

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

EVALUATION REPORT

Project No: PHI0802MFIN/ M.270.07.343.868

Project Title: Support to Poverty Reduction and Promotion of Human Rights among the Indigenous Peoples in the Philippines in the context of Ancestral Domain Development and Protection (Municipality of Lake Sebu, South Cotabato, Mindanao, Philippines)

Period Covered: 2006-2010

Total Budget: USD 434, 700

Starting Date: April 2006?

End Date: December 2010

(Evaluation Date) December 2010

Implemented by: ILO SRO Manila decentralized technical project

Donor: Government of Finland, Embassy in Manila,
Local Cooperation Fund (LCF)

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Place: Manila, Philippines Place: Manila, Philippines

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ABSTRACT

Background. The project “Support to Poverty Reduction and Promotion of Human Rights among the Indigenous Peoples in the Context of Ancestral Domain Development and Protection” is a collaborative undertaking of the Embassy of Finland in Manila and the International Labour Organization (ILO). The project is supported by the Local Cooperation Fund (LCF) of the Embassy of Finland in Manila. It covers the 89,000 hectare total land area claimed as ancestral domains of the T’bolis and Ubos. With the issuance of a Certificate of Ancestral Domain Title (CADT) for the area by the National Commission of Indigenous Peoples (NCIP), the T’bolis and Ubos can have control over its utilization under the provisions of the Indigenous Peoples’ Rights Act (IPRA).

The overall development objective of the project is to contribute to enhancing the capacity of indigenous peoples in the context of self-reliance to protect their rights and to take the initiative to reduce poverty in their midst within the framework of the development and protection of their ancestral domain. Specifically, the project aims to enable the indigenous peoples, particularly the T’boli and Ubo tribal groups to have: (i) Improved knowledge and understanding of their human and other fundamental rights and capacity to assert and protect these rights; (ii) Improved traditional livelihoods that will result to increase in income and employment opportunities anchored on the sustainable development and protection of the available resources within their ancestral domain; (iii) developed a mechanism to avail existing social protection programs; and (iv) developed and adopted a sustainable mechanism for participation in social dialogue and in promoting peace in the region

Evaluation Methodology. The participatory evaluation covers field implementation from 2006 – 2010. It employs desk review of project documents, key informant interviews (KIIs), focus group discussions (FGDs) with implementing partners including the Ancestral Domain Management Committee (ADMC) now called as Ancestral Domain Management Board (ADMB), Barangay Indigenous Peoples (IP) Associations, Cooperative of Women on Health and Development (COWHED) and the National Commission on Indigenous Peoples (NCIP). Field visits and observation in at least two barangay project sites were also conducted.

Findings and Conclusions. Overall, the project has substantially achieved its development target in capacitating the IPs of lake Sebu as well as attaining the immediate objectives of (i) Improving knowledge and understanding of their human and other fundamental rights and capacity to assert and protect these rights; (ii) Improving traditional livelihoods that will result to increase in income and employment opportunities anchored on the sustainable development and protection of the available resources within their ancestral domain; and (iii) developing and adopting a sustainable mechanism for participation in social dialogue and in promoting peace in the region. However it achieved very little in developing mechanism to avail existing social protection programs where only 30% of attendees in PhilHealth orientation were enrolled due to documentation problems.

Recommendations. The following are recommended for consideration: (i) provide assistance in the formalization and accreditation of the Ancestral Domain Management Board (ADMB); (ii) assist ADMB in the finalization and recognition of the Ancestral Domain Sustainable Development Protection Plan (ADSDPP) (iii) strengthen micro-finance operations; (iii) strengthen paralegal services; (iv) provide further assistance to community utilities and facilities; (v) strengthen linkages with the local government units and other government agencies through the ADMB; (vi) upscale sustainable agriculture component into an integrated multi-cropping system to ensure protection of the environment; (vii) expand social

protection component; (viii) continue the capacity building of IP institutions; and (ix) skills development for IPs.

Suggested revision or improvements in the extension work plan of the Lake Sebu project and strategies for phase out and sustainability. Based on consultations with the Community Development Facilitators (CDFs), focused group discussions (FGDs) and key informant interviews (KIIs) with project partners, table below indicates the preferred development interventions. Scope, size and priorities will depend on the available funds for 2011 extension.

| Objective/Component | Proposed priority development interventions |
|--|---|
| Improved knowledge and understanding of their human and other fundamental rights and capacity to assert and protect these rights; | <ul style="list-style-type: none"> • Finalization and recognition of ADSDPP • Continuation of community orientation on IPRA, ADSDPP, tribal and barangay justice system • Establishment of paralegal center |
| Improved traditional livelihoods that will result to increase in income and employment opportunities anchored on the sustainable development and protection of the available resources within their ancestral domain | <ul style="list-style-type: none"> • Sustainable agriculture through Integrated multi-cropping in all barangays (fruit trees, vegetables, rootcrops, livestock) • Expansion of abaca plantation/ processing in five barangays • Expansion of peanut production • Further training on ginger production technologies • Strengthening and expanding microfinance operations • Skills development training of IPs in sustainable agriculture and handicraft making |
| Developed a mechanism to avail existing social protection programs; | <ul style="list-style-type: none"> • Expanded coverage of Philhealth services • Strengthen health services through LGUs (municipal and barangays) |
| Developed and adopted a sustainable mechanism for participation in social dialogue and in promoting peace in the region | <ul style="list-style-type: none"> • Capacity building of ADMB • Strengthen Barangay IP associations • Training of IP Representatives to barangay councils and municipal council (preparation of resolution and local ordinances, handling meetings, IPRA, conflict resolution, etc.) • Continuing support to tribal houses (provision of water supply and toilet) |

Strategies for Phase-out and sustainability. The primary phase out strategy is to capacitate the IP organizations, particularly ADMB and barangay IP associations, so that they can be prepared to assume and sustain the results of the project once completed. Likewise, linkages and partnership with the Local Government Units (LGUs), Non-Governmental Organization (NGOs), and concerned offices of National Government Agencies (NGAs) shall be established in order that development interventions will be considered in the regular programs.

Support to Poverty Reduction and Promotion of Human Rights among the Indigenous Peoples

Evaluation of the Lake Sebu IP Project

1. BACKGROUND

Lake Sebu is one of the 11 municipalities of the province of South Cotabato in Mindanao. It has a total land area of 89,138 hectares with a population of 54,142 covering 19 barangays. It is inhabited by the T'boli and Ubo peoples comprising approximately 55% of the total population. The T'boli and Ubo peoples are two of the 110 indigenous cultural groups in the Philippines. The ethnic population distribution of Lake Sebu consist of 51% T'boli, 4% Ubo, 28% Ilongo and 17% other ethnic origins. Lake Sebu is a popular eco-tourism destination and one of the government's priority areas for development interventions.

The project "Support to Poverty Reduction and Promotion of Human Rights among the Indigenous Peoples in the Context of Ancestral Domain Development and Protection" is an ongoing collaborative undertaking of the Embassy of Finland in Manila and the International Labour Organization (ILO). The project is supported by the Local Cooperation Fund (LCF) of the Embassy of Finland in Manila. It covers the 89,000 hectare total land area claimed as ancestral domains of the T'bolis and Ubos. With the issuance of a Certificate of Ancestral Domain Title (CADT) for the area by the National Commission of Indigenous Peoples (NCIP), the T'bolis and Ubos can have control over its utilization under the provisions of the Indigenous Peoples' Rights Act (IPRA).

The overall development objective of the project is to contribute to enhancing the capacity of indigenous peoples in the context of self-reliance to protect their rights and to take the initiative to reduce poverty in their midst within the framework of the development and protection of their ancestral domain. Specifically, the project aims to enable the indigenous peoples, particularly the T'boli and Ubo tribal groups to have: (i) improved knowledge and understanding of their human and other fundamental rights and capacity to assert and protect these rights; (ii) improved traditional livelihoods that will result to increase in income and employment opportunities anchored on the sustainable development and protection of the available resources within their ancestral domain; (iii) developed a mechanism to avail existing social protection programs; and (iv) developed and adopted a sustainable mechanism for participation in social dialogue and in promoting peace in the region.

This project is a capacity-building initiative implemented in the context of ancestral domain development and protection using a community-driven participatory development (CDPD) approach. It facilitates domain-wide activities that encompass the four pillars of ILO's Decent Work agenda. It covers protection of rights, income and employment generation, promotion of social security and strengthening of social dialogue. It also applies gender equality principles as a cross-cutting concern through provision of equal opportunities for indigenous women and men.

The project was implemented in three (3) phases. Phase 1, covering the last half of 2006 until December 2007, focused on increasing capacities of the T'bolis and Ubos understand and protect their rights and develop and/or strengthen institutions for social dialogue. Phase 2 activities from January to November 2008 supported initiatives to strengthen capacities of indigenous women and men in Lake Sebu for rights protection and social dialogue and provided them with hands-on practical learning on management of small socio-economic

projects to increase community incomes. Under Phase 3, the project engaged national and local institutions for enterprise skills training and microfinance services and government agencies like Philhealth for raising awareness on social protection and at the same time documented the traditional social protection practices of the T'bolis and Ubos included in the Research on the T'boli and Ubo Indigenous Knowledge, System and Practices (IKSP).

2. PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION

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 in project implementation to help ILO and its implementing partners validate or reformulate strategies to achieve the objectives of the project. The project will undertake a terminal evaluation at the end of the project cycle.

Scope: The evaluation covers the field-level implementation in Lake Sebu from the start of the project in 2006 until end of December 2010. It focused on the project approach and strategy and its responsiveness to the development needs of the T'boli and Ubo people who are both beneficiaries and implementing project partners. It reviewed the project implementation activities including discussions with the main field-level partners – the COWHED and the barangay IP associations.

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

3. Methodology

The methodology used for the conduct of the evaluation included the following:

a. **Desk Review of Project Documents.** The documents included in the review of literature are the following:

- 2006-2007 Progress Report
- 2008 Progress Report
- 2009 Progress Reports
- Draft ADSDPP launched on November 2007
- IKSP Study Report
- Community Facilitators Report
- COWHED Microfinance Report
- Agreements between ILO and Embassy of Finland
- Baseline Study Report

b. **Key Informant Interview.** Interview with the following key project participants /stakeholders were conducted:

- Hon. Antonio Fungan Sr., Mayor of Lake Sebu
- Mr. Zaldy Artacho, Municipal Agricultural Officer
- Datu Ben Blonto, Head, Ancestral Domain Management Board (ADMB)
- Datu Bernard Buayan, President, Lamlahak Sustainable Agriculture Farmers Association

- Datu Andrew Dalinog, Tasiman Sustainable Agriculture Farmers Association
 - Mr. Leo Tang IP Paralegal Volunteers Group (IP-PVG)
 - Ms. Gemma Galor, COWHED Manager
 - Ms. Nenita Kinan, COWHED Chairperson
 - Mr. Domingo Nayahangan, ILO IP Development Specialist
 - Ms. Ma. Theresa Matibag, ILO Project Manager
- c. **Focus Group Discussion (FGD)** with the following project partners were conducted:
- COWHED
 - Ancestral Domain Management Board (ADMB) and NCIP
 - Community Development Facilitators.
- d. **Field Visit.** While conducting KII, the consultant where able to visit/observe tribal houses in Lamlahak and Tasiman, water system, vermi-composting and ginger plot in Lamlahak as well as carabaos in Tasiman.
- e. **Orientation, Debriefing and Presentation.** Before the evaluation mission, an orientation and briefing was provided by ILO-IPDP officials, Mr. Domingo Nayahangan and Ms. Ma. Theresa Matibag. Summary of findings and initial projection of next steps were discussed with the Community Development Facilitators, COWHED Manager, IP PVG President and Ms. Ma. Theresa Matibag of ILO.

4. **REVIEW OF IMPLEMENTATION**

- a. **Mobilization, consultation and cooperation between partners.** As per KIIs and FGDs, there was an adequate social preparation and extensive consultation with the beneficiaries down to the community levels.

Two domain wide IP federations of Lake Sebu T'boli Ancestral Domain (FELSTAND) and United Federation of Ubo Tribal Organizations in Lake Sebu (SAKUF) and 18 barangay IP associations were established to support the implementation of the project. The barangay IP associations were properly consulted on the development interventions they need based on the four project components. They also implemented the interventions they identified with the support from the Community Development Facilitators.

While there were some organizational difficulties with FELSTAND and SAKUF at the initial stage of the project, the preparation of the Lake Sebu ADSDPP has called for a more cohesive institutional mechanism and prompted the IPs to organize the Ancestral Domain Management Committee (ADMC) now called as Ancestral Domain Management Board (ADMB).

The initial ADMC member organizations include the Lake Sebu Ancestral Domain Community Association (LASADCA), the Municipal and Barangay Tribal Councils, KCCFI (implementing the School for Living Traditions), Great Works (focusing on legal empowerment), LASIWWAI (Lake Sebu Indigenous

Women Weavers' Association, Inc.), SCM SI (Santa Cruz Mission Schools, Inc.), KKK (a youth organization), METEM (a women's organization on settlement concerns), and BILA (focusing on tribal governance). (2009 report)

The Municipal Government of Lake Sebu is very supportive to the project particularly with the new Mayor who is very much aware of the project activities since he was Vice Mayor during the inception and implementation of the project.

The NCIP also provided assistance and cooperation to the project particularly in the promotion of IPRA, the formulation of the Lake Sebu ADSDPP and the conversion of the Lake Sebu CADC Nos. 03 and 04 into CADT R+12-LAK 0110-155 (Series of 2010 January 27 approved).

For the micro-finance component, COWHED was the only women's cooperative in Lake Sebu servicing the capitalization needs of the IPs for their enterprises. COWHED has utilized its management and resources to implement the micro-finance component to 241 borrowers, 173 of whom are women.

b. The project management structure of the indigenous peoples organization and its effectiveness.

There are adequate IP organizations on the ground to manage the project. Overall, ILO provides general coordination. In the ground, the project activities are being coordinated by the three Community Development Facilitators (CDFs).

The Barangay IP Organizations have directly implemented community-based development interventions. They are now managing and maintaining project assets such as tribal houses, water system, vermi-worm composting, carabaos and post harvest facilities among others. However, they need further training on project management.

COWHED is very much appropriate and capable to manage the micro-finance component. However, there is a need to review micro-finance operations to strengthen services to the IP entrepreneurs.

With ADMB assuming the lead role in implementing Lake Sebu ADSDPP, they can be a potential overall coordinator for future projects.

The CDFs who are also T'bolis based in Lake Sebu need further mobilization assistance to effectively monitor project activities being implemented by the 18 Barangay IP Associations.

c. Implementation modalities.

Generally, the project utilized the community driven participatory development (CDPD) approach in determining the appropriate community development interventions.

- **Project achievements and contribution/support to strengthening the capacities of indigenous women and men and their organizations/institutions, COWHED and the barangay IP organizations.** In accordance with the four (4) result areas of the project, the following activities have been accomplished:

1. *Improved knowledge and understanding of their human and other fundamental rights and capacity to assert and protect these rights.*

| 2006-2007 | 2008 | 2009 | 2010 |
|--|---|---|--|
| <ul style="list-style-type: none"> • IP community facilitators and AdHoc members trained and capacitated to recognize and understand their fundamental rights. They were also trained as trainers to re-echo the IP rights in their respective communities (12% of the total participants to the two IP Rights training were women) • Community Rights Protection and Communications Plan (CRPP/CRCP) developed to guide the IPs in their promotion and orientation of IP rights in their respective communities | <ul style="list-style-type: none"> • T'bolis (324, 79% women) in Lower Valley cluster barangays completed the Basic Literary training • T'boli and Ubo IKSP study conducted | <ul style="list-style-type: none"> • Facilitated the formation of the Indigenous Peoples Paralegal Volunteers Group (IP PVG) responsible for providing community-based paralegal services to indigenous peoples in close coordination with the barangay justice system – The IP PVG are also responsible for continuing IP rights promotion and advocacy including IPRA orientations at the sitios and barangays in Lake Sebu. | <ul style="list-style-type: none"> • Provided continuing provision of para-legal services and IPRA orientation at the community level through the IP PVG • Translation and dissemination of the IPRA in T'boli |

2. *Improved traditional livelihoods that will result to increase in income and employment opportunities anchored on the sustainable development and protection of the available resources within their ancestral domain.*

| 2006-2007 | 2008 | 2009 | 2010 |
|---|---|---|--|
| <ul style="list-style-type: none"> • ADSDPP for FELSTAD and SAKUF formulated by the IPs in Lake Sebu and launched in November 2007 • Project proposals for the identified four geographical clusters were | <ul style="list-style-type: none"> • Pilot projects implemented in 18 barangays and managed by cluster project committees • Federation wide capacity building training for sustainable agriculture and literacy | <ul style="list-style-type: none"> • Supported capacity building of a local cooperative of women in Lake Sebu, the Cooperative of Women in Health and Development (COWHED) through training and technical assistance • Facilitated the development of local trainers on Generate, Start and Improve Your Business (G/SIYB) from among indigenous women and men in Lake Sebu • Assisted in the promotion of traditional arts and handicraft | <ul style="list-style-type: none"> • Completed the delivery of tools and equipment for sustainable agriculture such as sprayer, drum, vermi-worm • Delivered stripping machine for abaca fiber processing • Planted abaca |

| 2006-2007 | 2008 | 2009 | 2010 |
|---|--|---|---|
| developed by the IP federations after their training on Project Management facilitated by PANLIPI | <p>organized</p> <ul style="list-style-type: none"> • Trained 180 total recipients in sustainable agriculture from the 18 barangays to better manage the projects | <p>products of Lake Sebu</p> <ul style="list-style-type: none"> • Facilitated the adoption of sustainable and environment-friendly farming methods – including the vermi-culture production for organic fertilizers, promotion of traditional and organically-grown crops such as peanuts and corn using the sloping agriculture land technology (SALT) • Supported the setting up of basic community facilities in the 18 barangays such as potable water systems, suitable production equipments and multi-purpose tribal houses. | <p>seedlings for abaca production expansion</p> <ul style="list-style-type: none"> • Provided microfinance services to 241 beneficiaries in 11 barangays and conducted Training on Entrepreneurship (TOE) • Post harvest facilities such as solar dryer and corn sheller constructed/ delivered |

3. *Developed a mechanism to avail existing social protection programs.*

| 2006-2007 | 2008 | 2009 | 2010 |
|-----------|------|---|------|
| | | <ul style="list-style-type: none"> • Conducted orientation on social protection available for the indigenous peoples in Lake Sebu that opened access to Philhealth coverage for the T'bolis and Ubos – The resource persons for the orientation were officials of Philhealth, a government corporation aspiring to provide social protection coverage for all Filipinos. | |

4. *Developed and adopted a sustainable mechanism for participation in social dialogue and in promoting peace in the region*

| 2006-2007 | 2008 | 2009 | 2010 |
|--|--|--|--|
| <ul style="list-style-type: none"> • Two domain-wide federation of IP organizations in Lake Sebu formally launched in November 2007 – the Federation of Lake Sebu T’boli Ancestral Domain (FELSTAND) and United Federation of Ubo Tribal Organizations in Lake Sebu (SAKUF) • Community-based IP organizations formed in 18 barangays with identified leaders (1 woman leader was selected as Participant) | <ul style="list-style-type: none"> • IP federations and barangay IP organizations recognized by local government and barangay officials | <ul style="list-style-type: none"> • Supported the institutionalization of the Ancestral Domain Management Council (ADMC) - ADMC is a convergence group with members representing all major federations and organizations of indigenous peoples in Lake Sebu. It is responsible for the finalization and harmonization of the ADSDPP with local development plans and to determine if interventions for implementation in the municipality are appropriate, consistent and/or complementary to the investment plans indicated in the Lake Sebu ADSDPP | <ul style="list-style-type: none"> • Supported the institutionalization of ADMC • Provided technical assistance to barangay IP organizations |

Inventory of community development intervention per barangay is presented in **Annex 1**.

d. **Possible impact on ultimate beneficiaries**

The project has made contribution or impact on the lives of IPs of Lake Sebu which can be summarized as follows:

- **Laid down the overall development and protection framework for the ancestral domain through the adoption of the ADSDPP.** The Ancestral Domain Management Committee (ADMC) now called the Ancestral Domain Management Board (ADMB) was created to oversee the implementation of ADSDPP. The ADMB is now working for its accreditation to the Municipal Government of Lake Sebu with the end in view of interfacing ADSDPP to the municipal development and investment plans. The ADMB is composed of tribal elders and representatives from various IP organizations.
- **Enhanced knowledge of IPs in Lake Sebu on IPRA, tribal and barangay justice system and legal services provided.** Through the IP Paralegal Volunteers Group (IP PVG) trained by PANLIPI starting 2007, community orientation on IPRA, tribal and barangay justice system has been conducted. The T’boli and Ubo Indigenous Knowledge Systems and Practices (IKSP) study in 2008 became an important reference material for this training and served as guide for the IP paralegal facilitators in handling legal cases of the IPs in Lake Sebu. To date, the mandatory representation of IPs in all of the

Sangguniang Barangays and Sangguniang Pambayan of Lake Sebu has been asserted and recognized. As of December 2009, more than 500 indigenous peoples, with 50% women, were provided legal assistance by IP PVG members. In some instances, the IP PVG mediated in conflict resolution processes in their respective communities. Most cases they handled concerns related to ancestral domain/land claims conflict. The membership of IP PVG has increased from 62 to 91 para legal facilitators.

- **Strengthened mechanism for participation of T'boli and Ubo tribes in social dialogue through the ADMB.** The ADMB now provides the overall institutional mechanism for unification of all IP organizations in Lake Sebu. They already assumed the position to be the central coordinating body in carrying out the implementation of ADSDPP and ensuring the protection and development of ancestral domain and its people.
- **Increase livelihood opportunities through micro-finance services to IP entrepreneurs.** Through the PhP 1.8 Million grant to the Cooperative of Women in Health and Development (COWHED), micro-finance services were provided to 241 individuals (173 women). Although there are some issues and concerns particularly on collection, micro-finance services has strong potential for sustainability. Currently, there are more than 160 pending new application at COWHED for this micro-finance facility. **Annex 2** presents report on micro-finance operations.
- **Increased food production through applied sustainable agriculture and organic farming.** The project has provided assistance for organic fertilizer production, vermi-composting, ginger and peanut production, and working animals (carabao) among others. All reports and interviews indicated that the ginger production did not materialize due to challenges in technology transfer but the beneficiaries are still interested to pursue it. There is strong potential for peanut production. From 10 kilos of seeds, it is now planted to approximately 25 hectares and dispersed to the IPs in Barangay Lamcade.
- **Addressed supply of raw materials for handicraft making.** The project has assisted the plantation of 6,600 seedlings of tiger grass for broom production as well as the expansion of abaca plantation through food for work. Abaca has strong potential as this command high price in the market and will ensure the supply of raw materials for t'nalak weaving and other handicrafts making of T'boli and Ubo tribes.
- **Provided access to post-harvest facilities.** The project has provided solar dryer, rice and corn miller/sheller and stripping machine for abaca processing. These post harvest facility are now delivered and operational.
- **Increased access to basic community facilities.** The project has assisted the construction of tribal houses in the 18 barangays and potable water system in Barangay Lahit and Lamlahak. All tribal houses are now being used as venue for IP gatherings such as tribal meetings, conflict resolution, wedding and birthday celebrations, cultural festival and education and training of their children on their tribal culture, traditions and way of life. The potable water system is now being managed by an association and is self sustaining.

- **Increased skills and capacity of sixteen local trainers (12 women and 4 men) using the ILO enterprise tool, Generate and Improve Your Business (G/SIYB).** They are now the recognized facilitators for the Training of Entrepreneurs (TOE). The TOE is given to Microfinance clients of COWHED. (2009 Report)
 - **Increased promotion of traditional arts and handicraft products of Lake Sebu** through the technical assistance of the ILO enterprise specialist and the development of the COWHED business plan and promotional materials. These include product brochures, videos and photo-documentation showing the traditional livelihoods, arts and crafts of the T'bolis and Ubos of Lake Sebu. (2009 Report)
 - **Improved knowledge on social protection concerns of indigenous peoples** through information sessions with Phil Health, a government facility for voluntary health insurance. It also increased social protection coverage of indigenous peoples in Lake Sebu through their enrolment, especially by the women, to Phil Health (2009 report)
- e. **Major constraints and external factors.** Some of the constraints and external factors mentioned in progress reports (2007, 2008, 2009) and validated during KIIs and FGDs include the following:
- **Mortgage of IP parcel of lands to non-IPs.** Many parcel of lands of the IPs are mortgaged to non IPs, thus, those IPs who were not able to pay mortgage were forced to transfer to the upper portion of the domain. The ADMB leaders would like to conduct inventory of the lands occupied by IPs and advancing the idea of putting funds for land redemption so that primary agricultural land and eco-tourism sites were redeemed/recovered by the IPs.
 - **Weak Capacity of IP organizations.** While IP organizations are already put in place, ADMB, Barangay IP Associations and other IP organizations need further capacity building and institutional strengthening.
 - **Culture of Dependency and Dole Out.** Progress reports from 2007 to 2009 indicated this concern citing that previous interventions provided dole outs to the T'boli and Ubo tribes instead of building their capacities for self help program.
 - **Flexibility in the work plan and limited timeframe.** Three years is perceived to be limited for an integrated community-driven participatory development (CDPD) project. Likewise, flexibility in the work plan should be given considerations to allow some changes based on the actual development intervention needs of the IPs.
 - **Limited resources in development interventions.** Given that the project covers 18 barangays, available funds are very limited to cover the development intervention needs of the IPs.

- **Some interventions did not prosper.** As per KIIs and FGDs some interventions such as swine raising and ginger production did not prosper. Swine was affected by disease and the technology taught for ginger production did not materialize.
- **Low collection in microfinance operations.** COWHED has a low of collection rate of 60% in some point but now at 70%-80%. In response to this, COWHED fielded three project officers to enhance collection. Low collection is attributed to delayed payment of 4Ps beneficiaries to retail store borrowers or the family used the money for education or health expenses.
- **Lack of CDF's mobility fund.** For 2010, CDFs had limited mobility fund that affected the frequency of their monitoring visits to the projects in the 18 barangays. Because of the strong commitment of the CDFs to the project, they found a way to get updates and/or visit some of the projects as necessary.
- **Security Challenges.** While Lake Sebu is a peaceful municipality, conflict situation in Mindanao including the Maguindanao massacre had forced cancellation of several missions and project activities.

5. Presentation of Findings

This portion presents the general findings on the achievement of the project towards the objectives.

***Objective 1:** At the end of the project, the indigenous peoples (IPs) in the pilot project site (ancestral domain), 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.*

The project has substantially achieved this objective through the following major results:

- ADSDPP for T'boli and Ubo tribe formulated and adopted by the IPs in Lake Sebu
- ADMB organized and assumed the institutional mandate for the implementation of ADSDPP and protection of the ancestral domain
- Provision of Para-legal services through the IP PVG (with 90 para legal facilitators) to more than 500 IPs (50% women)
- Increased awareness on IPRA, tribal and barangay justice system through community orientation and translation of IPRA to the local dialect (in T'boli)
- IKSP of T'boli and Ubo documented and utilized for training
- Mandatory representation of IP to all Sangguniang Barangay (SB) and Sangguniang Bayan of Lake Sebu asserted by the IP PVG and approved by the SB
- Tribal House that promotes IP culture, traditions and institutions constructed.

***Objective 2:** At the end of the project, the IPs in the pilot 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 domain.

Among the project interventions, the following have substantial contribution and potential for livelihood development:

- **Peanut production.** From the initial 10 kilos planted in one fourth hectare in Barangay Lemcade in 2008, it has now grown into 25 hectares plantation dispersed to IP farmers. Peanut commands steady and high price in the market.
- **Handicraft production.** Given that Lake Sebu is an eco-tourism site, handicraft making particularly t'nalak weaving have strong potential for livelihood development. However, there is a need to expand the marketing of handicraft products.
- **Abaca Plantation and Processing.** Abaca commands high price in the market and ensure steady supply of raw materials for handicraft production. Its expansion in Barangay Tasiman can be replicated in other barangays. Post harvest assistance shall also be provided to the IP farmers.
- **Rice and corn production.** These are primary commodities and remain potential in the market. Organic farming can increase opportunities in the market.
- **Microfinance Facility.** This can have multiplier effect as its success also lies in the volume of borrowers. There are currently 241 beneficiaries (173 women) and more than 160 new pending applications at COWHED. Microfinance services provide opportunities for livelihood as well as interest income for COWHED. As per report, the cooperative has earned more than P200,000 interest income since its inception.

The following interventions may need further improvement:

- **Organic Fertilizer Production.** There is a need to review the production technologies and capacity for possible upscaling of this component to ensure sustainable organic farming in the ancestral domain.
- **Ginger Production.** This intervention did not yield expected results and beneficiaries described this as a failure. The beneficiaries attributed the said failure to adoption of technology. However, they still want to pursue ginger production but they need further technical assistance on the appropriate technology given their soil and climatic condition.
- **Working Animal Dispersal (Carabao).** Female carabaos that were provided to the IP communities are now being used in the farm. However, there is no provision for male carabao for reproduction. The extension of the project may consider procuring a male carabao or liaise with the municipal veterinarian for assistance.

Objective 3: *At the end of the project, the indigenous peoples have the knowledge and mechanism to avail themselves of existing social protection programs.*

The Participatory Baseline Study noted that many T'bolis and Ubos cannot access the government's Phil Health voluntary health insurance scheme because of its discriminatory requirements such as marriage contract and birth certificate. Many of these people do not have these documentary requirements, the same way as most indigenous peoples in other parts of the country. To address such challenge and for the indigenous communities to have direct interaction with Phil Health, information sessions were organized in the 18 barangays. As a result, at least 30% of attendees, using their own funds, applied and were accepted as members of Phil Health. (2009 Report)

Objective 4: *At the end of the project, the indigenous peoples in the pilot project site have developed and adopted a sustainable mechanism for participation in social dialogue and in the promotion of peace in the region where they are located.*

The project has assisted the formation of ADMB which now acts as the central institutional mechanism for social dialogue among IP organizations in Lake Sebu. ADMB will meet on January 18, 2011 to discuss mainly the accreditation with the Municipal Government of Lake Sebu. The Barangay IP organizations shall likewise participate in the ADMB.

The project supported capacity building initiatives of the Lake Sebu tribal leaders by facilitating a leadership and organizational management training of tribal leaders and elders representing major indigenous organizations in Lake Sebu that previously called the ADMC. The ADMC organized several consultations and assemblies during the second half of 2009 that later resulted in the finalization of the Lake Sebu ADSDPP and the conversion of their ancestral domain claims into a title. The initial ADMC member organizations include the Lake Sebu Ancestral Domain Community Association (LASADCA), the Municipal and Barangay Tribal Councils, KCCFI (implementing the School for Living Traditions), Great Works (focusing on legal empowerment), LASIWWAI (Lake Sebu Indigenous Women Weavers' Association, Inc.), SCM SI (Santa Cruz Mission Schools, Inc.), KKK (a youth organization), METEM (a women's organization on settlement concerns), and BILA (focusing on tribal governance). (2009 report)

The IP PVG and the IPs have likewise advocated and succeeded for the recognition and appointment of mandatory representation in the Barangay and municipal levels. The IP representation in the barangay councils and municipal council can promote and ventilate the interest and welfare of the IP sector through dialogue with the LGU officials and other stakeholders.

6. Conclusions

a. Relevance

The project is very much relevant to the lives of the target population. The formulation of the ADSDPPs as an expression of IPRA at the domain level has prompted the IPs to organize the ADMB to serve as central institutional mechanism

for the development and protection of the ancestral domain. With the adoption of the ADSDPP, development framework for the domain is now clearer.

The continuing orientation of IPRA at the community level through the IP-PVG, livelihood activities through sustainable agriculture and microfinance being managed by COWHED, strengthening social mechanisms and social dialogue becomes more relevant to the needs of the T'boli and Ubo tribes as well as to the poverty reduction efforts.

The project outputs and objectives correspond to the expectation of the IP communities and in line with the national and local policies and programs as expressed in the IPRA and MTPDP among others.

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 such as: ILO Convention No. 111 - Discrimination (Employment and Occupation) convention, 1958; ILO Convention No. 138 - Minimum Age for Admission to Employment Convention, 197; ILO Convention No. 182 – Convention on the Elimination of the Worst Forms of Child Labour, 1999; LO Convention No. 29 - Forced Labour Convention, 1930; and ILO Convention No. 105 – Abolition of Forced Labour Convention, 1957.

b. Effectiveness

The project has substantially achieved the objectives of the project.

Objective 1 to improve IPs knowledge and understanding of their human and other fundamental rights and the capacity to assert and protect these rights are best addressed in the formulation of ADSDPP, paralegal services, IPRA orientation at the barangay level and success in asserting mandatory representation of IPs at the barangay councils and municipal council.

Objective 2 to 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 domain are exemplified in the achievements in sustainable agriculture particularly peanut production, abaca plantation, and microfinance operations. Other interventions such as organic fertilizer production, ginger and livestock may need further review for further improvement in terms of management and technology adaptation.

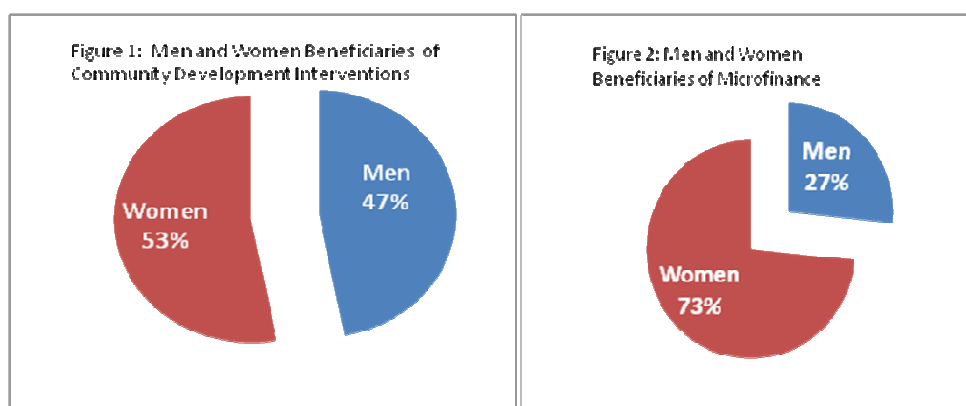
Objective 3 for the indigenous peoples to have the knowledge and mechanism to avail themselves of existing social protection program is quite limited to PhilHealth services where only around 30% of those participated in the orientation where enrolled due to documentation problems.

Objective 4 to develop and adopt a sustainable mechanism for participation in social dialogue and in the promotion of peace in the region where they are located are well expressed in the formation of the Ancestral Domain Management Board (ADMB), the two domain wide IP federations (FELSTAND and SAKUF), and the formation of Barangay IP associations in all 18 barangays and establishment of tribal

houses. The ADMB is well participated by all major stakeholders for IP protection and development.

The project contributes to ILO's mainstreamed strategies such as:

- **Gender equality.** Women participation is well observed in many aspects of the project. As per CDFs' report (2009), 52% of more than 4,000 direct beneficiaries of various community development interventions are women. In microfinance 73% of 241 beneficiaries are women. Women also participate in the paralegal services as well as share leadership in the barangay IP associations. **Figure 1** presents women participation in community development interventions **Figure 2** shows the women beneficiaries in microfinance operations.



- **Social Dialogue.** The formation of ADMB, IP federations and barangay IP associations, the participation of various IP organizations in the ADS DPP formulation and project management, and recently the approval of the mandatory representation in barangay councils and municipal council promotes social dialogue and participation from various levels of social structure in Lake Sebu.
- **Poverty Reduction.** Some components of the sustainable agriculture (peanut, rice and corn) and industrial crops (abaca and tiger grass) generates additional income and livelihood to IPs. Likewise, the microfinance services have targeted the small IP entrepreneurs to initiate and or assist their livelihood activities.
- **Promotion of Indigenous Peoples' Rights.** The community orientation on IPRA, tribal and barangay justice system as well as the paralegal services promotes IP rights. There are clamors to continue the community orientation in all barangays as well as to other stakeholders.

On project management and implementation, participatory approach is observed at all levels of both men and women that contribute to the achievement of project objectives. While there is no visible project office on the ground, the three CDFs provided the coordination, monitoring, coaching and mentoring to the barangay IP organizations. There are limited fund allocation for project monitoring and supervision, but the three CDFs somehow sustained their initiatives to provide the necessary technical and management assistance. The microfinance services component through COWHED also contributes in the field monitoring of project activities as some of its beneficiaries also belong to the target communities.

On responsiveness to political, legal, economic and institutional changes in the project environment, the project primarily anchored its framework in the IPRA that defines the legal and institutional framework for development as well as promotes economic rights and primacy over the ancestral domain. The IPs success in asserting representation in the barangay councils and municipal council indicates the political empowerment of the IPs in Lake Sebu.

c. Efficiency

Overall, while the quantity of the project intervention is limited in scope and in size the quality of the project is remarkable. For example, the simple tribal houses become the IP centers in 18 barangays. Tribal houses are now being used as venue for IP gatherings such as tribal meetings, conflict resolution, wedding and birthday celebrations, cultural festival and education and training of their children on their tribal culture, traditions and way of life which in effect promotes internal social dialogue among members of the tribes. Such small investment with counterpart from the IP communities in a form of labor and materials creates big impact in the promotion and preservation of culture and tradition.

While there are some interventions that did not materials as expected, in general, results and outputs delivered by the project are by far cost effective. The microfinance component with PhP1.8 M fund managed by COWHED is now sustainably providing financial services to both IP women and men entrepreneurs.

The total project costs amounting to approximately USD 434,700 for three and a half years (April 2006-December 2010) has delivered substantial results to the target IP communities. The participatory process employed has engaged the IP communities as well as other IP organizations and stakeholders operating in Lake Sebu.

d. Sustainability

With ADMB and ADSDPP is in place, there is a strong indication of sustainability of project results. ADMB now assumed overall leadership in the ancestral domain and there is a great potential that will be institutionalized for the implementation of ADSDPP and recognition of the Municipal Government of Lake Sebu.

Positive results on sustainable agriculture, basic facilities and utilities, livelihood and microfinance and capacity building will most likely be sustained as the barangay IP associations have strong ownership of the project. Likewise, the LGU with the new leadership has committed to prioritize economic and livelihood development of IP communities along with the municipal development programs.

In planning future activities and strategies, consultation with the ADMB, barangay IP organizations and LGUs (municipal and barangays) shall be primarily considered to ensure that development interventions are line with the ADSDPP and local development plans.

On management and organizational support, the municipal and community level organizations are already in place but need further skills and management training to be more empowered.

- The ADMB can provide overall management and coordination for the implementation of ADSDPP and projects in the ancestral domain. The ADMB leaders expressed interest for future projects and they are willing to provide counterpart in terms of manpower, local materials and coordination work.
- The barangay IP associations can continue to manage the community level development interventions. They are willing to provide counterparts in terms of labor and local materials to development interventions.
- COWHED is very much willing to continue providing and improving the micro-finance services to their clients without requiring them to become members of their cooperative. COWHED staff can be sustained through the interest income from micro-finance operations.
- ADMB leaders expressed that they need further training on organizational management and leadership. COWHED staff indicates that they need training on microfinance operation and financial management as well as observation tour to bigger micro-finance institutions. The barangay IP Association leaders identified their training requirements on agricultural production technologies, integrated multi-cropping farming system and innovations in handicraft making.

On maintenance of project equipment and facilities, policies and mechanisms are in place. For the water system, household contributes on monthly basis for its maintenance and operations. For the tribal houses, there are assigned caretakers. For abaca stripping machine, solar dryer and farm tools, it is being shared by the members of the barangay IP associations and appropriate operations policy had been formulated for each.

Outputs and knowledge products of this project can be utilized for future development interventions. The ADSDPP, the IKSP, and Baseline Study, and project reports are good reference materials for future projects.

7. Recommendations

Given the findings and conclusions above, the following are hereby recommended for consideration in the formulation of the next development intervention:

- Provide assistance in the formalization and accreditation of the Ancestral Domain Management Board (ADMB).** ADMB is strategic institutional mechanism for the management and protection of the ancestral domain and implementation of the adopted ADSDPP. The ADMB meeting on January 18, 2011 is crucial as it will discuss critical steps for interfacing IP interest and welfare to municipal development plans.
 - Assist ADMB in the finalization and recognition of ADSDPP.** While it was adopted and launched on November 2010, there remain some works to be done to integrate additional inputs from the IP leaders and finalize and strengthen the ADSDPP document.
 - Strengthen micro-finance operations.** This has strong potential for continuing assistance to create livelihood and generate additional income for IP entrepreneurs.
- ~~_____ COWHED may consider (i) adopting the group loan approach for operational~~

efficiency and effectiveness. This may also result to increase in repayment rate and lessen delinquencies; (ii) Fielding of project officers must be continued and serve as entrepreneurship coach and mentors to borrowers. If the group approach will be adopted, the project officers can maximize their time and efforts in performing their tasks; (iii) continuing capacity building to include exposure and training on all aspects of micro-finance operations and skills development on the part of the borrowers in the areas of product development, handicrafts making, entrepreneurship management; (iv) expand market linkages for the products of its borrowers, particularly handicrafts.

- d. **Strengthen paralegal services** through establishment of paralegal center, training of IP representatives to Barangay Councils and Municipal Council, further training on paralegal volunteers and continue community orientation on the IPRA.
- e. **Provide further assistance to community utilities and facilities** such as tribal house, potable water system, post harvest facilities, and solar dryer among others. This should include the construction of the t'nalak weaving center for the Gawad Manlilikha Awardee, Lang Dulay. Lang Dulay had committed to propagate the T'boli weaving tradition by teaching young T'boli women who are interested to learn the art of T'nalak weaving.
- f. **Strengthen linkages with the local government units** and other government agencies through the ADMB. The Mayor of Lake Sebu has committed to provide assistance to the project in a form of giving priorities to farm to market roads, farm tools for the IPs, and livelihood assistance.
- g. **Upscale sustainable agriculture component into an integrated multi-cropping system to ensure protection of the environment.** Integrated multi-cropping may include fruit trees (durian, rambutan, mangosteen, langka), vegetables (beans radish, pechay, eggplant, tomato), root crops (peanut, ginger), industrial crops (abaca, coffee, rubber), livestock and aquaculture in Poblacion area.
- h. **Expand social protection component.** Aside from PhilHealth services, local healthcare services can be strengthened through establishment of health clinics and strengthening of barangay health workers integrating IKSP on healthcare and traditional medicines.
- i. **Continue the capacity building of IP institutions.** ADMB and the barangay IP associations shall be given training on organizational management, leadership, financial management, conflict resolution, and project development and management.
- j. **Skills development for IPs.** Priority training needs identified during FGDs and KIIs include handicraft making, agricultural production technologies, sustainable agriculture, and livestock production

8. Lessons Learned

The 2009 Progress report has forwarded key lessons learned in the project, to wit:

- a. Making human rights policies and principles at the center of the development framework for projects is an empowering strategy. The project had influenced the

empowerment of IPs in Lake Sebu with knowledge on their rights as claimholders.

- b. Multi-sectoral convergence planning of local institutions and organization strengthen the collaboration and cooperation among project partners.
- c. Engaging a local assisting organization with proven track record and with high acceptance level by majority of indigenous peoples' organizations in the project area is also an important strategy. This is applicable especially in cases when no cohesive organization exists in the project area.
- d. Developing local community development facilitators who can directly follow-through and monitor ongoing community projects in all areas will ensure that activities happen as planned. They can also provide regular and immediate facilitation assistance to the communities implementing the project/s.
- e. Ensuring that time frame is appropriate for the achievement of the project's envisioned results and outputs.
- f. Corresponding budget should be enough to cover activities that will deliver the targeted results and outputs.
- a. Engaging local government units and agencies to commit resources and provide technical assistance to the community development projects to ensure its sustainability.

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

- a. ADSDPP is a powerful instrument to converge protection and development initiatives in the ancestral domain as well as direct IP institutions/ organizations for common goals and development objectives. The ADMC now ADMB was created to facilitate the adoption and monitor the implementation of the ADSDPP while the IP PVG was formed to disseminate information of IP rights in the communities. Through the ADMB and the IP PVG, the IPs of Lake Sebu were able to assert the mandatory representation of IPs in barangay councils and municipal council.
- b. Establishment of tribal houses revitalizes IP culture and tradition. It promotes IP's way of life among the children that will ensure protection and preservation of the T'boli and Ubo culture and tradition.
- c. IPs can avail of microfinance services and put value to their labor. Experience of COWHED indicates that IPs can start their enterprises through microfinance. With the Training on Entrepreneurship (TOE), IP borrowers were able to put appropriate value for their labor in their enterprises and therefore arrive at a fair price for their products such as t'nalak and handicrafts.
- d. Paralegal services empower IPs to understand their rights and resolve conflict through traditional means.

9. Suggested revision or improvements in the extension work plan of the Lake Sebu project and strategies for phase out and sustainability

- a. **Proposed development interventions for the extension work plan** is based on consultations with the CDFs, FGDs and KIIs with project partners. The table below indicates the preferred development interventions. Scope, size and priorities will depend on the available funds for 2011 extension.

| Objective/Component | Proposed priority development interventions |
|--|--|
| Improved knowledge and understanding of their human and other fundamental rights and capacity to assert and protect these rights; | <ul style="list-style-type: none"> • Finalization and recognition of ADSDPP • Continuation of community orientation on IPRA, ADSDPP, tribal and barangay justice system • Establishment of paralegal center cum tribal house • Printing/reproduction of Knowledge Products such as: (1) the IPRA in T'boli; (2) the Baseline study; (3) the T'boli and Ubo IKSP study; and, (4) the ADSDPP |
| Improved traditional livelihoods that will result to increase in income and employment opportunities anchored on the sustainable development and protection of the available resources within their ancestral domain | <ul style="list-style-type: none"> • Sustainable agriculture through Integrated multi-cropping in all barangays (fruit trees, vegetables, rootcrops, livestock, and aquaculture) • Expansion of abaca plantation/processing in five barangays • Expansion of peanut production • Further training on ginger production technologies • Strengthening and expanding microfinance operations • Skills development training of IPs in sustainable agriculture and handicraft making • Construction of the t'nalak weaving center for Lang Dulay, the Gawad Manlilikha Awardee, who is providing training on T'nalak weaving to T'boli women who are interested to continue the T'boli weaving tradition |
| Developed a mechanism to avail existing social protection programs; | <ul style="list-style-type: none"> • Expanded coverage of Phil health services • Strengthen health services through LGUs (municipal and barangays) |
| Developed and adopted a sustainable mechanism for participation in social dialogue and | <ul style="list-style-type: none"> • Capacity building of ADMB • Strengthen Barangay IP associations • Training of IP Representatives to |

| Objective/Component | Proposed priority development interventions |
|----------------------------------|--|
| in promoting peace in the region | <p>barangay councils and municipal council (preparation of resolution and local ordinances, handling meetings, IPRA, conflict resolution, etc.)</p> <ul style="list-style-type: none"> • Continuing support to tribal houses (provision of water supply and toilet) • Establishment of ADMB Headquarter cum Tribal House (This can serve as an IP center with the IP PVG paralegal center) |

Annex 3 presents the summary of accomplishments from 2006-2010 of development interventions and the Proposed Work plan for 2011.

b. Strategies for Phase out and sustainability

The primary phase out strategy is to capacitate the IP organizations, particularly ADMB and barangay IP association so that they can be prepared to assume and sustain the results of the project once completed. Likewise, linkages and partnership with the LGUs, NGOs, and concerned offices of NGAs shall be established so that development interventions will be considered in the regular programs to ensure sustainability.

3. Annexes

- Annex 1: Inventory and Status of Community Development Projects per Barangay
- Annex 2: Report on Microfinance
- Annex 3: Summary of Progress and Proposed Work plan for 2011