

# **CASE STUDIES ON THE COMPREHENSIVE AGRARIAN REFORM PROGRAM (CARP) FARMER-BENEFICIARIES IN SELECTED COMMUNITY-BASED FOREST MANAGEMENT (CBFM) AREAS AND PUBLIC A & D LANDS**

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# **CASE STUDIES ON THE COMPREHENSIVE AGRARIAN REFORM PROGRAM (CARP) FARMER-BENEFICIARIES IN SELECTED COMMUNITY-BASED FOREST MANAGEMENT (CBFM) AREAS AND PUBLIC A & D LANDS**

## **Integrative Report**

### **I. INTRODUCTION**

The fundamental goal of the Agrarian Reform Program is to address the inequitable distribution of access to land and other productive resources and ultimately promote the welfare of the farmer-beneficiaries. Hence, the Comprehensive Agrarian Reform Program (CARP) was implemented by virtue of R.A. No. 6657 in 1988, covering all public and private agricultural lands, regardless of crops planted and tenurial arrangements. As of December 2008, the revised land distribution scope of the CARP was 9,001,750 hectares. Of this total CARP scope, 5,163,751 hectares are private agricultural lands (PAL) and non-PAL (i.e., settlements, landed estates, and government-owned lands/KKK areas transferred to DAR under E. O. No. 407) for distribution by the Department of Agrarian Reform (DAR) while 3,837,999 are public lands to be distributed by the Department of Environment and Natural Resources (DENR).

The CARP scope under DENR covered two types of land: 2.5 million hectares of public A & D lands and 1.3 million hectares of Integrated Social Forestry (ISF)/Community Based Forest Management (CBFM) areas. Public A & D lands are lands of the public domain which have been subject of the present system of classification and declared as not needed for forest purposes. The original CARP scope on public A & D lands was 4.5 million hectares but this was reduced to 2.5 million hectares in 2007 based on the results of the inventory of public lands covered by Presidential Proclamations for government use, DAR resettlement areas including KKK areas transferred to DAR under E.O. No. 407, judicially titled lands from 1987 to 1994 based on LRA records, and unclassified lands earlier projected to be released as A & D but were released as forest lands, which cover a total of 2 million hectares.

On the other hand, the CBFM areas include those lands classified as forest lands, including allowable zones within the protected areas not covered by prior vested rights. CBFM integrates and unifies all people-oriented forest activities under the Integrated Social Forestry Program (ISFP), the Community Forest Program (CFP), the Coastal Environment Program (CEP) and recognition of ancestral domains. ISFP was the forerunner program which evolved into the CBFM program pursuant to Executive Order No. 263 issued on July 19, 1995 and DENR Administrative Order No. 96-29 issued on October 10, 1996. Pursuant to Executive Order No. 263, the CBFM was adopted as the national strategy to ensure the sustainable development of the country's forest land resources and provided the mechanism for its implementation. The CBFM aims to promote the socio-economic uplift of forest communities and

achieve sustainable development/management of forest resources. The goals of the CBFM include the promotion of sustainable management of forest resources, social justice and improved well-being of local communities, strong partnership between local communities and the Department of Environment and Natural Resources. The selection of CBFM-CARP sites is tied-up with the Hunger Mitigation Program (HMP) of the government to reduce poverty through the implementation of agro-forestry and livelihood development activities in the 17 Priority 1 and Priority 2 provinces as identified under the HMP.

Before the implementation of the CBFM program in 1996, Certificates of Stewardship Contract (CSC) were issued to individual occupants in the ISF areas. The ISF areas at the time were categorized into ISF-CARP and ISF-DENR. The ISF-CARP were the ISF areas where the provision of support services was funded under the Agrarian Reform Fund (ARF), while the ISF-DENR areas were the ISF areas funded under the DENR regular budget. At present, the previously identified ISF areas before the implementation of the CBFM program have either become CBFM areas or still remain as ISF areas but the development management of which has been devolved to the LGUs.

The participation of the DENR in CARP implementation is focused on three main activities, namely: land disposition, support to land acquisition and distribution, and technical/operational support. Under land disposition, the recognition and confirmation of rights of farmer-beneficiaries over the lands they till is through (1) the distribution of public alienable and disposable (A & D) lands suitable for agriculture through the processing and issuance of Free and Homestead Patents, and (2) the allocation of select forest lands/areas suitable for agro-forestry, by means of stewardship through the issuance and award of Certificates of Stewardship Contract (CSC) for individual occupants, and Community-Based Forest Management Agreements (CBFMAs) for communities/groups. Further, support to land acquisition and distribution (LAD) involves the conduct of land surveys of public A & D lands, private agricultural lands, government-owned lands, forest areas under the CBFM program, and inventory of forest occupants and public A & D lands. Support services are provided by the DENR in the CBFM sites all over the country under the Program Beneficiary Development (PBD) component of the CARP.

From July 1987 to December 2008, DENR has issued a total of 1,687,283 free and homestead patents to farmer-beneficiaries under CARP covering 1,955,148 hectares and representing 78 percent of public A & D lands. A 100 percent accomplishment rate in the issuance of Certificate of Stewardship Contract (CSC) and Community-Based Forest Management Agreements (CBFMAs) in ISF-CARP areas i.e., a total of 502,494 Certificates of Stewardship Contract (CSCs) were issued to farmer-beneficiaries and covered 1,335,999 hectares. Of the total hectares covered by CSC/CBFMA issuance, 293,365 hectares were covered by CSCs distributed to farmer-beneficiaries from 1983-1986. The issuance of CBFMAs started in CY 1998. Worthy of note is that there are lands covered by CSCs that are located within CBFMA areas.

While support services are being provided to the ARBs of private agricultural lands especially in the ARCs, some studies have cited the lack of support services to the

farmer-beneficiaries of public lands. Even in the early years of CARP implementation, the lack of support services was cited as the most common problem in ISF areas (Escueta, 1987). In a study conducted by Adriano (2007), he cited that “the recipients of free patents and homestead patents awarded by the DENR are not provided with support services either by the DENR nor the DAR.” Likewise, a SEARCA (2007) study noted that “the beneficiaries under the DENR are hardly provided with any semblance of support services.” Based on the information from some DENR-CARP staff, support services to farmer-beneficiaries in these areas are not provided because the lands given to them become private property once the lands are awarded to them. Notably, the same staff cite that there is no monitoring of the farmer-beneficiaries in public A & D lands after the award.

Based on secondary data gathered, only a few support interventions were provided in public lands. In 1989, the DAR and the DENR implemented a program called “An Integrated Sustainable Research and Development Program for the CARP-ISF Areas in the Philippines: An Ecosystem Approach”, more popularly known as the CARP-ISF R&D Program. Under the program, income generating projects were introduced in the ISF areas to provide alternative sources of income to upland and coastal dwellers and to help in the rehabilitation and improvement of the productivity in the upland and coastal areas.

Under the Program Beneficiary Development (PBD) component of the CARP, the DENR, as a CARP Implementing Agency (CIA) under the Presidential Agrarian Reform Council (PARC), has provided support services in 303 CBFM-CARP sites out of the 1,783 CBFM sites all over the country. The provision of support services in other CBFM sites are funded by the DENR under its regular budget. The provision of the support services is aimed at agroforestry and rehabilitation efforts, livelihood, and enterprise development activities of the POs involved in the development and management of upland areas. Specifically, funding assistance under the CARP/Agrarian Reform Fund (ARF) was provided in 110 CBFM-CARP sites\* (at an average of 7 sites/region) all over the country for the period 2000 to 2002. As indicated in the DENR-CARP 20-Year Report (1987-2007), the development of one CBFM-CARP site entailed an estimated cost of PhP1.5 million. In 2007 and 2008, a budget allotment of PhP30 million per year was allocated under the ARF to the DENR to provide support services to an additional 65 CBFM-CARP areas. The budget was used for activities under the CBFM-CARP Upland Development Program in support to the Hunger Mitigation Program. The major activities included in the funding support are agro-forestry development, livelihood projects, extension services and socio-economic survey. The projects’ livelihood components include: farm animal dispersal (mostly goats, swine, horses and carabao), aquaculture (tilapia), butterfly farming, and free range chicken. Agroforestry-based livelihood projects consist of tiger grass production for broom making, pineapple marmalade and jam, semi-processing of tinagak and sinamay, mat weaving and banana buying stations. Training and extension activities include capacity building such as technical training on seedling preparation, agroforestry development, training on livelihood such as

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\* These 110 CBFM-CARP sites were formerly the ISF-CARP areas before the implementation of the CBFM program.

fish culture, chicken raising and marketing and financial management. Under the Upland Development program, 767.62 hectares of agro-forestry farms involving 8,393 farmer beneficiaries in 35 additional project sites were developed in 2007. In 2008, 1,585 hectares of agro-forestry farms involving 5,238 beneficiaries were developed in another 30 project sites. For CY 2009, an additional 128 CBFM-CARP project sites are projected to be developed at a cost of PhP150 million.

Despite the aforementioned provision of funding assistance under the CARP, there is no data or feedback available on the results of the projects that were implemented in 2000 to 2002. Likewise, there is no information whether the project interventions during these periods have indeed benefited the beneficiaries in the CBFM-CARP areas. Notwithstanding the absence of the proper documentation of the results of these past projects, several CBFM-CARP areas were still given budget allocations in 2007 and 2008.

Apart from the issue on the lack of available data and information on what happened to the past projects funded under CARP, there is hardly any information about the status of the beneficiaries of public A&D lands distributed by DENR as most of the recurring questions about CARP implementation have been focused on private agricultural lands distributed by the DAR (SEARCA, 2007). While several studies have indicated welfare gains among ARBs in private agricultural lands, there is a dearth of information on the welfare of the farmer-beneficiaries in public lands. Although there is one study conducted in 1994 by the Ecosystems Research and Development Bureau (ERDB) of the DENR on the CARP-ISF R & D Program, the results showed that the income generating projects implemented under the said program had no significant contribution to the improvement of the quality of life of the farmer-beneficiaries.

The paucity of data on the results of project interventions provided to beneficiaries in CBFM areas, the lack of support services to farmer-beneficiaries and the dearth of information on the status of beneficiaries in public lands has emerged as a research problem for study.

## **II. OBJECTIVES**

The study essentially seeks to assess the results of project interventions provided in selected CBFM areas and how the issuance of CSCs/CBFMAs and free and homestead patents under the CARP has contributed to the tenurial security and improvement in the socio-economic conditions of the farmer-beneficiaries.

Specifically, the study aims to:

1. obtain information/insights on the socio-economic status of the farmer-beneficiaries covered by CSCs and/or CBFMAs and those issued free and homestead patents in terms of the following:
  - a. demographic attributes

- b. farm characteristics
  - c. farm productivity, farm production, and farm income
2. assess how the issuance of CSCs/CBFMAs and free and homestead patents may have contributed to the following:
    - a. tenurial security of the FBs
    - b. changes in land use, cropping patterns/systems, cropping intensity, and farm production technology adoption
    - c. quality of life in terms of household income, housing conditions and facilities, and acquisition of farm and household assets
    - d. level of participation in organization and development programs in the community
    - e. peace and order in the community
  3. examine the project interventions provided in the CBFM-CARP study sites for the period 2000-2002, and its concomitant processes in the implementation and how these have addressed the objective of improvement in the socio-economic conditions of the farmer-beneficiaries;
  4. analyze the extent of participation of the farmer-beneficiaries in the People's Organization and the role of People's Organizations (POs) as conduits in the delivery of support interventions in the CBFM areas; and
  5. establish profile and determine the status of project interventions in the CBFM-CARP study sites in 2008.

The study further intends to assess the following: the extent of LGU support to CBFM-CARP study sites, the forms of rural land market transactions that have evolved in the community, and the emerging problems and issues encountered by free and homestead patent holders and CSC/CBFMA beneficiaries.

Concomitantly, the study envisages to draw from the findings, policy recommendations and necessary program intervention measures for the refinement and/or revision in the strategies and approaches in the provision of support services to farmer-beneficiaries in CBFM areas and public A & D lands.

### **III. METHODOLOGY**

The study used the case study approach. It made use of both primary and secondary data. Secondary data were gathered through available information at the DENR national, provincial and municipal offices. Primary data were gathered through the conduct of Focus Group Discussions (FGDs) and individual structured interviews with the sample farmer-beneficiaries who were issued Certificates of Stewardship Contracts (CSCs) and Community-Based Forest Management Agreements (CBFMAs) and free and homestead patents in public A & D lands.

The study sites were purposively selected in the CBFM-CARP Project Sites which were provided support services under CARP funds within the three-year period from 2000 to 2002 and in 2008 as indicated in the DENR national report on CBFM Project Sites Funded by the CARP.

There are three case study areas, one each from the three island groups i.e., Luzon, Visayas and Mindanao. From the list of CBFM-CARP project sites which were provided CARP funds, one case study area was selected. For each island group, the project site with the highest number of farmer-beneficiaries was selected. Based on review of the DENR's national report on the status of CBFM-CARP Projects, there were only eight project sites all over the country that were provided with CARP funds within the two time periods, i.e. from 2000 to 2002 and in 2008. Based on the projects with the highest number of farmer-beneficiaries by island group, the following Project Sites were selected as the case study areas: Brgy. Cudal, Tabuk, Kalinga in Luzon; Brgy. Talacdan, Cauayan, Negros Occidental in Visayas; and Brgy. Titulok, Bagumbayan, Sultan Kudarat in Mindanao.

The distribution of respondents for each study area are: nine CSC/CBFM beneficiaries and four free patent holders in Tabuk, Kalinga; eight CSC/CBFM beneficiaries in Cauayan and two free patent holders in Candoni, Negros Occidental; and eight CSC/CBFM beneficiaries and four free patent holders in Bagumbayan, Sultan Kudarat. The CBFM FB-respondents were either recipients of CBFM-CARP project/s within the period 2000 to 2002 or in 2008, while the free and homestead holder-respondents in public A & D were recipients under the CARP. In the absence of free and homestead patent holders within the barangay/municipality covered by the CBFM-CARP Project chosen as the study site, another barangay within the municipality or another barangay in other municipalities within the province were considered.

In addition to the farmer-beneficiaries, the leaders of the existing People's Organizations (POs) and barangay officials were subjected to FGDs. With the objective of gaining more insights on the results of the projects implemented in the selected CBFM study sites, concerned key officials from the DENR, LGU, and a non-government organization (NGO) were interviewed as key informants.

Before the conduct of actual field data gathering in the three case study areas, reconnaissance surveys were simultaneously undertaken by the three Research Teams in the target study areas to finalize study site selection and pre-test the interview schedules for the individual structured interviews with the sample farmer-beneficiaries and key informant interviews and the guide questions for the conduct of FGDs.

## IV. SUMMARY OF FINDINGS

### A. The Implementation of the CBFM in the Study Sites

1. The CBFM beneficiaries in the three sample CBFM areas were composed of original actual occupants who are non-CSC holders, children and/or relatives of the original actual occupants who passed away or are still in the CBFMA area, original CSC holders, children and/or relatives of original CSC holders who passed away or transferred to other places, and those who were able to buy land rights in the CBFM area. In Sultan Kudarat, most of the CSC beneficiaries are members of the Indigenous Peoples (IPs), particularly the *Iumads*, who inherited the lands from their forebears.
2. The main findings in the sample CBFM area in Kalinga are as follow:
  - a. There was a procedural flaw in the identification of the CBFM area because there was no delineation of the actual CBFM area prior to the issuance of the CBFMA. The DENR-CENRO solely depended on the information provided by the president of the first PO regarding the actual CBFM area.
  - b. The non-performance of the first PO and the flawed identification of the CBFM area resulted to the cancellation of the first CBFMA.
3. In the sample CBFM area in Negros Occidental, the lack of individual tillage or the extent of areas actually occupied by the CBFM awardees has resulted to boundary conflicts among the non-CSC holders. On the other hand, there is no problem in the delineation of individual tillage among the CBFM beneficiaries in the sample CBFM area in Sultan Kudarat because they are all CSC holders.
4. Most of the CARP beneficiaries in the sample CBFM areas in Kalinga (61 out of 62) and majority in Negros Occidental (197 out of 292 or 67 percent) are members of the PO while in the sample CBFM area in Sultan Kudarat, there is low membership of the CBFM beneficiaries in the cooperative i.e., only 75 or 37 percent of the 195 CBFM beneficiaries. Notably, most of the CBFM beneficiaries who are non-PO members belong to Indigenous Peoples (IPs), particularly the *Iumads*. They did not join the PO because of their financial incapacity to pay the required membership fee and capital share.
5. As regards the preparation of the Community Resource Management Framework (CRMF), which is one of the requirements for the approval of the CBFMA, the POs in the three sample CBFM areas were not the ones who prepared their CRMF because of the lack of the capability of the PO officers. In Kalinga and Negros Occidental, the DENR-CENRO prepared the CRMF while the officers of the association only provided data and information needed in its preparation. In Sultan Kudarat, the PO hired the services of an NGO which prepared the CRMF of the CBFM.



6. There are no other support services provided in the sample CBFM areas except for the support interventions provided by the DENR and those under the CBFM-CARP projects. Although the LGU and other government agencies provided several infrastructure and development projects, these are part of their regular functions and services provided in the entire barangay wherein the CBFM beneficiaries have also benefited.
7. The common problem that has emerged across all study sites is the lack of support services for farmer-beneficiaries in public A & D lands. Based on the information gathered from the DENR-CARP staff at the Central Office and as confirmed by a DENR-CENRO key informant in Negros Occidental, there are no specific livelihood development projects being implemented by the DENR among the patent holders because subsequent to the release of patent titles they had become private owners of agricultural lands and outside the coverage of support services intervention of government.

## **B. Project Interventions Provided in the CBFM-CARP Study Sites**

### **1. The 2001 CBFM-CARP Projects**

- a. CARP funds were provided in the three sample CBFM areas in 2001 for the implementation of agroforestry and livelihood development projects. In Barangay Cudal, Tabuk, Kalinga, the CARP funds were provided for the operation of a nursery for seedling production and establishment of plantation for fruit and forest trees for the 46 hectares within the CBFM area with a project fund of PhP153, 280. In the CBFM area in Cauayan, Negros Occidental, the livelihood projects funded by the CARP are carabao dispersal and goat raising in the amount of PhP63,000 and PhP23,000, respectively. In Barangay Titulok, Bagumbayan, Sultan Kudarat, the CARP fund amounting to PhP279,678 was provided to finance the planting of assorted fruit seedlings in the CBFM area.
- b. There was difficulty in assessing the process of implementation of the 2001 CBFM-CARP projects in the sample CBFM areas in Kalinga and Sultan Kudarat because of the non-availability of documents relating to their implementation and the paucity of information provided by the DENR.
- c. In Negros Occidental, the implementation of the carabao dispersal project is currently still on-going. Of the five original carabao recipients, another set of five farmer-members became recipients under the second roll-over after five years of initial dispersal. There were no recipients of goat dispersal because of the death of the offspring of the goats which were raised by the association for distribution to qualified farmer-beneficiaries. The remaining goats are being cared for by the association, and are slated for dispersal to qualified recipients. In Sultan Kudarat, the assorted fruit tree seedlings which were given to the 41 original members of the PO are now fruit bearing. In Kalinga, the provision of assorted fruit and forest tree seedlings under the 2001 CBFM-CARP project could not be clearly ascertained because a DENR

key informant insisted that these were actually planted by farmworkers outside the CBFM area but these were destroyed by fire allegedly set by some barangay residents who got envious of the achievement of their co-workers.

- d. In Kalinga, the flawed identification of CBFM area and the non-validation of the potential CBFM participants prior to the issuance of the CBFMA resulted to the provision of the 2001 CBFM-CARP project to the farmers outside the CBFM area which deprived the actual CBFM beneficiaries from becoming project recipients. In Negros Occidental, only few CBFM beneficiaries were benefited because of the limited funds provided for the carabao dispersal and goat raising projects which initially benefited five qualified beneficiaries under the carabao dispersal. Only 10 goats were bought by the association for the goat raising project under its care wherein there are assigned members who are responsible for the care and grazing of the goats. In Sultan Kudarat, only 41 or 21 percent of the 195 CBFM beneficiaries benefited from the provision of assorted fruit and forest tree seedlings under the CBFM-CARP projects in 2001 because majority of the CBFM beneficiaries are not members of the PO. The PO has a standing policy that only members of the cooperative could avail of projects provided in the CBFM area.
- e. There was lack of monitoring by the DENR of the implementation of the 2001 CBFM-CARP projects in the sample areas of Kalinga and Sultan Kudarat.
- f. In Sultan Kudarat, there was lack of coordination among various levels of the DENR in the implementation of the project. The PENRO and CENRO are not aware of the existence of the CBFM-CARP project because they were not informed of the source of funds for the project.

## **2. The 2008 CBFM-CARP Projects**

- a. In 2008, CBFM-CARP Projects implemented in the three sample CBFM areas are in support of the Hunger Mitigation and Poverty Alleviation Program of the government. In Barangay Cudal, Tabuk, Kalinga, an amount of Php578,000 from the CARP fund was provided to the Cudal Upland Farmers Association, Inc. (CUFAI) for the implementation of the integrated agroforestry development and livelihood projects in 75 hectares within the CBFM area.

The CBFM-CARP projects in Barangay Talacdan, Cauayan, Negros Occidental are agro-forestry development which constitutes the planting of fruit trees (35.0 hectares) and agri-crops production with soil and water conservation (50 hectares). It provided Php609,508 to the Southern Negros Forest Occupancy Permittees Association (SONFOPA) for the implementation of these projects.

The CBFM-CARP project in Barangay Titulok, Bagumbayan, Sultan Kudarat is the establishment of a 75 hectares rubber plantation intercropped with hybrid corn with a project costs of Php1.6 million.

- b. In all the sample CBFM areas, the DENR-CENRO prepared the project feasibility studies and Work and Financial Plan (WFP) which were submitted to the DENR-Regional Office for approval. However, the socio-economic surveys (SES) were conducted by the DENR-Regional Office.
- c. In Kalinga and Sultan Kudarat, the funds for the CBFM-CARP projects were downloaded by DENR-Regional Office to DENR-PENRO after which the latter released the funds in tranches to the PO. However, in Negros Occidental, the CARP fund for the project was directly released in tranches by the DENR Regional Office to the PO.
- d. The DENR-CENRO in Kalinga and Negros Occidental implement the 2008 project. However, the role of DENR-CENRO in Sultan Kudarat is not well-defined as the DENR-Regional Office is directly responsible in its implementation. The DENR-CENRO key informants claim that the activities should be properly coordinated with their office considering that the project is within their area of jurisdiction.
- e. The implementation of the 2008 CBFM-CARP projects in the three sample CBFM areas is ongoing. In Kalinga, the targeted area for planting of different fruit and forest trees is almost completed. In Negros Occidental, the agri-crops production is on its second cycle while the planting of fruit trees is not yet completed i.e., 26 out of 35 hectares have been planted. In Sultan Kudarat, there are conflicting data on the accomplishment reports of the DENR-Regional CARP Coordinator, the CENRO and the officers of the PO. The DENR-Regional Coordinator reported that 62 hectares out of the targeted 75 hectares have been planted to rubber. However, the CENRO and the officers of the PO also reported different figures i.e., 56 hectares and 35 hectares out of the 75 hectares have been planted to rubber, respectively. As to corn production, the target area of 75 hectares have been fully planted.
- f. The criteria in the selection of project recipients vary by sample area. In Kalinga and Sultan Kudarat, all members of the PO are automatically covered by the project. In Negros Occidental, the PO sets the criteria in the selection of project recipients such as: 1) interest in the projects; 2) members of good standing with the association; 3) active participation in the activities of the association; 4) possession of land for cultivation within the CBFM area and not rented; and 5) no carabaos or goats in their care (for carabao and goat dispersal project).
- g. The problems encountered in the implementation of the 2008 CBFM-CARP projects in Sultan Kudarat is the release of funds intended for the project which was affected by the non-operating status of the cooperative and which caused the delay in the implementation of the activities of the project. Other problems posed by the cooperative is their lack of involvement in the preparation of the work and financial plan and the non-involvement of the PO in the canvassing and procurement of inputs and in the disbursements of the funds.

- h. In Sultan Kudarat, the non-involvement of the PO in the disbursement of funds posed some issues on the proper disbursement of the project funds by the DENR. One of the officers of the cooperative perceives that the actual cost of the project based on his computation is far below the total project cost of PhP1.6 million while the other officers of the cooperative allege that the seeds provided to the CBFM beneficiaries are either of low quality or old stock. They claim that only one bag of inorganic fertilizer was provided to a hectare of corn which is far below the standard fertilizer requirement of three bags of inorganic and seven to eight bags of organic fertilizer.
- i. The support services provided for the development of the CBFM areas is very minimal. The CBFM areas cover large tracts of land but only insignificant portions of these areas are provided with support services. In Kalinga, the support services provided only cover 75 hectares or 19 percent of the estimated 400 hectares; in Negros Occidental, only 85 hectares or 2.5 percent of the 3,411.82 hectares; and in Sultan Kudarat, only 75 hectares or 7.5 percent of the 1,004 hectares.

### **C. The Status of the Farmer Beneficiary-Respondents**

1. The CSC/CBFM FB-respondents are generally aged, married, and have a low level of education i.e., most of them only reached elementary level of education. Farming has been their major source of income. On the other hand, most of the FP/HP holder-respondents belong to middle age group and are either high school graduates or reached college level of education.
2. The area of land awarded to the CSC/CBFM-respondents ranges from 1.3 hectares to 21 hectares. The major crop/s planted by the CBFM FB-respondents in Kalinga is corn; in Negros Occidental, rice and corn; and in Sultan Kudarat, fruit trees, rubber trees, coffee, and banana which are intercropped with corn. The other crops planted in the sample CBFM areas are assorted fruit and forest trees such as mango, banana, coffee, coconut and forest trees like Gmelina, eucalyptus, ipil-ipil and mahogany. On the other hand, the major crops planted by the FP and HP holder-respondents are rice and corn. The smallest and largest areas awarded to both types of patent holders are 0.8 and 3.75 hectares.

Most of the CBFM and FP/HP holder-respondents own other lands aside from the lands awarded to them which they acquired through inheritance, purchase and/or mortgage.

3. In 2008, the corn production of the FB-respondents from their awarded lands in Kalinga ranges from 3,500 to 6,562 kilograms per hectare. In Negros Occidental, corn production levels range from 500 to 1,500 kilograms per hectare while in Sultan Kudarat, it is from 1,250 to 3,000 kilograms per hectare. For rice, the FB respondents' production in Negros Occidental ranges from 175 to 5,600

kilograms per hectare while in Sultan Kudarat, it ranges from 600 to 2,600 kilograms per hectare.

4. Overall, the gross household incomes of the FB-respondents in 2008 range from PhP11,500 to PhP824,285. In Kalinga, all FB-respondents have annual gross household incomes which are way above the 2007 poverty threshold of PhP76,405 for rural Kalinga. In Negros Occidental, only four out of eight CBFM FB-respondents have annual gross household incomes which are above the 2007 poverty threshold of PhP74,655 for rural Negros Occidental. In Sultan Kudarat, six out of eight FB-respondents have annual gross household incomes which are above the 2007 poverty threshold of PhP63,515 in rural Sultan Kudarat.
5. In all the sample CBFM areas, the CBFM FB-respondents market their farm produce to private traders who control the farm gate price of their produce. They complain of the low price being offered by these private traders. In Kalinga, these private traders also serve as their credit source who charge a high interest rate of four to 10 percent per month, payable after every harvest. In Negros Occidental and Sultan Kudarat, the sources of credit of the CSC/CBFM FB respondents are the Quedancor, the LBP, Rural Bank of Isulan, the Southern Negros Occupancy Permittees Association (SONFOPA), the local cooperative, and some private money lenders.
6. The effects of the issuance of the CBFMAs and FP/HP patents to the respondents are as follow:
  - a. Generally, the respondents who were issued CSCs feel secure with their existing tenurial status which is proof of recognizing their actual occupancy of their lands. Their inclusion in the CBFMA further guarantees their tenurial security over the lands and has given them the opportunity to avail of support services provided by the government, particularly the projects funded by the CARP in 2001 and 2008. For the respondents who are covered only by the CBFMA, most of them also feel secure because they have been in possession of the land for many years. However, the respondents also expressed their desire to be given individual Certificates of Stewardship (CS) as proof of possession of their lands. In the sample CBFM area in Barangay Titulok, Bagumbayan, Sultan Kudarat, one of the respondents argued that since the CBFM beneficiaries are mostly indigenous peoples, members of the Indigenous Peoples (IPs) prefer the implementation of Republic Act No. 8371 or the Indigenous Peoples Right Act (IPRA) wherein they will be issued a Certificate of Ancestral Land Title (CALT) which formally recognizes their rights over their ancestral lands. For them, the CBFMA is not a lifetime program because it has an expiration period after 25 years from the issuance of the CBFMA.

The HP and FP holder-respondents likewise feel secure with the proof of ownership that they have in their possession because the title of the land gives them assurance of income from the farm, that it can be used by them

as collateral for loans, that nobody can take their lands from them, and it gives them peace of mind.

- b. The farm practices of the respondents have significantly improved after the issuance of CSCs and CBFMA. From traditional varieties of rice and corn, the non-application and/or minimal amount usage for chemical fertilizer, almost all of them are now using hybrid seeds for rice and corn and apply chemical fertilizer and pesticides with some even using heavy doses, depending on their financial resources. In Kalinga, because of the existence of a 1.5-kilometer access road within the CBFM area, all CBFM FB respondents hire a four-wheeled tractor for their land preparation and are also using a corn sheller. The changes in their agricultural farm practices can be attributed to the agricultural development programs of the government which they have gradually adopted.

There were no changes in the farm practices and cropping systems adopted by the FP/HP holder-respondents because of the lack of farm capital for their farm operations.

- c. Generally, there is only a slight improvement in the housing conditions and facilities of the CBFM and FP/HP holder-respondents from the time of CBFMA or Patent award. However, in Kalinga, there is significant improvement in the acquisition of farm assets by the CBFM FB-respondents due to the improvement in their household income mainly derived from farm production. Notably, their household incomes are way above the 2007 poverty threshold of PhP76,405 in the rural areas of Kalinga.
  - d. Most of the CBFM FB-respondents are active members of the PO. They participate in all the activities of the Association, particularly during meetings called by its president and the DENR and in the establishment of nurseries for fruit and forest tree seedlings. Likewise, they have been participating in various barangay development activities whenever they are requested to by the barangay officials. Some of the activities they participated in are clean and green/tree planting, maintenance of infrastructure projects, and community pest management.
  - e. There is an improvement in the peace and order situation in the two barangays covered under the CBFMA in Cauayan, Negros Occidental which were formerly under the control of the New People's Army (NPA). Majority of the awardees/beneficiaries were members of the NPA. In the cases of Kalinga and Sultan Kudarat, the sample CBFM areas have been generally peaceful.
7. The program interventions needed by the CBFM and FP/HP holder-respondents to improve their farm productivity and household income are: capital for crop production; credit assistance for livelihood projects on hog, cattle, and carabao raising; and provision of support interventions such as construction/rehabilitation of farm-to-market roads, drying pavements, box culverts and spray cans.

8. The CBFM FB-respondents have varied perceptions on the improvement of their socio-economic conditions as a result of the implementation of the 2001 and 2008 CBFM-CARP projects. In Negros Occidental, the respondents perceive an improvement in their farm production which contributed to their increased household incomes. As a result of the improvement in their household incomes, their capacity to send their children to school has also increased. On the other hand, almost all FB-respondents in Sultan Kudarat perceived no improvement in their socio-economic conditions because the rubber seedlings and corn seeds they received under the 2008 CBFM-CARP project had just been planted. Only one of the eight CSC/CBFM respondents perceives improvements in his socio-economic conditions as a result of being a recipient of the 2001 CBFM-CARP project but only under the 2008 CBFM-CARP project. The CBFM beneficiaries in Kalinga were not recipients of the 2001 project but only under the 2008 CBFM-CARP project. However, they still do not benefit under the 2008 CBFM-CARP project because the type of project provided in the CBFM area is the planting of fruit and forest trees, which has a long-term gestation period before the CBFM beneficiaries could derive benefits.
9. More CBFM FB-respondents in Kalinga and Negros Occidental perceive that the quality of life of their households is at level "5" because their farm incomes are sufficient to provide or sustain the financial needs of their families ("10" denotes the best quality of life and "1" the worst quality). Most of the FB-respondents in Sultan Kudarat gave low ratings on the quality of life of their households due to the insufficiency of their incomes.
10. Most of the CSC/CBFM FB-respondents in Kalinga and Negros Occidental are satisfied with the livelihood opportunities, health-related services, potable water, electricity and peace and order conditions in the area. Conversely, most of the FB-respondents in Sultan Kudarat are very dissatisfied with regard to the availability of livelihood projects, electricity and infrastructure services in their community.
11. Although most of the respondents heard about the CARP, most of them have little knowledge about the program. Likewise, they are not aware that the funds provided in the CBFM area in 2001 and 2008 are provided under the CARP. Some of the barangay officials and cooperative officers are also unaware of the CARP and the CARP funds provided in the CBFM areas.

#### **D. Emerging Issues and Problems**

1. Across all the study sites, the specific problems and issues that have emerged vary by study site.
  - a. In Negros Occidental, there are public A & D lands where Certificates of Landownership Award (CLOA) were issued on the same lands. There were also Homestead and Free Patents issued in timberlands and forest areas which are subject of impending cancellation because these are considered fake titles.

Lastly, the Annual Accomplishment Reports prepared by the PENRO and CENRO do not have the cumulative data on the number of Free Patents and Homestead Patents processed and issued to farmer-beneficiaries/recipients, the total area involved in hectares, and the data on scope and target in terms of area and number of farmers for patent processing and issuance.

- b. In Sultan Kudarat, the inclusion of non-CBFMA-beneficiaries among the recipients of the CBFM-CARP projects was due to the organization of the cooperative prior to the implementation of the CBFMA whose members included the ISF beneficiaries who were not covered by the CBFMA. Secondly, the existing power play between the Christians and T'bolis is one of the reasons for the refusal of T'bolis to join the cooperative. Lastly, both the CENRO and PENRO do not maintain a good recording system of their accomplishments and their monitoring reports on the implementation of the CBFM-CARP projects.
- c. There is rampant selling of land rights in the sample CBFM area in Sultan Kudarat which ranges from 50 to 70 percent of the CBFM beneficiaries entering in such a transaction. Notably, most of the CBFM beneficiaries who sold their land rights are the Tibolis who are kaingeros and do not have any attachment to the land. Based on an FGD with the officers of the cooperative, the CBFM beneficiaries sold their lands due to financial difficulty or laziness of some Tiboli members. The prevailing price of land rights varies depending on the developments made on the land. At present, lands which are fully planted with trees cost about P110,000 per hectare while those without any development cost about P50,000 per hectare.

## **V. INTEGRATIVE ANALYSIS OF THE CASE STUDY RESULTS**

1. The case studies indicate that the 2001 CBFM-CARP projects have not had significant impact on the lives of the CBFM beneficiaries because of the minimal amount provided in its implementation, the manner of project implementation (i.e., in the case of sample CBFM area in Kalinga) and the nature of projects implemented (i.e., in the case of sample CBFM area in Negros Occidental). Because of the limited funds provided for the projects, only a few CBFM beneficiaries became project recipients and the income derived from the projects did not substantially improve their quality of life, if at all. As regards the nature of project implementation in the case of sample CBFM area in Negros Occidental, only five farmer-members of the association were the initial recipients of the carabao dispersal project. It took five years before another set of five farmer-members became recipients under the second roll-over (i.e., dispersal of the offspring of the original heads of carabao). As to the goat dispersal project, only two bucks and 8 does were purchased out of the limited project funds which were cared for by the association for distribution to qualified farmer-members. However, there were no recipients under the goat dispersal because of the death of the offspring of the goats including the two bucks and one doe due to disease.



However, the 2008 projects are expected to generate substantial gains for the CBFM beneficiaries because of the relatively larger amounts provided compared to the 2001 projects. The 2008 projects are a combination of short-term and long-term projects such as the agri-crop production and agro-forestry projects.

These findings indicate the need for the PARC to review the CARP-funded projects in the CBFM areas to determine what projects could have substantial impact on the socio-economic conditions of the beneficiaries with the end view of optimizing resources and achieving positive impact on the project recipients.

2. The procedural flaw in the identification of the CBFM area and the actual CBFM beneficiaries in one sample CBFM area was the result of the DENR's lack of monitoring of the CBFM areas. Under the DENR Administrative Order No. 29, Series of 2004, the DENR-PENRO shall make a preliminary map delineation of forest management units based on watershed/subwatershed physical boundaries. The delineated forest management units shall be the basis for determining the metes and bounds of discrete areas to be eventually handed over to the selected People's Organization (PO) in the CBFM area. The same A.O. provides that the validation of potential CBFM participants should be done by a multi-sectoral group composed of the DENR, LGU and other sectors concerned. However, in one of the sample CBFM area, the aforementioned provisions of the said AO on delineation and identification of CBFM area and the CBFM participants were not observed.
3. The process of implementation of the 2001 CBFM-CARP projects in the sample CBFM areas in Kalinga and Sultan Kudarat could not be ascertained due to the non-availability of documents relating to its implementation and the paucity of information provided by the DENR. This indicates the absence of proper documentation and monitoring of the past projects implemented in the CBFM areas. Notwithstanding the absence of previous proper documentation, the sample CBFM areas were still given budget allocations under the CARP to implement agro-forestry and livelihood projects in 2008.
4. One of the components of the 2008 CBFM-CARP projects is the agro-forestry development projects i.e., the planting of high-value crops such as mango, banana, pineapple, rambutan and rubber and other forest trees. In the long-run and if properly implemented, the income that will be generated from these high-value crops is expected to improve the household income of the CBFM beneficiaries who are currently engaged in planting of traditional low value crops such as rice and corn.
5. The findings on the minimal support services provided for the development of the CBFM beneficiaries and the lack of specific program interventions for the HP/FP holders indicate the need for adequate funds for the implementation of support programs for the farmer-beneficiaries of public agricultural lands. Considering that the DENR is focused only on the physical distribution of lands, support services should be provided through the convergence efforts of concerned government agencies and the LGU. If the CARP is pouring its vast financial

resources for PBD on farmer-beneficiaries in private agricultural lands, the same attention should also be given to farmer-beneficiaries in public agricultural lands. Moreover, the magnitude of farmer-beneficiaries in public A & D lands as of December 2008 (i.e., 1,687,283 million farmer-beneficiaries of public agricultural lands and 502,494 farmer-beneficiaries in ISF/CBFM areas) justifies the importance of giving equal attention to the other beneficiaries of the CARP.

6. One of the objectives of the CBFM is to help the POs access investment capital, identify markets, and build marketing capabilities. These objectives have not yet been attained by the POs in the three sample CBFM areas. This could be attributed to the lack of capability of their officers to manage their organizations. The PO officers have not been provided any training programs that could develop their capabilities. In all the sample CBFM areas, the only activity being undertaken by the POs is the implementation of the 2008 CBFM-CARP projects i.e., coordination with the DENR, the distribution of seedlings to its members, and the maintenance of nurseries for fruit and forest tree seedlings. In Sultan Kudarat, the PO, which was organized prior to the implementation of CBFM, has been classified as a non-operating cooperative by the Regional CDA due to its failure to submit its audited Financial Statements from CY 2003 to 2007.
7. Conceptually, the DENR and the LGU are partners in the implementation of the CBFM program as strong partnership is vital to the latter's success. Particularly, they are tasked to: identify potential CBFM sites, plan forest land uses with communities, and endorse and issue CBFMAs; organize and prepare CBFM communities; provide technical assistance and skills training; and monitor progress and environmental impact of CBFM activities. However, the results of the study show minimal participation and support services provided by the LGU in its implementation. It was only in the sample CBFM area in Sultan Kudarat where the municipal LGU gave financial assistance to the preparation of its Community Resource Management Framework (CRMF).
8. In all the sample CBFM areas, the lack of capital has been cited as a common problem by the respondents in their crop production. This implies the need for government to make credit available to the farmer-beneficiaries because the lack of capital pushes them to engage in a credit-marketing tie-up with private traders. Under this credit-marketing arrangement, the farmers are compelled by need to sell their farm produce to private traders at very low prices dictated by the latter.
9. The CBFM beneficiaries and patent awardees largely depend on farming as their main source of income. This indicates the limited job opportunities or alternative sources of livelihood for the CBFM beneficiaries where they can derive additional incomes for their households.
10. The rampant selling of land rights by the CBFM beneficiaries in one sample CBFM area due to financial difficulty indicates the lack of support services on the CBFM areas that would make farming a sustainable source of livelihood.

11. Most of the CBFM beneficiaries in the sample CBFM area in Kalinga and 38 percent in the sample CBFM area in Negros Occidental have not yet been issued individual Certificates of Stewardship (CS). This is an imperative as the issuance of individual Certificate of Stewardship would obviate boundary conflicts among the CBFM beneficiaries as is already the case in the sample CBFM area in Negros Occidental.
12. There are public A & D lands where Certificates of Landownership Award (CLOA) and Homestead Patents were issued on the same lands. This implies the lack or absence of coordination of the DAR fieldmen with the DENR and the absence of ocular inspections in the area before the processing of documents for the issuance of titles.
13. The non-CBFMA beneficiaries in the sample CBFM area in Sultan Kudarat were included among the recipients of the CBFM-CARP projects because the PO/cooperative responsible for the implementation of the projects was organized prior to the implementation of the CBFMA. Since they have been active members of the cooperative, they were included as project beneficiaries at the expense of CBFM beneficiaries who are not members of the cooperative. This finding suggests the need to study the criteria set by the cooperative in terms of project availment.

## **VI. RECOMMENDATIONS**

1. Based on the minimal impact of the 2001 CBFM-CARP projects and the potential impacts of the 2008 projects, a benefit-cost analysis of the projects is necessary to ensure that government fiscal resources are invested with optimal gains in the CBFM areas. The results of the benefit-cost analysis will guide the PARC in determining viable projects that should be funded in the CBFM areas.
2. The findings of the study show DENR's lack of monitoring and proper documentation of the implementation of CARP-funded projects in the CBFM areas. Given the substantial amounts that have been provided in several CBFM areas, the PARC should require the DENR to develop a mechanism for proper documentation and monitoring of the projects in the CBFM areas.
3. Land stewardship is not the only factor for attaining the objectives of improving the welfare of the farmer-beneficiaries. The CBFM beneficiaries as well as the patent holders should be given a package of the necessary support services under the CARP to attain the aforementioned objective. Aside from the ongoing agroforestry and livelihood projects in the CBFM-CARP areas, the package of support services should include the following: farm-to-market roads; farm capital; better prices for the farm products; and income-generating non-farm projects/activities.
4. Considering the potential benefits of growing high-value crops in the CBFM areas, the extension program of the government, particularly at the LGU level should be

refocused on activities that will improve farming technology of high-value crops. If these will be done, the objective of improving the farm productivity and living conditions of the CBFM beneficiaries is not a remote possibility.

5. To address the problem on boundary conflicts in the CBFM area, the DENR should facilitate the issuance of the Certificates of Stewardship (CS) to the CBFM beneficiaries because it can motivate the CBFM beneficiaries to actively participate in CBFM activities.
6. The organization of POs is a pre-condition to the issuance of CBFMA in the forest communities as they are expected to act as channels for support services delivery in the CBFM areas. However, considering their lack of the technical capability in the preparation of Community Resources Management Framework (CRMF), the Work and Financial Plan (WFP), and Financial Reports, there is a need for the officers of the POs to be trained on matters pertaining to their roles in the CBFM areas and on the operations of their organizations/associations.
7. Considering the dependence of the CBFM beneficiaries on farming because of limited job opportunities, there is a need to provide the necessary interventions that will develop their skills in other economic/livelihood activities to augment their household incomes.
8. The POs responsible in the CBFM area should be properly trained on mediation and conciliation for them to handle emerging conflicts in the implementation of the CBFM program.
9. The implementation of the CBFM-CARP projects should be properly coordinated among the various office levels of the DENR (i.e. the Regional CARP Coordinator, the PENRO and CENRO) to ensure completeness and consistency of data, particularly on the monitoring and accomplishment reports.
10. The emerging problems and issues across all study sites point to the need for the following program interventions:
  - a. The perimeter survey should be conducted prior to the issuance of CBFMA to ensure the clear delineation of area that should be covered and the concomitant identification of qualified CBFM beneficiaries on a prioritized schedule based on vested rights and occupancy.
  - b. There should be a close coordination between the DENR and the DAR fieldmen in the ocular investigation of the area prior to the processing and issuance of Homestead/Free Patents and Certificates of Landownership Award (CLOA) to avoid issuance of double titles on the same parcels of public A & D lands.
  - c. As regards public A & D lands covered by double titles (i.e., CLOA and Homestead/Free Patents), the DENR-CENRO should resolve this problem with

the DAR-MARO by determining which agency has the jurisdiction over the parcels of land so that the erroneous titles could be duly cancelled.

- d. On lands covered by homestead and free patents which are offered under the Voluntary Offer to Sell (VOS) scheme of land distribution, the DAR-MARO should secure a certification from the DENR-CENRO that the subject lands are within the classification of public A & D lands.
- e. There is a need to review the policy on availment of CBFM-CARP projects as regards the availment of non-CBFMA awardees who are ISF beneficiaries and active members of the cooperative and the non-availment of the actual CBFM beneficiaries who are not members of the cooperative, particularly as regards the shortfalls of government in community/cooperative organizing.