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# Rules and Roles of Engagement: NGO Experience in the Western Mindanao Community Initiatives Project

*Maisie Faith J. Dagapio*

## EXECUTIVE SUMMARY

**W**hat roles do non-government organizations (NGOs) play in ODA-funded projects in the Philippines? What rules influence these roles that NGOs play?

By examining the experiences of Ipil Development Foundation–Lakewood Consortium (IDF-LC) in the Western Mindanao Community Initiatives Project (WMCIP), this study attempts to answer these questions.

The IDF is an NGO engaged in the WMCIP, a project funded by the Rome, Italy-headquartered International Fund for Agricultural Development (IFAD) and supervised by the Philippines' Department of Agrarian Reform (DAR). The IDF is on its third engagement with the WMCIP, one of three ongoing projects funded by the 29-year-old United Nations agency IFAD.

Established in 1976 to enable rural poor to overcome poverty, the IFAD has funded nine projects in the Philippines since December 1978. IFAD has extended funding to the WMCIP after this project hit its sixth year in December 2004.

The WMCIP aims to increase income above poverty levels of about 16,000 households in 81 communities in Western Mindanao through three components: community and institutional development (CID), natural resource management (NRM), and small enterprise development and credit (SEDC).

The IFAD funded the P678.3-million worth project, with the DAR –the Philippine government's arm for agrarian reform– as lead implementing agency. Other institutions playing different roles in project implementation include government line agencies, local government units (LGUs), other NGOs, and community organizations.

IFAD's preferential bias for NGO participation and the DAR tripartite framework ensures NGO engagement in the project. This bias and framework recognize NGO expertise in social preparation, resource mobilization, advocacy, and participatory planning.

The engagement of groups in the WMCIP began at the development phase when IFAD and the DAR asked NGOs to identify project sites, formulate criteria for site selection and set minimum success indicators. Results of the consultative process were included in the formulation of the project design, which included NGO participation at the implementation stage.

Based on the original design, NGOs were supposed to manage the site operations units (SOU) in three areas: Basilan, Zamboanga del Sur/Zamboanga Sibugay and Zamboanga del Norte. These SOUs were tasked with achieving goals and objectives within the project areas. Unit managers liaise with different stakeholders and support NGOs, POs, LGUs and other agencies operating in these areas.

However, NGOs' management role was not realized due to changes in the funding agreement, among other factors. Amendments to the financing agreement gave the DAR the role of establishing and managing the site operation units while NGOs would implement the project's different components in the 81 areas.

NGOs were hired to provide technical services, facilitate community organizing and empower communities to self-manage and self-administer the development process. The engagement of NGOs in the WMCIP was defined in a memorandum of agreement. This agreement also defined the 'deliverables' or the remunerative aspects of NGO engagement in the project.

Changing rules resulting from corollary changes in the project's phases influenced IDF's engagement in the WMCIP. In the project's early stages, IDF assumed the role of being an advocate influencing processes and the project design. However, in the implementation stage, IDF's role shifted to being a service provider.

Nonetheless, IDF's engagement in the WMCIP illustrates there is space for NGOs in ODA-funded projects. NGOs can influence project design, including their participation in other WMCIP phases. However, influencing processes at the early stage of the project does not guarantee that agreements would be enforced during the implementation stage.

Several factors at play—some of which NGOs have no control of— influenced project implementation. These factors include changes in the country's leadership and in the DAR; differences in political lines; issues of turfs, power, and interests among different stakeholders (government and NGOs); management of WMCIP by the Project Management Office (PMO) and the

SOU; different interpretations of partnership; and, different application of this interpretation by stakeholders.

Based on the IDF experience, NGOs who want to engage ODA-funded projects are advised to consider two important variables: the ODA agency's philosophy, agenda, project cycle and processes and the lead agency's policies and practices regarding NGO engagement.

NGOs can also examine the project's goals vis-à-vis its own. Doing so may help clarify which phase of the project NGO participation would be most effective.

Once engaged, NGOs may opt to implement the project and help monitor its progress according to set guidelines, including those that call for multi-stakeholder partnerships.

NGOs can also take steps to ensure that policies institutionalizing their participation include guidelines to facilitate exchange of ideas, learning and insights among people and groups involved in the project.

NGOs are also encouraged to work towards the sharing and application of learning and knowledge.

They have to bear in mind that knowledge, that is neither improving the project nor benefiting those whom the project and the NGOs profess to serve, is wasted knowledge.

## **I. RESEARCH OVERVIEW**

### **A. Introduction**

NGOs' participation in the design and implementation of programs and projects is now a common practice in ODA agencies. This was not so in the past.

NGOs, especially during the time of then President Ferdinand E. Marcos, received funding mostly from nonprofit agencies in other countries. NGO suspicion and hesitation to tap ODA funds stemmed from the notion that:

1. ODA funds are channeled to projects inimical to the environment.
2. Such funds are structured to serve more the interests of the donor country than beneficiaries' as illustrated by "tied-in-aid" provisions specifying prescribed use of donor equipment and consultants.

3. The funds account for a large portion of the government's external debt: 46 percent as of 2004.<sup>1</sup>

When President Corazon Aquino replaced Marcos, her government actively sought NGO engagement in development projects. It did help that government can only access ODA funds if NGOs participate in such projects. Hence, government recognized NGOs as partners in implementing ODA-funded projects.

ODA is a source of funds used to implement programs aimed at addressing poverty and underdevelopment. It is defined as "resource flows provided by bilateral sources and multilateral institutions with the objective of promoting the economic development and welfare of the recipient country."<sup>2</sup>

Some NGOs recognized there was space available and open for them to participate in ODA-funded projects. Reservations remain, however, and stem from varying definition and operationalization of the term "engagement".

Several questions crop up with this term: What "rules" define NGO engagement in ODA-funded projects? What roles are expected of NGOs? Who defines the rules and roles?

Studies and researches on ODA in the last five to ten years tried to resolve these questions.

These studies provided critical analysis and documentation of the impact of ODA-funded projects, specifically on rural development, with some focusing on how NGOs can influence ODA agency policies and practices.

The latter includes case studies on the Philippines-Canada Human Resource Development, which worked in projects funded by the Canadian International Development Agency, and on the Philippine Foundation for the Environment in projects funded by the United States Aid for International Development. These studies illustrate that NGOs could influence ODA policies and practices.

Other NGOs<sup>3</sup> also initiated studies on NGO participation in project implementation, giving highlight on their dissatisfaction on engagement in ODA-funded projects. A study cited that NGOs complained of being treated as hired help rather than as equal partners.

Still, there is a dearth of insights on NGO experiences in engaging in ODA-funded projects. This case study hopes to narrow that gap by focusing on the experiences of the Ipil Development Foundation, which implemented the DAR-administered and IFAD-funded project.

This case study, along with five other studies undertaken by ODA WATCH in other areas<sup>4</sup>, aims to contribute to generating knowledge and lessons learned on NGO engagements in ODA-funded projects.

## **B. Objectives**

### **1. General Objective:**

Describe IDF's experiences in implementing the WMCIP in Lakewood, Zamboanga del Sur.

Identify possible actions that ODA-Watch can advocate to enhance NGO engagement at different phases of the project.

### **2. Specific Objectives:**

1. Describe how IDF participated in the different project phases.
2. Examine factors influencing IDF engagement in the project.
3. Assess how IDF's engagement in the project contributed to achieving goals and objectives.
4. Identify benefits, challenges and insights in ODA engagement from the IDF perspective.

## **C. Methodologies**

This qualitative and descriptive research used the following data collection techniques:

1. Review of literature and documents. Literature here included printed materials on the ODA processes, project documents (WMCIP reports: post formulation report, appraisal report, 2002 annual report, project implementation manual), sustainable barangay development plans of the six assisted barangays, process documentation of activities in the project area, socio-economic data of the project unit. Data in electronic form provided by IDF was also reviewed.
2. Conversations. The researcher held one-on-one, face-to-face interviews with:
  - 2.a. IDF program director, NGO point person (NGO-PP), field extension agent, community organizers, staff assigned to other tasks, and two members of its management committee.
  - 2.b. POs, specifically, leaders and members of the Mesaligan Pesabuluan Inc., the organization of the Subanen in Lakewood;

head of the Lakewood Association of Farmers Integrated Cooperative (Lafico); and, barangay officials of two assisted barangays (Biswangan, Kahayag)

- 2.3. Kasanyangan Foundation Inc. personnel who were part of the formulation phase prior to project implementation, as well as those who implement the project in Basilan. KFI is one of four NGO implementers in Basilan.
  - 2.4. Municipal agrarian reform officer of the Municipality of Lakewood.
  - 2.5. WMCIP executive team's manager and community and institutional development specialist
  - 2.6. DAR Assistant Regional Director for Operations (ARDO); current assistant project director for WMCIP; and, chief economist of the DAR ARCP
  - 2.7. Other NGO leaders who have been involved in the project as implementers in other areas.
3. Area visits. The researcher also conducted visits to Lakewood to observe NGO activities in the area and WMICP sites.

Data gathering took place from February 2004 until August 2004.

#### **D. Scope and Limitation**

This is an implementation study analyzed from the IDF perspective. As such, the study articulates views, insights, issues and concerns, as well as lessons from implementing an ODA-funded project not from the perspectives of the ODA agency or the DAR, the lead implementing government agency.

The implementation study covers only the first and second engagements of IDF in the WMCIP. This is not a study on the project's outcome and impact.

## II. THE WESTERN MINDANAO COMMUNITY INITIATIVES PROJECT (WMCIP)

The project evolved from an intensively consultative process involving IFAD, the national government, NGOs and various local stakeholders.

IFAD approved the project on April 23, 1998 and expects it to end on December 31, 2005.

### A. Project Goals

The project aimed to increase higher incomes above poverty threshold, to better standards of living and to build greater livelihood resilience among approximately 16,000 households in 81 barangays in Western Mindanao through increased subsistence and cash crop and fishery production.

This objective is expected to be realized through the following:

1. Enhancing the capability of 81 communities (and their associated NGOs and POs, LGUs and line agencies) to plan, prepare, fund and manage development activities and enterprises;
2. Delivery of technically and financially sound and ecologically sensitive production systems, backed up by infrastructure improvement and communal resource responsibility and management, reversing the degradation caused by present imprudent or exploitative use;

**“Responding to the Philippine Government’s call for assistance in Southern Philippines, the International Fund for Agricultural Development (IFAD) sent an appraisal mission in 1996 to assess the prospects for funding assistance in Mindanao. Hosted by the DAR, the mission went around the Western Mindanao area and peripheral provinces conducting meetings and consultations with government line agencies, local government units, non-government organizations and various stakeholders.”**

- WMCIP Program Implementation Manual



3. Expansion and development of small enterprises and individual and group entrepreneurs based on farm, fishery and related activities through the provision of accessible and available credit facility.
4. Enhancement of management and implementation capability and demonstrated innovative and cost-effective approaches in local development planning and execution.

WMCIP puts premium on participatory planning and implementation, community development, natural resources management and institutional strengthening at the barangay and municipal levels.



**Figure 1: Map of WMCIP project areas**

## **B. Target Groups and Project Sites**

WMCIP targeted 16,000 households in agrarian reform communities (ARCs), ancestral domains, integrated social forestry organizations areas, coastal communities and returnees communities. These are located in 81 barangays in 21 municipalities spread out in the provinces of Zamboanga del Sur, Zamboanga Sibugay and Zamboanga del Norte in Region IX, and Basilan in the Autonomous Region for Muslim Mindanao (ARMM).

PROVINCE	MUNICIPALITY
Zamboanga del Sur	Lakewood
	Bayog
	Buug
	Lapuyan
	Vincenzo Sagun
Zamboanga Sibugay	Ipil
	Siay
	Imelda
	Naga
	Kabasalan
	Diplahan
Zamboanga del Norte	Godog
	Leon Postigo
	Pres. Manuel Roxas
	Siayan
	Sindangan
	Katipunan
Basilan	Maluso
	Isabela
	Lantawan
	Sumisip

**Table 1: Municipalities per Province of WMCIP implementation**

WMCIP proponents selected the areas and groups on the following criteria:<sup>5</sup>

1. Magnitude and depth of poverty.
2. Low ranking of minimum basic needs.
3. Low LGU revenues.
4. Absence of development aid, or where there is entry of aid, complementarity with such facility.
5. Presence of support units, such as NGOs, POs, private sector or academe.

### **C. Project Components**

WMCIP has four program components: a) community and institutional development, b) natural resource management, c) small enterprise development and credit, and d) project implementation.

## 1. Community and Institutional Development (CID)

This component meets the need to form new groups or institutions that can give organizational, technical and management expertise in their area/s. The component also helps existing organizations and institutions provide this service. Likewise, this component also develops channels to deliver services directly to beneficiaries.

This component involves three sub-components.

- 1.1. Community organizational development. This sub-component involves the formation and strengthening of 81 functional and cohesive community organizations implementing locally-conceived programs and plans.
- 1.2. LGU capacity development. This sub-component entails the delivery of support to enhance the planning, coordination and implementation capabilities of 21 municipalities and 81 barangays in managing local development affairs and in providing support to community-based initiatives.
- 1.3. Line agency process support. This sub-component seeks to assist different line agencies in refining systems, approaches and procedures in the delivery of services and support to rural communities.

## 2. Natural Resource Management (NRM)

This component tests, initiates and promotes through various development processes new concepts, strategies and approaches in natural resource management:

- 2.1. Land resource management, where people develop new crop options and farming systems and where community members' knowledge would be enhanced through on-farm trials, demonstrations, and cross visits.
- 2.2. Marine and water resource management, which involves training local fishers on community-based fishery and coastal resource management.
- 2.3. Infrastructure and resource enhancement, which leads to developing new infrastructure or improvement of existing ones since appropriate on-farm and land management practices would need considerable support.

The SBDP process provides the venue to identify necessary sub-projects to improve resource base productivity.

### 3. Small enterprise development and credit (SEDC)

This component was conceived to support identified small and existing community enterprises found feasible in the different communities.

3.1. Business advisory services. This SEDC sub-component provides technical assistance, especially on the implementation of on-and-off farm enterprises, to owner-operators. Technical training will focus on identification and appraisal of business opportunities in the area.

3.2. Enterprise development credit. This sub-component aims to provide owner-operators access to credit facilities.

### 4. Project Implementation

4.1. Services and Resource Provision. This sub-component provides and/or facilitates all inputs required for effective, responsive and timely delivery of project services.

4.2. Project Executive. Consisting of senior managers, this sub-component is ultimately responsible for the performance of the project. The group is composed of the project manager, based in the Project Management Office in Zamboanga City; PMO financial controller/administrator; community development supervisor; natural resources specialist; and, monitoring and evaluation officer.

### D. Project Costs

The P678.3-million worth WMCIP is funded through an IFAD loan of P576.44 million (US\$14.789 million). The government of the Philippines promised to shoulder the remaining P101.86 million (US\$2.613 million) as local counterpart.

The government would pay the loan at an annual interest rate of 0.75 percent over a 40-year term with a ten-year grace period.

Total project cost, including physical and price contingencies, is estimated at P775 million (US\$18.15 million). [See Table 2 for project cost per component.]

### E. Project Organization and Management

Project organization and management involves bringing together various partners to work in a coherent and well-coordinated manner with the DAR as lead agency.

A project management office was established in Zamboanga City. The PMO was assigned the overall achievement and realization of the project goals and objectives. Its main responsibilities also include coordinating with regional and provincial development councils and planning offices; preparing annual work plans, budgets and reports; and, until November 2003, providing financial and administrative support to the site operation units.

COMPONENTS	AMOUNT (Million Pesos)	% OF TOTAL
Community and Institutional Development	85	11
Natural Resource Management	375	48
Small Enterprise Development and Credit	191	25
Project Implementation	124	16
<b>TOTAL</b>	<b>775</b>	<b>100</b>

Starting December 2003, WMCIP operations have been mainstreamed with the DAR Regional Office IX, naming the regional director as project director and the assistant regional director for operations as WMCIP assistant director. This DAR unit has assumed responsibility for the WMCIP's third function of providing financial and administrative support. This development is related to issues of poor management and poor monitoring by the project management office.

Site operations units (SOU) were established in three provinces: Isabela (for Basilan), Dipolog City (for Zamboanga del Norte) and Ipil (both for Zamboanga Sibugay and Zamboanga del Sur)<sup>6</sup>. SOUs were tasked to achieve the project goals and objectives within their areas of responsibility. Unit managers liaise with different stakeholders and support the various groups of NGOs, POs, LGUs and other agencies within their respective areas of operation.

The WMCIP expected different agencies to assist in area development. The strategy here was building of capacity, partnerships and linkages among four sets of institutions to improve identification of needs and delivery of services. [See Table 3 for the roles the different institutions play in project implementation.]

Committees at the national, regional, provincial, municipal, barangays levels have been set with the following tasks:

## 1. National level

The government established an interdepartmental steering committee composed of the Secretaries of the DAR and the environment and natural resources and agriculture departments. Also, the Landbank of the Philippines president, the socio-economic planning secretary, the Chairperson of the national commission on indigenous peoples, or designates, and the Regional Directors of DAR and NEDA 9, also sit in the steering committee. Meeting at least once a year, the committee is responsible for national policy and programming concerns on strategic issues.

An Ad Hoc Advisory Committee that included NGO and PO representatives advised the executive director on management issues and key technical and social concerns. This committee was convened at the instance of the DAR-Foreign Assisted Projects Office executive director.

## 2. Regional Level

A regional coordinating committee (RCC) served as a focal body to ensure coordination and mainstreaming of plans, programs and activities to support initiatives at the community level. This committee, composed of representatives of concerned line agencies and regional entities, NGOs and POs, met quarterly to monitor the progress of the project.

INSTITUTION	ROLES
Department of Agrarian Reform	Executing agency
DAR with other line agencies	Bring technical and managerial expertise into the development process
Local government units	Program and project planning, financing and implementation at the local level
NGOs	Develop the critical link between the more formal government agencies and the target communities
	Help target communities develop the capacity for managing the development process at the project
Community organizations	Allows participation of the target beneficiaries in all aspects of the development process.

**Table 3: Roles of Implementing Institutions**

### 3. Provincial Level

A provincial coordinating committee in each of the provinces covered by the project coordinated with other provincial agencies to review programming and operational concerns as well as monitor the project's progress.

### 4. Municipal and Barangay Level

The core of the project activities occurred at the municipality and barangay levels. Project proposals from the community organizations, or those developed as part of the planning processes, were screened and evaluated based on agreed criteria. The different service units within the municipality were expected to support community-based proposals.

### F. Project Time Frame

The project was approved on April 23, 1998, to be implemented in six years and expected completed by December 2004. As designed, year one was confined to the establishment of the project's administration and the start of community activities. Major activities were held in Year 3 to Year 5, the peak years of project implementation. The completion of field activities was expected to occur in Year 6.

The entry into the barangays –barangay uptake per year– was scheduled, thus:

	Y1 1999	Y2 2000	Y3 2001	Y4 2002	Y5 2003	Y6 2004	Total
No. of brgys per year	15	15	30	20	0	0	
Cumulative Total	15	30	60	80	80	80	80

**Table 4: Barangay Uptake Schedule**

However, while the project was “declared effective for implementation in May 1999, full operations did not commence until October 2000 due to an impasse in the selection of NGO contractors to establish and manage the provincial site operations units (SOUs).”<sup>7</sup>

Full operations began after amendments to the financing agreement assigned the DAR to establish and manage the SOUs and the NGOs in the area to lead in social preparation, community mobilization, and capacity building.

A catch up plan was formulated, with the re-scheduling of barangay uptake to take place, thus:

Year	No. of Barangay
2001-2002	40
2002-2003	40

**Table 5: Barangay Uptake, Catch Up Plan**

Actual barangay uptake for 2001-2002 was 49 barangays and 32 for 2002-2003, exceeding by one barangay the original target of covering all 80 barangays by 2002.<sup>8</sup> However, the project wasn't completed by December 2004 as planned.

The fifth supervision mission that wrapped up work in July 2004 recommended the project extended for another year.

### III. NONGOVERNMENT ORGANIZATIONS IN THE WESTERN MINDANAO COMMUNITY INITIATIVES PROJECT

**“IFAD’s recognition of NGO contribution is illustrated through its establishment in 1987 of the IFAD NGO Extended Cooperation Program (ECP) to respond to the need for IFAD and NGOs to continually engage in dialogue. Discussions include policy and operational issues of common concern. NGOs’ knowledge have [sic] also been solicited to help inform IFAD in making its programs and operations towards poverty alleviation be more responsive and sustainable.”**

**- IFAD Website**

NGO engagement in the project is informed by the following:

1. IFAD, as the donor agency, has a particular bias for NGO involvement in projects it funds. IFAD recognizes that NGOs have a significant role to play in helping the rural poor break out of poverty.



For IFAD, a major strength of NGOs comes from insisting that empowerment of the poor is the key to transforming lives.

IFAD considers engaging NGOs during project formulation and implementation, as an important strategy. As stated in the Appraisal Report, engaging NGOs recognizes that NGOs have:

- 1.1. the ability to express public aspirations and concerns due to their close contact with communities
  - 1.2. sound skills in mobilizing people and transferring appropriate technologies
  - 1.3. a strong commitment to poverty alleviation
  - 1.4. the innovative skills to develop poverty alleviation strategies that could be replicated on a wider scale, either through expansion, or adoption by other organizations –government, NGO or PO.
2. The same report also mentions that the national government supports NGO engagement in projects, especially in areas where official services are weak, or the required skills are lacking.
3. As lead agency, the DAR adopted the tripartite partnership framework, which calls for the complementary roles of government, nongovernment, and people's organizations in planning, implementation, monitoring, and evaluation stages of the project.

According to DAR 9 ARDO Julita Alvarez Ragandang, “we have always worked with NGOs. We see them as partners.”

Ragandang, also the WMCIP assistant project director, added that NGOs “have the expertise in community organizing, which we do not have.”

“We also lack the human resources to implement projects on the ground,” she said adding that aside from CO skills, “you also learn from [NGOs], especially about rural development work.”<sup>9</sup>

The DAR engages NGOs mainly at the national level for strategic issues e.g., mainstreaming gender, and local level for area-based projects.

NGO engagement in the WMCIP began during the development phase when IFAD consulted groups<sup>10</sup> like the Philippine Partnership for the Development of Human Resources in Rural Areas and the Xavier Universtiy Agricultural Extension Service. Other NGOs whom IFAD people talked to included representatives from the Muslim-Christian Agency for Rural

Development–Community Services for Education and Economic Development, Mindanao Alliance of Self-Help Societies, National Federation of Labor,<sup>11</sup> KAKASAKA Foundation Inc., Zamboanga del Norte Center for Social Concerns and Development, Christian Children’s Fund, and the Ipil Development Foundation.<sup>12</sup>

The IFAD asked these groups to identify project sites, formulate criteria for site selection, and set minimum success indicators. The IFAD and GOP took into consideration in the project design insights from these consultations. The design, notably, took note of NGO participation in the implementation stage.

As indicated in the IFAD-GOP financing agreement, NGOs were to manage SOUs. Several NGOs underwent a bidding process but with final selection to be decided by the DAR national office and IFAD executives. Three NGOs, earlier recommended by an evaluation committee to manage the SOUs, were reportedly not acceptable to the top officials of the DAR. These DAR officials had other NGOs in mind, which didn’t sit well with the IFAD, resulting to an impasse between the DAR national office and the IFAD.<sup>13</sup>

According to Rogelio G. Borbon, WMCIP project manager (PM), “No awarding to NGOs would happen without the concurrence of IFAD.”<sup>14</sup>

With the country undergoing a change of Presidents and DAR Secretaries, the WMCIP process –from project formulation to pre-implementation– and the bidding for NGO management of the SOUs, slowed down.

At the project formulation stage in 1997, then President Fidel V. Ramos had Ernesto Garilao as DAR Secretary. A year later, Joseph E. Estrada assumed the presidency and named Horacio Morales as Garilao’s replacement.

The impasse between IFAD and the DAR executives held for more than a year and delayed implementation of WMCIP.

A compromise was reached during a meeting of PM Borbon with the IFAD portfolio manager in Bangkok, Thailand.

“I suggested that for project implementation to proceed, DAR would establish and manage the SOUs while NGOs continue to implement social infrastructure processes in the project sites,” Borbon said.

The compromise agreement led to amendments to the financing deal between the GOP and the IFAD, which the PMO informed NGOs during a round table discussion. However, the compromise agreement did not sit well

with some NGOs and their leaders. Some even considered the move a “deviation from the project design.”

According to Ibarra Malonzo “there was a deliberate and malicious intent to ease out NGOs who were earlier recommended.”

“*Hindi fair, hindi* based on merits but political alliances. (It wasn’t fair, and not based on merits),” the Kasanyangan Foundation Inc. president added. KFI was one of three NGOs who were earlier recommended to manage the SOUs, with KFI managing the Isabela, Basilan SOU.

Another NGO member relates that by agreeing to compromise and amending the financial agreement, IFAD conceded to the DAR.

Nonetheless, another NGO member saw the importance that WMCIP was implemented. Besides, “IFAD deals with the Philippine government directly, and not with the NGOs,” the NGO member added.

The project began full operation with the establishment of the SOUs on October 2000, or 18 months after it was declared effective for implementation. NGO engagement began in March 2001 with 15 NGOs as project implementers in different project sites. [Table 6 enumerates these NGOs per province.]

These NGOs were among those earlier invited to submit letters of intent and proposals. Consultations per province (Basilan, Zamboanga del Sur and Zamboanga del Norte) were conducted to inform NGOs about changes in the project regarding management of the SOUs as well as to discuss areas of assignment.

Area-based NGOs were preferred over Manila-based NGOs since the former, according to Borbon, have a comparative advantage over the latter on knowledge of the area dynamism.

In the current implementation phase, government allowed NGO engagement because of their expertise “in community and institutional organizing and development, cooperative development, resource mobilization, advocacy, participatory planning and enterprise development.”<sup>15</sup>

Nonetheless, NGO engagement in the project is bound by a Memorandum of Agreement (MOA), which specifies the “deliverables,” or the remunerative aspect of NGOs’ relationship with the project. NGO engagement in the WMCIP is on a yearly basis with a few month-hiatus in between (two to three months in some cases) for review and renegotiations.

Province	NGO
Zamboanga del Norte	Mindanao Kalibugan Tribe Islamic Foundation (MKTIF)
	Development Consultants Inc. (DEVCON)
	Philippine Network of Rural Development Institute Inc. (PhilINET)
	Center for Social Concerns and Development Inc. (CESCOD)
	Kalambuan ug Kauswagan sa Kabisay-an Foundation (KAKASAKA)
	Union of Subanen Tribal Communities in Mindanao Inc. (USTRICOM)
Zamboanga Sibugay	Community Services for Education and Economic Development Inc. (COSEED)
	Xavier Agricultural Extension Services (XAES)
	Ipil Tri-People Peace Promoters Association (ITPPPA)
Zamboanga del Sur	Alliance of Farmers' Union in Zamboanga del Sur Inc. (AFUZS)
	Ipil Development Foundation – LC (IDF)
	Moro Farmers' Association of Zamboanga del Sur (MOFAZ)
Basilan	Kilusan para sa Hustisya at Kapayapaan ng Basilan (KAHAPAN)
	Yakan Integrated Resource Development Foundation Inc. (YIRDFI)
	Kasanyangan Foundation Inc. (KFI)

**Table 6: List of NGOs engaged as partners for implementation of projects at the barangay level**

According to the MOA, NGOs are contracted to:

- Provide the technical services to develop the critical link between the formal agencies and the target communities.
- Facilitate the community organization and institutional development components
- Assist in developing the capacity of the communities to self-manage and self-administer the development process.

Specifically, these mean undertaking the following interventions in the project sites:

- Organizing and strengthening community-based organizations.

- Facilitate the formulation of sustainable barangay development plans.
- Conduct capacity-building activities related to implementation of natural resource management projects and small enterprise and credit.

At the national level, representatives of NGOs, POs, line agencies, and the private sector sit at an Ad-hoc Advisory Committee. This committee meets at the instance of the Executive Director who gives advice and guidance on policy issues. At the regional and provincial levels, NGO representatives sit at the regional coordinating committee (RCC) and the Provincial Coordinating Committee (PCC). The RCC and PCC coordinate activities and monitor the project's progress.

NGOs also prepare annual work plans and budget (AWPB) based on a 'generic' plan –the project design and the terms of reference (TOR). According to Borbon, NGOs craft the AWPB based on the project design and local conditions. Before, NGOs submit the AWPBs to the PMO for review and approval. At the current implementation phase, these responsibilities are with the DAR Regional Office.

Of the 15 NGOs originally part of the project as implementers in different project sites, 11 NGOs –including the IDF-LC– were on their third engagement with WMCIP in 2005.

#### **IV. THE CASE NGO: IPIL DEVELOPMENT FOUNDATION - LAKEWOOD CONSORTIUM**

The Ipil Development Foundation-Lakewood Consortium (IDF-LC) is a “partnership of groups working together for the advancement of indigenous peoples' rights and welfare, as well as for the improvement of the life of upland communities and the wellness of upland ecosystems”.

##### **A. History of the IDF<sup>16</sup>**

In the mid-1980s, the Indigenous Peoples Apostolate (IPA) of the Lakewood Catholic parish began a service program to uplift the quality of life of the Subanen, the indigenous people in the area. The IPA helped organize the indigenous communities to assert their rights on ancestral territories and collectively address the changes and challenges faced by their society-in-transition.

The IPA provided community education and organizing support for

### **Brief description of the project site**

The six barangays are part of 14 barangays of the Municipality of Lakewood in Zamboanga del Sur. Lakewood, a fifth-class municipality, is about 45 kilometers southwest of Pagadian City and 250 kilometers northeast of Zamboanga City. The lake, which is approximately 800 hectares, is the main feature of the municipality. Lakewood's population is predominantly Subanen, composing 70 percent of the total population.

All six barangays are related to each other, and form a project unit.

A project unit is defined as a "supra barangay grouping composed of more than one barangay that are linked and have established unique configuration and/or relationships." In the case of the six barangays, all are upland areas related to the Sibuguey river. Four of the six barangays, Poblacion, Biswangan, Matalang and Bagong Kahayag, are sites of the Sibuguey River's headwaters.

The total land area of the project unit is 11, 490.43 hectares while the total number of people living in the area is 8,436, belonging to 1,533 households.

The main development concerns shared by all barangays belonging to the project unit include low farm productivity, lack of opportunities and capital for community enterprises and diversified livelihood.

community self-help projects and established community-education centers and graded education programs.

The IPA also helped address issues on environmental protection and conservation.

In 1996, the security problem of the Subanen ancestral domain in Lakewood became an urgent issue. Hence, the parish sought the support of various NGOs, namely AFRIM Inc., Legal Rights Center-KSK Inc. and Kaliwat Inc. to help the indigenous communities' claim over their ancestral domain.

When the Subanen Certificate of ancestral domain Claim was finally granted to the Indigenous People's Council (the Mesaligan Pegsalabuhan Subanen sa Lakewood), IPA-Lakewood sought the partnership of Kaliwat Inc. to help

the IP communities in the sustainable management of the ancestral domain. The Prelature of Ipil also provided support.

The IDF-Lakewood Consortium was formed with the following groups coming together: Ipil Development Foundation, Kaliwat Theatre Collective, Mary Queen of Apostles Parish of Lakewood, and the Mesaligan Pegsalabuhan Subanen sa Lakewood. Since then, the consortium has continued its efforts to sustain the ancestral domain Sustainable Resource Management Program (AD-SRMP) in Lakewood.

IDF is currently helping people's organizations in Lakewood access material and financial resources for livelihood projects in upland farming areas. The Italian Bishops Conference, through the PIME Fathers, funds these projects<sup>17</sup>.

IDF's engagement with the WMCIP is its first time with ODA-funded projects. According to IDF program director Nestor Horfilla, using ODA funds was not a deterrent to IDF's engagement in the WMCIP.

"Our primary agenda is to assist the Subanen in Lakewood," Horfilla said. "Our engagement with WMCIP is one effort in the fulfillment of our role to assist the Subanen."

He added, "The challenge here is how to maximize this amount to contribute to positive changes in the lives of the people in the area."



**Farmers study alternative farming methods**

IDF's engagement with WMCIP began when the project was still being developed, specifically when it was involved in consultations by IFAD held between 1997 and 1998. When the project moved on into the implementation stage, and with the consortium having been formed, IDF was chosen as one of the NGOs to implement the project in six barangays in the municipality of Lakewood.

IDF's first encounter with an ODA-funded project began in March 2001. Its second engagement with WMCIP began July 2002, or three months after the first engagement ended. IDF's second engagement with WMCIP ended July 2003. The current engagement covered nine months (April 2004 to December 2004), which was finalized through the signing of the MOA in June 2004.

IDF has been identified as one of the "good performing" NGOs. "It has delivered expected outputs... An assessment –OCSA– on the POs assisted by IDF was done – they have rated high – which is also a reflection of the kind of work the NGO does," relates Orlen Ocleasa, WMCIP community development specialist.<sup>18</sup>

WMCIP officials have recognized IDF's capability to implement the project in Lakewood: its people have the skills and knowledge and had worked in the area for quite some time.

IDF said it shares the project's vision of a better standard of living for farm and fishing households, as well as its emphasis on participatory development processes.

"When we started, everybody was excited."

The staff expressed excitement on the project since it meant continuing early efforts to help the Subanen. Expectations in the communities were also high.

However, Father Angelo M. Biancat, former IDF board chairperson, expressed doubts.

"Father Angelo, at that time, wondered if the project would really respond to the needs of the poorest of the poor," Horfilla said.

IDF was originally tasked to implement the project in only five barangays – Sebuguey, Biswangan, Bagong Kahayag, Gasa and Matalang. IDF negotiated for the inclusion of Poblacion, a 'lakeside' barangay, as a project site, citing that its residents should be involved in activities related to the development



of the lake. The 1998 Appraisal Report recommended conducting resource studies on the lake in Lakewood.

IDF's first barangay uptake activities focused on the three barangays of Sebuguey, Biswangan, and Bagong Kahayag in 2001. A year later, IDF held activities in the barangays of Gasa, Poblacion and Matalang (second barangay uptake).

The project was implemented by the IDF program director, the NGO point person (NGOPP), the field extension agent (FEA), and the organizers. These staff are mostly from the area and have knowledge about local culture as well as the skills relevant to organizing and institutional development in the context of the indigenous people in the upland areas.

Other staff not directly engaged in the WMCIP performs tasks to complement activities it funded directly, in the same way that activities complement IDF's other projects.

#### 1. Initial activities

Initial activities in the barangays were those related to the project's community and institutional development (CID) component, particularly the sub-component on community organizational development.

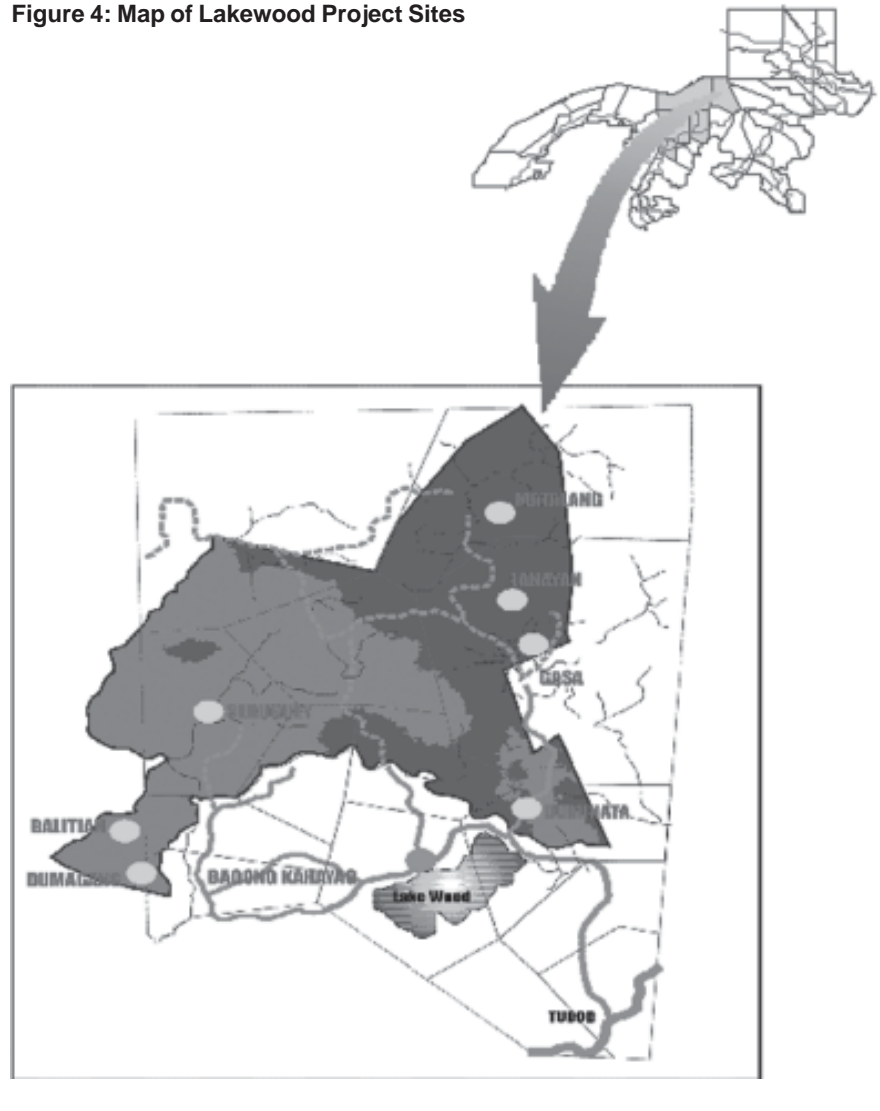
COs and the NGOPP deployed in the different barangays held meetings to orient residents on the project. IDF came up with community organizing plans per barangay that became the basis for the conduct of social preparation activities. Barangay development teams were organized, whose members were later trained to craft sustainable barangay development plans.

IDF also conducted participatory rural appraisal and development planning processes and organizational formation and strengthening activities in the six barangays. These resulted to six SBDPs and community-initiated projects, which the respective barangay councils adapted and approved.

Community-initiated activities identified by the residents include infrastructure projects like the construction of multipurpose halls, development of barangay roads, rehabilitation of communal irrigation channels, and expansion of barangay warehouses. [See Table 7 for these projects.]

Also under the CID component, IDF, together with MOFAZ, AFUZ, and XAES, initiated processes towards the organization of 14 barangays into a unit – the Sibuguey River Watershed Integrated Development Area.<sup>19</sup>

Figure 4: Map of Lakewood Project Sites



## 2. Succeeding and continuing activities

IDF's succeeding activities are those related to the natural resource management (NRM) and small enterprise development and credit (SEDC) components.

Implementation of the NRM component included, among others, the following: Training on the formulation of farm plans, vegetable production and raising sasso chicken; cross-cultural visit to Lantapan, Bukidnon; establishment of demonstration farms to showcase technologies that could be adapted later on by the barangay residents; household-cluster project trials.

Household-cluster trials included the assessment of more than 30 varieties of upland rice, production of flemengia and rensonii seeds in a village-school garden, as well as planting of some endemic rice varieties to determine their production capacity.

Part of this NRM component is infrastructure and resource enhancement where priority infrastructure projects identified in the SBDP processes were implemented. IDF facilitated the formulation of farm plans at the household and organizational levels.

IDF collaborated with WMCIP, the World Agro Forestry Center, and the Mesaligan Tribal Council to make Lakewood a learning site for sustainable agriculture and natural resource management.

Continuing activities related to SEDC component includes holding training related to enterprise development and strengthening cooperatives. Initial discussions with Quedan Corp. (Quedancor) were also conducted to explore possible funding for small businesses.

**Table 7: Projects Per Barangay**

Projects per Barangay	
BARANGAY	PROJECTS
Biswangan	<i>Food security and alternative livelihood projects for IP farming households cultivating hilly lands:</i>
	• Intensification of soil and water conservation (SWC) and fertility management practices adopting mixed cropping trials of corn and cowpea
2001 uptake	• Village-level natural vegetative strips (NVS) innovations and household-level based fruit tree nurseries
	• Enrichment of IP farming system combining organically-grown rain-fed rice and upland crops in NVS farms
	• Integration of fishpond and swine-raising in agro-forestry systems
	• Women's savings groups compact farm and seasonal alternative livelihood projects
	• Rice-farming system technology innovation
	• Construction of a physical center for IP-lifelong learning and training on product enhancement of IP crafts

	<p><i>Other projects in the pipeline</i></p> <ul style="list-style-type: none"> <li>• Micro credit and buying station for IP agricultural products</li> <li>• Diversification of coop enterprises</li> <li>• Community-based eco tourism</li> <li>• Rice mill</li> </ul>
Bagong Kahayaq 2001 uptake	<p><i>Integrated Agro-forestry Innovations Project</i></p> <ul style="list-style-type: none"> <li>• Sasso poultry stock farm with established feed farm</li> <li>• From minimum to zero-tillage rice farming</li> <li>• Installation of structural soil and water conservation (rockwall) in rock-hilly farms</li> <li>• Village-managed mahogany tree farm</li> <li>• Improved household-based fruit tree nursery practices and management as well as for the expansion of fruit orchards of farmer</li> <li>• Agri-silvi-pastoral agro-forestry system with expanded cover crops for goats under coconut tree farms</li> </ul> <p><i>Community Initiatives Infrastructure Projects</i></p> <ul style="list-style-type: none"> <li>• □ Rehabilitation of communal irrigation</li> <li>• □ Construction of multi purpose hall</li> <li>• □ Expansion of barangay warehouse</li> </ul> <p><i>Projects in the pipeline</i></p> <ul style="list-style-type: none"> <li>• □ Riparian project in Malubog River</li> <li>• □ ANR in Dumagoc micro watershed</li> <li>• □ Potable water distribution system in Talarian</li> </ul>
Barangay Sebuquey 2001 uptake	<p><i>Assisted conservation farming and alternative livelihood</i></p> <ul style="list-style-type: none"> <li>• □ NVS as agro-forestry soil and water conservation innovation</li> <li>• □ Nutrient pumping technique using wild sunflower for enhancing soil</li> <li>• □ Mixed cropping of corn and cowpea for improved fertility</li> <li>• □ Village-level goat-raising and dispersal project</li> <li>• □ Household-managed inland fishery projects</li> <li>• □ Household nurseries management and expanded fruit-tree orchards and rubber-tree farms</li> <li>• □ Household clusters vegetable growing initiatives in the alley of contoured household farms</li> <li>• □ Women's group community store</li> </ul> <p><i>Community initiatives infrastructure projects</i></p> <ul style="list-style-type: none"> <li>• □ Construction of hanging bridge</li> <li>• □ Construction of multi-purpose hall</li> <li>• □ Improved water distribution system</li> <li>• □ Barangay road development</li> </ul>

Matalang 2002 uptake	<i>Household-clusters project trials</i> <ul style="list-style-type: none"> <li>• Collection and initial assessment of more than 30 varieties of upland rice</li> <li>• Trial planting of 6 medium-term rice varieties for basak suitability</li> <li>• Trial planting to measure the growth and production capacity of 6 endemic rice varieties in NVS farms</li> <li>• Promotion and adoption of household nurseries of prime fruit trees</li> <li>• Utilization of forest minor products for alternative livelihood</li> </ul>
Gasa 2002 uptake	<i>Household-clusters project trials</i> <ul style="list-style-type: none"> <li>• Women-managed livestock raising and vegetable farming in farms with NVS</li> <li>• Poultry (sasso) raising as a community social enterprise with feed-garden in 1-hectare farms using natural farming technology</li> <li>• Household fruit-tree nurseries and fruit orchard establishment</li> <li>• Production of flemengia and rensonii seeds in a village-school garden</li> <li>• NVS innovations in selected upland farms with minimum area of 0.25 hectares</li> </ul>
Poblacion 2002 uptake	<i>Project trials on conservations farming</i> <ul style="list-style-type: none"> <li>• Black rice production using natural farming technology system</li> <li>• Purok level trail on management of community nursery</li> <li>• Improved fallow system (nutrient pumping) combining sunflower cuttings as stakes for climbing vegetable plants</li> <li>• Coconut under-storey enrichment with improved range grass as protein bank for livestock</li> </ul> <i>Enhancement of agro forestry technologies</i> <ul style="list-style-type: none"> <li>• Integration of poultry in established multistory agro forestry farm</li> <li>• Expansion and innovations of simple community-level soil and water conservation (enriched NVS) measures by IP farming households</li> <li>• Multiple cropping (corn and cowpea) for effective phosphorous fixation</li> </ul> <i>Alternative livelihood projects in the pipeline</i> <ul style="list-style-type: none"> <li>• Micro credit and extension program for production teams, self-reliant groups and enterprising farms</li> <li>• Intensive vegetable growing integrated in multi-storey agro forest</li> <li>• Swine breeding utilizing natural farming technology system</li> <li>• Women-group managed village-level solid waste management projects</li> <li>• Enrichment planting in lakeshore</li> </ul>

### 3. Harmonizing IDF's agenda with project deliverables: Some examples

IDF's engagement with the WMCIP required harmonizing its agenda with project deliverables. This means implementing activities that takes into consideration the cultural beliefs and practices in the area and IDF's objectives.

An example is the integration of an ancestral domain sustainable resource management plan (ADSRMP), which is a separate document, into the six Sustainable Barangay Development Plans (SBDPs). This integration formalizes the local government unit's responsibility –even at the barangay levels– to address the needs and issues of the Subanen in the area.

The Subanen, even as they reside in settlements or sitios, belong to a community that is not bound by the barangay as a geographical unit.<sup>20</sup> IDF was expected to deliver six SBDPs, corresponding to the number of barangays.

Project documents specified CADC communities like the Subanens as one of the target groups. Majority of the 'beneficiaries' in Lakewood are the IP Subanen and upland farmers. Prior to its WMCIP engagement, IDF assisted the Mesaligan Pegsalabuhan Subanen sa Lakewood craft the ADSRMP.

Another example is when the implementation of second component natural resource management took into consideration the Subanen's farming practices.

Several members of Mesaligan, the organization of the Subanen, went to visit Lantapan in Davao that exhibited the practice of natural vegetative strips (NVS) [Figure 5]. The project design calls for the establishment of a demonstration farm showcasing farming practices, in this case, use of NVS. Hopefully, this would encourage farmer cooperators to adapt said practice.

IDF established not just one, but several demonstration farms at household levels. Farming households, grouped in clusters, organized a hunglos, with members taking turns establishing NVS in each others' farms.<sup>21</sup>

The hunglos as a practice, is no longer as common these days as it was in previous times when food from the forest was abundant, allowing for surplus reserves during lean times. Now that most forest cover is gone, food sources have been depleted and families found it difficult to work several days at a time in each others farms. They now need to work to provide for their needs.

The current-day hunglos is a modification of what was practiced then, with IDF providing support through their food-for-work program.

The objective of establishing demonstration farms –farmers adapting showcased technologies– would be achieved if the farmers have the skills as



**Figure 5**

well as the resources to apply these skills. In the context of the Subanen in Lakewood, resources include time, money, and food. The hunglos was a tool towards the adoption of the NVS.

A third example is the ongoing test on the production capacity of endemic rice varieties in one barangay.

These tests aim to identify which of the rice varieties would have the greatest amount of yield in the shortest time. These trials, accordingly, would help increase rice production in the areas.

While not much of an adjustment in the project, these tests form part of an ongoing ‘communication’ with WMCIP. IDF supports the experimentation in the areas but asserts that this should be based on the Subanen belief of maintaining biodiversity in the area.

### **B. Achieving the Project’s goal: IDF’s Contributions**

While an assessment of the project impact is beyond its scope, this case study, nonetheless, can cite IDF’s contributions in achieving the goals of WMCIP.

Tasked to implement the project in six barangays in Lakewood, Zamboanga del Sur, the IDF is considered a ‘good performing NGO’ since it has delivered the expected outputs. For one, IDF has strengthened community organizations in the six project sites. For another, IDF has helped prepare six SBDPs that incorporated not only sectoral plans but also the ADSRMP.

The IDF has also helped formulate the Project Unit–SIAD<sup>22</sup> plan that, aside from the six barangays in Lakewood, also includes eight other barangays in the adjacent municipality of Bayog.

Still, how do community members view the WMCIP?<sup>23</sup>

In a workshop related to SIAD processes held March 1, 2003, people were asked to share their experiences as participants to earlier SBDP processes. Their reaction was mixed: some were encouraged, some expressed contrary opinion.

Participants who said the support WMCIP provided resulted to positive results cited that this was so because the projects were planned and many people participated in the planning.

“People were encouraged because some plans have been implemented and several projects are visible,” participants said.

On the other hand, several constraints were experienced in the implementation of plans. Some said there were delays in the implementation since, until now, the project hasn’t been completed.

“In some cases, there were changes in the plans while some projects do not have work programs,” the participants said adding that some projects remain pending.”

These reactions were validated by conversations with some PO members in May 2004.

One PO member said most of the projects “implemented” are infrastructure-related.

In the Lakewood barangays, examples of projects that have been “implemented” were the IP Learning Center in Barangay Biswangan and the multipurpose hall in Barangay Bagong Kahayag.

Another said while infrastructure projects have been implemented, these remain unfinished, like the concrete flume and irrigation canal in Barangay Kahayag.



A PO member relates in Visayan that before the work on the irrigation canal was done, they could still plant. But several cropping seasons have passed and until now the irrigation project has not been completed.

Several families have been affected by the delay. According to another PO member, this prompted her to ask during a meeting if the project's objective is for the development of the people, "How come we haven't planted at all?"

Other infrastructure projects weren't started at all; the rice mill in Barangay Biswangan a case in point.

One barangay kagawad related they have called people to attend meetings and trainings but no one showed up. The official added that while the lot is already there, including gravel and sand, there must still be something for the people to look forward to.

The non-implementation of the project has discouraged some people. Relates another official in the vernacular: "The project was planned in 2001. Nobody believes us anymore. Where's the money, if it's still there? It seems like we're just playing games."

The official was referring to the training and meetings held to prepare proposals and required documents.

As the partner tasked to conduct social preparation processes in the six project sites, IDF has delivered the expected outputs. IDF has initiated and facilitated the planning and organizing processes on the ground.

The different POs and members of the barangays, on the other hand, were active participants in the planning and organizing processes. Implementation of infrastructure projects requires counterpart from the LGU – both at the municipal and barangay levels – with the rest of the financial requirement to be funded by WMCIP.

In one of two barangays, the 5 percent counterpart in the form of labor and materials wasn't maximized. We've already agreed that we will hold a *pintakasi*; instead, they hired workers from the other barangay, an official said.<sup>24</sup>

### **C. Engaging the WMCIP: Some benefits**

Both the IDF as an NGO and the individuals composing IDF benefited from the group's engagement with WMCIP.

A major benefit for IDF is the opportunity to continue working with the Subanen in Lakewood.

“The benefit is not primarily for us, but for the Subanen,” the staff said.

IDF’s WMCIP engagement also meant involving the non-Lumad in Lakewood, thereby expanding the number of people that the organization serves.

Likewise, experiments in some areas gives the IDF an opportunity to learn more and expand its knowledge base.

The WMCIP also helped IDF show that people could and should participate in development projects aimed at bettering their lives. An organizer said they were able to show that people should be involved in the project and that their voices are heard.

The process of formulating the SBDP allowed some of the people to say that they were the ones who chose the project and participate in the training.

Another benefit is the opportunity for staff development. Two of IDF’s organizers were trained to conduct field trials in the project site. Staff development also occurred in the “natural setting”, in the field, working with the different groups.

One learns to be patient; to listen to others, a staff said while another professed that she learned a lot, especially about the culture of other people.

Still, another said he learned to relate with others, including meeting with officials.

#### **D. Engaging the WMCIP: Some Challenges**

IDF’s first two engagements were not easy: the group hurdled nine major challenges.

##### **1. Fast tracking barangay uptake.**

The project, designed to be implemented in six years and having been delayed for two years, had to be fast tracked.

Barangay uptake, originally paced to happen in four years’ time with social processes to take place in phases, was rescheduled to be done in two years. The project design puts premium on participatory processes, especially for the community organizing component. These processes were expected and scheduled to take place in a span of at least two years per barangay.

Fast tracking barangay uptake, and, hence, social processes, resulted to activity overload.

So many things to do in a short time, the IDF-NGOPP said adding that one year wasn't enough for the activities.

Add the number of days you need to visit the areas prior to the meetings and trainings and one year is still not enough to accomplish tasks, she added.

The staff was referring to the activities the NGO is expected to do as stipulated in the MOA. These include the number of meetings per barangay as well as the number of trainings with an equivalent number of days per training per component per barangay.

The NGOPP further said that another factor that complicates this set-up is the conduct of various PMO and SOU-led activities, which were basically added into the already overloaded schedules of the NGO itself.

"In concrete, this fast tracking scheme has affected some of the fundamental aspects of community organizing, especially in strengthening organizations," he added.

## 2. Emphasis on deliverables.

Another challenge that IDF faced was too much emphasis on the 'deliverables': the number of organizations formed; number of PU-SIAD councils established; number of barangay development plans prepared, funded and implemented; and, number of demonstration farms established. These, however, didn't factor in the schedule the social processes –negotiations, accommodation, communication– that were also required.

'Deliverables', including indicators of such e.g., copies of process documentations per training conducted per component, lists of members of barangay development teams per barangay, are required to be submitted on a monthly and quarterly basis.

An NGO worker said this required too much paperwork.

Added to this was the absence of a standard project format to guide the writing of reports. These reports are sent back to the NGO to be revised, based on what is considered a better format as submitted by NGO X, relates NGO workers.<sup>25</sup> The report format was finalized in 2003 as stated in the project implementation manual, which was finalized and approved that year.

According to Borbon, expected deliverables, as stated in the MOA, have

been agreed upon by both the project heads and the implementing NGO.

“We did agree to the deliverables,” relates the IDF program director. “But that agreement also included the project’s responsibility of providing the financial resources on time.”

### 3. Delays in the release of funds.

There were instances when fund releases were not on time (“75 percent project life with only 60 percent of funds released”), which hampered implementation of activities. IDF had to “frontload”<sup>26</sup> some money for activities to continue. Stopping activities because of the absence of funds would have meant more delays and, consequently, implementing the WMCIP beyond the agreed time frame.

### 4. Inadequate technical support.

“What support? We’re even the ones giving support,” relates IDF’s Field Extension Agent (FEA).

As designed, implementation of activities on the ground shall be supported by general guidelines on approaches as well as technical expertise, both at the PMO and the SOU level.

The natural resources specialist at the PMO, for example, is tasked to take the lead in developing farming systems and NRM framework. The Community and Institutional Development Supervisor (CIDS) takes the lead in developing the community organizing and institutional development framework as well as establish a multi-stakeholder implementation mechanism.

Just as community development processes and approaches were being firmed up in 2001, the CIDS’ contract was not renewed in 2002. Meanwhile, the NRS worked with the project only up to the end of 2002 but replacements were not immediately installed.

According to Borbon, the training consortium, though organized, was not functional. As designed, a training consortium shall be organized at the PMO level, with resources pooled together and made available for staff development. At the SOU, the natural resources officer (NRO) shall provide support to activities conducted in the different communities.

The IDF staff added that, “the people at the PMO and SOU level were not simply put there to receive reports from the NGOs.”

“They are expected to perform other more meaningful technical functions necessary to ensure the success of the project,” he said. “But in reality, only a few among them could perform the tasks expected from them.”

And when the staff visits, the NRO at the PMO told them to be patient because the officer was still new in this kind of job, said IDF’s NGOPP.

Nonetheless, IDF proceeded with the activities based on their knowledge of the local situation, innovating along the way. Examples of IDF innovations were cited in the previous section.

5. Lessons and insights were not maximized. Information from the field was not consolidated and synthesized to add to new knowledge.

“We submit the required number of SBDPs, process documentation... these are counterchecked with what are expected to be delivered – it’s just basically counting beans,” an IDF member said.

Expressed in another way, the staff of another NGO added that the deliverables are compared with a checklist of what needs to be submitted.

“We don’t receive feedback, either from the SOU or the PMO, about our reports,” he said. “We do receive comments about the lack of deliverables, but not about the substance or initiatives undertaken either by us or by the other NGOs. We would also be interested to learn from others.”

These operators asked what is being done about their reports or the process documents submitted.

Accordingly, these reports were consolidated at the SOU prior to submission to the PMO. What is consolidated, however, are mainly the physical accomplishments –actual outputs compared to expected outputs based on output indicators.

The WMCIP Annual Report for 2002, for example, does not have a section about lessons and insights. Lessons and insights, as experienced by the NGO, have not been systematically generated nor shared for knowledge base expansion.

Nonetheless, there were efforts along this line, when it was recommended at the NGO Forum on January 21 and 22, 2002 in Dipolog City that a newsletter be produced. An electronic newspaper, through the ENRAP, was also floated. However, this idea faced limitations since not everybody has easy access to internet services.

The WMCIP did come up with several issues of the newsletter. However,

articles published in its 2002 fourth quarter issue were mainly on activities that have been conducted, and not on experiences as shared by the NGOs.

On the other hand, sustaining the newsletter proved to be a challenge, as acknowledged by Borbon in his column Notes from the PM, “Coming up with the maiden issue of WMCIP Advisory had been an easy task, the more difficult part is sustaining the task of issuing it on a quarterly basis.”

“IDF still feels, though, that a dialogue on a regular basis would have been more enriching,” Horfilla said. “We were hoping that as partners, we could influence processes by providing inputs based on how we experience implementation on the ground.”

For IDF, in particular, it has extensive experience working with the Subanen in Lakewood, which could be shared with other NGOs, even those not working with the Lumad.

“Indigenous technologies, based on the Subanen’s deep relationship with the rest of nature, might be applicable to other areas,” Horfilla added.

6. Absence of a regular forum for sharing experiences, including giving feedback about project implementation.

The IDF had wanted a forum to share experiences of NGO partners in the WMCIP and different stakeholders. The NGO-initiated ‘Forum and Skills Sharing’ in Dipolog City was held “partly in response to the UNOPS Supervision Mission Team’s recommendation that the Civil Society or NGOs engaged with the WMCIP should further be strengthened to become more effective partners in project implementation.”<sup>27</sup>

Planned in December 2001, the Dipolog City forum (convened by CESCODO, PhilNET, KFI and IDF-LC) was seen as an initial step towards “building and consolidating a network of NGOs in the region.”<sup>28</sup> Issues raised by NGOs there included the terms of partnership or NGO participation in designing the project and crafting policies and guidelines, and project operationalization or the schedules and role in financial management.

Despite financial support by the project, the Dipolog City Forum was the first and last forum.

“Neither was it continued by the NGOs that convened it,” relates IDF’s Program Director. There were also ‘dynamics’ among the NGOs related to political lines, as well as perceptions of some NGOs being ‘more favored’ by the project than others.

There is also a perception that it is maybe a difficult situation for some NGOs, especially for those whose main source of funds at the moment are project funds, to ‘openly’ express their comments about issues that have been raised.<sup>29</sup> “Dili ta manghilabot (Let’s not meddle),” some said.

Still, mechanisms for NGO participation in project management, through the coordinating bodies at the provincial, regional and national levels, were also not maximized. Meetings, at the provincial, regional and national levels, would have been venues for sharing. “Ideally, semestral ang meeting sa RCC; the PCC, quarterly.” (Ideally, the RCC meets twice a year, while the PCC per quarter),<sup>30</sup> an NGO member said.

On the other hand, according to IDF’s Executive Director, “Even if you were designated as NGO representative, there is still the question of what and whose issues to raise, without being perceived as just representing your own issues as an NGO.”

Nestor Horfilla, who was designated as NGO representative to sit in the RCC, said he attended only once, “and that was to present the (Project Implementation Manual) PIM.”

Another avenue for sharing would have been the monthly NGOPP meetings. However, as the NGOPP relates, “Even the monthly NGOPP meeting at the SOU-level has been abolished. It could have been a venue for sharing NGO practices.”

He added that that forum could have been maximized for project updates and other relevant matters.

#### 7. Delays in the implementation of the credit component.

SEDC, the third WMCIP component, failed to take off despite training, identification of entrepreneurs and the drafting of enterprise development plans.

These training sessions created expectations from community members that they can build enterprises and that funding support from the WMCIP would be forthcoming.

“A lot of trainings have been conducted, but until now, we haven’t received anything. Is the money still there?,” a community member said.

The president of LAFICO added that the people are waiting for the money because they know there are funds from the WMCIP. However, he said, until now, no funds were released but nary a WMCIP official faces the people.

We are the ones who must face the people's wrath, he said.<sup>31</sup>

Provision of credit through the WMCIP credit component was also not accomplished. Guidelines from the Land Bank of the Philippines made it impossible for cooperatives and associations in the project areas to directly access credit funds. This situation comes in view of a project-commissioned study on the micro-credit capability of rural poor in Western Mindanao. Results of this study may lead WMCIP in reformulating its credit component.

In the meantime, the WMCIP, according to the 2002 annual report, engaged Quedancor to provide loans for two barangays, using its own credit window. By doing so, "Quedancor could test the rate of repayment by the beneficiaries."

On the other hand, IDF, through its Sustainable Livelihood Program (SL) has provided micro credit to the Subanen for the implementation of projects related to natural resource management in the uplands. LAFICO served as conduit for these funds. Initial discussions were held between IDF and Quedancor, for possible funding of small enterprises.

8. IDF's engagement with WMCIP is marked by several in-between months.

IDF's first engagement period was from March 2001-March 2002. Three months passed before the second engagement period which was from July 2002-July 2003. Preparations for the third engagement period included submission of proposals in January 2004. IDF submitted a work plan to cover nine months – from April to December – of 2004.

This 'staggered' form of engagement affected implementation of projects in the area. There's no continuity, IDF said.

During the lull period, there is NGO presence in the area as IDF conducts activities outside of the project. WMCIP activities are minimal, if not halted.

9. Tensions between role as advocate and as 'service contractor'.

IDF began as an advocate for recognition of the rights of the Subanen to their ancestral domain. While it was successful in fulfilling this role, engaging the WMCIP was another matter. As an NGO engaged in the project, this engagement took on several forms. IDF's participation in the pre-implementation stages as an advocate was to provide inputs that helped IFAD in formulating the project's design.

In the project's implementation stage, IDF's role became that of a service contractor of the DAR. IDF was tied by rules, which meant 'delivering



services' at a given time frame for a certain fee. Still, as the project's current CIDS can attest, the IDF was also effective in this role.

However, IDF wasn't as successful as an advocate trying to influence processes that would adhere to the principle of 'partnership' as espoused by the project since the "rules" and implementing mechanism that allowed such condition for IDF were not enforced.

Still, IDF tried to see these rules enforced by organizing an NGO Forum. The NGO Forum, if institutionalized, would have been a venue for NGOs to share and 'formalize' their collective efforts in enhancing project implementation. As a collective, it would have been easier to make representations in the coordinative bodies, the PCC, RCC and the Ad Hoc Advisory Committee. IDF did not find the conditions supportive of these efforts.

#### **F. Engaging the WMCIP: Some Insights**

IDF's engagement with the Project was an opportunity for gaining insights, some of which are as follows:

1. Participatory processes, and participation in such processes, do not guarantee that certain projects would be implemented as originally designed or expected. Also, projects identified as priorities in the barangay or as community initiatives and even with the SBDPs mainstreamed into the municipal plan may also remain as plans. On the other hand, priority projects identified in the municipal development plan for implementation in the barangay may not be a priority for the concerned barangay.

2. The tripartite partnership framework as a basis for NGOs, GOs, and POs to work together doesn't guarantee that programs and projects would succeed since there would be differing interpretations on the framework as well as its translation into practice. In the NGO's experience, the tripartite framework "was non-existent [and] was only on paper."

From the point of view of the implementing agency, NGOs were considered partners only because they provided the services the former cannot provide. This has been translated into the project's design as a service contract arrangement.

Meanwhile, from the point of view of NGOs, partnership meant not only sharing time, expertise, and money with other project stakeholders but also influencing processes that would enhance project implementation. NGOs

also interpreted partnership as going beyond provision of services under the service contract arrangement.

Partnership, even among GOs and NGOs, needs to be defined and strengthened, albeit the roles of different GO implementers have been defined, these ‘rules’ were not enforced.

3. The project emphasized participatory processes and NGOs were tasked to employ such processes at the local level. However, NGO participation in project implementation was limited as they were relegated to a ‘service contractor’ role.

4. A funding agency’s bias for NGO participation in all phases of the projects it supports, even if this has been stipulated in agreements, is not a guarantee that such would happen.

5. It remains a challenge for an NGO to be both an advocate and a ‘service contractor’ at the same time. It is possible, nonetheless, if enabling mechanisms designed for NGO participation are enforced. This was not so in the case of IDF’s engagement in the WMCIP. Likewise, the plan for NGOs to manage the SOUs did not push through and NGO participation in the coordinating bodies and the NGO forum were not maximized.

6. While IDF’s engagement with the project was an opportunity for it to continue working with the Subanen and expanding its base to include non-Lumads, it also meant the exclusion of Subanens who live outside the project areas. To a certain extent, the goal to ‘help the Lumad’ was compromised as IDF found itself “serving the project and not the beneficiaries.”

7. As an advocate, there is a need to advocate even among fellow NGOs. However, this is not an easy task.

8. It pays to be creative but in touch with the needs of the people the IDF works with. Harmonizing IDF’s agenda with the project’s goals entails a lot of creativity on the part of the NGO.

9. There is a need to have a clear motivation before engaging the project. IDF has stated at the onset that engaging the project is part of their role to assist the Subanen in Lakewood. It helped that IDF’s agenda is similar to the project’s goal.

## V. SUMMARY AND CONCLUSIONS

This study aimed to, first, describe the experiences of the IDF engaged in the implementation of the IFAD-funded, DAR-administered WMCIP in Lakewood, Zamboanga del Sur. In particular, the study aimed to:

1. Describe IDF's participation in different phases of the WMCIP
2. Examine factors influencing IDF engagement in the WMCIP
3. Assess how IDF's engagement in the WMCIP contributed to the achievement of the project's goals and objectives
4. Identify benefits, challenges and insights from the perspective of the IDF.

The study also aimed to identify possible actions by which ODA-WATCH can advocate for enhanced NGO engagement at different phases of the project.

### A. IDF's project engagement: A summary

IDF's engagement in the WMCIP was formed based on the following premises: IFAD's bias for NGO participation in different phases of the project and the DAR tripartite partnership framework. IDF's engagement in the project took on several forms at the pre-implementation phase (inception, formulation, appraisal) and at the implementation phase.

#### 1. Pre-implementation phases: Engaging the WMCIP as advocate

The participation of IDF and other NGOs, along that with other stakeholders, in the pre-implementation phase influenced the project's design that emphasized NGO participation in the management and coordinating committees as well as implementers providing services on the ground. The influence they exerted on the project at this phase is part of their role as advocates.

Changes in the country's and implementing agency's leadership and the 'dynamics' among NGOs on issues of turfs, power and political lines led to changes in the project's design. These changes led to the transfer of NGOs' management role to the DAR. This directly affected NGOs who submitted their bids and were recommended to manage the SOU.

IDF was not directly affected by the 'dynamics' since it did not submit a bid for management of the SOU. However, the IDF was affected by delays in the implementation of the project that stemmed from the impasse between the DAR and the IFAD. project implementation started 18 months behind schedule.

## 2. Implementation Phase: Engaging the WMCIP as contracted service provider

IDF was engaged to implement the project in Lakewood according to a Term of Reference and a Memorandum of Agreement. IDF's role in the project's implementation has shifted from one of advocacy to that of a contracted service provider.

Enforcement of NGO engagement as service providers was found wanting. project commitments to provide the NGOs with guidelines and technical expertise to backstop activities on the ground and provision of prompt financial support left much to be desired. On the other hand, the project's commitment to deliver services from their end was also affected by perceived 'dynamics' among the project executive team, questionable competency of its specialists, poor management, and poor monitoring of project activities on the ground.

Changes in the project were implemented with the project within the sphere of the DAR regional office. While WMCIP maintained the PMO, it also designated the DAR RD and assistant regional director for operations as project director and assistant project director, respectively.

Although contracted to provide services within the implementation phase of the project, the WMCIP provided an elbow room for IDF and other NGOs to continue playing their role as advocates. This democratic space would have been through the coordinative mechanisms at the municipal, provincial, regional and national levels. However, enforcement of this coordinative mechanism and the NGO role as advocate were not maximized.

IDF continued executing its role as service provider, bounded by the TOR and the MOA, even as it tried to play advocate. IDF's dual role as both service provider and advocate is motivated by its mandate to continue assisting the Subanen and other communities in Lakewood. IDF shares the vision of the project for a better life for the rural poor. Its engagement in the project is IDF's contribution towards the achievement of the vision, albeit in its area of coverage.

IDF's engagement is characterized by roles shifts, based on "rules" defining NGO role in different phases. IDF experienced the tension of performing both roles as it implements the project at its current stage. These roles can be seen complementary and not distinct and separate from each other.

To be effective in its role as a contracted service provider, IDF has to advocate for the adherence of the rules that defines how it performs, especially

in the participatory processes that the project puts a lot of premium on. [Refer to Table 8 for a summary of these ‘rules’ at different phases.]

## **B. Factors influencing rules and roles**

IDF’s engagement in the WMCIP is influenced by changing rules as influenced by changes in the project’s phase (pre-implementation – advocate; implementation – contracted service provider-cum-advocate). IDF’s role as a contracted service provider-advocate has also been influenced by the following:

1. changes in the political situation: new president of the Republic and new DAR Secretary
2. differences in political lines and the related issues of turfing, power and interests among different stakeholders
3. management of the project at different levels (PMO and SOU)
4. different interpretations of partnership

Given the above context, IDF implemented the project in Lakewood harnessing its creativity (innovation) as well as agreeing to compromises (deliverables) and keeping in mind its motivation in engaging the WMCIP (mandate to help the Subanen people).

IDF’s engagement in the project illustrates the following:

1. There is space for NGOs in ODA-funded projects. NGOs, by engaging the project in its early phases, can influence project design so much so that NGO participation is embedded in the project’s succeeding stages.
2. Influencing processes during pre-implementation stages is not a guarantee that agreements at this time would remain enforced during the implementation stage.
3. Project implementation mechanisms, especially those that define NGO participation, may change. Changes may be influenced by several factors, including issues of power, turfing and interests.
4. NGOs can be flexible amid tensions in performing roles as advocate and as contracted service provider. Both roles can be performed simultaneously. However, NGOs need to be clear how and why it engages the project in the first place.

## VI. RECOMMENDATIONS

The study has shown that NGOs can influence ODA-funded projects at different stages, especially in a project where the donor advocates for NGO participation. The study has shown that NGOs have influenced agenda setting, identification of target sites and communities, and project design. The NGOs even provided inputs in the loan agreement. In the case of IFAD, the study has shown that as a donor agency, it is ‘friendly’ to NGOs.

On the other hand, the study also showed that a well-planned project, especially on matters relating to NGO engagement, is not a guarantee that implementation would go on exactly as planned. There are other factors at play that influence how a project is implemented. These factors include changes in the country’s political situation, differences in political lines among different stakeholders, management of the project at different levels (PMO and SOU), different interpretations of partnership, and the translation of these interpretations into practice by the different stakeholders.

So what should we watch out for? Some of the things that NGOs, ODA Watch or others can consider in response include the following:

**Table 8: “EVOLVING” ROLES OF NGOs IN WMCIP**

PROJECT DEVELOPMENT (1996-1997)	POST FORMULATION REPORT (November 1997)	APPRAISAL REPORT Implementing Edition	PROJECT IMPLEMENTATION MANUAL	AS EXPERIENCED (1999 – 2004)
“The project evolved from an intensively consultative process of project development between IFAD, Government, NGOs and the various stakeholders.”  ( as mentioned in the 1998 appraisal report)	<b>Roles of Implementing Agencies</b> NGOs, collectively in partnership with GOP for all stages of the project cycle, would be heavily involved in all facets from inception to completion. Roles of NGOs would be:  National: *Membership of National Project Coordinating Committee (NPCC)	<b>Implementing Agency Roles and Responsibilities</b> NGOs, in addition to supplying senior staff to membership of the Steering Advisory Committee, will be involved with: - co-moderating the Start-up workshop and procedures, including for the NGO LCCs, agreeing with LBP and implementing the credit wholesal-	<b>Roles and Responsibilities within the Hierarchy of the Project.</b> The IFAD Appraisal Report has prescribed that NGOs will manage the SOUs in the area. Amendments in this regard have been introduced to forestall any legal and technical issues that question the appropriateness	Site operations units established and managed by the DAR “while the responsibility for social preparation, community mobilization, capacity building and other inputs for community empowerment will rest with the NGOs who are operating in the area.” (Message of Jose Marie B. Ponce, USEC for Support Services / ED for

PROJECT DEVELOPMENT (1996-1997)	POST FORMULATION REPORT (November 1997)	APPRAISAL REPORT Implementing Edition (November 1998)	PROJECT IMPLEMENTATION MANUAL (2003)	AS EXPERIENCED (1999 – 2004)
	<p>Region: *Convening start-up workshop (joint with DAR)</p> <p>Province: *Membership of Provincial Coordinating Committee (PCC) *Provision of Site Coordinator (optional) *Provision of CDS *Design of community development programs</p> <p>Site: *Supervision of community development programs *Provision of COs *Provision of trainers and resource persons (optional)</p>	<p>ing arrangements - the promotion, inculcation and facilitation, including supply and management of funding for savings and credit schemes in support of community development and enterprise activities; and</p> <p>- collectively, jointly or individually, being prime candidates for supply of community development and organizational, administration and business training services, as contractors or partners</p>	<p>and legal capacity of NGOs to disburse WMCIP funds, which are public funds.</p> <p>Project implementation on the ground shall enjoin the active participation of NGOs, Line Agencies, LGUs and local community organizations, in the various levels of engagements.</p> <p><i>Implementation Strategies</i></p> <p>Partnership building: NGOs, POs and other line agencies, through sub-contracting arrangements will carry out the bulk of the services and deliverables of the project.</p> <p><i>Institutional Roles and Responsibilities</i> NGOs. The expertise of NGOs in community and institutional organizing and development, cooperatives development, resource mobilization, advocacy,</p>	<p>FAPsO. Annual Report 2002)</p> <p><i>Project organization and management.</i></p> <p>NGOs shall develop the critical link between the formal agencies and the target communities and assist these communities develop their capacity for management of development on site. In some circumstances, specialist assistance for development planning and execution are best obtained from the private, professional or academic sectors. (Annual Report 2002)</p> <p><i>"NGOs perception: not being treated as partners but as contracting bodies."</i></p> <p><i>"Lack of participation in the design as well as the policies and guidelines of</i></p>

PROJECT DEVELOPMENT (1996-1997)	POST FORMULATION REPORT (November 1997)	APPRAISAL REPORT Implementing Edition (November 1998)	PROJECT IMPLEMENTATION MANUAL (2003)	AS EXPERIENCED (1999 – 2004)
			<p>participatory planning and enterprise development is undoubtedly recognized by the project. The NGOs shall be contracted to:</p> <ul style="list-style-type: none"> <li>- provide technical services to develop the critical link between formal agencies and the target communities</li> <li>- facilitate the community organization and institutional development components in the ground level</li> <li>- assist in developing the capacity of communities to self-manage and self-administer the development process</li> </ul>	<p><i>some important project components.</i></p> <p><i>"We're just service providers."</i></p> <p><i>"May project review, conducted by an NGO but as implementing NGO, our views were not solicited."</i></p> <p><i>"Did not hear about the project review."</i></p> <p><i>"Operationalize the Regional Coordinating Committee and the Provincial Coordinating Committee"</i></p>

1. NGOs are advised to be aware of an ODA agency's philosophy, agenda, project cycle, including the processes that occur within each phase. The IFAD's project cycle, for example, has the following phases: inception, formulation, appraisal, negotiation and approval, implementation, and evaluation. Understanding an agency's project cycle, as well as of processes that occur within each cyclical node, would help inform NGOs how best to engage projects (as a contracted service provider or otherwise).

2. Awareness of processes and negotiations that occur between the donor and the lead implementing agency helps. It also helps to know the lead agency's policies and the basis for these policies on NGO engagement. This means knowing people and their functions in both the donor agency and the lead



implementing agency. Simply put, this is identifying who to know and what to know about these people.

3. At the onset, be vigilant. Be clear about reasons for engaging ODA-funded projects. Examine the goals vis-à-vis the ODA-funded project's goals. Clarify in which phases of the project the organization can engage and have awareness of the rules that define roles.

4. Start engagement at the project's first phase, which includes agenda setting, pre-implementation missions, and formulation workshops, but equipped with enough information to influence formulation of the project design. Watch what gets included in the agenda, the guidelines that define participation of stakeholders, as well as implementation of the project.

5. NGOs are advised to monitor that policies institutionalizing participation include guidelines to facilitate exchange of ideas, learnings and insights among NGOs engaged in the project.

6. Aside from monitoring groups that gets to participate in pre-implementation processes, networking among these groups can begin at this stage.

7. NGOs are also advised to monitor people and groups that form the management structure and how these become part of that structure.

8. Identify the skills and knowledge required for engagement in the project to help NGOs decide whether to engage in these kinds of projects or not.

9. As NGOs implement the project as required, there are advised to ensure project implementation vis-à-vis set guidelines, especially those that call for multi-stakeholder partnership and that implementing guidelines governing such partnership are included in the first place.

10. Ensure that lessons learned on the ground are brought to the attention of persons and structures concerned, recommendations are addressed or followed-through, and how these are addressed.

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### End Notes:

<sup>1</sup> Information provided by former Finance Secretary Juanita Amatong, quoted by Garcia, Leonora S. and Eden Grace R. Lumilan in *An Assessment of the ODA Policy in the Philippines*. ODA WATCH, May 2004.

<sup>2</sup> NEDA Website

<sup>3</sup> Like the Alternate Forum for Research in Mindanao (AFRIM) and the

Kasanyangan Foundation Inc. (KFI). Both are Mindanao-based NGOs.

<sup>4</sup> These five areas are: Pampanga, Sultan Kudarat, Negros Oriental, Agusan del Sur and Western Samar.

<sup>5</sup> Set during the March 1997 IFAD/NGO/GO Workshop in Cebu City

<sup>6</sup> WMCIP's early years covered only three provinces. In 2001, the Province of Zamboanga del Sur was subdivided into two, with the Sibugay Province becoming the fourth province. An office was established in Pagadian City. The SOU in Ipil, however, was reportedly still managing operations in Zamboanga del Sur.

<sup>7</sup> Message of then Undersecretary for Support Services and Executive Director for FAPO Jose Marie B. Ponce; Published in the WMCIP Annual Report 2002.

<sup>8</sup> Reason for the additional barangay will be discussed later, as part of the chapter three.

<sup>9</sup> Conversation on April 13, 2004. The same view is shared by WMCIP project manager Rogelio Borbon and WMCIP community development specialist Orlen Ocleasa (separate conversations held on July 22, 2004 and April 13, 2004, respectively.)

<sup>10</sup> IFAD pre-implementation phases: inception, formulation, appraisal, negotiation and approval.

<sup>11</sup> NFL was represented by staff assigned to its Agrarian Reform Desk. This desk later evolved to become the Kasanyangan Foundation Inc.

<sup>12</sup> Most of the NGOs are part of the PhilDHRRA Network.

<sup>13</sup> Conversation with Borbon, July 22, 2004

<sup>14</sup> Conversation on July 22, 2004.

<sup>15</sup> As stipulated in the MOA. Some individuals connected with NGOs, however, are also members of the supervision mission team, thus, allowing "NGO involvement" in the current implementation phase. An NGO has also been contracted to conduct a midterm review of the Project.

<sup>16</sup> The pictures appearing in this section are courtesy of IDF-LC

<sup>17</sup> IDF has also received support from, among others, OXFAM-GB, Helvetas and the Prelature of Ipil.

<sup>18</sup> Organizational Capacity Self Assessment

<sup>19</sup> These fourteen barangays are located in the municipalities of Lakewood (six barangays) and Bayog (eight barangays).

<sup>20</sup> The Subanen reside in sitios / settlements in ten of fourteen Lakewood barangays. The six Project sites are among these ten baangays.

<sup>21</sup> Other terms with similar meaning: Pintakasi and Bayanihan

<sup>22</sup> Sustainable Integrated Area Development

<sup>23</sup> Process Documentation. COID Project Unit – SIAD Related Skills Training 1. PU-SIAD Lakewood cluster initial characterization and orientation on sustainable development. March 18-19, 2003.

<sup>24</sup> Pintakasi – people coming together to work on a certain project.

<sup>25</sup> This experience is also shared by other NGOs.

<sup>26</sup> Use funds from their own sources, outside of project funds.

<sup>27</sup> As stated in the letter addressed to Rogelio Borbon, signed by Alvin G. Valerio of the KFI, dated January 14, 2002. The letter was a request for support from WMCIP.

<sup>28</sup> Cited in the activity proposal attached to the letter to Borbon.

<sup>29</sup> This mainly refers to issues about capacity of the Project to support activities on the ground.

<sup>30</sup> Conversation with Orlen C. Ocleasa, May 19, 2004.