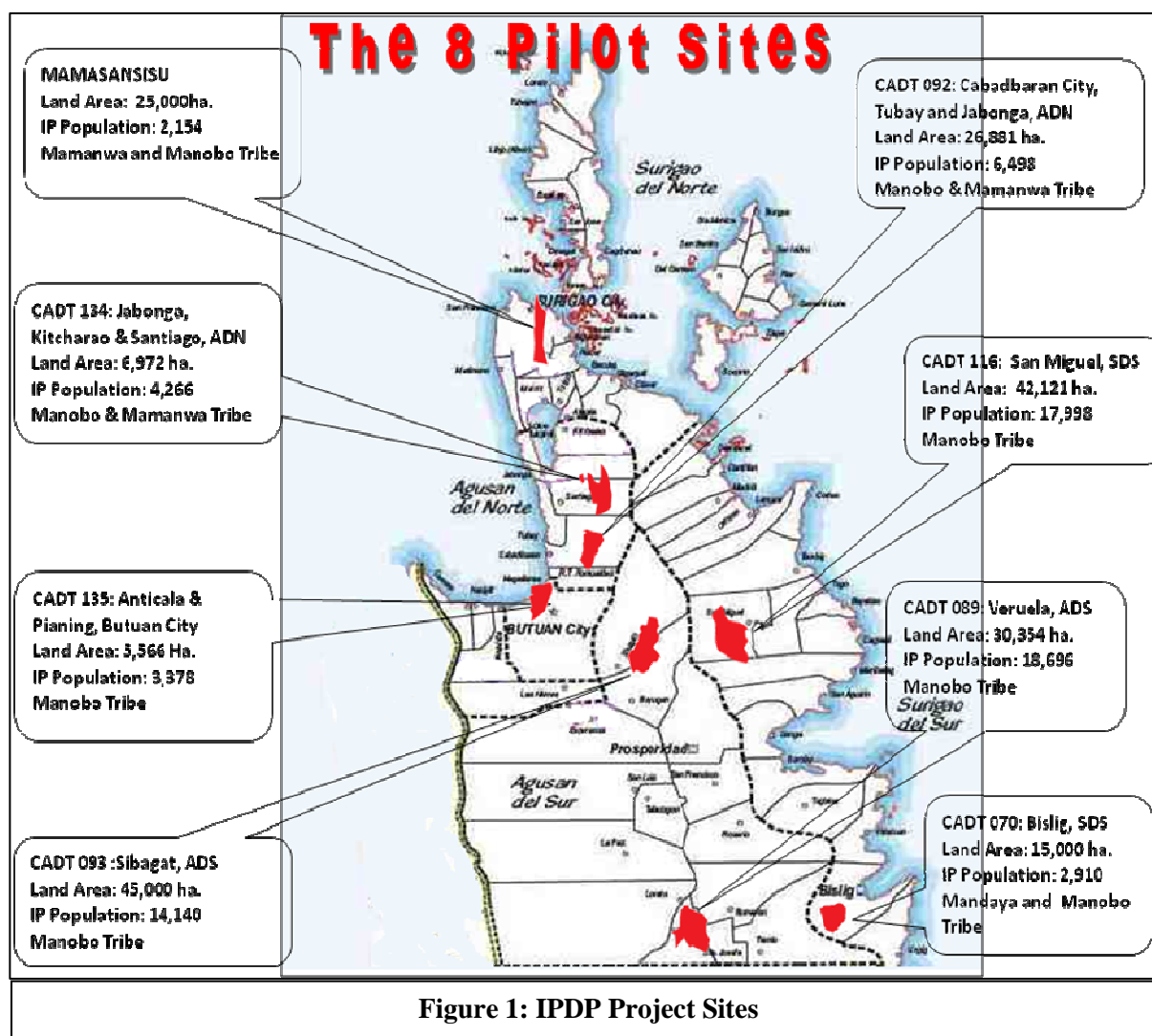
A. BACKGROUND

The **Caraga Indigenous People Development Programme (IPDP)** is an ongoing collaborative undertaking of the Government of Spain and the International Labour Organization (ILO). Support for the project comes from the Government of Spain through the Spanish Agency for Development Cooperation (AECID). The project was designed in 2008 and the implementation through ILO started in June 2009. The duration of the project was set for 4.5 years and designed to be completed until end of December 2013. However, the project duration was reduced to 2.5 years or only up to December 2011. The AECID has provided a payment of \$1,940,500 to support the first two and half years of the project. In December 2011, a no-cost extension has been approved by the Government of Spain allowing project activities to be implemented up to end of March 2012.

The overall development objective of the project is to strengthen the capacity of indigenous peoples in the context of self-reliance to protect their fundamental rights, preserve the environment and reduce poverty in their midst within the framework of the development and protection of their ancestral domains in partnership with the government, non-government organizations and other service providers. Specifically, the project aims to enable the indigenous peoples to have: (1) Structurally stable community organizations that are equipped with organizational management skills and have sufficient capacity to serve as community development facilitator; (2) An improved knowledge and understanding of their human and other fundamental rights and the capacity to assert and protect these rights; (3) Improved traditional livelihoods that could result in higher income and employment opportunities anchored on the sustainable development and protection of the available resources within their ancestral domain; (4) Effective community-driven environmental protection and rehabilitation mechanisms in place; and (5) Effective mechanisms for mainstreaming gender equality issues in the development process within their ancestral domain.

The Project has five components, namely: (1) institution building; (2) promotion of human/IP rights; (3) support to income and employment generation; (4) protection of the environment; and (5) promotion of gender equality. It is being executed by ILO Country Office in Manila in cooperation with National Commission on Indigenous Peoples (NCIP), Sibog Katwahan Alang sa Paglambo, Inc. (SIKAP) as local partner of ILO, Local Government Units (LGUs), and IP organizations (IPOs)

The project is being implemented in the eight ancestral domains in the four CARAGA provinces,. The project sites is presented in **Figure 1**. CARAGA is located in Northern Mindanao and rated one of the poorest regions in the country. CARAGA is composed of the provinces of Agusan Del Norte, Agusan Del Sur, Surigao Del Norte and Surigao Del Sur including Butuan City and Surigao City.



In the 2009 estimates of poverty among families conducted by the National Statistics Coordination Board (NSCB)¹, CARAGA region posted the highest incidence with 39.8%. Agusan Del Sur and Surigao Del Norte were also included in the bottom provinces with poverty incidence of 51.2 and 47.9 respectively. Surigao Del Sur has a poverty incidence among families of 36.3% while Agusan Del Norte has 27.3%

Likewise, the indigenous peoples is also considered one of the poorest sector in Philippine society. The Indigenous Peoples Master Plan (IPMAP) noted that *“Poverty is much higher in regions/provinces which are populated mainly by indigenous peoples. xxx Among the causes are decline in the productivity and profitability of farming, smaller farm sizes and unsustainable practices that have led to deforestation and depleted fishing waters. IP areas lag behind in economic growth and they have higher underemployment. The IPs have high illiteracy rates and are affected by the encroachment of modern technology and cultures onto traditional norms and practices. It is obvious that indigenous communities that have been relocated from their traditional communities and that have lost access to their land, natural resources, and other assets, are likely to bear the burden of material poverty as*

¹ 2009 Official Poverty Statistics, National Statistics Coordination Board, Presentation of Dr. Romulo A. Virola, February 8, 2011

well as socio-cultural deprivation. The same is true for IP communities who have lost their livelihood as a consequence of mining, logging, and similar extractive activities.”²

In CARAGA, indigenous peoples have a population of around 544,065 representing 23.72% of the total regional population of 2,293,346³. **Table 1** shows the indigenous peoples population per tribe in CARAGA.

Table 1: Indigenous Peoples Population in CARAGA⁴

Tribes	Population	%
Higaonon	265,000	48.71%
Manobo	122,970	22.60%
Dibabawon	81,997	15.07%
Tigwahamon	36,128	6.64%
Matigsalog	15,000	2.76%
Talaandig	10,000	1.84%
Mamanwa	7,970	1.46%
Banwaon	5,000	0.92%
TOTAL	544,065	100.00%

B. PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION⁵

The Terms of Reference (TOR) of the Mid-Term Evaluation indicated the purpose, scope and clients as follows:

1. Purpose. The purpose of the evaluation is to **assess the levels of achievement of the project and to determine its relevance, efficiency, effectiveness and sustainability.** The evaluation will identify key areas of strength (and weaknesses) in project implementation to help ILO and its implementing partners validate or reformulate strategies to achieve the objectives of the project.

2. Scope. The evaluation will cover field-level implementation in CARAGA from the start of the project in 2009 until November 2011. It will focus on the responsiveness and sensitivity of the project approach and strategy to the development needs and culture of the indigenous peoples in CARAGA, who are both beneficiaries and implementing project partners. It will review the project activities in terms of how they contributed to the attainment of the objectives of the project

3. Clients. The principal clients for the evaluation are the project management, the implementing partners, the donor, CO Manila and the partner IPOs. The evaluation results will also provide additional information on lessons generated that could be useful to other relevant technical units of the ILO.

The evaluation was conducted on December 1-30, 2011 by an Independent Evaluator assisted by a Facilitator cum Interpreter and supported by the IPDP Project Office and the

² Annex A, Indigenous Peoples Master Plan, National Commission on Indigenous Peoples (NCIP), 2011

³ 2007 Census of Population, NSCB

⁴ Concept Paper, CARAGA IPDP, International Labor Organization

⁵ Terms of Reference for the Mid-Term Evaluation

Sibog Katwahan Alang sa Paglambo, Inc. (SIKAP), the NGO partner of ILO. **Annex 1** shows the schedule of evaluation and activities undertaken.

C. Methodology

The evaluation applied a participatory rapid appraisal methodology. It covered the following evaluation activities:

1. Desk Review of Project Documents and other related literature. The following documents were reviewed during evaluation:

- IPDP Project Design
- IPDP Progress Reports, 2009, 2010, Updates November 2011)
- Baseline Study Reports of the eight Project Sites, 2010
- Community Action Plans (CAPs) of the eight Project Sites, 2011
- Convergence Plans of the eight Project Sites, 2011
- Organizational, Financial and Administrative Guidelines of Indigenous Peoples Organizations (IPOs) and Self Help Groups (SHGs), 2011
- Eight Community Reflection Session Reports, 2011
- Indigenous Peoples Master Plan (IPMAP), 2011

Focus Group Discussions (FGD). While the evaluation TOR indicated that at least 4 FGDs and site visits shall be held, FGDs were actually conducted with IPOs and different Self Help Groups in six CADTs, to wit:

Province	Ancestral Domain/Project Site	Indigenous Peoples Organizations (IPO)
Agusan Del Norte	CADT No. 134 – Santiago, Jabonga, Kitcharao	Mamanwa-Manobo Ancestral Domain Management Council
	CADT No. 135 – Anticala, Butuan City	Anticala Pianing Tribal Organization (APTO)
Agusan Del Sur	CADT No. 089 – Veruela, Sta Josefa	Veruela-Sta. Josefa Ancestral Domain Management Organization (VESTA-ADMO);
	CADT No 093 – Sibagat, Carmen	Wawa Sectoral Tribal Council (WAWASTC)
Surigao Del Sur	CADT No 048 – San Jose, Bislig, Lindig	Pamaypayan-San Jose Sikahoy Manobo/Mandaya Ancestral Domain Management Organization (PSS MAMADMO)
	CADT No. 116 – San Miguel	San Miguel Manobo Indigenous Cultural Communities Organization (SAMMICO)

FGDs in the remaining two CADTs were not possible at the time of evaluation due to distance and time constraints. However, representatives of the two CADTs were interviewed and their insights were properly considered in this report.

2. Key Informant Interview (KIIs). Interviews were conducted with the representatives from ILO, NCIP, Self Help Groups (SHGs), SIKAP, and

Convergence Partners (LGUs, NGAs, NGOs, IPOs) during field work. KIIs were also conducted with the officers the following umbrella IPOs:

Province	Ancestral Domain/Project Site	Indigenous Peoples Organizations (IPO)
Surigao Del Norte	CADT No (not yet known)-Malimuno, Mainit, Sison, San Jose Franciso, Surigao City	Malimono-Mainit-San Francisco-Sison-Surigao City Tribal Organization (MAMASANSISU).
Agusan Del Norte	CADT No. 092 - Cabadabaran, Santiago, Tubay	Mamanwa-Manobo Ancestral Domain Management Council

3. **Field Visit.** While conducting KIIs and FGDs, some project sites and activities were visited, namely:
 - **CADT 089.** Met IPO and SHG leaders and convergence partners (Municipal Environment and Natural Resources Office or MENRO, NCIP). Observed the Sago Flour production facility in Veruela, Agusan Del Sur
 - **CADT 135.** Met IPO and SHG leaders and convergence partners (LGUs, NCIP, Commission on Human Rights or CHR)) Observed the Anticala-Pianing Banana Growers Association in Butuan City including one individual banana plantation
 - **CADT 048.** Met IPO and SHG leaders and convergence partners (NCIP, LGU). Observed sample fermented juice product of Bislig Fruit and Vegetable Self Help Group
 - **CADT 134.** Met IPO and SHGs leaders and convergence partners (NCIP, LGU, NGO, PO, Department of Education or DepEd).
4. **Orientation, Debriefing and Presentation.** Before the field evaluation mission, an orientation and briefing was provided by ILO-Manila and ILO-IPDP Office in CARAGA. On December 21, 2011, a debriefing was conducted together with a presentation of preliminary findings during a multi-stakeholders workshop attended by representatives of eight IPOs, NCIP Provincial Offices and Service Centers, LGUs, NGAs (Department of Interior and Local Government or DILG, Department of Environment and Natural Resources or DENR), and SIKAP. The comments and suggestions of participants during the workshops are already integrated in this report.

D. REVIEW OF IMPLEMENTATION

1. **Project management, mobilization, consultation and cooperation between partners.** The project is linked up and coordinated with the broader ILO/UN technical cooperation framework in the Philippines. The lead project executing agency is the ILO in the Philippines and the ILO Headquarters in Geneva. In the ILO Philippines, the project is manned by four project staff and one driver, three assigned in the IPDP CARAGA Project Office and two at the ILO Country Office in Manila.

To effectively mobilize the IP communities, the project adopted a community driven participatory development (CDPD) and facilitated convergence of service

providers to the Community Action Plans (CAPs) formulated by the IPOs. There was an adequate social preparation and extensive consultation with the IP organizations and service providers resulting to the adoption of the Convergence Plans (CPs) in support of the CAPs.

Figure 2 illustrates the project management process of IPDP. The project adopts the CPDP strategy that leads to organization/strengthening of IP institutions, formulation of CAPs and administrative, financial and other management policies and guidelines. The project also facilitates convergence in support of the CAPs to enhance achievement of desired outcomes and impact.

Figure 2: Description of IPDP Project Management Process

To facilitate implementation of CAPs and stir convergence on the ground, ILO commissioned SIKAP who assigned one Community Development Facilitator (CDF) per project site. Likewise, SIKAP deployed its Executive Director to oversee the work of the CDFs. SIKAP also engaged Training Coordinators for community enterprise development and financial management to assist the self help groups organized by women in the CADT areas.

The National Commission on Indigenous Peoples (NCIP) Regional Office, on its part, issued a Memorandum Order assigning a NCIP Focal Person to the eight IPDP Project sites.

At the CADT level (project site level), the sectoral IP Organizations agreed among themselves to organize a single CADT wide IP Organization to serve as focal organization in the protection, development and management of the ancestral domain. Likewise, women were organized into a commodity or occupation-based self help groups.

To support the implementation of IPDP, an Omnibus Memorandum of Understanding (MOU) was entered into by the convergence partners including Department of Labor (DOLE), Department of Trade and Industry (DTI), Department of Environment and Natural Resources (DENR), National

Commission on Indigenous Peoples (NCIP), National Economic Development Authority (NEDA), Department of Education (DepEd), Technical Education and Skills Development Authority (TESDA), Philippine National Police (PNP), Commission on Human Rights (CHR), Department of Public Works and Highways (DPWH), etc.⁶ The Omnibus MOU is a general agreement among partners to support IPDP and CAPs.

Likewise, to support convergence at the CADT level for the implementation of CAPs, localized Convergence Plans (CPs) and Convergence MOUs were drawn. Signatories of the Convergence MOUs were LGUs (Provincial/City/Municipal), NCIP, DOLE, DTI, DAR, DENR, DILG, DepEd, TESDA, PNP, CHR, DPWH, and Civil Society Organizations among others. The Localized MOUs indicated specific commitments and support services of stakeholders in specific project sites/CADTs.

2. The IPOs and its role in the implementation of project activities

With the adopted Community Action Plans (CAPs), the IPOs were mobilized to provide overall leadership in the protection, development and management of the ancestral domain including the implementation of IPDP supported interventions. The IPOs are composed of the sectoral IP organizations. The sectoral IP organizations are either sitio, barangay or municipal level organizations of IPs.

The umbrella IPOs are central to the coordination and implementation of IPDP activities in the project sites. The list of IPOs mentioned in Item C2 and C3 are partners of ILO in the implementation of IPDP.

The IPOs composition and organizational set-up is presented in **Annex 2**. The IPOs are governed by organizational, administrative and financial management policies as well as other guidelines adopted by them.

The income and employment generation component of IPDP is being carried out by the 23 commodity or occupation-based Self Help Groups (SHGs), mostly women organizations. They are organized according to the major commodities/crops in their respective CADTs, which include among others:

- Abaca
- Banana
- Coconut
- Cassava
- Rice
- Sago (Lambiya)
- Fruits and Vegetables
- Handicrafts

Likewise, the SHGs have adopted their respective Productivity and Profitability Plan as well as administrative and financial guidelines.

⁶ 2010 MID-TERM Progress Report

The IPOs and the SHGs are also stirring the implementation of convergence plans in their respective ancestral domains. Convergence areas include the following:

- Governance and Basic Services
- Economics
- Human/IP Rights
- Peace and Order
- Gender Equality

Overall, the current IP institutional set-up in the ancestral domain gained consensus among the IPs and they have strong commitment for their respective organizations. The IPOs viewed that they should manage the ancestral domains and coordinate development activities therein.

3. **The Community Action Plans (CAPs) and the Convergence Plans (CPs).** The CAPs were prepared and adopted by respective IPOs. The CAPs are consisting of the following:

- Community Shared Vision (CSV)
- Community Action Plans
- Convergence Contributions

The CAPs components are also in line with five project components of IPDP and the defined activities were drawn on the IPOs felt needs. The validated Baseline Studies in the eight projects sites also served as basis for the preparation of CAPs. **3** is the summary of the CSVs of the IPOs on their respective CADTs for appreciation and understanding of their defined direction. The CSVs have the following elements:

- Ancestral Domain
- Environment
- Local Economy
- IP as a Tribe
- IP as individuals
- Local Governance

4. **Implementation of Project Activities.** The evaluator has validated on the ground the project activities undertaken by the project. It is notable to present in this report the summary of validated accomplishments of the project against the target objectives per component as shown in **Table 2**⁷ below:

Table 2: Accomplishments Versus Targets, IPDP Caraga

Project Component/Objective/ Outputs/Indicators	Accomplishment
<i>Immediate Objective 1 (INSTITUTION BUILDING)</i>	
<i>At the end of the project, the partner community organizations are structurally stable, equipped with organizational management skills and imbued with sufficient capacity to serve as the community's main development facilitators</i>	

⁷ Updates on IPDP as of November 30, 2011

<ul style="list-style-type: none"> • A documentation of indigenous leadership and governance systems in the ancestral domains. • A pool of trained indigenous leaders, women and men, who are willing and able to assume positions of responsibility in the community organizations. 	<ul style="list-style-type: none"> • 8 sets of partner community action plans formulated • 8 capable community development facilitators trained and deployed – one in each of the 8 project sites • 8 sets of IPO organizational and ancestral domain management and protection policies formulated • Three (3) documentation studies on the traditional IP leadership and governance practices of the 3 main tribes, namely, the manobo, mamanwa and mandaya completed
<ul style="list-style-type: none"> • Strong culturally-anchored community organizations serving as main facilitators and partners of government and other service providers in the development and protection of the ancestral domains. 	<ul style="list-style-type: none"> • 8 IPOs established and registered with the NCIP <ul style="list-style-type: none"> ▪ 23 occupation-based Self-Help Groups (SHGs) organized ▪ Traditional governance values and practices revisited and revitalized ▪ One IP Community Peace and Capacity building Center (CPCC) constructed and operationalized ▪ Pool of NCIP focal persons for the ancestral domain protection formed ▪ A Multi-sectoral convergence mechanism to support ancestral domain development and protection in each of the project sites established
<p><i>Immediate Objective 2 (PROMOTION OF HUMAN/IP RIGHTS)</i> <i>At the end of the project, the indigenous peoples in the project sites , women and men, have an improved knowledge and understanding of their human and other fundamental rights and the capacity to assert and protect these rights.</i></p>	
<ul style="list-style-type: none"> • An analysis of the human rights issues affecting the partner communities in the projects sites 	<p>Through the following activities, the IPOs were able to understand and analyze the human rights issues affecting their communities:</p> <ul style="list-style-type: none"> ▪ At least 341 IP leaders (women and men) trained on IP rights under the IPRA ▪ At least 100 indigenous women trained on women's rights under the Magna Carta of women ??
<ul style="list-style-type: none"> • At least 800 trained women and men community members and leaders serving as human rights protectors in the ancestral domains. 	<ul style="list-style-type: none"> ▪ Level of participation of indigenous women in community ancestral domain development and protection activities increased. ▪ Potential IP/human rights advocates among youth identified – should be under obj 2? ▪ IP census through an ethnicity variable in the 2010 National Census of Population and Housing completed. IPs were deployed to conduct the census in coordination with NCIP and National Statistics Office (NSO) – no link

	<p>with output</p> <ul style="list-style-type: none"> ▪ Formulation of the IP Master Plan (IPMAP) completed. The IPOs and NCIP were involved in the formulation of the IPMAP. IPMAP carries the four bundles of rights of IPs mandated by the IPRA.
<ul style="list-style-type: none"> ▪ A community rights information program (CRIP) exist and running in each of the project sites. ▪ An operational and sustainable community rights protection mechanism (CRPM) in each of the project sites. 	<ul style="list-style-type: none"> ▪ Implementation of the mandatory representation of IPs in local administrative and legislative bodies commenced. ▪ A pool of IP/human rights trainers in each of the project sites formed and trained ▪ A mechanism for human rights information, protection and assertion at the community level formulated. – move up? ▪ At least 1,615 barangay level community members trained on IP/human rights and gender and development. ▪ Observance of local “Aedow tu Tribu” as a way of promoting IP rights established.
At least 1,000 functionally literate women and men coming out of the literacy training activities of the project.	<ul style="list-style-type: none"> ▪ A pool of functional literacy para-teachers in each of the project sites formed and trained. ▪ At least 864 trained men and women on Functional Literacy Training ▪ A rapid illiteracy assessment in each project site completed.- move to box below
<p><i>Immediate Objective 3 (INCOME AND EMPLOYMENT GENERATION)</i> <i>At the end of the project, the indigenous peoples in the project sites have higher income and employment opportunities out of the improvement of their traditional livelihoods and the development of new ones anchored on the sustainable development and protection of the available resources within their ancestral domains.</i></p>	
<ul style="list-style-type: none"> ▪ An analysis of the socio-economic condition prevailing in each of the projects sites (ancestral domains) ▪ At least 4,000 community members have improved livelihood skills acquired through hands-on training activities 	<ul style="list-style-type: none"> ▪ Key economic potentials in the 8 project sites identified ▪ 2,730 SHG members with clear income and (self) employment generation potentials identified ▪ 21 SHGs and 8 IPOs trained in financial management ▪ At least 375 SHG members trained in enterprise development based on Start and Improve Your Business (SIYB) tools.
<ul style="list-style-type: none"> ▪ At least 800 women and men micro-entrepreneurs with viable micro-enterprises. 	<ul style="list-style-type: none"> ▪ At least 1,000 hectares designated as initial expansion areas for banana, abaca and cassava production by SHG members ▪ At least 1,137 men and women trained in livelihood skills who are members of the SHGs

	<p>and IPOs.</p> <ul style="list-style-type: none"> At least 537 trained in value chain analysis who are members of SHGs and IPOs and potential entrepreneurs At least 150 women banana farmers trained on Marketing Strategies
<ul style="list-style-type: none"> At least 8 community credit facilities are in operation in the project sites. At least 4,000 (self) employed women and men community members on account of the livelihood interventions. 	<ul style="list-style-type: none"> At least 2 inter-tribe productivity and profitability knowledge sharing field trips completed Technical and marketing feasibility study for palm sago flour production completed. IP community enterprise organization called “Kayumbyahan Sago Manobo Corporation (KASAMACOR) in Veruela, Agusan del Sur formed and launched 22 productivity and profitability action plans formulated and implemented At least 15,255 banana hills planted in project sites At least 1,500 women farmers trained in pest and diseases control (banana and abaca)
<p><i>Immediate Objective 4 (PROTECTION OF ENVIRONMENT)</i> <i>At the end of the project, the immediate environment in the project sites is effectively protected and their rehabilitation well underway through community-driven environmental protection and rehabilitation mechanisms</i></p>	
<ul style="list-style-type: none"> An environmental analysis of each of the project sites indicating, among others, the important threats to the environment and the opportunities for its preservation. 	<ul style="list-style-type: none"> Initial list and description of critical environmental issues within ancestral domains completed
<ul style="list-style-type: none"> A community environmental protection and rehabilitation mechanisms is in place and operation in each of the project sites. 	<ul style="list-style-type: none"> 8 sets of partner community environment protection policies, incorporating traditional environmental protection practices, formulated 8 environment protection clusters within the ancestral domains formed
<ul style="list-style-type: none"> At least 50% reduction in the number of threats to the environment in the project sites 	<ul style="list-style-type: none"> forest guards – Bantay Kalikasan deputized and deployed At least 36,100 new seedlings planted within ancestral domains under the concerned multi-sectoral convergence partners

<ul style="list-style-type: none"> ▪ An ancestral domain environmental protection network involving government agencies, NGOs and private sector entities exist and are active in the areas covered by the project. 	<ul style="list-style-type: none"> ▪ 8 environmental protection and rehabilitation networks (based on 8 clusters??, YES), one in each project site, formed and activated. ▪ 8 environmental protection and rehabilitation action plans, one in each project site, formulated. ▪ Land use and environment protection plans within ancestral domains included in the concerned local government units Comprehensive Land Use Plans (CLUPs) and Local Development Plans (LDPs), respectively. --move to last box of obj 4
<p>Immediate Objective 5 (GENDER MAINSTREAMING) At the end of the project, the partner communities have effective mechanisms for mainstreaming gender equality issues in the development process within their ancestral domains</p>	
<ul style="list-style-type: none"> ▪ A site-specific gender analysis of each of the project sites indicating, among others, the culturally – sensitive role of women and men and the gender equality issues in the ancestral domains covered by the project. 	<ul style="list-style-type: none"> ▪ Site-specific gender equality issues in the ancestral domains identified ▪ Women SHGs organized and activated to serve as channels of women participation in ancestral domain development and protection processes
<ul style="list-style-type: none"> ▪ A community mechanism for mainstreaming gender issues in the ancestral domain development and protection process exist and in operation in each of the project sites 	<ul style="list-style-type: none"> ▪ Women representation in the IPOs recognized and realized. ▪ Participation of indigenous women in Gender and Development Coordinating Committee (GADCC) activities increased
<ul style="list-style-type: none"> ▪ At least 4,000 gender equality sensitive women and men are active in the ancestral domains covered by the project. ▪ At least 70% reduction in incidents of gender related discrimination in the ancestral domains covered by the project. 	<ul style="list-style-type: none"> ▪ Pool of GAD trainers established each in the project sites (64 trainers) ▪ At least 1,615 trained men and women on GAD ▪ Potential women’s rights advocates among indigenous women identified ▪

5. Immediate Impact on Project Beneficiaries

The project has a potential impact to more than 70,000 IPs representing 14% of total IP population in CARAGA and to 196,000 hectares of CADT areas representing 26% of total ancestral domain areas with CADT application/approval in CARAGA. **Table 3** shows the CADT area and IP population in the project sites.

Table 3: CADT area and IP population in the project sites⁸

CADT /LOCATION	CADT AREA	IP POPULATION
MAMASANSISU	25,000	2,154
CADT 134 (Jabonga, Kitcharao, Santiago)	6,972	4,266
CADT 135 (Anticala and Pianing, Butuan City)	5,566	3,378
CADT 093 (Sibagat)	45,000	14,140
CADT 092 (Cabadbaran, Tubay, Jabonga)	26,881	6,498
CADT 116 (San Miguel)	42,121	17,998
CADT 089 (Veruela)	30,354	18,696
CADT 070 (Bislig)	15,000	2,910
TOTAL	196,894	70,040
CARAGA (with approved and CADT application)	757,284 ⁹	544,065
% of Project Sites	26%	14%

At the middle of the implementation (2.5 years of the planned 4.5 years), the project has already made significant impact on the lives of IPs in the project sites as well as influenced the delivery of services of development partners or service providers, which can be summarized as follows:

- a. **Positive change in the mindset.** The IPO leaders indicated that with the IPDP interventions, their attitude towards development assistance was drastically changed, from dependency to self reliance. The CPDP approach adopted by IPDP allows them to formulate their own Community Actions Plans (CAPs) that serves as their common development direction. The leadership and governance training courses under IPDP gave them opportunity to re-examine and redefine the traditional governance system of their respective tribes which they now embraced in the management of their ancestral domains.
- b. **Built strong IP institutions.** The eight (8) umbrella ancestral domain wide IPOs composed of all sectoral IP organizations were organized and now assuming overall leadership and management of their respective ancestral domains. The IPOs are now confidently and actively engaging with development partners.
- c. **Clearer development direction and improved convergence of services to IPs/Ancestral Domains.** The adoption of CAPs now serves as collective directions of IPOs in the ancestral domains. The convergence of services are now being felt on the ground in support of the CAPs, example¹⁰ of which include the following:
 - The LGUs have firm commitment to incorporate the Ancestral Domain Sustainable Development and Protection Plans (ADSDPPs) in the local development plans, annual investment plans and comprehensive land use plans (CLUP) in the case of San Miguel, Veruela, Sibagat, CADT 135 and CADT 134;

⁸ IPDP Update, 30 November 2011

⁹ Appendix 2 of Annex 2, IPMAP, NCIP, 2011

¹⁰ From FGDs/KIIs during the evaluation period

- Commission on Human Rights (CHR) helped in the conduct of Training of Trainers (TOT) on human/IP rights. CHR also assisted in the roll out of human/IP rights awareness in some CADT areas;
 - The DepEd engaged the IP Para Teachers to handle the Alternative Learning System (ALS) in some areas and committed to continue engaging the Para Teachers in the ALS for IPOs. DepEd also indicated that it will start constructing in 2012 the Tingkala Tribal National High School in CADT 134;
 - In some CADT areas, the LGUs/DAs/DTI provided training on pest management, marketing, fruit/vegetable processing, and production)
 - In Veruela, DENR has provided and continue distributing seedlings (rubber, fruit trees and banana) under the Upland Development Project and National Greening Program, (NGP).
 - Provision of free registration (marriage and birth) to IPOs in the Local Civil Registry for IPs
- d. **Commodity or Occupation-based enterprises established and generating income and employment for IPs.** The 23 commodity or occupation-based self help groups have strong potential for increasing agricultural and food production as well as generating income and employment for IP women and men.. There are at least five (5) SHGs now engaged in enterprise development while others are on different development stages of their chosen enterprises. The following enterprises are already in place but need further guidance:
- Buy and sell of banana of Anticala-Pianing Banana Growers Association with consignee in Cavite/Manila with a capacity of supplying an average of 2,500 kilos per week.
 - Buy and sell of abaca of the San Miguel Abaca SHG with a capacity of supplying 2,500 kilos per week and potentially up to 10,000 kilos per week.
 - Production and marketing of sago palm flour of KASAMACOR, an IP corporation, suitable for various food products (ice cream cone and bread). There have been testing by various interest groups and there is indication of strong demands for this product. The flour is cheaper and the raw materials (around 1,000 hectares) is big enough to supply the production capacity.
 - The Veruela Banana SHG is now ready to start buy and sell of banana on January 2012. Women from 14 barangays with banana plantation have committed to participate in this enterprise.
 - The Bislig Fruits and Vegetable SHG begin to produce fruits and vegetable juices for human consumption and as feed supplement to animals

E. **Major constraints and external factors.** Some of the constraints and external factors mentioned in progress reports, KIIs and FGDs include the following:

1. **Delayed awarding of CADTs.** Seven (7) out of eight (8) project sites have already approved CADT, but it is not yet officially awarded to the claimant/IPOs. According to NCIP, it requires further support/action from DENR, submission/registration to Land Registration Authority (LRA) and then to the Registry of Deeds. The claimants/IPOs have already photocopies of their CADTs but the NCIP said that they will award the original copy once it is registered with LRA. There is another contention that registration to LRA is not necessary as it is not required under IPRA and that a CADT issued by NCIP would suffice. The IPOs felt that without the original copy of CADT they cannot exercise jurisdiction over their ancestral domains. There are instances where immigrants who occupied portion of their ancestral domain question their jurisdiction over the ancestral domain and even ask their original copy of their CADT.
2. **Activity-based and top down orientation of Convergence Partners¹¹.** While partner agencies are mobilized to support the CAPs and CPs, their approach to development are generally activity-based. While the CAP is a “bottom-up” participatory approach, partner agencies are implementing projects, services in a “top down” way thereby perpetuating a sense of dependency and incapacity among the partner IP communities.
3. **Lingering “dole out” mentality among the IPs and service providers.** Although significantly diminished, dole out mentality it is still lingering in some of the project sites. This is a continuing challenge to partner community leaders and members in promoting initiative and hard work.¹²
4. **The process of change in the way the NCIP performs its duties and functions is slower than expected.** While NCIP has committed to the implementation of IPDP and even issued a Memorandum Order assigning Focal Person to one each in the project site, they are hurdling government bureaucracy in terms of personnel deployment, service delivery, operations and funding.
5. **Peace and order hampers food production and livelihood of the IPs.** In ancestral domain that there are recurrent fighting and security threat particularly in some portions of CADT 92 and CADT 135, the IPs are forced to stay in a safer grounds. As a result, their agricultural production and livelihood were severely affected.
6. **Conflicting Tenurial Instruments in the Ancestral Domain.** With the delayed awarding of CADTs, the IPOs are also affected by other tenurial instruments present in their ancestral domains, such as CBFM/IFMA and mining permits of DENR, CLOAs of DAR, coal mining and hydropower operation permits from DOE/DENR. The ancestral domain is also subject to the comprehensive land use plans (CLUPs) of LGUs.

¹¹ *IPDP Update , November 2011*

¹² *Ibid*

F. Presentation of Findings

This section presents the general findings on the relevance, effectiveness, efficiency, sustainability and culture sensitivity of IPDP. Overall, IPDP shows its relevance to the IP development in the project sites, effective in achieving immediate objectives, efficient in utilizing resources of the project and partners, can sustain the gains and benefits given the community structures established by the IPOs, and sensitive in protecting the IP culture, traditions and institutions.

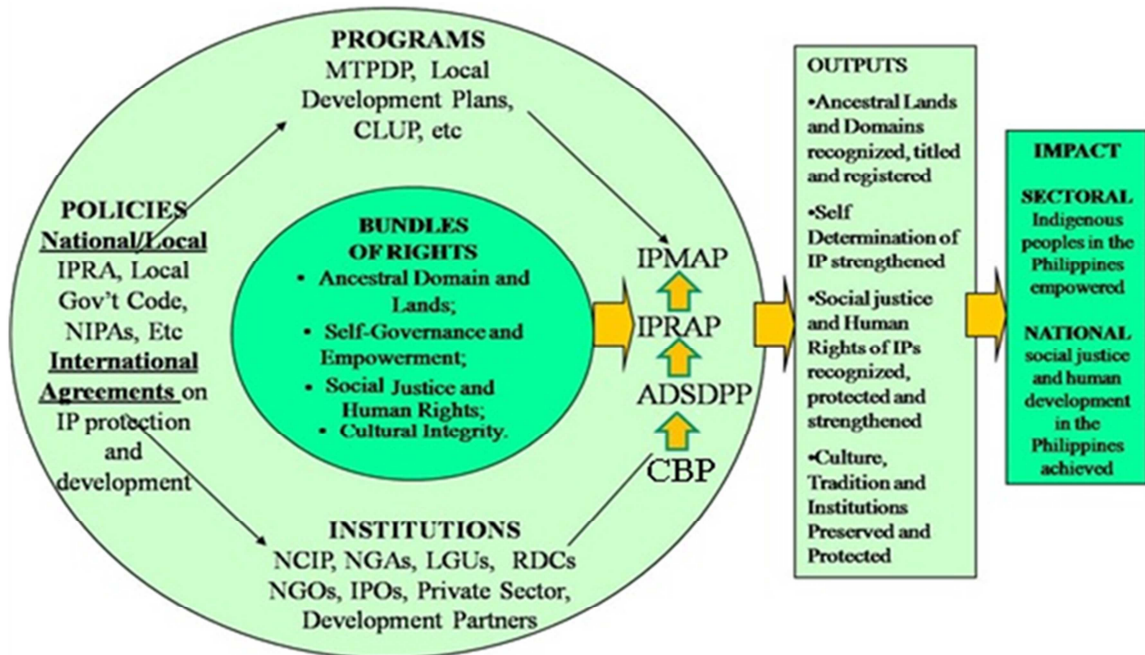
1. Relevance

The project is very much relevant to the lives of the indigenous peoples. The formulation of the CAPs/ADSDPPs as an expression of IPRA at the ancestral domain level has prompted the IPs to organize/strengthen their IPOs to serve as central institutional mechanism for the development and protection of the ancestral domain. With the adoption of the CAPs/ADSDPPs, the development framework for the domain is clearer.

The project outputs and objectives correspond to the expectation of the IP communities and are in line with the national and local policies and programs as expressed in the IPRA, Medium Term Philippine Development Plan (MTPDP), IP Master Plan (IPMAP), and Local Development Plans among others. It is also relevant to the Millennium Development Goals (MDG) Target of the country as IPDP is addressing poverty reduction, hunger, environmental protection, health access, and basic education.

The support of IPDP in the formulation of IPMAP and IP census through an ethnicity variable in the 2010 National Census of Population and Housing facilitated the involvement of stakeholders through consultation workshops. The formulation of IPMAP is mandated by the IPRA. The IPMAP was already adopted by the NCIP after multi-sectoral consultations nationwide while the census was completed and is awaiting official result from the National Statistics Office (NSO). **Figure 2** presents the IPMAP development framework indicating the relevance of IPDP in the overall IP development framework.

IPMAP DEVELOPMENT FRAMEWORK



IPMAP-IP Master Plan; IPRAP - IP Regional Action Plan; ADSDPP-Ancestral Domain Sustainable Development and Protection Plan; CBP-Community-Based Plan

Moreover, the project is in line with the ILO's Decent Work Country Program (DCWP) for the Philippines and noted to be consistent with the ILO Convention No. 169 and other ratified ILO Conventions in the Philippines that are applicable to indigenous peoples.

2. Effectiveness

a. Project achievements in relation to the objectives

The project has substantially achieved the objectives of the project. Below are the summary descriptions of project achievements in relation to the objectives.

Objective 1: To enable the indigenous peoples to have structurally stable community organizations that are equipped with organizational management skills and have sufficient capacity to serve as community development facilitator. This is best expressed in the organization and active participation of eight (8) umbrella ancestral domain wide IPOs and 23 commodity or occupation-based self help groups all adopted and implementing their respective administrative and financial management policies and related guidelines.

The IPs felt more empowered and certain in the protection and development of their respective Ancestral Domains. The IP Leaders said that their governance, leadership and management skills were improved after undergoing culture sensitive leadership and financial management training courses. The CAPs

adopted by the IPOs serve as their collective direction while awaiting completion/formulation of their ADSDPPs. So far, only two CADTs have their approved ADSDPP while others are on different stages of ADSDPP formulation.

The organization of 23 indigenous women Self Help Groups (SHGs), all registered with the DOLE, laid down the foundation for potential site and commodity specific enterprise development (banana, abaca, coconut, fruits, vegetables, rice, sago flour, ginger, handicrafts). However, they need further guidance, mentoring and training to be an effective development facilitators of community development

Objective 2: To enable the indigenous peoples to have an improved knowledge and understanding of their human and other fundamental rights and the capacity to assert and protect these rights. This is exemplified in the IPOs understanding of IPRA and their human rights. The orientation on IPRA, Human/IP rights and training on culture sensitive leadership and governance training, facilitate a change of mind set, from dependency to self reliance and governance of IPOs. The leaders of IPOs said that their deeper awareness and understanding of their fundamental rights boost their collective and individual confidence as an IPs/IPOs in dealing with other interest groups and development partners. Women become aware of their rights and are now very active in the community in terms of leadership and enterprise development. Men respect and allow women to exercise their rights except in some cases where their husbands were not given orientation on human rights. The use of local dialects in the promotion of human/IP rights is very effective particularly the translation of IPRA and CHR materials from English to Bisaya. However, to sustain the initiative, there's a need to further roll out community orientation on IPRA, human rights and women rights.

Objective 3: To enable the indigenous peoples to have improved traditional livelihoods that could result in higher income and employment opportunities anchored on the sustainable development and protection of the available resources within their ancestral domain. The organization of 23 commodity-based self help groups seems an effective approach for developing agricultural production and generating higher income and employment opportunities. Organizing the enterprises by the available commodity/resources/crafts in the ancestral domain is a good strategy to ensure that members of the SHGs can easily engage in the livelihood they know such as abaca, banana, coconut, fruits, vegetables, sago (lumbiya) and handicrafts.

The SHGs are very optimistic on their enterprise development initiatives. Some are already gaining headway. The training they received such as Value Chain Analysis (VCA), livelihood training, marketing and financial management were very helpful and encouraging. The Anticala Banana Growers are already shipping bananas to a consignee in Cavite of around 2,000 kilos per week. The KASAMACOR is now producing and selling sago palm flour which is suitable for the production of various food products (e.g. ice cream cone and bread) out of sago flour and there is strong indication of market demands for this product. The San Miguel Abaca SHG is now engaged in the buy and sell of abaca with current capacity of 2,500 kilos per week and have potential of up to 10,000 kilos per week

if enough funds becomes available. The Veruela SHG will start their buy and sell of banana on January 2012. The Bislig Fruits and Vegetable SHG was trained in producing fruits and vegetable juices for human consumption and as feed supplement to animals. Other SHGs are on inception and at various development stages. On the production side, additional banana hills were planted and vegetable seeds (Bislig) were distributed.

While the SHGs were organized and already in place to engage in their chosen enterprises, they need further training and support to strengthen their management skills in enterprise development and management. The grant scheme to SHGs gave them initial capital to start their livelihood development particularly the sago flour production and buy and sell operation of banana. However, many of the SHGs are still awaiting to receive their respective grants from IPDP to start their group enterprises.

Objective 4: To enable the indigenous peoples to have an effective community-driven environmental protection and rehabilitation mechanisms in place. The IPOs have adopted their respective environmental policies and guidelines. Some IPOs already deployed forest guards and established environmental monitoring stations. They are also accessing government projects from DA and DENR for the planting of fruit trees, industrial trees and indigenous species under the National Greening Program and Upland Development Program. The Bantay Gubat (Bagani or Foot Patrol) were deployed in several CADTs to guard the ancestral domain. Anticala established their environmental monitoring station approved by DENR. The IPO in Veruela established monitoring station and collecting the IP share from fees in the forest plantation harvest (falcata, mahogany, gmelina). The IPO in San Miguel conducted dialogue with chainsaw operators to prevent logging intrusion in the CADT areas.

While the environmental policies and guidelines were adopted, there's a need to strengthen the IP Forest Guard system to effectively implement and monitor compliance of all parties concerned. Likewise, as per FGDs and KIIs, the participants confirmed that there are existing mining operations in some of the project sites particularly CADT 92, and there are on-going applications for mining operations in other sites. The IPOs expressed that they are open for discussion on mining operation in their ancestral domain as long as it will undergo proper Free and Prior Informed Consent (FPIC) as required in the IPRA. It was noted in the IPMAP that as of June 2010, 32 FPICs were approved for mining permits within the ancestral domains in CARAGA alone. Given the negative environmental impacts associated with mining operations, the IPOs must be properly guided by their respective environmental policies and guidelines.

Objective 5: To enable the indigenous peoples to have an effective mechanisms for mainstreaming gender equality issues in the development process within their ancestral domain. Women now shares leadership role in the IP communities and equal treatment of men and women are highly respected in the IPO governance. The 23 commodity-based self help groups (SHGs) are all managed by women. Aside from IPOs, these SHGs also serve as a mechanism in mainstreaming gender equality in the IP communities. Officers of SHGs confirmed that their awareness of women's rights were improved but there's a need for further roll-out of community orientation on women rights.

b. Contribution to ILO’s mainstreamed strategies

The project contribution to ILO mainstreamed strategies are the following:

- **Gender Equality.** Women participation is well pronounced in IPOs and SHGs. Women becomes very active in community affairs and livelihood activities as a result of training on human rights and Gender and Development (GAD) as well as through the organization of women SHGs
- **Social Dialogue.** The umbrella IPOs were the product of effective dialogue among sectoral IPOs in the ancestral domain. The IPDP effectively facilitated the commitments of development partners to converge in projects sites to support the CAPs. Likewise, a CADT convergence plans were formulated in cooperation with development partners from LGUs, NGA line agencies, and civil society organizations.
- **Poverty Reduction.** The organization of women SHGs and provision of grants has strong potential for production expansion and/or processing of abaca, banana, coconut, rice, fruits and vegetables, handicrafts and processing of sago. These initiatives are already generating livelihood and employment for IPs.
- **Promotion of Indigenous Peoples’ Rights.** The IPOs, SHGs and the IP communities assisted and reached by IPDP are well equipped on the knowledge and understanding on IPRA, human/IP rights as well as women rights. The IP census through an ethnicity variable in the 2010 National Census of Population and Housing assisted by IPDP in CARAGA is now completed. On the long term, the IP Master Plan (IPMAP) supported by IPDP is now adopted by NCIP. The IPMAP strongly carries the four bundles of rights under IPRA, namely: (a) Right to Ancestral Domains; (b) Right to Self-Governance and Empowerment (c) Social Justice and Human Rights; and (d) Cultural Integrity.

c. On project management and implementation.

The CPDP strategy was very effective in mobilizing the IP communities. The project has built partnership and institutional commitments of (i) IP Organizations; (ii) NCIP and NGA line agencies; (iii) LGUs and its instrumentalities; (iv) Civil Society Organizations (CSOs), and the private sector. Specifically, the following institutional arrangements enhanced the implementation of the project:

- Facilitating IPOs and SHGs at the core of implementation of their CAPs enhances strong ownership of the IPDP supported activities;
- The NCIP issuance of Memorandum Order assigning one Focal Person assured national government commitment on IPDP
- The engagement of SIKAP, a CARAGA-based NGO, in facilitating IPDP activities on the ground ably assisted IPOs in the implementation of their CAPs The deployment of capable and well trained Community Development

Facilitators (CDFs) in providing assistance for various training, orientation, organizational management, financial management and livelihood activities are very effective and worthy of replication.

- The convergence mechanism established through the omnibus and local Convergence MOUs has facilitated the support of LGUs, NGA line agencies, and civil society organizations.

However, there is a need for a longer period of CDFs engagement to continue assisting the IPOs and SHGs in the implementation of their CAPs and IPDP initiatives.

d. On responsiveness to political, legal, economic and institutional changes in the project environment.

The IPDP primarily anchored its project framework in the IPRA that defines the legal and institutional framework in managing the ancestral domains. The IPs successes in organizing and strengthening their IPOs gave them stronger representation and active engagement in the local bodies and coordinating development projects in their respective ancestral domains. However, in some project sites, there is a need for further dialogue to ensure IPs representation and participation in development management.

3. Efficiency

Overall, while the IPDP's interventions are mainly capacity building oriented, the quality of the project outcomes are notable and actively mobilized the IP communities in the project sites. The IPOs are now equipped with broader knowledge and understanding on their rights and translated into their respective CAPs. The IPOs have realized their collective strengths and the potential of their ancestral domain for their development through self reliance and self governance. The support of convergence partners can enhance development of the project sites.

While there are some interventions that need to be completed, in general, results and outputs delivered by the project are by far cost effective. Immediate assistance expected by the project beneficiaries are on the construction of their Tribal Houses or CPCCs, formulation of ADSDPPs and financial grants to continue/start the livelihood activities of the SHGs.

As of November 2011, the total project expenditure for the last two and half year (July 2009- November 2011) is approximately USD \$1,209,160 representing 66.01% of the total funds released to ILO (\$1,940,500). The remaining funds amounting to around USD 659,538 from the first tranche will be utilized for the no cost extension of the project until March 2012. **Table 4** presents the annual fund utilization of IPDP. The project has delivered substantial results to the project sites and can deliver more positive results if the project will be continued as planned for a 4.5 year duration.

Table 4: Fund Utilization

YEAR	USD	% Utilization
2009	69,716	3.59%
2010	583,795	30.08%
2011	627,442	32.33%
TOTAL	1,280,953	66.01%
BUDGET	1,940,491	
BALANCE	659,538	33.99%

4. Sustainability

The project's sustainability strategies defined in the concept note include: (i) cultivating partner community ownership of the project; (ii) promotion of “two project” interface among stakeholders to neutralize current “project” mindset; (ii) strengthening of government's role of providing facilitative basic services and social infrastructure; and (iv) institutionalization of key community system and structures.

As of the evaluation period, all of the sustainability strategies can be felt on the ground. The project ownership is very strong as indicated in their adoption of and commitment to CAPs/ADSDPPs, convergence plans as well as organizational and administrative policies and guidelines.

The IPO strong ownership also achieved the “two project” interface, whereby the IPDP is already institutionalized in their respective CAPS/ADSDPPs.

The government's role of facilitating basic services and social infrastructure was strengthened, particularly in the NCIP. The project has facilitated the signing of the Omnibus Memorandum of Understanding (MOU) and CADT level MOUs on convergence plans, where LGUs and NGAs line agencies as well as CSOs and private sector has committed to support the implementation of CAPs/ADSDPPs . Some partners have already included their respective projects in the 2012 budget.

With the IPOs, SHGs, CAPs/ADSDPP and convergence mechanisms, community system and structures are already in place and institutionalized. IPOs now assumed or some are ready to assume overall leadership in the management of ancestral domain. There is a strong indication that they can assert their representation to local councils in accordance with the NCIP and DILG guidelines.

In planning future activities and strategies, the CPDP shall be maintained and the primacy of IPOs over the management of ancestral domain shall be considered to ensure that development interventions are line with the CAPs/ADSDPPs.

On management and organizational support, the umbrella and sectoral IPOs and SHGs are already in place but need further capacity building on negotiation skills, financial management, project and business development and management to be more empowered.

On maintenance of project equipment, tools and facilities established or to be established/procured, the administrative and financial policies of IPOs and SHGs are in place. The KASAMACOR flour processing facility can be covered by the administrative and financial guidelines of the corporation with its Board of Directors.

Outputs and knowledge products of this project are already well utilized in the IP communities. The IPRA and human rights translation from English to Bisaya dialect was instrumental in the fast IPRA/human rights awareness campaign in the project sites. Other knowledge products such as the three (3) documentation studies on the traditional IP leadership and governance practices of the 3 main partner communities, namely, the Manobo, Mamanwa and Mandaya and the baseline study can be published and/or disseminated. Some project experience/success stories can also be documented for reference and replication in other project sites and IP communities.

5. Culture Sensitivity

This evaluation tried to assess if the IP culture and tradition are affected or enhanced by the project. The following were gathered during the FGDs and KIIs:

- The leadership training courses utilizes the documentation of IP leadership and governance practices of the three tribes namely, Manobo, Mamanwa and Mandaya. This allows the IPO/SHG leaders to re-trace and re-define their present leadership and governance mechanism.
- The traditional role of women were re-defined through orientation/training on IPRA, human rights and Magna Carta of Women. The IP women, traditionally doing domestic household works and some farming activities, are now active participants in IP community affairs and livelihood activities. Men also welcome this role change as it is empowering and developmental for IPs.

Overall, the IP leaders are one in saying that all IPDP interventions enhanced the practice of their culture and tradition and not one is affected or hampered.

G. Conclusion

The IPDP has substantially achieved its overall development objective which is “*to strengthen the capacity of indigenous peoples in the context of self-reliance to protect their fundamental rights, preserve the environment and reduce poverty in their midst within the framework of the development and protection of their ancestral domains in partnership with the government, non-government organizations and other service providers*”.

The IPOs and SHGs guided by organizational policies and guidelines are already in place and have the basic capacity to implement their respective CAPs/ADSDPPs for the protection and preservation of ancestral domain and generate livelihood and employment via enterprise development.

The Convergence Plans (CPs) formalized in a localized Memorandum of Understanding is a big step to mainstream IP agenda in the development programs and

services of various stakeholders (IPOs, LGUs, NGAs, CSOs, and the private sector). Some of the priority services and projects identified in the CAPs/ADSDPPs are already integrated in the plans of LGUs and NGA line agencies.

While the project has already facilitated remarkable achievement at the midterm of implementation, continuation of the project interventions will further strengthen the IPOs and enhance the implementation of their CAPs/ADSDPP. Early termination of the project at the mid-term will be a big challenge for the IPOs and partners to carry out the activities and services earlier defined to be supported by IPDP such as grants for SHGs and construction of CPCCs.

H. Recommendations

During FGDs and KIIs recommendations to address specific issues were identified by the participants for consideration of various stakeholders as presented in **Annex 4**.

Given the information that IPDP will be closed on March 2012, the following short term recommendations are hereby forwarded for consideration of ILO:

1. Prioritize for funding the high impact activities in the remaining three months (January to March 2012) of the project such as the construction of Center for Peace and Capacity building Centers (CPCCs) and granting of livelihood funds for the SHGs. Most of the IPOs are preparing for their counterpart (e.g. labor and lumber) for the construction of their respective CPCCs. Likewise, the SHGs are awaiting the full release of their livelihood funds to continue or start their planned enterprises. Other specific recommendations is presented under **item J** of this report.
2. Facilitate conduct of convergence partners meetings or workshops in various project sites to prepare the IPOs and partners for the continuation of the implementation of priority activities defined in the CAPs/ADSDPPs despite the early termination of IPDP.

In the longer term, the following are hereby recommended to sustain the gains and benefits of IPDP and for future projects in the IP sector:

1. For NCIP to expedite the release and award of CADTs in the project sites so that the IPOs can officially take full jurisdiction and management over the ancestral domain;
2. For IPOs to institutionalize their respective organizational and administrative policies and guidelines and complete the preparation of ADSDPPs taking off from the current CAPs. This will provide overall protection, development and management direction of their respective ancestral domain. The assistance of NCIP, LGUs, CSOs and donor agencies are crucial for the IPOs to formulate their ADSDPPs.
3. For SHGs to strengthen their enterprise development initiatives taking off from their productivity profitability plans. Continuing technical assistance of

convergence partners in the production and marketing of local commodities such as abaca, banana, cassava, fruits, vegetables, ginger, handicrafts are needed to ensure viable enterprises of SHGs.

4. For convergence partners (LGUs, NGAs, CSOs, private sector and donor agencies) to support the implementation of CAPs/ADSDPPs to create greater impact in the development of IPs. The areas for convergence were identified and group as follows: (a) governance and basic services; (b) economics, (c) environment, (d) cultural integrity, and (e) peace and order. It is desirable if partners can incorporate projects and services for IP communities in Local Development Plans/Annual Investment Plans (AIP) and allocate funds thereof.
5. For NCIP to facilitate dialogue with DENR, DOE, LGUs, NCIP, DAR and other agencies to thresh out issues and conflicts related to land tenure instruments to ascertain IP rights over the ancestral domain in accordance with IPRA.
6. For NCIP and DILG to jointly implement IP representation to the local bodies in accordance with the NCIP Administrative Order No. 01 Series of 2009 and (DILG Memorandum Circular No. 2010-2019).
7. For ILO to continue supporting the IPDP intervention via developing new projects for the same project sites and/or similar initiatives in other IP communities taking off from the lessons of IPDP.
8. For all development partners to adopt CPDP approach in developing new projects and putting IPOs in the forefront of project implementation as it is proven effective in empowering the indigenous peoples.

I. Lessons Learned

The IPDP Updates for November 2011 forwarded key lessons learned in the project:

1. **A multi-sectoral convergence framework** based on the established vision and expected outcomes of the concerned IPs has enormous potential for effectively engaging the participation of stakeholders and concerned service providers in a community-driven ancestral domain development and protection process
2. **Occupation-based self-help groups (SHGs)**, e.g. banana production SHGs, abaca production SHGs, etc. are more potent organizational structures for purposes of promoting income and (self) employment generation among partner community members. This strategy rationalizes the capacity-building process and creates focus for interventions and delivery of facilitative services.
3. **The importance of a “process-oriented” approach to IP development cannot be overemphasized.** Fragmented and disjointed interventions often do not work. A project result that comes out of a process whereby one activity begets another in a logical flow is more likely to be sustained.
4. **Traditional leadership values have remained a wellspring of motivation and positive influence for today’s IP leaders.** They only need to be revisited

occasionally for them to be able to provide guidance in terms of true IP leadership principles and practices.

5. **IPOs, if formed and established on the basis of the traditional leadership structures are potent as modalities for IP self-governance.** This is the reason why the formation of modern organizations involving IP community members for the same purpose is often unsustainable and ineffective.
6. **IP empowerment is enhanced significantly if it is anchored on the development and protection of their ancestral domains.** Indeed it is from the ancestral domains that the IPs draw their power; thus, the loss of these territories more often than not leads to their disempowerment and marginalization.
7. **There is a strong indication that the failure of most of the development interventions in IP communities is due to the lack of capacity on the part of these communities to sustain the result,** if any, of these interventions. To ensure the success of these interventions, service providers must be able to identify from the start the sustainability mechanism for each intervention, considering the level of potentials in each case
8. **Development projects among the IPs must address first and foremost what the people in each community believe they need rather than what they want.** In many IP communities, it is not easy to make this distinction because people often mistake one for the other. When people recognize a real need and a corresponding practical and effective intervention, they generally try to sustain it.
9. **There is no hard and fast rule in the IP development processes.** The IP way of life and development pattern is not boxed; rather, it is free, dynamic and flowing harmoniously with nature. Service providers must recognize this reality and avoid trying to get the IP development process enslaved by predetermined, structured and strictly time-bound “milestones”. In IP development, culturally-sensitive flexibility of work plans and pacing of activities is the name of the game.
10. **Service providers and stakeholders need as much capacity-building as the IPs themselves** in terms of effective and sustainable ancestral domain development and protection

In addition, the following lessons can be drawn from the project:

1. Awareness and deeper understanding of human and IP rights gave the IPOs strong confidence for self reliance and self governance. The use of local dialects enhances awareness campaign.
2. CAP/ADSDPP is a useful instrument to facilitate convergence of projects and services in the IP communities for the protection and development of the ancestral domains. Convergence partners can easily determine their support services addressing the priorities identified in CAP/ADSDPP.
3. The engagement of CDFs enhances the learning process and implementation and coordination of activities in the ancestral domain.

J. Suggested revision or improvements in the extension work plan of IPDP for phase out and sustainability.

- a. **Proposed priorities for the extension work plan.** Based on consultations, FGDs and KIIs with project partners, the following are the preferred development interventions which can still be covered for project extension (January – March 2012), to wit:

COMPONENT	INDICATIVE PRIORITY ACTIVITIES
Institution Building	<ul style="list-style-type: none"> • Additional training for strengthening of IPOs/SHGs • Assistance for the completion of ADSDPPs
Protection of IP/Human Rights	<ul style="list-style-type: none"> • Roll out of additional community orientation on IPRA and human rights • Additional assistance for the construction of Tribal Houses • Facilitate engagement of more Para-Teachers with DepED
Income and Employment Generation	<ul style="list-style-type: none"> • Release of financial grants to more SHGs to strengthen their respective enterprise(s) • Further training on business/enterprise management (sago flour, banana, abaca, cassava, fruits and vegetables, rice, handicrafts)
Protection of the Environment	<ul style="list-style-type: none"> • Additional community orientation and training on environmental protection and law enforcement for Tribal Guards/Bantay Gubat • Facilitate engagement of IPOs in the NGP for the ancestral domain
Gender Equality	<ul style="list-style-type: none"> • Roll out of additional community orientation on GAD/Magna Carta on Women

b. Strategies for Phase out and sustainability

The primary phase out strategy is to strengthen the capacity of IP organizations, complete and ascertain ADSDPPs, and strengthen convergence to sustain the results and benefits derived from IPDP. Likewise, linkages and partnership with the LGUs, concerned offices of NGAs and CSOs shall be established so that projects and services identified in the ADSDPPs/CAPs will be considered in the respective regular programs to ensure sustainability.

Annexes

- Annex 1: Schedule of Evaluation and Activities Undertaken
 Annex 2: IPOs composition and organizational set-up assisted by IPDP
 Annex 3: Community Shared Visions of IPOs
 Annex 4: Detailed Issues and Recommendations generated from FGDs/KIIs