Philippines: Mindanao Rural Development Program

INDIGENOUS PEOPLES DEVELOPMENT FRAMEWORK

The Program

1. The proposed Mindanao Rural Development Program (MRDP) is a poverty reduction program for the rural poor and indigenous communities of Mindanao. The program would target constraints to increasing agricultural productivity. The program is envisaged to be a phased long-term program, possibly covering between 12 to 15 years, with a programmatic approach bringing in additional provinces every three to four years to eventually cover all 24 provinces of Mindanao. While the actual components for each province will be driven by their respective needs and demands, initial broad categories are identified as follows: a) institutional development; b) rural infrastructure; and c) community funds for agricultural development. Specific sub-projects under each component will be identified with the involvement of target communities in partnership with municipal local government units and non-government organizations. The community fund component will directly respond to community needs and priorities; 40% of the funds will be targeted to indigenous communities and women.

Indigenous Peoples Development Objectives

2. MRDP will follow policies and procedures to ensure that Indigenous Peoples (IP) will benefit from MRDP and to avoid or mitigate potentially adverse effects on IP caused by sub-projects and other activities supported by the program. The priority given to the IPs is in line with the 1987 Constitution of the Republic of the Philippines, the Social Reform Agenda, and the most recent Indigenous Peoples Rights Act (RA 8371) of the Government of the Philippines as well as the World Bank's Operational Policy 4.10 on Indigenous Peoples.

3. The Program will base its framework on the well thought out IP development plan prepared by Cotabato Province in 1997 known as the “Integrated Provincial Management Assistance and Policy Support Program for the Participatory Development of Indigenous Peoples” (see attachment on IPMAP-IP program and implementation plan). The IPMAP-IP program “recognizes and promotes the rights of indigenous peoples to their ancestral domains, to self-determination and empowerment, to social justice, human rights and cultural integrity in response to the holistic framework of the indigenous peoples towards survival and development.” The scope of the program is described in later paragraphs below.

Definition

4. “Indigenous peoples” will be used to refer to cultural communities, tribal groups that can be identified in particular geographical area by the presence in varying degrees of the following characteristics:

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1 The indigenous peoples development framework was submitted on November 8, 1999 for the Mindanao Rural Development Program, an APL for four or more phases of MRDP over 12 to 15 years. MRDP1 has been completed and MRDP2 is under appraisal. This framework will continue to be applied to MRDP2. Implementation procedures will be updated and refined for MRDP2 in the Operations Manual/Guidelines for Social Safeguards. This footnote is dated July 24, 2006.
• a close attachment to their ancestral territories and the natural resources in these areas;
• self-identification and identification by others as members of a distinct cultural group;
• an indigenous language, often different from the national language;
• presence of customary social and political institutions; and
• primarily subsistence-oriented production.

Social Assessment

5. The social assessment undertaken at the beginning of project preparation confirmed that the IPs are among the poorest in the provinces. They lack basic infrastructure and social services. They are also the least benefited by government rural development programs, as evidenced by the small number of projects which reach their communities. Mostly dominant in the rolling and mountainous areas, the IPs verbalize feelings of inferiority as compared to their non-IP neighbors. Most IPs feel they have the least access to agricultural services, education, health services and potable water supply, and they are gradually losing control over their ancestral land. Maguindanao Muslims, also considered as an IP group, who are mostly found in the marshland, coastal and lowland areas, acknowledged the availability of vast tracts of high agriculture potentials lands, but which remain unproductive due to the lack of capital, limited access to other agricultural support services and access roads.

6. Focus group discussions indicate that there is nothing in their culture or traditions, which may affect their successful participation in any project which will benefit their communities. IP communities value consensus, engage in communal activities, sharing of resources and are generous (which, they say, lowlanders, take advantage of). Contrary to popular beliefs, IPs are currently moving slowly into crop production farming systems. The social assessment data will be used in the design of specific assistance for the IPs as well to orientate and sensitize LGUs and other institutions working with IPs.

Local Participation

7. MRDP will ensure that the strategy for addressing the issues pertaining to the IPs must be based on “informed participation” of the indigenous peoples themselves. In addition, prior to any sub-project being proposed and implemented in an IP area, a “free, prior and informed consultation” and “broad consent” from the IPs will be undertaken by the LGU in coordination with the NCIP officials in the area. The barangay or municipal tribal council will be the liaison between the Provincial Project Management Office (PPMO) and Municipal Project Management Office (MPMO) in all activities relating to MRDP. In addition to the barangay or municipal tribal and the indigenous peoples, the National Commission on Indigenous Peoples' duly designated representative and other NGOs should be present in as many meetings as possible and act as facilitators for MRDP.

8. The villagers will be the principal designer and implementer of their sub-projects. The institutions responsible for government interaction with indigenous peoples should possess the social, technical, and legal skills needed for carrying out the proposed development activities. Implementation arrangements should be kept simple. They should normally involve appropriate existing institutions, local organizations, and non-governmental organizations (NGOs) with expertise and a good track record in working with IPs. Where possible, assistance and facilitation will be provided by Indigenous Peoples NGOs. Local patterns of social organization, religious beliefs, and resource use should be taken into account in the plan's design.
Development activities should support production systems that are well adapted to the needs and environment of indigenous peoples, and should help production systems under stress to attain sustainable levels.

9. If any member of the tribal group or the tribe as a whole will be affected, they must be informed of their rights to participate in the benefits resulting from the project; their right to compensation if any of their properties are affected and their right to participate in changing the project design if it violates any rights of the tribe or is contrary to the traditions and cultural practices of their tribe. The meetings with the members of the tribal council and/or the members of the tribe conducted for this purpose will be properly documented.

Land Acquisition

10. Where a sub-project is located within (or passes through) the ancestral domain of any indigenous tribe, the consent of this tribal group should be secured. The tribe should also be consulted to ensure that their rights will not be violated and that they be compensated for the use of any part of their domain in a manner that is acceptable to the tribe. The compensation for affected land and assets will follow the Policy Framework on Land Acquisition, Resettlement and Rehabilitation for Project Affected Persons prepared by the Program.

IP Development and Sub-Projects

11. MRDP through its various components, and particularly the community fund, will be able to support many of the activities included in the “Integrated Provincial Management Assistance and Policy Support Program for the Participatory Development of Indigenous Peoples.” The IPMAP-IP program covers four major areas of concern for IPs (see Attachment). These are:

   a) recognition of the rights to IPs to their ancestral domains by creating the operative, the legal and policy framework and implementing the programs and projects that will allow IPs to enjoy and enforce these rights;

   b) creation of the widest possible opportunities for IPs to participate in decision-making processes that affect their lives, in particular, territorial management of environment and natural resources in the ancestral domains;

   c) promotion and/or enhancement of culturally appropriate and environmentally sound livelihood and other enterprises among IP communities; and

   d) formation and institutionalization of productive partnerships between the local government and IP communities towards the full development of the province.

12. MRDP, in close collaboration with LGUs will be able to support many aspects of the above program components, especially the livelihood and capacity building sub-components, and in a participatory manner as requested by the IPs. Under the community fund component, the eligibility and selection criteria shall ensure that sub-projects are demand driven and meet community preferences. The majority of the sub-projects will be community implemented and managed.
Institutional Arrangements

13. Implementation arrangements should be kept simple. An IP staff, to be supervised by the Institutional Strengthening Head, will be added to the MRDP Program Support Office (PSO) and as much as possible, to the Regional Program Coordinating Offices (RPCOs) who will coordinate the program for IPs. Similar staff will be added to the Provincial and Municipal Program Management Offices (PPMOs and MPMOs). In provinces, such as Cotabato, where staff from the Provincial Public Affairs and Information Assistance Division of the Office of the Governor have already been working on IP development, they can in agreement with the PPMO either continue under the same arrangement or second staff to the PPMO. The barangay tribal councils together with other respected informal leaders will lead the development efforts in the community. The newly formed National Commission on Indigenous Peoples (NCIP) will work in partnership with LGUs to develop policies and strategies for IP development as well as to approve annual programs for participating municipalities.

14. Technical assistance will be provided to IP communities in the planning of priorities and in designing and implementing sub-projects. They would involve appropriate support institutions, local organizations, and non-governmental organizations (NGOs) with expertise and a good track record in working with IPs. Wherever possible and available, IP NGOs will be encouraged to participate in assisting IP communities. The PSO and RPCO will identify IP NGOs and other NGOs and institutions working with IPs and prepare a list for the Program.

Institutional Capacity

15. The PSO jointly with the RPCOs will identify government and non-government groups working with IPs and assess the skills and capabilities of these groups. Appropriate capacity building and skills training exercises will be given to the providers as well as recipients of assistance. Technical assistance and required funds have already been costed into the Program for LGUs, support institutions and community groups. The major groups to benefit from the TA will be the communities, the barangay tribal councils, and IP NGOs. Institutions with good track record in working with IPs, such as University of Southern Mindanao in Cotabato, will be tapped to provide TA assistance in the Program.

Supervision, Monitoring and Evaluation

17. The Program will have regular supervision by the PPMO and MPMO. In addition, there will be three types of monitoring and these are: a) beneficiary monitoring by sub-project; b) regular internal monitoring by the Program (quarterly); and c) monitoring and evaluation by the an external group made up of members from the NCIP, NGOs and local academic institutions (mid phase and end phase).

18. Internal monitoring by PPMO and MPMO will:

   a) verify that information about the Program has been well disseminated to all the IP communities and that sub-projects are appropriately prepared, selected and approved according to the criteria and conditions set out in the Operations Manual and in accordance with the provisions of the IP Development Framework;

   b) review the implementation of the sub-projects and verify that they implemented as designed and approved;
c) verify that funds for implementing the sub-projects provided to the community
groups in a timely manner and in amounts sufficient for their purposes, and that such funds
are used by the groups in accordance with the provisions of the sub-project and Operations
Manual; and

d) note lessons learnt and suggest modification in improving the implementation
procedures and institutional arrangements of the component and recommend any capacity
building required.

19. External monitoring will be undertaken at mid phase and end phase for each APL. This
timing will follow the evaluation schedule for the entire Program. An independent agency or
institution will be retained by the PSO to carry out an independent monitoring and evaluation of
the implementation of the Program in IP communities. The independent institution will be
academic or research institutions, non-governmental organizations (NGO) or independent
consulting firms, all with qualified and experienced staff and terms of reference acceptable to the
World Bank. One or two members of the NCIP will also be included in the monitoring and
evaluation team.

20. In addition to reviewing the information submitted in the internal supervision and
monitoring reports of the PPMO and MPMO, the external monitoring agency will visit a sample
of IP households in each province to undertake the following tasks:

   a) determine whether the procedures for IP participation in the design and
      implementation of the sub-projects are in accordance with the IP Development Framework
      and the respective community plans;

   b) gather selected quantitative data for key indicators for the component and for the
      Program;

   c) gather qualitative indications of the social and economic impact of Program; and

   d) note lessons learnt and suggest modification in improving the implementation
      procedures and institutional arrangements of the component and recommend any capacity
      building required.

Costs and Financing

21. The cost for the various aspects of the IP program has been included in the cost for the
Program. As mentioned earlier, 40% of the community fund component will be targeted to IPs
and women. TA will be provided as part of overall Program cost as well as sub-project cost
where an amount of 4-6% of total sub-project cost will be allowed for the preparation of
proposals on a contract basis. Cost for M&E is also included.
# Attachment

IPMAP-IP MATRIX IMPLEMENTATION PLAN (Cotabato Province, 1997)

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<tr>
<th>Sub-Components</th>
<th>Activities</th>
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<tr>
<td><strong>I. RECOGNITION OF ANCESTRAL DOMAIN</strong></td>
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| A. Ancestral Land Survey | 1. Meeting with various concerned agencies for the resolution of land and resource conflict (NCIP, LGU, Barangay, Tribal Leaders). Documentation of some of the basic customary laws specific to land and resource use.  
2. Conduct ground survey to three pilot CADC areas and installation of monuments.  
3. Hiring of contractual staff for the project. |
| B. Survey/Identification of Sacred Places | 1. Conduct meeting/consultation forum with tribal leaders, spiritual leaders and CADC beneficiaries. Documentation of the different spiritual practices of the tribe.  
2. Conduct ocular survey and establish monument or markers to four CADC community’s sacred or burial places.  
3. Hiring of contractual staff for the project. |
| C. Enforcement of Customary Laws | 1. Conduct research and documentation of all customary laws both written and oral. Reproduction and distribution of the output document to the LGU and Barangay.  
2. Institutionalize them both in the administrative resolution of conflict and in judicial processes such as the Katarungang Pambarangay. Tribal Council will preside over the case and concurred by the Katarungang Pambarangay. |
| **II. STRENGTHENING INSTITUTION FOR SELF DETERMINATION** | |
| A. Representation in Different Institutions | 1. Conduct participatory process for the integration and representation of the CADC holder, CADC officers, tribal leaders to the different local institutions. Representation to IPMAP-IP, Mun. TWG for CADC communities. Representation in inter-agency policy dialogue in aid of local legislation. Public hearings, scoping sessions and similar activities. |
| B. Enactment of IPRA | 1. Advocacy for the enactment of IPRA  
2. Conduct symposium, workshops, public meetings for the popularization of the IPRA. |
<p>| D. Indigenous Justice | 1. Conduct documentation on unwritten or oral law as basis for judicial process (Katarungang Pambarangay). |
| <strong>III. PROMOTING INTEGRITY OF CULTURE AND INDIGENOUS KNOWLEDGE</strong> | |</p>
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| **A. Research of Culturally Appropriate Curriculum** | 1. Conduct consultation-dialogue with different tribal leaders in coordination with the DECS Division office for having one curriculum or subject that deals with the study, rediscovery and preservation of indigenous culture, customs and the arts.  
   Assist in the conduct of festivals.  
   Protection of intellectual property rights.  
| **B. Scholarship**                  | 1. Facilitate scholarship program for the deserving incoming high school students (preferably to be enrolled at govt. technical high school). |
| **C. Scientific Farming**           | 1. Facilitate on-site training seminar for scientific farming appropriate to the IP culture and farming practices.  
   2. Purchase of farm implements and tools.  
   3. Exposure trips to various learning sites. |
| **D. Skills Training**              | 1. Conduct of various training related to appropriate indigenous livelihood projects.  
   2. Research related to the implementation of the IPMAP-IP program. |

**IV. EMPOWERMENT FOR SUSTAINABLE DEVELOPMENT**

| **A. Livelihood**                   | 1. Conduct of consultation-dialogue for the identification of livelihood project.  
   2. Purchase of working animals in support to production.  
   3. Agro-forestry and sustainable agriculture, seeds and seedlings production.  
   4. Conduct of appropriate skills training in support to livelihood.  
   5. Propagation of wildlife  
   6. Livestock raising (e.g., goat, poultry, fisheries) |
| **B. Social Services**              | 1. Establish health centers to the two pilot sites and organize, strengthen health workers in the 11 CADC areas.  
   2. Build and improve farm to market roads.  
   3. Establish water and sanitation projects in at least one pilot site.  
   4. Install energy and power to three pilot sites (if feasible). |
| **C. Capability Building**          | 1. Technical training involving IP’s governance and functional IP organizations, councils and networks.  
   2. Planning, implementation and monitoring seminar-workshops.  
   3. Enterprise development technical assistance on capital formation (e.g., micro-financing schemes and organization of cooperatives, producers and market linkages, marketing outlets for indigenous products and handicrafts). |

**V. ADMINISTRATION AND MANAGEMENT**

| **A. Honorarium**                   |  
| **B. Travel/Per Diem**              |  
| **C. Supplies/Materials**           |  
| **D. Salary of Contractual Workers** |  

August 3, 2006

Ms. Carolina V. Figueroa-Geron
Senior Operations Officer and Task Team Leader for MRDP2
Rural Development and Natural Resources Management
East Asia and Pacific Region

Dear Ms. Figueroa-Geron:

We wish to formally endorse the attached version of the LARR and IPD frameworks as that which shall be applied under the Mindanao Rural Development Program Adaptable program Loan 2 (MRDP APL 2). We have made arrangements for the public disclosure of these frameworks in the DA website and in other strategic locations in the project areas of MRDP APL2.

Thank you for your continued support.

Yours truly,

[Signature]
Undersecretary for Policy and Planning
Manager. MRDP 2 Preparation Project