



Global Environment Facility

MOHAMED T. EL-ASHRY
CHIEF EXECUTIVE OFFICER
AND CHAIRMAN

December 28, 1999

Dear Council Member:

I am writing to notify you that we have today posted on GEF's website, a medium-sized project proposal entitled *Philippines: Sustainable Management of Mt. Isarog Territories (SUMMIT)*. The GEF will contribute \$750,000 towards a total cost of \$2.225 million.

This project will assist CARE Philippines, the Government of the Philippines and various sectors of society in addressing the long-term conservation and management of Mount Isarog, a key area of global importance within the country under increasing human pressure. GEF catalytic support will contribute finances for three of the five key topics contributing to completing outcomes outlined below:

- Stronger conservation management policy and practice, initiated and implemented through the Protected Areas Management Board (PAMB), public and private organizations;
- Increased public understanding of Mount Isarog National Park (MINPs') value, and the impact of human behavior on its habitat and biodiversity;
- Increased environmental literacy, ethics and advocacy among MINPs' stakeholders;
- Measures to reduce pressures on MINP's habitat and biodiversity developed and implemented, and biodiversity conservation fund generated; and
- Enhanced land tenure security among primary stakeholders.

The proposal is being posted for your information. We would welcome any comments you may wish to provide by January 17, 2000, in accordance with the procedures approved by the Council.

If you do not have access to the Web, you may request the local field office of UNDP or the World Bank to down load the document for you. Alternatively, you may request a copy of the document from the Secretariat. If you make such request, please provide us with your current mailing address.

Sincerely,

Mohamed T. El-Ashry
Chief Executive Officer
and Chairman

Cc: Alternates, Implementing Agencies, STAP



United Nations Development Programme 
GLOBAL ENVIRONMENT FACILITY

Date: 1 November 1999

To: Mr. Kenneth King
Assistant CEO

Attention: Program Coordination

From: Emma Torres
GEF Deputy Executive Coordinator

Subject: Submission of Medium Size Project Brief for GEF contribution of (less than \$750,000) (between \$750,000 and \$ 1million): Sustainable Management of Mt. Isarog's Territories (SUMMIT)

Enclosed is a project brief for "*Sustainable Management of Mt. Isarog's Territories (SUMMIT)*" submitted to UNDP by CARE International, Philippines. Please note that the project has been endorsed by the GEF national operational focal point in the Philippines.

In accordance with the operational guidance for the preparation and approval of medium-sized projects, we are submitting this to the GEF Secretariat for action by the Chief Executive Office (CEO). We understand that the Secretariat will recommend to the CEO that the project be submitted to the Council for approval, that it be returned for revision or that it not be developed further.

We are simultaneously circulating copies to UNEP/GEF, World Bank/GEF, STAP and the CBD Convention Secretariat for comments to the GEF Secretariat. We expect to receive these comments within 15 working days. Therefore, we look forward to receiving the CEO's decision on or before **29 November 1999** but understand that the project will not be formally approved, even if the CEO has endorsed it, until the Council has reviewed it (within the following 15-day period, namely by **20 December 1999** [as part of the next work programme]).

Thank you and best regards.

cc: Ahmed Djoghlaif, UNEP
Lars Vidæus, World Bank
Madhav Gadgil, STAP
Rohit Khanna, UNEP/GEF
Mark Griffith, UNEP/STAP
Cailestous Juma, CBD



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LIST OF ACRONYMS

| | |
|----------------------|--|
| ADMP | Ancestral Domain Management Plan |
| ARBs | Agrarian Reform Beneficiaries |
| ARCs | Agrarian Reform Communities |
| AWESOME ⁷ | Agencies Working for Ecological Sustainability on Mt. Malindang's Environs |
| ADSDPP | Ancestral Domain for Sustainable Development and Protection Plan |
| BURDFI | Bicol Upland Resources for Development Foundation |
| CADC | Certificate of Ancestral Domain Claim |
| CALT | Certificate of Ancestral Land Title |
| CBO | Community Based Organization |
| CLOA | Certificate of Land Ownership Agreement |
| CP | CARE Philippines |
| DAR | Department of Agrarian Reform |
| DENR | Department of Environment and Natural Resources |
| FIDA | Fiber Industry Development Authority |
| GEF | Global Environment Facility |
| GOP | Government of the Philippines |
| GMP | General Management Plan |
| HARIBON | Haribon Foundation for the Conservation of Natural Resources |
| ICDP | Integrated Conservation and Development Project |
| IEC | Information, Education & Communication |
| IPs | Indigenous Peoples |
| IPAF | Integrated Protected Area Fund |
| IPRA | Indigenous Peoples Rights Act |
| LGU | Local Government Unit |
| MINP | Mt. Isarog National Park |
| MMNP | Mt. Malindang National Park |
| MNDC | Metro Naga Development Council |
| NBSAP | National Biodiversity Strategy and Action Plan |
| NCIP | National Commission of Indigenous People |
| NGO | Non-Government Organization |
| NIPAP | National Integrated Protected Areas Programme |
| NIPAS | National Integrated Protected Areas System |
| NTFP | Non-Timber Forest Product |
| PA | Protected Area |
| PAMB | Protected Area Management Board |
| PASA | Protected Area Suitability Assessment |
| PAWB | Protected Areas and Wildlife Bureau |
| PENSUMIL | Penafrancia Sugar Millers Cooperative |
| PhilDHARRA | Philippine Partnership for the Development of Human Resources in the Rural Areas |
| PagBICOL | Pag-asang Bicolnon |
| SUMMIT | Sustainable Management of Mt. Isarog's Territories |
| UNDP | United Nations Development Programme |

MEDIUM-SIZED PROJECT BRIEF

1. PROJECT SUMMARY

| PROJECT IDENTIFIERS | |
|---|--|
| <p>1. <i>Project name:</i> Sustainable Management of Mt. Isarog's Territories (<i>SUMMIT</i>)</p> | <p>2. <i>GEF Implementing Agency:</i> United Nations Development Programme (UNDP)</p> |
| <p>3. <i>Country or countries in which the project is being implemented:</i> The Philippines</p> | <p>4. <i>Country eligibility:</i> Ratified Convention on Biological Diversity 1993</p> |
| <p>5. <i>GEF focal area(s):</i> Biodiversity</p> | <p>6. <i>Operational program/short-term measure:</i> This project falls within the OP3 "forest and mountain ecosystems" operational program. Learning from the project can be applied to other biodiversity-rich protected area (PA) forest ecosystems in the Philippines and elsewhere.</p> |
| <p>7. <i>Project linkage to national priorities, action plans, and programs:</i></p> <p>The Philippines is amongst the world's ten foremost countries for biodiversity. The archipelago's forests contain a rich variety of endemic plant, animal and bird species. However they are under threat from human pressures that have reduced forest cover alarmingly from 17 million hectares in 1934 down to less than 5 million in 1998. The main causes of this loss are human, amongst them poverty, a lack of awareness about biodiversity and conservation law, insecure land holding, illegal land clearance and logging. The Government of the Philippines (GOP) supported several conservation initiatives throughout the 1990s to strengthen protection of its remaining forest. It participated in the original drafting of the International Convention on Biological Diversity in Rio de Janeiro in 1992, and was amongst the first group of 31 countries to ratify the Convention the following year.</p> <p>The landmark National Integrated Protected Areas System (<i>NIPAS</i>) Act of 1992 established PAs in the most biologically important habitats of plants and animals. The law marked an important shift from the government's centralized "policing" approach to PA management towards a more open, community-based methodology. It introduced new strategies on management zoning, land use classification, habitat conservation and rehabilitation, biodiversity management, socio-economic and scientific research, site-specific policy development, pest management, and fire control (Ramos, 1997). Most significant, the <i>NIPAS</i> Act directs those responsible for the forest, the Department of Environment and Natural Resources (DENR), provincial and local government, to work hand-in-hand with NGOs, indigenous cultural communities and tenured migrants. It seeks new governmental (GOP) partnerships with the public, organizing affected communities and enlisting their support in planning, managing and protecting their land and forest resources.ⁱ This strategy was reinforced by the Indigenous People's Rights Act of 1994, that returned substantial portions of upland forest to tribal groups for self-management.</p> <p>The Philippine National Biodiversity Strategy and Action Plan (NBSAP) produced in 1997 by the Protected Areas and Wildlife Bureau (PAWB) of DENR highlights the threats to biodiversity conservation.ⁱⁱ It reinforced the paradigm shift towards multi-sectoral collaboration, and the need to establish stronger social and institutional infrastructure to make community co-management actually work in practice.</p> <p>DENR is now accelerating official proclamation of many PAs as part of <i>NIPAS</i>, and completing their required general management plans. This is being undertaken by the DENR's EU-funded National Integrated Protected Areas Programme (<i>NIPAP</i>), a five-year project started in October 1995 covering eight priority PAs nationwide, including Mount Isarog. The <i>SUMMIT</i> project was designed by CARE Philippines (<i>CP</i>) at <i>NIPAP</i>'s request in November 1997, to complement GOP's work on developing PA management and protection with social and economic development for the communities living in and around the Mt. Isarog National Park (<i>MINP</i>). The project, the second of its kind implemented by <i>CP</i> was designed by a multi-disciplinary team of government, NGO, people's organizations and academics, guided by an international conservation consultant. <i>SUMMIT</i> was funded in 1998 by three donors (The</p> | |

British Embassy, The Government of Austria, and CARE USA) and was launched in January 1999 with funding of \$393,480 over three years. A further grant of \$1.2 m has been committed in outline by the EU, although funding will not be available until at the soonest mid-2000 (see appendix).

Since the project's launch, *SUMMIT* has worked alongside DENR to develop the stakeholders' vision and strategic plan for *MINP*, consistent with the above GOP policy direction. *SUMMIT* has strong support from GOP and the local community. It is endorsed by DENR and the multi-sectoral Protected Area Management Board of *MINP*, or *PAMB* (see attached letters). The project also has the support of the Secretary and Regional Director of DENR, The Directors of PAWB and *NIPAP*, The National Commission of Indigenous people (NCIP), The Department of Agrarian Reform (DAR), the Governor and local government units of Camarines Sur, and Naga City. The project also responds to the policy thrust of President Estrada on poverty alleviation, his administration's main electoral mandate on gaining power in 1998.

8. *GEF national operational focal point and date of country endorsement:*

Submitted: April 23rd 1999

Acknowledged: April 24th 1999

Endorsed: By DENR on June 15th 1999, and by *MINP PAMB* on 24th May 1999 (see appendices)

| | |
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| <p>9. <i>Project rationale and objectives:</i></p> <p>The biodiversity of Mount Isarog is protected, and effectively and efficiently managed for sustainable use, with the full cooperation and collaboration of different stakeholders</p> | <p><i>Indicators:</i></p> <ul style="list-style-type: none"> • New areas of the park brought under effective community management • Management decisions and action taken by the <i>PAMB</i> • Forests margin does not recede and forest density is not depleted in project areas • Documented conservation of key plant and animal species |
| <p>10. <i>Project outcomes</i></p> <p>i) Stronger conservation and management policy and practice, initiated and implemented through <i>PAMB</i>, GOP, NGOs, CBOs, companies and universities.</p> <p>ii) Increased environmental literacy and ethics among <i>MINP</i> stakeholders, and favorable changes in public policy for <i>MINP</i>.</p> <p>iii) Increased public understanding of <i>MINP's</i> value and the impact of human behavior on its habitat and biodiversity</p> <p>N.B. GEF support will focus on outcomes (i)-(iii), other donors on outcomes (iv)- (v)</p> <p>iv) Measures to reduce pressure on <i>MINP's</i> habitat and biodiversity developed and implemented, and biodiversity conservation fund generated.</p> <p>v) Enhanced land tenure security amongst primary stakeholders.</p> | <p><i>Indicators:</i></p> <ul style="list-style-type: none"> • Index of policies initiated and adopted • Index of policies implemented and results • Environmental code produced for entire province • Number of multi-sectoral groups trained and leading environmental advocacy activities • Completion of baseline biodiversity inventory and socio-economic surveys • Regular biodiversity updates by community-based biodiversity monitoring teams trained and mobilized by <i>SUMMIT</i> • Number of viable ecologically sustainable livelihood activities developed / enhanced • Incremental profit from enterprises concerned • Number of primary stakeholders benefited • Value of biodiversity conservation fund accumulated • Number of tenured migrants, indigenous peoples and agrarian reform beneficiaries with approved / binding tenurial instruments |

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| <p>11. <i>Project activities to achieve outcomes (including cost US\$ or local currency of each activity):</i></p> <p>i) Capacity-building of PAMB, LGUs, NGOs & CBOs (US\$737,064)</p> <p>ii) Information, education & communication (US\$408,036)</p> <p>iii) Ecological and socio-economic surveys as a basis of community-based biodiversity monitoring (US\$324,027)</p> <p>iv) Promotion of ecologically sustainable livelihood (US\$656,965)</p> <p>v) Enhancing land tenure security among tenured migrants, indigenous peoples, farmers and agrarian reform beneficiaries (US\$99,010)</p> | <p><i>Inputs:</i></p> <ul style="list-style-type: none"> • Technical assistance from local and international experts, GOP and NGO agencies and LGUs • In-kind counterpart in staffing, basic infrastructure and equipment • Revolving loan fund • Equipment: one four-wheel drive vehicle, fax machine and office equipment |
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|--|--------------|
| <p>12. <i>Estimated budget (US\$):</i></p> | |
| GEF: | \$ 750,000 |
| Available Co-financing: | \$ 244,920 |
| Committed EU Funding: | \$ 1,230,182 |
| | ----- |
| TOTAL: | \$ 2,225,102 |
| Associated Financing: | |
| CARE-USA and bilateral donor contributions to baseline | 148,560 |
| DENR-PAO Recurrent Costs over 4 years | 710,075 |

INFORMATION ON INSTITUTION SUBMITTING PROJECT BRIEF

13. *Information on project proposer:*

CARE Philippines is part of CARE International, one of the world's largest and best-respected development and relief organizations. Working in 60 countries, CARE's mandate is to support the most disadvantaged people in the world to relieve poverty and hardship. CARE International currently implements 14 other biodiversity or integrated conservation and development projects (ICDPs) akin to *SUMMIT* in various national parks and PAs in Asia, Africa and Latin America. As one of the main international NGOs engaged in ICDPs, it has organized a global technical network and international conferences on ICDP experiences globally from its ICDP coordination unit in Copenhagen, Denmark.

CP, established in the Philippines in 1949, celebrates this year a half-century of service. *CP*'s portfolio comprises projects all over the country in forest conservation, agrarian reform, micro-finance, ancestral domain development for tribal groups, advocacy for street vendors, primary and reproductive health care, and emergency relief. All *CP*'s projects involve substantial institution-building work with local organizations.

Conservation is a major thrust of the country program, which includes two ICDPs. *SUMMIT* is already established in Camarines Sur, and another ICDP is under way in Mt. Malindang National Park in Misamis Occidental, in Western Mindanao. The latter project, funded with \$3.7m from 1998-2003 by the Royal Netherlands Embassy is called "Agencies Working for Ecological Sustainability on Mt. Malindang's Environs" (*AWESOME*). Here *CP* works in partnership with DENR, LGUs, NGOs and tribal groups. The project, like *SUMMIT*, protects the biodiversity resources of Mt. Malindang by supporting community education and conservation, developing the socio-economic status of tribal and other groups living in or adjacent to the park. *AWESOME* works with the Subanen tribe on ancestral domain claims, institution-building activities, IEC campaigns on environmental awareness, and a range of

enterprise development, and agricultural marketing assistance interventions. CP also has on its staff a Biodiversity Specialist with several years of field experience in Mount Isarog.

CP is led by an expatriate Country Director, and has an annual budget is approximately \$3,500,000. With 150 national staff, CP has a Head Office in Manila and 10 project offices nationwide. This includes one in Naga City close to Mt. Isarog, the base for the existing five-member SUMMIT team.

14. *Information on proposed executing agency (if different from above):* N/A

15. *Date of initial submission of project concept:* April 23rd 1999

INFORMATION TO BE COMPLETED BY IMPLEMENTING AGENCY:

16. *Project identification number:* PHI/99/A01

Implementing Agency contact person: Tim Boyle, Regional Coordinator, UNDP/GEF, One UN Plaza, DC1-2364, New York NY 10044. Tel: 212-906-6511; fax: 212-906-5825; email: tim.boyle@undp.org

18. *Project linkage to Implementing Agency program(s):*

The UNDP Country Cooperation Framework (CCF) for the Philippines embodies a clear recognition of the continuing concern for sustainability of the resource base and the quality of the Philippine environment. The regeneration of the environment is seen as strategic to sustained poverty alleviation and development efforts. The proposed project will support Philippine Agenda 21, the country's response to the Earth Summit, which uses a people-centered and ecosystem-based approach to protect and regenerate the environment while ensuring synergy between environmental, social, political and economic considerations. The project will also contribute in achieving the biodiversity conservation objectives of the National Biodiversity Strategy and Action Plan (NBSAP) through improved knowledge and management systems, better information and institutional support mechanisms and equitable sharing of benefits of biodiversity. Through integrated conservation and development approach in Mt. Isarog, the project is expected to come-up with stronger conservation and management policy and practice, initiated and implemented with multi-stakeholder participation. Measures to reduce pressure on the habitat and biodiversity of Mt. Isarog National Park shall be developed and implemented on sustainable basis.

2. PROJECT DESCRIPTION

2.1 PROJECT RATIONALE AND OBJECTIVES

The Philippines is amongst the world's top ten countries in terms of the richness of its biodiversity. The archipelago's forests contain a stunning variety of species - no less than 67% of the major animal and plant groups occur nowhere else in the world. The *NIPAS* Act of 1992 created PAs in the most important forest areas, but today all these PAs are facing intense human pressures that threaten the integrity of the parks and the biodiversity within them.

Mount Isarog is a particularly good example of this situation. The extinct volcano rises majestically from a flat coastal plain in Camarines Sur Province in Bicol, on the country's largest island, Luzon. As one of the oldest National Parks in the Philippines (established in 1938) Mount Isarog is one of the few remaining bastions of Philippine "megadiversity". Lawrence Heaney in "*Vanishing Treasures of Philippine Rain Forest* (1998) describes Mount Isarog as "one of the most remarkable places on earth".

The 10,112-hectare mountain has approximately 60% forest cover, much of it still undisturbed. The slopes are steep, and cut by 16 major rivers, streams and creeks, making it a very important watershed of the province. Its geographical isolation on a large, flat coastal plain 450 miles south-east of the capital Manila, and its elevation 1,966 meters above sea levelⁱⁱⁱ account for its unusually high abundance per species, and high numbers of endemic species.

In all, 190 bird and mammal and 188 floral species are recorded. Of these, 93 bird and 26 mammal species are endemic to the Philippines. One bird subspecies (*Sitta frontalis Isarog*) is endemic to Isarog, as are three mammals: the Isarog striped shrew rat (*Chrotomys gonzalesi*) the Isarog shrew mouse (*Archboldomys luzonensis*) and the Isarog shrew rat (*Rhynchomys isarogensis*). The latter is highly specialized and eats only earthworms. Other species endemic to Luzon include a species of blind snake (*Typhlops jagorii*), nine species of scincid, agamid, gekkonid and varanid lizards; nine species of ranid, mycrohylid and rhacophorid frogs; and one species of elapid snake. Mt. Isarog's flora includes an estimated 3,000 species. Rare species include 15 mammals, four Pteridophytes, and three Manoliaceae, as well as five endangered species of Dipterocarps. Some 52 native vertebrate species are critical or endangered, and many more are approaching this status. A list of endemic and rare species recorded in Mt. Isarog is attached.

Like most PAs, *MINP* faces intense anthropogenic pressure from communities living along its boundaries and within the park, and from external interest groups. The pressures are caused by a combination of human factors including poverty, a lack of awareness about biodiversity and conservation policy and law, insecure landholding and investment, poor law enforcement against illegal land clearance and logging, and weak community and institutional mechanisms to protect the forest. The consequences of forest loss are irreparable, not only loss of a critical genetic resource, but also of the forest's natural beauty and cultural heritage. It has also led to catastrophic soil erosion, depletion of the clean water supply, and increasingly frequent flooding and landslides.

GOP recognizes that it cannot arrest these dangerous environmental trends without the support of local citizens and private organizations. The objective of *SUMMIT* is to support the government and the Filipino people's efforts to reinforce the critical transition in forest conservation from centralized authority towards community co-management. By supporting a favorable policy and legislative environment set by the *NIPAS* and *IPRA* Acts and the *NBSAP* strategy, and by enlisting local organizations to develop ecologically, managerially and financially more sustainable "in-situ" interventions, *SUMMIT* seeks to arrest the trends of habitat and biodiversity loss.

Success in this project is likely to be replicated by *NIPAP*, which in its coordination of eight different PAs in the Philippines is seeking to transfer skills and new technologies to other parks. Through CARE International's *ICDP* network in Denmark, *SUMMIT* will introduce learning about global biodiversity trends and positive experiences from *ICDPs* in Asia and elsewhere. *CP* is already promoting cross-learning between its two *ICDPs* in the Philippines.

2.2 Current situation

The DENR today supervises over 200 PAs nationwide. Working under tight budgetary constraints exacerbated by the regional economic crisis, it is both administratively and financially over-stretched in managing this large conservation portfolio.

The administrative framework of larger PAs is usually complex. For example, in *MINP* six of the 35 municipalities of Camarines Sur (Calabanga, Goa, Ocampo, Pili, Tigaon, and Tinambac) and the City of Naga all share geopolitical jurisdiction over the park. In all, 23 barangays (villages) with a population of 32,000 people surround the PA (NSO, 1995). *NIPAP* is currently engaged in establishing park boundaries; management zoning; building capability enhancement of park management staff; and limited IEC and environment-friendly livelihood activities, in six communities. However, without gaining additional external resources and technical assistance, the community development initiatives necessary to support GOP's transition to community co-management of the park will simply not happen.

This situation places much weight on the strengthening of the *PAMB*, the multi-sectoral body empowered by the *NIPAS* Act to share the task of PA protection with DENR. The *PAMB* in each PA is comprised mainly of LGU representatives, NGOs, tribal foundations and other community-based organizations (CBOs). Only the chairmanship of the body still rests with DENR, in the form of its Regional Director. However, whilst the *MINP*'s *PAMB* is relatively strong and active, *PAMBs* are themselves under-financed and commonly identify many PA activities that cannot be carried out for lack of funds. In the recent vision and strategic planning fora for *MINP* convened by *NIPAP* and *CP*, key stakeholders identified the following key activities that need additional technical or funding support:

- Management training of the *PAMB* and improved linkages with GOs and communities
- Enhancing capabilities of PA staff
- Community-based extension services by the Protected Area Office^{iv}
- Sustained financing for the management of the *MINP*
- Information, education and communication
- Buffer zone livelihood development

If these preventative measures cannot be supported, the human threats to the park are unlikely to ease. These threats are illustrated diagrammatically in the project conceptual model (see appendices). The most visible and *immediate threats* result from poverty, and the resulting behavior of poor people. They include illegal activities such as timber cutting, "kaingin" slash-and burn cultivation, inefficient agricultural practices, intensive use of inorganic chemicals, cash crop cultivation such as sugar cane, gathering of non-timber forest products (NTFPs), and even treasure hunting (widespread digging for "lost treasure", allegedly buried by the Japanese in World War Two). Making these damaging practices possible is the relatively open access for outsiders to the PA, and passive community attitudes towards forest depletion.

The visible threats stem from a host of other underlying *key threats*, or root causes of forest and biodiversity loss. These relate again to poverty, lack of education and awareness, insecure land tenure, and weak community development – but also to the impact of rich and powerful individuals seeking to excise parcels of land from the PA. Other key threats include: limited understanding of biodiversity resources and the impact of human activity on them; inexperienced *PAMB* institutional management; and limited awareness of conservation policy, *NIPAS* or IPRA law. In addition, the lack of legally binding land tenure instruments engenders ecologically damaging, short-term approaches to sloping land agriculture and tree planting. Finally, there are too few ecologically sustainable economic alternatives to forest depletion. These conditions keep farm productivity and incomes low, forcing subsistence farmers to move ever higher onto steep, rocky mountainsides to plant corn for a few years before erosion forces them to move on.

In the context of *MINP*, demographic pressures are high. Camarines Sur's population increased rapidly by an average 2.6% per annum from 1990-1995, up from 1.4% from 1980-1990. Separate surveys of PA occupants in 1993 and in 1996 showed 275 households or 1,404 persons living within the park. However, since the two censuses occurred in different years and considering that four areas were not surveyed, these figures are probably understated. Relief mapping activities now indicate some 4,000 households that now depend directly on *MINP* resources. There

is a concentration of settlements on the western slopes up to 400-500 feet above sea level. Most of this growing population inside and outside the park are indigenous people (IPs) of the Aeta tribal community. They are organized into tribal councils federated at the municipal, provincial and regional levels, and their land tenure is protected by the NIPAS Act. Three Certificate of Ancestral Domain Claim (CADC) areas have been awarded to tribal groups, totaling 18,178 hectares and covering portions of the MINP. Non-tribal tenured migrants, however, are less secure.

The economy of the barangays surrounding MINP is primarily agricultural. A baseline survey by CP's partner Haribon Foundation indicates that 87% of residents are subsistence farmers, whilst 11% are hired laborers, mostly in sugar cane plantations on land adjacent to the park. About 750 hectares are devoted to sugarcane, grown by private small-holders and cooperatives, and milled by a cooperative, PENSUMIL. The most important crops are rice, abaca, sugarcane, corn, coconut, fruit trees, banana and root crops. Rice is a primary source of cash income to 40% of communities surrounding the MINP. It is grown in irrigated areas as a mono-crop and requires intensive use of agro-chemicals. Integrated farming is also carried out near the park boundary, with inter-cropping of corn, vegetables and fruit trees. Rain-fed areas in the lower and upper foothills of Mt. Isarog are planted with rice, corn, abaca and coffee.

With the shortage of available forest, shifting cultivation has been decreasing. Abaca occupies some 2,500 hectares in the target area, but has been adversely affected by increasing corn production, which has spread two viral diseases to the abaca crop. Coconut is grown in the lower portions of Mt. Isarog, but not close to the park boundary.

A typical monthly income is P.2,100 (\$55)^v for a family of six children. "*For rural people in areas like Mount Isarog, the future looks uncertain. Poverty is severe, people are poorly educated, and past damage to the environment continues to cause floods and droughts.*" (Heaney, 1998). These local communities are in fact those that paid most heavily for the NIPAS law, which withdrew their earlier rights to timber and NTFPs. Their economic insecurity, and their social alienation has thus tended to increase. Habitat loss in many forested areas of the Philippines and globally has been attributed to poor local populations cooperating with well-connected elites (Shaik et al, 1997) seeking commercially to exploit their land and timber rights. Upland forest groups around the Philippines have also proved in recent years fertile recruiting grounds for organized political insurrection.

The combined effect of these factors has had a major impact on Mount Isarog. Between 1986 to 1992, its primary forest shrank by 23 percent and secondary growth by 12 percent. This destruction also affected important nesting and breeding places of locally endangered birds and wild animals, especially in the municipalities of Tinambac, Pili and Goa (PASA Report). Simultaneously residents are hunting wild animals (such as wild pigs, birds, monkeys, bat, deer, civet cat, cloud rat, palm civet, frogs, lizards, snakes, and snails) and gathering NTFPs (almaciga resins, bamban (*Donax cannaeformis*), ferns, barks, medicinal plants, vines, orchids and rattan). Whilst this decline in forest cover has been somewhat compensated by DENR reforestation of almost 3,000 hectares of MINP, the destruction of the original habitat and biodiversity in the primary forest is irreversible.

The above challenges are formidable, given the multiple and inter-linked causes of forest depletion. Finding solutions in SUMMIT will take time, and extensive inter-agency collaboration. The first key assumption in SUMMIT is that it can achieve long-term positive impact by tackling not just the immediate, behavioral threats of forest loss (e.g. slash and burn cultivation, illegal logging or land seizure) but also its root causes (e.g. low incomes of local communities, lack of knowledge about conservation, and insecure land tenure). This involves influencing key changes to community attitudes and practice. The project's strategy is to address the multiple causes of depletion through education, institutional strengthening and income generation. It aims to educate 23 highly-populated local communities encircling the park (see map in appendix) in conservation issues, mobilizing and strengthening local institutions, and providing assistance to raise incomes and prospects of local residents.

The second key assumption is that the project cannot do all this itself – but it should play a critical coordinating and catalytic role. The interventions will succeed only through community empowerment and self-determination by the PAMB and other local institutions. In this way, well-coordinated and sustained efforts in IEC, PA protection, land security and alternative livelihood support can realize the potential of the local community to reverse forest loss.

The potential for success in Mount Isarog is greater than in other Philippine parks. SUMMIT benefits from an active PAMB, strong provincial and LGU political backing, and the technical expertise and maturity of CP and its local partner agencies. By recognizing the mutual interests of all stakeholders in and around the park, and over 100,000

citizens in the lowland areas who depend on Mount Isarog's watershed for fresh water, the goals of the project can be achieved.

2.3 EXPECTED PROJECT OUTCOMES, WITH UNDERLYING ASSUMPTIONS AND CONTEXT

SUMMIT shares the community's vision, as articulated in the May 1999 Mount Isarog Strategic Planning Framework, for "a protected Mount Isarog, effectively and efficiently managed for sustainable use in full cooperation and collaboration among different stakeholders."

The project aims for significantly enhanced local institutional capacity and community involvement in managing *MINP* - outcomes that might otherwise not occur at all, given limited existing resources and institutional conditions. By building the managerial and financial capacities of the *PAMB* and other community organizations, *SUMMIT* will reduce the gap between *GOP*, *PAMB* and the communities they serve, creating a "social fence" around the park capable of resisting the forces that currently deplete it. The five key outcomes are:

- Stronger conservation and management policy and practice, initiated and implemented through the *PAMB*, public and private organizations.
- Increased public understanding of *MINP*'s value, and the impact of human behavior on its habitat and biodiversity
- Increased environmental literacy, ethics and advocacy among *MINP*'s stakeholders
- Measures to reduce pressure on *MINP*'s habitat and biodiversity developed and implemented, and biodiversity conservation fund generated.
- Enhanced land tenure security amongst primary stakeholders.

2.3.1. *Strengthened MINP biodiversity conservation and management policies initiated and implemented through collaborative efforts of the PAMB, public and private organizations.*

A capable *PAMB*, managerially and financially, will result in consistent and sustainable PA management initiatives that enjoy the support of key stakeholders. This will encourage wider participation by barangay and provincial officials and other institutions. It is expected that a network of multi-sectoral CBOs from the 23 communities surrounding *MINP* will work hand-in-hand with the LGU and *PAMB*. An integrated, multi-sectoral planning process will be institutionalized with sharper focus in applying limited resources to address threats to the park.

2.3.2. *Increased environmental literacy, ethics and advocacy among MINP's key stakeholders*

An informed and educated community is more likely to recognize and abandon destructive practices, and take action against present and future threats to biodiversity (BCN, 1997). By transforming the public's ideas and values on conservation, society can understand how to change exploitative behavior and how to use the forest's wealth in an ecologically sustainable way. This needs to go hand-in-hand with advocacy by the community with municipal and provincial government, private companies and land developers, to harmonize land use and enterprise planning with environmental responsibility.

2.3.3 *Increased public understanding of MINP's value and the impact of human behavior on its habitat and biodiversity*

Information on the overall condition of *MINP* is fragmented and needs updating. Given quality up-to-date scientific information on the status of *MINP*, its biodiversity and the threats to its continued health, policy-makers, local leaders, project managers, and communities will respond to calls for its conservation. Key stakeholders will use this information to assess and plan appropriate conservation and development interventions where they will be most effective. Continuous community-based monitoring of *MINP*'s status will permit planning of measures within the community to mitigate biodiversity threats as they emerge.

2.3.4 *Measures to reduce pressure on MINP's habitat and biodiversity developed and implemented, and biodiversity conservation fund generated.*

Mount Isarog is being damaged by the loss of traditional cultural knowledge, and the introduction of poor sloping land agricultural practice and excessive use of artificial pesticides. With more environmentally sustainable agro-forestry, agriculture and alternative non-farm livelihood opportunities, stakeholders will gain access to new or revived processes, technologies and finance supporting more sustainable long-term use of land and NTFPs. Livelihood support for ecologically sound enterprise will lead to higher family incomes, and lower dependence upon park resources. Special conservation initiatives will require a "biodiversity conservation fund" at CBO level to finance conservation-oriented income generating activities.

2.3.5. Enhanced land tenure security amongst tenured migrants in multiple use/buffer zones, indigenous peoples in CADC areas and farmers in agrarian reform communities

The unsettled status of park occupants (whether migrants or IPs) and farmers in the communities adjacent to the MINP poses a serious threat to the park. Improved land tenure will discourage shifting cultivation of short-term cash crops of no ecological value. Gaining "proprietorship" of MINP land will motivate farmers to pursue longer-term investments in sustainable farm and off-farm enterprises that are more directly linked to biodiversity conservation (BCN, 1997).

2.4 ACTIVITIES AND FINANCIAL INPUTS NEEDED TO ENABLE CHANGES

To achieve the above outputs, *SUMMIT* will engage in five complementary types of activity:

- Capacity building within *PAMB*, communities/LGUs, and CBOs
- Information, education and communication (IEC)
- Community-based ecological and socio-economic surveys and monitoring
- Ecologically sustainable livelihood/enterprise development.
- Increasing security of land tenure

2.4.1 Capacity-building of PAMB, LGUs, NGOs & CBOs (US\$737,064 or 33% of project).

Protected Area Management Board (PAMB)

The MINP's *PAMB* was organized in 1994. It requires technical support in gathering baseline data on the community, community-friendly and transparent law enforcement, policy formulation, and public reporting systems to protect the park. The project will also strengthen feedback between the *PAMB* and resident communities. With the expiry of the five-year term of *PAMB* members, *NIPAP* is now facilitating the registration and accreditation of new members. This is an opportune time to start capability-building of the new *PAMB* team and formulating a scheme for its financial sustainability. Sustainable service delivery will be developed through income streams flowing into a fund designed by DENR specifically to finance conservation activities under *PAMB*, named the Integrated Protected Area Fund (IPAF).

Community/Local Government Units (LGU)

No formal mechanism currently exists for community involvement in *MINP* management. This must be developed by the project to soften the centralized GOP approach, and reverse communities' hitherto passive role. *SUMMIT* activities will be community-led and participatory, building on existing NGO initiatives to integrate local activity into development planning processes at barangay, municipal and provincial levels. The project will convene multi-sectoral fora, and win representation of community activists on LGU committees and councils.

Local communities will be mobilized to participate in forest protection and conservation through the organization and training of "Bantay-Bundok" groups (Volunteer Forest Guards), especially in the Multiple Use Zone (MUZ) areas. Bantay Bundok groups will focus their activities inside the MINP. They will be deputized by the DENR and supervised by its Forest rangers. Immediately outside the MINP boundary, Multi-sectoral Task Forces (MTFs) will be reactivated. The roles of the Bantay Bundok volunteers will be defined in a Bantay-Bundok charter. As presented in the proposed General Management Plan for the MINP, the principal activities of these volunteers will include the following:

- Support routine patrolling and surveillance of all the MINP, together with the Protected Area Office rangers.
- Independent patrolling and monitoring of specific sub-watersheds.

- Assist in information gathering and monitoring in all of the MINP.
- Monitor land use and agricultural practices in the MUZ.
- Perform specific management tasks such as fire fighting via fire brigades.

SUMMIT will seek appropriate incentive mechanisms for deputized Bantay Bundok volunteers to help sustain their interest in protection and conservation activities.

Community-Based Organizations (CBOs)

SUMMIT will support an Isarog-wide network of CBOs working side by side with the PAMB, including church-based, youth, women's organizations, and other networks organized by Haribon Foundation and other NGOs. Where necessary, SUMMIT will also facilitate the organization and strengthening of tenured migrants in designated multiple use/buffer zones, linking them to other community organizations. This will include strengthening of tribal organizations in the CADC areas covered by the project, in collaboration with the NCIP. In Agrarian Reform Communities (ARCs), farmers' associations will be assisted towards becoming full-fledged cooperatives recognized and supported by the Cooperative Development Authority. This activity will strengthen the "social fence" around the MINP working alongside the PAMB.

2.4.2 *Information, Education and Communication campaign* (US\$408,036 or 18% of project).

IEC will raise awareness of MINP stakeholders of the value of conserving and protecting MINP's biodiversity. Given the continuing destruction of forests, it is believed that environmental IEC programs in the past have been largely ineffective (Flor, et al, 1997). Communities surrounding the park still know little about the NIPAS or IPRA laws. IEC in SUMMIT seeks to raise awareness and change behavioral norms that have led to environmentally destructive behaviors. Innovative community-based IEC activities will be promoted, combining multi-media such as radio, music, street theatre, vernacular comics (successful in CP's AWESOME project) newsletters, video and special events to reach target audiences. The project will focus on three key areas: environmental literacy, environmental ethics, and environmental advocacy.

It will lead to the formulation of an environmental code of ethics of the local government units in the target area, focusing on MINP-specific conservation standards. This will involve individuals, families, the local community and the nation, and all segments of society – private / business, church, government, NGOs, CBOs, youth and women's sectors. To maximize impact, interventions will involve key figures in the social transformation process – policy-makers, business leaders, and educational institutions.

2.4.3 *Community-based ecological and socio-economic analysis and monitoring* (US\$324,027 or 15% of project).

This activity involves comprehensive studies and analysis by local people of the socio-economic condition of primary stakeholders and how this affects or explains MINP habitat loss. This will contribute to better understanding and better-coordinated approaches to conservation.

Biodiversity Data Gathering / Monitoring

This will determine the overall environmental health of the park and assess the impact, positive or negative, of development activities promoted by SUMMIT or other interventions. SUMMIT's community monitoring activity will focus on areas outside the MINP, DENR's on the areas within it. The coverage will therefore extend not only to the forest ecosystems in strict protection or multiple use zones, but also to other agro-ecological areas surrounding the park that may still be rich in biodiversity. SUMMIT will establish the voluntary, community-based biodiversity monitoring system to raise public awareness of biodiversity trends. It will undertake ethno-biological surveys, and will monitor fauna, protecting known breeding and foraging areas. Training in monitoring will be provided to continue activities beyond the lifetime of SUMMIT.

Socio-Economic Analysis

This study will establish the links between poverty and environmental degradation and will serve to harmonize planning of interventions towards conservation. Current socio-economic analysis in MINP will be replicated to other areas with GEF funding. SUMMIT has already completed this task in four communities of park occupants (1 site), indigenous communities (1 site), and agrarian reform beneficiaries (2 sites). These case studies used participatory

rural appraisal and gender analysis tools to assess the local environmental, economic, social and institutional situations.

GEF Funding will be used only for the above-mentioned capacity-building, IEC and community-based analysis / monitoring activities. Funding for the remaining two activities described below, i.e. enterprise development and land tenure security, comes not from GEF, but from co-financing already provided by the British Embassy, the Government of Lower Austria and CARE USA. The latter two activities will also be significantly expanded with the EU funds committed, but not yet provided, to *SUMMIT*. All GEF-funded activities can be conducted, whether or not the EU funding is forthcoming. Given the politically more complex nature of the EU-funded land tenure and livelihood interventions, *SUMMIT* will remain a less complex and less ambitious project, up to the point when EU funding is received.

2.4.4 *Ecologically sustainable livelihood & enterprise development (US\$656,965 or 30% of project).*

This activity aims to reduce human pressure on the park by promoting environmentally sustainable agro-forestry, agriculture and non-farm livelihood opportunities for tenured migrants, indigenous peoples, landless farmers and agrarian reform beneficiaries. It will include technical training in subsectors, marketing and savings and credit support. Traditional, sustainable practices among indigenous groups will be emphasized in ancestral domain claim areas, together with training in appropriate pest management to reduce the use of environmentally damaging artificial chemicals. More than half of this budget will go to a revolving fund (US\$255,000) for CBOs undertaking conservation-oriented enterprises.

Ecologically sustainable livelihood development inside multiple use zones

This activity will be contingent on the identification and delineation of appropriate management zones where livelihood activities of tenured migrants are permitted. *NIPAP* is now identifying these zones within *MINP*. *SUMMIT* will facilitate land use planning of delineated multiple use/buffer zones. Tenured migrants will be assisted in pursuing sustainable agriculture, agroforestry (including tree planting of indigenous species, backyard livestock raising) and other income-generating or livelihood activities. Where applicable, migrants will be helped to extract and market permitted NTFPs. Designated community forest and grassland zones will also be used for agroforestry and other plantations.

Ecologically sustainable livelihood development in CADC areas for Indigenous Peoples (IPs)

Of the three CADC areas proclaimed around Mt. Isarog, only one in the municipality of Goa has a completed its Ancestral Domain Management Plan (ADMP). The ADMP defines land use for the CADC area consistent with the overall management plan for *MINP*. NCIP estimates there are 2,000 households in these areas. *SUMMIT* will assist two other CADC areas to complete similar planning exercises. Livelihood development for IPs in Goa will be given priority, especially in areas immediately outside the *MINP* boundary. *SUMMIT* completed participatory mapping surveys with NCIP of IPs in Goa, complementing its recent socio-economic and gender analyses. This information will provide the basis for identifying the highest-potential livelihood interventions, consistent with the GMP of the *MINP* and the ADSDPP of the three CADC areas.

Ecologically sustainable livelihood development and enhancement in de facto buffer zones/Strategic Agriculture & Fisheries Development Zones (SAFDZs)

Selected CBOs will be provided *SUMMIT* revolving funds, in addition to organizational development training in enterprise development, record keeping and internal control. *SUMMIT*'s work in livelihood development will have broad outreach in de facto buffer zone/SAFDZ areas to smallholder farmers in ARCs, and privately-owned land. These are the enclaves of titled property bordering the external boundary of the *MINP*, whose teeming population exerts most pressure on *MINP* resources. Current farming systems in these areas tend towards mono-cropping of rice, corn and sugarcane. There are also large abaca plantations in the upper portions, adjacent to the park boundary.

In collaboration with DAR and the LGUs, *SUMMIT* will support a demonstration farm operated by volunteer-farmers trained as para-technicians and farmer-to-farmer extensionists. Credit assistance will be extended to farmers who adopt sustainable agriculture and agro-forestry technologies and practices. *SUMMIT* will also promote agro-forestry practices among private landowners, especially along the park boundary, with diversified cropping systems as an alternative to mono-cropping.

2.4.5 *Enhancing land tenure security among tenured migrants, indigenous peoples, farmers and agrarian reform beneficiaries (US\$99,010 or 4% of project)*

The project will assist in the completion of legal instruments for land tenure security for the various groups. The service will support landless farmers and agrarian reform beneficiaries (ARBs) in adjacent communities, tenured migrants in multiple use / buffer zone areas, and Aeta groups in ancestral domain areas. Relevant tenurial instruments may be the DENR's Community-Based Forest Management Agreement, the NCIP's Certificate of Ancestral Domain Title / Certificate of Ancestral Land Claim or the Department of Agrarian Reform's (DAR) Certificate of Land Ownership Agreement (CLOA).^{vi}

These instruments will provide incentives for primary stakeholders to conserve MINP's resources. Where appropriate, *SUMMIT* will assist LGUs to resettle persons without legal tenure outside the PA. Owing to the sensitivity of land tenure security for tenured migrants, *SUMMIT* will first concentrate on building environmental responsibility amongst potential tenured migrants, and strengthening their capacities for ecologically sustainable livelihood.

3. SUSTAINABILITY ANALYSIS AND RISK ASSESSMENT

3.1 *Institutional Sustainability.*

The project strongly emphasizes the building of institutional capacities in the *PAMB*, LGUs, NGOs and CBOs, to sustain project activities after the end of *SUMMIT*. The presence of a strengthened *PAMB* and the support of a federation of CBOs seeks to ensure continuing collaboration, higher skills and better motivation of their members.

SUMMIT will assist these institutions, especially the *PAMB*, to review, design, install and implement MINP-specific policies, systems and procedures in the next five years, consistent with the GMP. These will ensure continuity in the operations of the *PAMB*, even if its membership changes over time.

Capacity-building interventions at the community, LGU, NGO/PO levels will prepare their leaders for active participation in the *PAMB* in the event that they are designated to assume this role in the future. Current *PAMB* members trained under *SUMMIT* whose term expires in five years will be encouraged to mentor new *PAMB* members from their own community or agency. They can also be encouraged to continue to serve their own communities in efforts to conserve the MINP.

3.2 *Financial Sustainability*

Since the *PAMB* is not yet formalized within the DENR structure, it is devising financial sustainability schemes. These are aimed to cover recurrent costs of delivering services after the closure of *NIPAP* in 2000, and ultimately of *SUMMIT* too. Projections of the MINP Protected Area Office show that it needs PhP.6.9 million a year (US\$177,500) to sustain operations in the MINP. This amount includes GOP (DENR) contributions and a *NIPAP* grant. The project plans to undertake quantitative analysis at the next stage of project implementation to define an affordable scale of activities that is sustainable through self-financing.

The primary source of funds for the MINP will be the Integrated Protected Area Fund (IPAF). The IPAF is a "trust fund established for purposes of financing projects of the system" established pursuant to Section 16 of RA 7586 (NIPAS Act of 1992). According to its manual of operations, sources of income for the IPAF can be derived from the following:

- a) Taxes for the permitted sale and export of flora and fauna and other resources;
- b) Proceeds from the lease of multiple use areas, including tourism concessions;
- c) Contributions from industries and facilities directly benefiting from the PA;
- d) Fines and fees, including protected area entry fees, collected from operation of the protected area;
- e) Contributions, donations, endowments and grants from any source;
- f) Any other revenues derived from operation of the protected area.

The PAMB will retain 75 percent of the total IPAF collected for its Protected Area Sub-fund for the development and maintenance of the area. The remaining 25 percent will be remitted to the Central IPAF which shall form part of the National Treasury.

Specific contributions or fees will be sourced from the following:

- A fixed government contribution will be sourced through congressional enactment for the Protected Area Office salaries and benefits and other operating and logistical requirements.
- Percentage share from the 20 percent Internal Revenue Allotment (IRA) of the seven LGUs surrounding the MINP.
- Resource users, including the Metro Naga Water District (MNWD), Pili Water District (PIWAD), the Bicol Hydro Corporation, among other entities directly using MINP resources.

At community level, *SUMMIT* will provide a revolving loan fund for lending to viable conservation-oriented enterprises. Use of this fund will require counterpart contributions from CBO members from a community-managed "biodiversity conservation fund" built up for local conservation and management activities. This fund will be managed locally by community-based organizations.

Running alongside the initiatives towards self-financing, it is inevitable that further donor support will be required to maintain *MINP* resources at a level consistent with achieving the project's goals. Therefore CARE Philippines will continue to seek new sources of donor funds to extend *SUMMIT* beyond five years, as it matures. CARE has been able to achieve this in other ICDPs, and recognizes that this type of project often needs at least seven years' donor finance to generate lasting results.

3.3 *Project risks*

The project is complex, and it is likely to take time to generate tangible results. It could suffer from lost commitment or financial resources of government. For the project to work, government agencies must be willing to shed power and "empower" communities to act as genuine partners in saving Mt. Isarog. The *PAMB* is an important body for this process to work. Its representation, which is overwhelmingly non-governmental, and its legal mandate under the *NIPAS* Act, insulate it from this risk.

The constitutionality of the IPRA law, which "*recognizes and promotes the rights of indigenous cultural communities*" is now being challenged in the Supreme Court. Meanwhile, the NCIP, the agency established to implement the law, is unable to perform its functions due to this legal question. However, since ancestral land rights for IPs are also enshrined in the *NIPAS* act, this is not considered a major obstacle.

Political will is required to continue the process of land distribution among qualified agrarian reform beneficiaries. Pressure from big landowners and politicians on DAR could further delay implementation of the ARC Program in priority communities.

4. STAKEHOLDER INVOLVEMENT AND SOCIAL ASSESSMENT

SUMMIT was designed by *CP* at *NIPAP*'s request in November 1997. *NIPAP*'s purpose was to complement *GOP*'s work in *MINP* management and protection with community-based conservation, social and economic development for citizens living in and around *MINP*. The project, the second of its kind implemented by *CP* was designed by a multi-disciplinary team of government, NGO, people's organizations and academics, guided by an international conservation consultant.

CP first identified three NGO partners for the project. Selection criteria included: competence and reputation; geographic and sectoral focus; past experience with *CP*; managerial and financial maturity; and familiarity with the project's 5,000 targeted clients inside and outside the *MINP* boundary. The partner NGOs are:

- *The Haribon Foundation*, a specialist national conservation organization that in 1989 pioneered community-based conservation and development work in Isarog, organized tenured migrants, and mobilized and federated voluntary groups

- *The Bicol Upland Resources for Development Foundation (BURDFI)*, has experience since 1987 in a neighboring protected area, the Bicol National Park in Camarines Norte, and a track record of successful collaboration with DENR
- *The Philippines Partnership for the Development of Human Resources in the Rural Areas (PhilDHARRA)*, a national NGO experienced in institution-building of ARCs in Camarines Sur since 1989.

SUMMIT collaborates with tribal organizations, and other smaller conservation-oriented NGOs. A number of these organizations have been actively supporting initiatives to help conserve *MINP*. Examples of such activities are: preparation of management plans; organization of "bantay bundok" (volunteer forest patrols); reforestation; livelihood assistance; and farming support. Most NGOs, notably Haribon Foundation, Philippine Rural Reconstruction Movement, and Plan International, have been part of the PAMB.^{vii} Academic and research institutions include the Camarines Sur State College of Agriculture.

Other agencies working around *MINP* include the Department of Agriculture, DAR, Philippine Coconut Authority, the Fiber Industry Development Authority (FIDA) and the NCIP. Seven Local Government Units (LGUs) have geopolitical jurisdiction over the entire *MINP* and the 23 adjacent communities. *CP* is currently organizing all the project's stakeholder institutions into a *SUMMIT* Project Steering Committee to guide project management and fairly reflect the various stakeholders' interests. This committee comprises *CP*, DENR, DAR, NCIP, LGU, NGO and CBO representatives, most if its members being drawn from the larger PAMB.

CP undertook a two-week long field research study in late 1997 with its partners and personnel from *NIPAP*, interviewing sample groups of the project's beneficiaries. They comprised two main groups. The *primary* stakeholders are the project's individual clients, 1,500 tenured migrants and IPs currently residing in ancestral domain claim areas within the park, and a further 3,500 ARBs in communities outside but adjacent to the park. The *secondary* stakeholders are the institutions served by *SUMMIT*. Feedback from both groups shaped the problem statement, goals, strategies and interventions of *SUMMIT*.

The project proposal was completed in January 1998, and was funded during 1998 by three different donors (The British Embassy, The Government of Austria, and CARE USA). It was launched in January 1999 with secured funding of \$300,000 over three years. A further grant of \$1.2 m has been committed in outline by the EU, although this funding will not be available until at least mid-2000.

Since the project launch, DENR has worked alongside the many stakeholders to develop their vision and strategic plan for *MINP*. *CP's SUMMIT* staff and their NGO partners also revisited the design of the project to validate its goals and objectives in a series of multi-sectoral assessment and planning activities sponsored by the Metro Naga Development Council (MNDC) and *NIPAP*. They have completed participatory rural appraisals, studying the environmental, economic, social and institutional aspects of development in the four of the 23 communities. Government agencies including the DENR, the NCIP and the DAR were also consulted. The project design has now been adapted to new directions agreed in this exercise. *CP* and the Haribon Foundation are currently working in a core group preparing the General Management Plan of Mount Isarog.

5. INCREMENTAL COST ASSESSMENT

SUMMIT supports GOP's important paradigm shift from the earlier centralized "policing" approach to PA management towards a more open, community-based methodology. By actively building social and institutional infrastructure, *SUMMIT* will facilitate the desired evolution in PA management. It will create new partnerships between GOP, and the NGOs, indigenous cultural communities and tenured migrants collectively to plan, manage and protect the PA.

The action outlined in this proposal will lead to significant gains in public understanding of *MINP's* value, environmental literacy, advocacy initiatives and participation by *MINP's* stakeholders in the evolution of better conservation policy and practice.

It is doubtful if community co-management could be successfully achieved without such social investment. Whilst GOP's policy shift is conceptually sound, it depends on the building of community capacity to co-manage conservation, a process in which it is not itself expert. Given DENR's heavy workload, the geographical and

administrative complexity of its remit, and its budgetary constraints, *SUMMIT* provides essential resources and specialist skills necessary to make community co-management of *MINP* really happen.

The incremental costs will also strengthen *PAMB*'s financial capacity, through the *IPAF* and the biodiversity conservation fund, to deliver services sustainably. In this way *SUMMIT* is expected to close the gap between *GOP*, *PAMB* and the communities they serve, creating a strong "social fence" capable of resisting the forces that currently deplete the park.

There will be substantial in-kind counterpart funding from *CP* and its NGO partners, in the form of executive management, voluntary staff, office and transport facilities. *CP* also expects to attract more co-financing to the project as it matures. This has already been the case in its other *ICDP* project.

5.1 Incremental Cost Matrix

| | Baseline | GEF Alternative | Increment |
|--|---|--|---|
| Domestic Benefits | Open access to the <i>MINP</i> is endangering the forest's function as a critical watershed, its biodiversity resources and its tribal culture. Communities surrounding the <i>MINP</i> are poor and use ecologically unsustainable farming practices | Social transformation of <i>MINP</i> -dependent communities through ecological and socio-economic information, IEC and land tenure ensures community protection of remaining forest. Enhanced/alternative livelihood opportunities reduce resource use pressures on <i>MINP</i> . | Forest's function assured as critical watershed for domestic water consumption and irrigation for more than 100,000 people; forest biodiversity and Aeta culture protected. Enhanced sources of income for households and for protection and conservation efforts. |
| Global Benefits | Weak coordination mechanisms among <i>PAMB</i> , <i>LGU</i> , communities and <i>CBO</i> 's leads to continuing forest degradation and loss of globally significant biodiversity <i>PAMB</i> has limited funding to permit required biodiversity conservation and management | Capacity-building of <i>PAMB</i> , <i>LGU</i> , communities and <i>CBO</i> 's ensures collaborative management and sustainability of <i>MINP</i> conservation and protection activities to prevent forest loss. Design and installation of financial sustainability mechanisms | Collaborative protection and conservation of <i>MINP</i> habitat and biodiversity assures park integrity and establishes a strong "social fence" around the <i>MINP</i> . Sustained public and private sector co-financing for a sustainable <i>MINP</i> biodiversity conservation and management programme. |
| Output 1: Capacity-building of <i>PAMB</i>, <i>LGU</i>, <i>NGO/PO</i>, <i>CBO</i>'s | Limited resources from <i>DENR</i> complemented by <i>NIPAP</i> -supported efforts at capacity building US\$93,718 | Capacity building programmes in support of <i>PAMB</i> , <i>CBO</i> 's and other <i>NGO</i> 's. Sustainability assured through <i>IPAF</i> US\$830,782 | Strong focus of capacity building on biodiversity conservation and management US\$737,064 GEF: 337,500 UK Embassy: 35,000 Lower Austria: 9,000 EU: 355,564 |
| Output 2: Information, Education & Communication | Low levels of awareness of environmental benefits derived from conservation of natural resources US\$66,696 | Community and institutional support for conservation enhanced through environmental literacy, ethics and advocacy US\$474,732 | Conservation education is institutionalized at the local level, with a strong emphasis on the benefits of biodiversity conservation. US\$408,036 GEF: 225,000 Lower Austria: 12,000 EU: 171,036 |
| Output 3: Community-based ecological & socio-economic survey & monitoring | Lack of basic ecological and socio-economic information hampers efforts to manage resources of <i>MINP</i> effectively | Participatory methods used to acquire required biological and socio-economic information – which is used in design, monitoring and adaptation of management prescriptions | Scientifically relevant information on status and uses of components of biodiversity used to guide management decisions |

| | | | |
|---|---|--|---|
| | US\$32,022 | US\$356,049 | US\$324,027 GEF: 187,500 UK Embassy: 27,000 EU: 109,527 |
| Output 4: Ecologically-sustainable livelihoods | Over-exploitation of natural resources due to lack of ecologically-sustainable alternatives US\$12,370 | Alternative livelihoods available, leading to reduced pressure on natural resources US\$669,335 | Conservation of natural resources facilitated due to reduced pressure US\$656,965 GEF: 0 CARE USA: 90,620 UK Embassy: 71,300 EU: 495,045 |
| Output 5: Land tenure security | Lack of clarity over land tenures acts as dis-incentive to wise management US\$19,674 | Land tenure issues clarified/resolved US\$118,684 | Clarified land tenure acts as incentive for sustainable management of resources US\$99,010 GEF: 0 EU: 99,010 |
| Total | US\$224,480 | US\$2,449,582 | US\$2,225,102 |

6. BUDGET

The project requires a total increment of US\$ 2,225,102 over four years and is requesting GEF for \$750,000 or 34% of this total. *SUMMIT* is already funded with small grants from the British Embassy, the Lower Government of Austria, and CARE USA, all for four years. It also has a larger funding commitment of \$1,230,182 from the Tropical Forestry Budget of the EC in Brussels, for four years. The EC funding however, is not expected to be available until mid-2000. (See EC commitment letter in Appendix). GEF funding if approved will be for four years, estimated from late 1999-late 2003. It will be the main source of *SUMMIT* funding up to the time when EC funding begins. GEF will then jointly fund the project with EC until the GEF grant is completed.

GEF funding is requested to finance three of the five project components; capability building, IEC and information gathering/monitoring. The remaining two components, i.e. land tenure security and livelihood assistance, will be funded by the co-financing institutions. There will be substantial in-kind counterpart funding from CP and its NGO partners, in the form of executive management, voluntary staff, office and transport facilities. The following table does not take into account this in-kind counterpart funding.^{viii}

| Component | This Funding Request | Funds Already Available | | | Funds Committed But Not Available | Project total |
|------------------------|----------------------|-------------------------|---------------|----------|-----------------------------------|---------------|
| | | British Embassy | Lower Austria | CARE USA | | |
| | GEF | | | | EU | |
| PDF: | 0 | 0 | 0 | 0 | 0 | 0 |
| Personnel: | 92,920 | 33,310 | | 80,000 | 281,869 | 488,099 |
| Subcontracts: | 265,487 | 24,116 | | | 322,000 | 611,603 |
| Training: | 221,239 | 8,000 | 15,048 | | 230,000 | 474,287 |
| Equipment: | 30,000 | | 2,600 | | 46,000 | 78,600 |
| Travel: | 44,300 | 2,874 | 3,352 | | 49,500 | 100,026 |
| Evaluation mission(s): | 9,000 | | | | 18,400 | 27,400 |
| Livelihood development | | | | | | 249,000 |

| | | | | | | |
|---|---------|---------|--------|--------|-----------|-----------|
| and enhancement: | | 65,000 | | | 184,000 | |
| Miscellaneous: | 87,054 | | | 10,620 | 98,413 | 196,087 |
| Project total (PDF + project costs): | 750,000 | 133,300 | 21,000 | 90,620 | 1,230,182 | 2,225,102 |

7. IMPLEMENTATION PLAN

SUMMIT is collaborating with Haribon Foundation, PhilDHRRA and BURDFI. These three NGOs will continue to be involved in GEF-funded activities. *SUMMIT* NGO partners will also work in partnership with CBOs in the project. Collaboration with key national government agencies (DENR, NCIP and the DAR) and local government units of the six municipalities and the City of Naga, will also continue.

| DURATION OF PROJECT IN MONTHS: 48 (JAN 1999-DEC 2002) | | | | | | | | | | |
|---|----------------|---|----|----|----|----|----|----|----|----|
| ACTIVITIES | PROJECT-MONTHS | | | | | | | | | |
| | 0 | 6 | 12 | 18 | 24 | 30 | 36 | 42 | 48 | 60 |
| Completion of project activities | | | | | | | | | | |
| Conduct baseline ecological/socio-economic surveys & biodiversity monitoring | | | | | | | | | | |
| Conduct IEC | | | | | | | | | | |
| Facilitate capacity building within the <i>PAMB</i> , communities and local organizations | | | | | | | | | | |
| Facilitate security of land tenure among tenured migrants, indigenous peoples and agrarian reform beneficiaries | | | | | | | | | | |
| Promotion of ecologically sustainable livelihood | | | | | | | | | | |

8. PUBLIC INVOLVEMENT PLAN

SUMMIT's primary stakeholders are organized groups of tenured migrants in *MINP*'s declared multiple use/buffer zones, IPs in CADC areas and ARBs around *MINP*. The project will serve at least 3,000 primary stakeholder-households inside and immediately outside the *MINP* boundary. It targets approximately 500 tenured migrants and 1,000 indigenous peoples currently residing in CADC areas within the park, and another 1,500 agrarian reform beneficiaries outside but adjacent to the park.

Other key stakeholders include the *PAMB*, the seven LGUs around the *MINP*, the national government agencies directly responsible for the welfare of primary stakeholders, and the NGOs. *SUMMIT* will also collaborate with tribal organizations, conservation-oriented organizations, academe and research institutions. *PAMB* endorsed *SUMMIT* in March 1999. This proposal has benefited significantly from the output of various workshops conducted in the first quarter of 1999. These workshops include:

- Multi-sectoral explanation of existing *MINP* initiatives, sponsored by the Metro Naga Development Council and involving past and present *MINP* stakeholders from national government, LGU, NGOs, POs and the private sector
- Visioning/Mission Workshop and a subsequent Strategy Framework Development Workshop sponsored by *NIPAP* and involving *PAMB* members and other stakeholders
- General Management Planning for Mt. Isarog, an ongoing activity participated in by a core group including *CP* and Haribon Foundation.
- Consultations on the GMP with NCIP and tribal chieftains

The outputs of these workshops include a unified vision for *MINP*, key management issues and priorities for action. *CP* will conduct another orientation among *PAMB* members, upon approval of GEF funding, to define roles and

responsibilities among various stakeholders. Under the IEC component of the project, *SUMMIT* will continue to hold consultations, dialogues and public fora to discuss the project with key stakeholders.

CARE's current NGO partners, at least initially, will continue to work in their assigned sectors: Haribon with tenured migrants, PhilDHRRA with ARBs, and BURDFI with IPs. Each of these partners will work directly with the 15 identified communities, leaders and CBOs in their respective areas. Creating a network of organizations will ensure that planning and implementation processes continue after the project. This will, likewise, ensure that vulnerable groups such as the Aeta communities have a voice in the way the project is run.

9. MONITORING AND EVALUATION PLAN

CP will be directly responsible to GEF for financial and non-financial oversight and overall management of *SUMMIT*. At the level of NGO partners, *CP* will ensure that transparent accounting and internal control systems are in place. Partner NGOs will submit monthly financial reports to *CP*. Data on performance indicators will be gathered and reported on a quarterly and annual basis. The baseline activities already undertaken will be consolidated as the basis of measuring project progress in an independent mid-term evaluation, to be conducted towards the end of the second year. This will be followed by an independent final evaluation in the last quarter of the final year.

Partner organizations and communities will be actively involved in on-going monitoring and evaluation of the project. Training in participatory monitoring and evaluation will be conducted amongst partners and communities to enhance local participation in these processes. A detailed monitoring and evaluation plan will be produced as soon as GEF funding is obtained, together with a clearly defined process for consultative monitoring, based on the indicators in the logframe.

10. PROJECT CHECKLIST

| PROJECT ACTIVITY CATEGORIES | | | |
|---------------------------------|-----|------------------------------|----------------------------|
| Biodiversity | | Climate Change | International Waters |
| Protected Area zoning/mgmt.: | Yes | Efficient prods. & distrib.: | Water body: |
| Buffer zone development: | Yes | Efficient consumption: | Integrated land and water: |
| Inventory/monitoring: | Yes | Solar: | Contaminant: |
| Eco-tourism: | Yes | Biomass: | Other: |
| Agro-biodiversity: | Yes | Wind: | Other: |
| Trust fund(s): | No | Hydro: | |
| Benefit-sharing: | Yes | Geothermal: | |
| Other: | | Fuel cells: | |
| | | Other: | |
| TECHNICAL CATEGORIES | | | |
| Institution building: | Yes | | |
| Investments: | Yes | | |
| Policy advice: | Yes | | |
| Targeted research: | Yes | | |
| Technical/management advice: | Yes | | |
| Technology transfer: | Yes | | |
| Awareness/information/training: | Yes | | |
| Other: Land Tenure | Yes | | |

11. REFERENCES

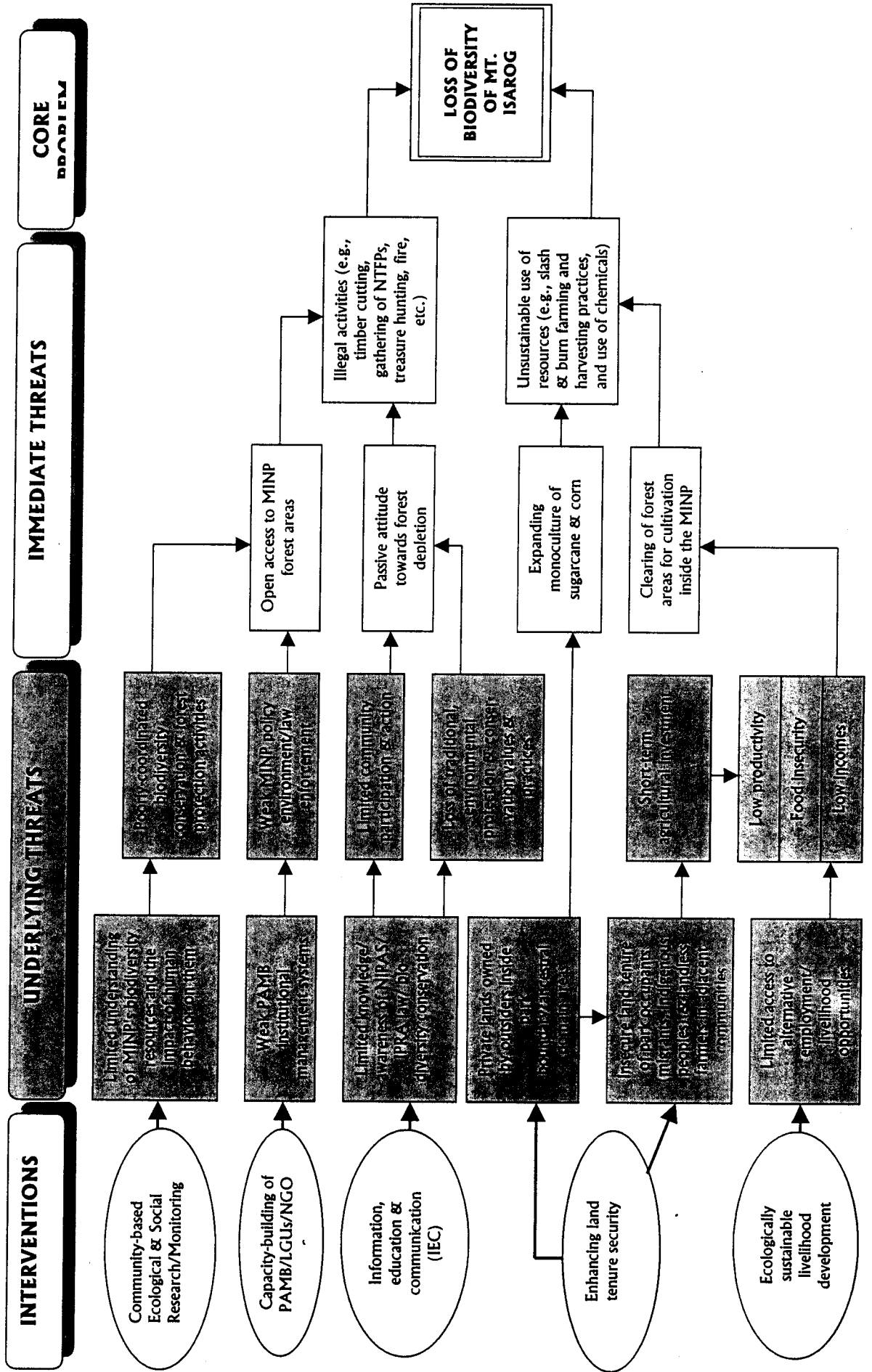
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13. ENDNOTES

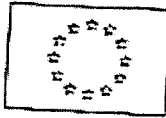
- ⁱ The *NIPAS* Act directs provincial and local government to work hand in hand with NGOs, indigenous cultural communities and migrants. The law seeks to stabilize area boundaries by establishing buffer zones; to recognize the land rights and ancestral domains of indigenous peoples and tenured migrants in protected areas, and their need for socio-economic development; to establish a General Management Plan in all protected areas; and to decentralize protected area management to the *PAMB*
- ⁱⁱ The NBSAP defines the greatest threats to biodiversity conservation, and proposes strategies to address them, as follows: to conserve biodiversity with special emphasis on *in-situ* activities; to improve research and knowledge about biodiversity and its conservation; to support planning, management and institutional development mechanisms; to identify sustainable use of biodiversity resources; to support multi-sectoral participation from NGOs, community-based and indigenous groups; to permit equitable sharing of the benefits of biodiversity.
- ⁱⁱⁱ Mount Isarog is the second highest peak in southern Luzon, after the famous volcano, Mount Mayon.
- ^{iv} The Protected Area Office has been organized by the DENR to provide direct oversight of *MINP* activities.
- ^v A study of 13 barangays conducted by the Mt. Isarog NGO-PO Consortium in 1996 posted an estimated mean gross annual family income of P 25,322.01 (from a minimum of P 11,289 to a maximum of P 43,105).
- ^{vi} Although Certificates of Land Ownership Awards (CLOAs) and Emancipation Patents (EPs) have been issued in 18 of the 23 barangays, only one ARC has been declared in these areas. Three CADC areas, which covers part of the *MINP* have been issued in Goa (9,266 has.), Ocampo (4,118 has.) and Tigaon (4,794 has.) Land claims totaling 899 hectares or 9% of the park area have been documented. In the absence of an updated survey and registration of park occupants, the number of persons inside *MINP* has not been determined, let alone assessed for eligibility to tenurial instruments as required by the *NIPAS* law.
- ^{vii} PRRM no longer works in the area and Plan International is now phasing out of Mt. Isarog.
- ^{viii} DENR has indicated that it is likely to offer its GIS mapping equipment for project use.

SUSTAINABLE MANAGEMENT OF MT. ISAROG'S TERRITORIES (SUMMIT) PROJECT

CONCEPTUAL MODEL



EU Funding
Status



EUROPEAN COMMISSION
DIRECTORATE GENERAL I B
EXTERNAL RELATIONS: SOUTHERN MEDITERRANEAN, MIDDLE AND NEAR EAST, LATIN
AMERICA, SOUTH AND SOUTH-EAST ASIA AND NORTH-SOUTH COOPERATION
North-South relations
Horizontal instruments: environment, tropical forests, women and development and population

29/2

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22.04.1998

Brussels, 09.04.1998
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Dr. Franz Schmid
Care Austria
Invalidenstr. 11
1030-Wien
Austria

J.R.

Concerns : Project Proposal for Tropical Forest Budget Line B7-6201
Reference: Mt. Isarog. Integrated Conservation and Development Project, Luzon

Dear Sirs,

We thank you for presenting your project proposal for financing under the Budget line B7-6201 "Tropical forests".

To enable us to undertake a thorough selection process for the array of proposals for the 1998 and 1999 budget, we assembled an internal Technical Committee assisted by external experts on 04.02.1998.

We are pleased to inform you that the above mentioned proposal has been withheld for financing under the B7-6201 Budget line within the 1998 or 1999 budget. We will notify you when we can proceed with formalization of a subsidy contract.

This communication is purely informative and does not represent any commitment on behalf of the European Commission.

Yours sincerely

pp: Alban de Villepin
Head of Sector for Environment and
Tropical Forests

Copy : Desk *Philippe*
and Delegation *Philippe*

Rue de la Loi 200, B-1049 Bruxelles/Vatstraat: 200, B-1049 Brussel - Belgium - Office: L53-5721.
Telephone: direct line (+32-2)2990765, exchange 253.41.11. Fax: 2990914.
Telex: COMEU B 21677. Telegraphic address: COMEUR Brussels.

Mount Isarog PAMB Letter of Endorsement

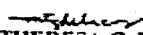
REPUBLIC OF THE PHILIPPINES
 DEPARTMENT OF ENVIRONMENT AND NATURAL RESOURCES (DENR)
 MT. ISAROG PROTECTED AREA MANAGEMENT BOARD (PAMB)
 Panganiban Drive, Naga City

CERTIFICATION

This is to certify that the Mt. Isarog Protected Area Management Board (PAMB) has favorably approved the project of CARE Philippines entitled SUSTAINABLE MANAGEMENT OF MT. ISAROG TERRITORIES (SUMMIT), an integrated conservation and development initiative for the protection of biodiversity resources of Mt. Isarog through the promotion of sustainable economic development activities in priority communities adjacent to the park, during its meeting on March 9, 1999 at the Bicol Science Centrum, Naga City per excerpts of the minutes of meeting as follows, viz:

"After thorough presentation of the project concept, goals and strategies by Mr. Raul dela Rosa, Project Director/Senior Manager of CARE Philippines and clarification of the questions raised by some PAMB members, and on motion made by Engr. Vic Rubio and duly seconded by Kgd. Rosendo Gonzales, it was resolved that the said project in partnership with local non-government organizations and in close coordination with the Department of Agrarian Reform, National Commission on Indigenous People, the Department of Environment and Natural Resources and the concerned local government units be favorably approved."

Issued this 24th day of May 1999 at Naga City.


 MA. THERESA G. DELA CRUZ
 Acting Secretary/PAMB Secretariat

Noted by:


 POBLEO M. FLORECE
 Regional Technical Director - EMPAS
 Acting Chairman - Mt. Isarog PAMB



DEPARTMENT OF
ENVIRONMENT AND
NATURAL RESOURCES



15 June 1999

MR. KEVIN MCGRATH
Resident Representative, A.I.
United Nations Development Programme
NEDA in Makati Bldg.
Amaranto St., Taguig Village
Makati City

| | |
|-------------------------------|-----------|
| UNDP MANILA | |
| FILE NO. <i>112 873 00110</i> | |
| JUN 17 1999 | |
| ACTION | INFO |
| <i>CM</i> | <i>SM</i> |

Subject: Proposed Project "Sustainable Management of
Mount Isarog's Terrestrial..."

Dear Mr. McGrath,

We are pleased to endorse the subject proposal to the UNDP for GEF Medium Sized grant. The proposed project was prepared by CARE Philippines and is eligible under the forest and mountains ecosystems operational program of the biodiversity focal area.

The proposed project will address the threats to the loss of biodiversity in Mt. Isarog thru interventions that are supportive of the NIPAS and the National Biodiversity Strategy and Action Plan (NUSAP). Likewise, the said project will complement efforts initiated by the National Integrated Protected Area Programme (NIPAP), local government and NGO partner organizations in conserving the biodiversity of Mt. Isarog.

We hope that the proposal merits your consideration and endorsement to the GEF Headquarters.

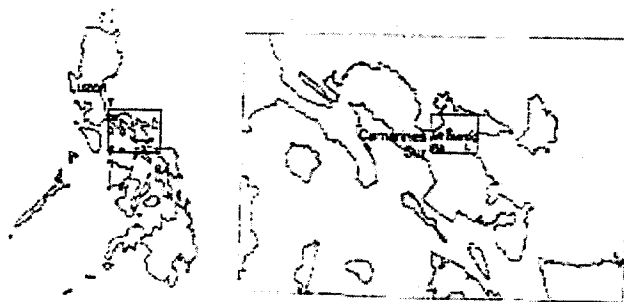
Very truly yours,


MARIO S. RONQUILLO
Undersecretary & GEF Operational
Focal Point

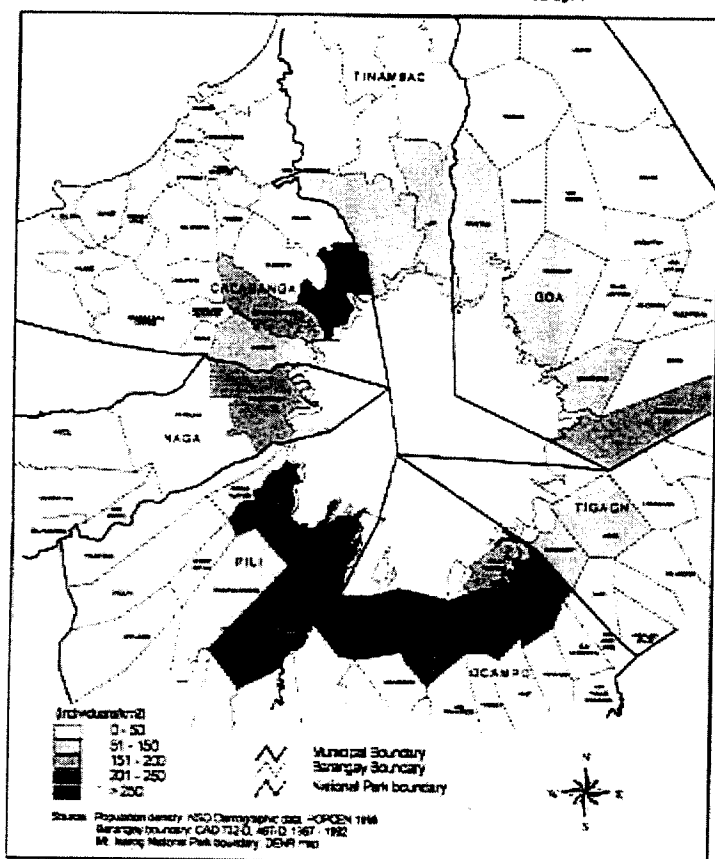
Visayas Avenue, Quezon City 1100
Tel. Nos.: (02) 826-00-28 to 29 / 829 62 12 / 829-88-32 to 85 / 922-70-41 to 43

SUMMIT Project Geographic Focus
 SUMMIT Medium-sized Project Brief

26/26



Location of Mt. Isarog PA

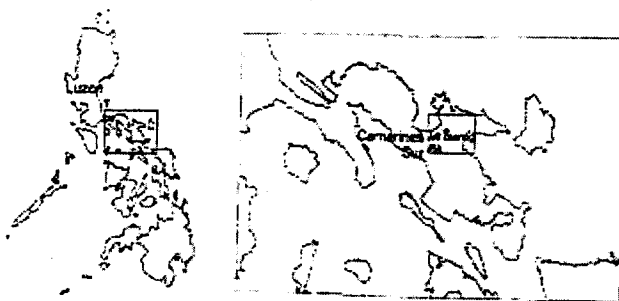


Map showing population densities of 23 villages (shaded areas) surrounding the Mt. Isarog National Park. These villages represent the de facto bufferzone areas of SUMMIT.

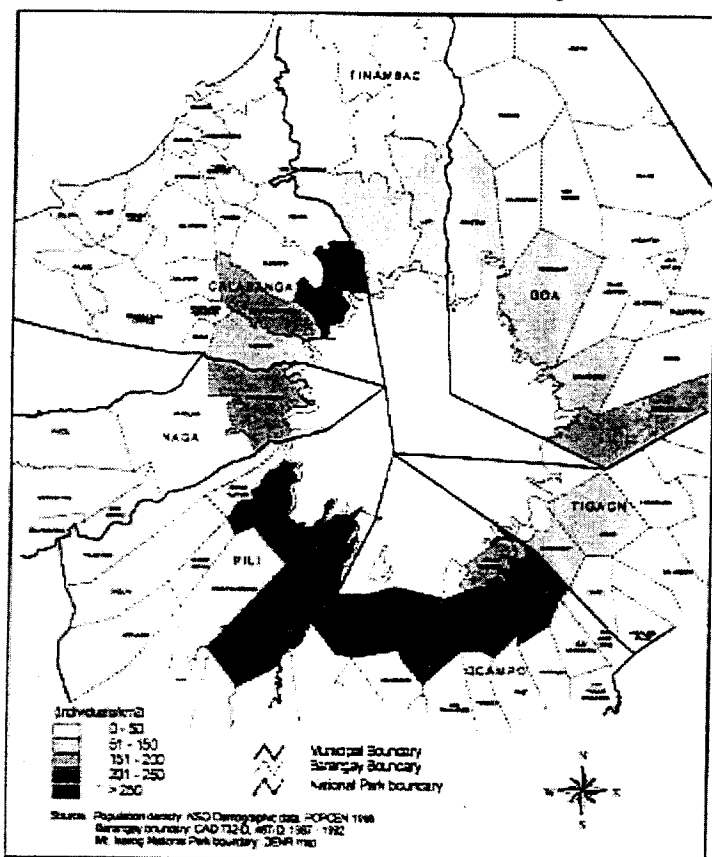
SUMMIT Project Geographic Focus

SUMMIT Medium-sized Project Brief

26/26



Location of Mt. Isarog PA



Map showing population densities of 23 villages (shaded areas) surrounding the Mt. Isarog National Park. These villages represent the de facto bufferzone areas of SUMMIT.