

**The Executive Summary
Evaluation of the Upland Development
Programme in Southern Mindanao:
Its Impact on Households and Communities**

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Volume 1

The Executive Summary

I. Introduction

Poverty eradication is always at the centerstage of development policy. The concern and efforts, however, have intensified in the recent years and resonate to all nations of the world.

Today, greater effort is focused on the realization of the Millennium Development Goal (MDG) which has set a target of halving the proportion of population of those living on less than one dollar a day.

In consonance with the worldwide efforts in poverty eradication, the Upland Development Program in Southern Mindanao (UDP) aims to develop a replicable model for sustaining the upland resource base and improving the standard of living of upland communities, a priority group of the national poverty program.

UDP is a special project of the Department of Agriculture, with financial support from the European Union (EU) and the Philippine Government.

To translate the core objective into a wholistic work plan, UDP adopted six components: sustainable agricultural development; resource management; marketing and enterprise development; rural financial services; agricultural infrastructure support; and community institutional development and extension.

The lifespan of UDP projects is seven years, from 1999 to 2006. The intervention inputs began in mid-2000 and slowly phased out in 2005.

In 2000 UDP commissioned the Research Institute for Mindanao Culture (RIMCU) of Xavier University to conduct a baseline study using a probability sample of upland communities to establish a “before” condition. Five years after, RIMCU has again undertaken a study to measure the impact of UDP intervention.

The specific objectives of the evaluation are four-fold:

1. To determine social and economic changes occurring in the “*before*” and the “*after*” conditions between intervention and non-intervention upland households:
2. To investigate differences in the “*before*” and the “*after*” conditions of intervention and non-intervention communities.
3. To document perceived gains and constraints in present upland realities as observed during the process of implementation; and
4. To determine changes among community-based organizations (CBOs) “*before*” and “*after*” the UDP project.

The analytical framework that provides direction and format of the evaluation has the underpinnings of social change theory. In a nutshell, the framework recognizes that past and present social structures and world conditions shape and create mechanisms of support which lead to pathways towards development. These pathways and intervention benefit both the individual and the community by empowering people and improving their quality of life.

The evaluation produced six volumes of reports. Volume 2 (Improving Lives, Changing Landscapes) addresses Objective No. 1. It describes changes in the social and economic characteristics of households, landholding and land use, level of income from various sources, and intra-household dynamics and relationship. This report also describes household livestock

and crop production activities, practices, yield, and income generation performance.

Volume 3 examines differentials between intervention and non-intervention areas of five provinces on the basis of the 2005 survey. The analysis delves into the post-intervention conditions of upland households.

Volume 4 answers Objective No. 4. It examines important changes in the community as perceived by officials of the community-based organizations.

Volume 5 gives the analysis of the community data (barangay), the post-intervention conditions as the point of reference are compared with the baseline condition.

Volume 6 focuses on implementers' perspectives—their perception of realities, past and present, the gains observed and problems encountered.

Volume 1 presents the Executive Summary which puts together the findings from these five reports and accounts the changes in two levels: household and community. It summarizes salient findings and draws implications on the basis of the result. Meaningful and doable recommendations are articulated. These recommendations are worth considering on the conduct of similar future undertakings.

II. Study Limitation and Consideration on the Generated Data

The impact evaluation is based on data collected from various sources involving recall of events and figures. Thus, it is important to state the strengths and weaknesses of these data to enable data users to meaningfully place the findings in a proper perspective.

In the analysis of the community (Vol. 5) vis-à-vis the household, the difference in the condition as the description of changes lies in the geographic definition. The term “community” in the household level report (Vol. 2) refers to a sitio, a subdivision of a barangay created for easy administrative management. A “sitio” is the site of UDP development inputs; not all sitios in a barangay are recipients of UDP assistance.

Changes in a sitio do not necessarily reflect the same changes in the entire barangay. A beneficiary sitio may exhibit gains and improvements while the barangay conditions may remain unchanged between the two reference periods.

The use of the “before” and the “after” term should be understood in a “loose” manner. For purposes of the evaluation, the “before” data refers to the condition of the community on the basis of data gathered in the year 2000. The condition reflected by the data in 2005 are tabulated as “after”, a misnomer perhaps since UDP is still in operation albeit not in full swing, hence the term should be understood in the context of “after” the heavy infusion of UDP inputs.

The community report (Vol. 5) refers to the condition of a barangay which is based on data obtained from several sources: existing community records, key informants, and participants in a community Focus Group Interview. Incongruence and discrepancies in reporting were expected; the analysis, however, strove for consistency and validity of data and a criterion on the acceptability of reported figures was evolved.

The nature of the recall and the length of recall period set limitation to the findings. A low-educated respondent may have difficulty to recall events which happened a year ago and to remember with accuracy figures and numbers. Memory lapse in recall can be rife with over-estimation or under-estimation which hopefully will balance out, However, extreme values (outliers) in data are expected.

III. The Research Methodology

The format of the investigation has the features of both quantitative and qualitative methodologies. The nature of the UDP project implementation calls for a quasi-experimental design. Two areas, the intervention and the non-intervention, are compared as to the “before” and the “after” condition.

The “before” data were reflected in the baseline study in 2000; the “after” data were collected in 2005. These are coverage of this report.

Four data sets were generated--household, community, implementers, and community-based organizations (CBOs). The household and community data involved probability sample selection. The other data sets were obtained from a purposive sample of 20 implementers and 30 CBOs.

The household data were obtained through a household survey following a multi-stage sampling design. Selection of 30 communities from frames of intervention and non-intervention communities was drawn by probability proportional to household size. Twenty (20) households were picked through systematic random sampling from each selected community giving a total of 600 households as study coverage.

The community data were obtained through the use of existing records of local government units, in-depth interview of 60 key informants and through the data generated from 30 Focus Group Interviews. Key informants from the communities and the CBOs were purposively selected following an established criteria.

Four data collection instruments were developed, pretested and fine-tuned prior to administering them. Simultaneously, supervisors and interviewers were recruited, trained, and deployed to various provinces of Regions 11 and 12.

Observance of research ethics was strictly enforced especially during the data collection stages. An oral consent form was developed in which the objectives of the study, assurance of confidentiality, and request for voluntary participation were emphasized.

The quantitative data collected were edited with special emphasis on consistency, out-of-range codes, and unreasonable magnitude entries. The qualitative data were transcribed, and subjected to team analysis. The data entry and table production were done through SPSS statistical package.

IV. Improving Lives, Changing Landscape: An Impact on Upland Households of the Upland Development Programme of Southern Mindanao

This section presents the findings for the household survey in 2000 and 2005. It integrates salient results on provincial differentials and highlights changes in the “before” and the “after” conditions.

Population Characteristics

- The distribution pattern of selected socio-demographic variables indicates similarities between intervention and non-intervention upland communities, except for sex ratio and highest grade completed.
- On the average, each upland household has five members; this figure does not depart greatly from the national estimate of household size of 4.8 (NDHS, 2003).
- The educational attainment of intervention household members, age 5 years and older, indicated lower average school grade completed in the “after” period. In the year 2000, the average highest grade completed is Grade 6 in the elementary level, compared to Grade 4 in the “after” period. The educational advantage of Compostela Valley and Davao Oriental upland residents is shown by the data.
- A shift in occupational activities from farm-related work to sales and services is highly noticeable in Davao Oriental which is indicative of vertical mobility. Notwithstanding, the occupation pattern is similar for both intervention and non-intervention areas.
- The Roman Catholic religion predominates in the intervention areas of Compostela Valley and Davao Oriental. Protestantism is the religion of the majority in other provinces.
- Ethnicity determined by language spoken at the time and reinforced by reported ethnic affiliation indicates the predominance of Lumad or indigenous population over the migrant ethnic group of Cebuanos.
- Cebuano is the language spoken by the majority in both intervention and non-intervention households in Compostela Valley and Davao Oriental; “lumad” dialect is the predominant language spoken at home among households in Davao del Sur, Sarangani, and South Cotabato.

Household Characteristics

- Nine out of every ten upland households own their housing units but these are generally made out of light materials. Houses with small floor size are owned by the majority in Compostela Valley, Sarangani, and South Cotabato, Houses with bigger floor area are found in Davao Oriental.
- A dramatic shift on source of water is seen among intervention households. Compared with non-intervention counterparts, twice as many in the intervention places are getting water from piped source or artesian well.
- Electricity remains to be a desirable rather than a reality. Only 12 percent of upland households have this amenity.
- The intervention households have the advantage with regards to toilet facilities which are either water-sealed or covered types.
- In absolute number, a greater percentage of households in intervention places own more consumer durables compared with those from non-intervention areas. Households from intervention areas have the edge in terms of ownership of cellular mobile phones.
- Index of ownership of farm tools increased. On the average, an upland household owns about three agricultural tools.
- Ownership of carabao is preferred than horses and cows. Davao Oriental posted a higher percentage of households owning work animals.

Landholding and Land Use

- Land ownership increased among upland households; the increase, however, occurred in both areas.
- The average number of parcels per land-owning households of nearly two (2) hectares provides no difference between periods and between areas.
- Ownership of parcels is more of a *de facto* rather than a *de jure* ownership as indicated by percentage of parcels titled.

Non-Farm Activities

- Non-farm activities are generally those involving sales and services. A decline among households engaging in non-farm activities is observed in intervention areas; a slight upswing is seen among households in non-intervention communities. Substantial non-farm activities are done by majority of households from intervention areas of

Davao Oriental and South Cotabato and from non-intervention households of Compostela Valley.

- The overall pattern indicates changes in the “before” and the “after” conditions in terms of the percent of households with members who have temporary employment. Each household has on the average, one member working temporarily who works for 105 days a year and get an average daily wage of 90.00 pesos.

Household Income

- Both intervention and non-intervention households reported higher income from agricultural production in the “after” period.
- The data show a substantial increase in income from economic activities for both intervention and non-intervention households during the “after” condition.
- Greater contribution to the household income is derived from economic activities and from temporary/employment.
- In absolute amount, the annual average household income nearly doubled for both areas in the “after” period.
- Contrary to the income data showing the advantage of intervention households, the income pattern in South Cotabato is unique. The differences in income from various sources (economic activities, temporary employment, and remittances) and in the overall income of non-intervention households are statistically significant compared with their intervention counterpart.
- Given the average total income and determining the per capita daily allocation (average household size = 5.3), an individual in year 2000 has to make do with 12.00 and 10.00 pesos, respectively for intervention and non-intervention areas; this daily allocation per person increased to 22.00 pesos for each household member in year 2005 for both areas.
- There is a significant difference between intervention and non-intervention areas in total income from all sources, in net income from agricultural production, and in average income from other economic activities.

Capital for Farm Inputs

- Three out of every four upland households need capital for farm inputs. Capital is believed to be available from top three sources: cooperatives, private lenders, and bank. On the basis of their intention, heavy reliance is placed on cooperatives but most households obtain capital from private lenders.

- Among those who affirmed needing capital for farm inputs, two-thirds have knowledge of where to apply for a loan.

Knowledge of and Experiences on Obtaining Loans

- Obtaining a loan is not a common experience among households in both intervention and non-intervention areas. In the span of five years, the number increased by two-fold in the intervention areas but declined by four percentage points for those in the non-intervention.
- The predominant interest rate ranges from 5 to 10 percent of the amount loaned. A large majority of households from non-intervention areas in Compostela Valley obtained or borrowed capital from banks; farmers from intervention communities in Compostela Valley and Sarangani obtained capital from cooperatives; Davao Oriental and South Cotabato reported to have availed of loans from private lenders.

Micro-Credit Plans and Experiences

- Plans to avail of micro-credit facility diminished substantially over the five-year period either because the plans have already been materialized or households may have lost interest in availing of services from micro-credit facilities.
- The number of households who had experience in setting up micro-business is greater in the intervention compared with the non-intervention households in 2000. Over the five-year period, the number increased two-fold.
- Failure experienced in micro-business is greater among upland households during the “before” period. In the current study (2005) one-third declared that their micro-business went bankrupt, mainly due to unpaid debts among neighbors.
- Experience-wise, households from intervention areas have the advantage in micro-business enterprise, notably those from Davao Oriental and Sarangani. Business ventures concentrate on food vending and establishment of a sari-sari store.

Savings Characteristics

- An increase in the number of households who saved is seen between periods for the two types of communities albeit the increase in the non-intervention areas is greater than its counterpart by two-fold.
- For the entire sample, one out of every four households affirmed saving money but prefer to do their own safekeeping rather than entrusting this to banks.

Household Decision-Making

- Households from both the intervention and non-intervention communities exhibit a similar pattern of decision-making. An egalitarian pattern is more pronounced in terms of decisions involving how many children to have, what kind of family planning method to use, how to discipline children, and on what to do when a child is sick.
- On matters pertaining to children specifically on what course to take, what school to attend, whom to marry, and the kind of friends to associate with, the decision-making is placed in the hands of the children themselves.

Gender Norms

- The gender division of labor that men have to do the productive and women the reproductive tasks seems to be the defined norm in the upland setting.
- Another strong norm articulated and affirmed is the husband's right to decide on major issues and concerns.
- Across the five provinces, household respondents do not consider abusive acts committed by the husband as justifiable. However, there are practices which a number of household respondents think to be within the purview of husband's right. Majority of households from both types of communities in Davao del Sur, Sarangani, and South Cotabato believed that the wife should be forgiving if her husband becomes physically abusive.

Food Sufficiency

- Food is very insufficient during a crisis; this condition is graver in non-intervention communities. The severity is exacerbated by the climatic changes (too long dry or rainy season), and by scarcity of jobs and employment. Food scarcity is greatly felt during the dry season months of March, April and May.
- The effect of climate on food production is felt more in the "after" period. A three-fold increase in the number of households which experienced scarcity of food brought about by the unfavorable climate was observed.
- Coping mechanism when food is scarce include: engaging in non-farm activities, obtaining food from various sources through credit, and by rationing food supply or supplementing rice or corn with rootcrops or banana.

Soil and Water Conservation

- Close to three-fourths of surveyed households claimed to have noticed changes in the quality of their farmland, notably on the level of land productivity.

- Efforts done to maintain farmland fertility include allowing land to fallow and contouring. Unpopular ways are multi-cropping, use of fertilizers, and practice of none burning.
- For both areas and periods, a great majority of households know about the existence of a legal prohibition on any form of destruction or exploitation of natural resources but rampant cutting of trees is observed to be prevalent in Compostela Valley and Davao Oriental.

Health-Seeking Behavior

- Two health providers, the midwife and the BHW are popularly sought in times of sickness.
- A change in health-seeking behavior is apparent among households in non-intervention communities. They place reliance on midwives, doctors, and nurses more than on volunteer health workers.
- A considerable decline in the percentage of households who visited the health centers for prenatal care and family planning is observed. A large majority (64%) visit the center to ask for medicine.
- The five most common illnesses in the community are fever, cough, malaria, diarrhea, and colds. Malaria is perceived to be common among Sarangani households.

Access to Government Services for Agriculture

- A significant difference in the percent of households who are beneficiaries of the agricultural development project is seen in the “before” and the “after” period. While in intervention communities, the increase in the number of recipients of agricultural services is four-fold, it is only double the non-intervention places.
- Three out of every five households across the five provinces were recipients of government services in agriculture. The common form of assistance received include plant materials (seeds/seedlings), fertilizer, education, trainings and information dissemination, livelihood assistance and infrastructure (bridges, water system, farm to market roads, day care centers).
- A little over one-fifth of recipients expressed dissatisfaction because of blatant political favoritism, and because of promises which were unrealized. This feeling and sentiment is more pronounced in the 2005 survey among non-intervention households.

Livestock and Poultry Production

- Four types of livestock raised were the coverage of analysis: chicken, swine, goat, and work animals. Nine out of every ten upland households raise livestock. Raising chicken is common; one-half of the study households also raise swine or own work animals. Goat-raising is not a popular activity for livestock production except in non-intervention households of Davao Oriental notwithstanding the fact that the number of households raising goat increased by two-fold within the five year period.
- Livestock-raising is for consumption and cash generation purposes. Chicken-raising is primarily for consumption but considerable percentage of households also generate income from selling of chicken.
- Swine-raising is for cash generation more than for consumption purposes. The predominant reason for raising goat is cash generation while the overriding reasons for raising work animals are for breeding and farm work.
- **Pre-harvest loss** is greater in poultry/chicken production than in any other livestock. Poultry raisers attributed the loss to animal diseases and production neglect. The same reasons hold true for pre-harvest loss in the production of swine, goat, and work animals.
- **Post-harvest loss** in livestock production is generally lower in magnitude compared with the pre-harvest, however, the imputed value of losses is higher. Loss of livestock prior to marketing is due to an animal being stolen or had strayed prior to consummation of sale.
- No variation is found the pattern of expenditures for livestock production for the “before” and the “after” periods in both communities. No expenses are recorded for hired labor, and a great majority did not spend on medicine/vitamins and stock. It is only for feed items that close to one-third of households spent on.
- In swine production, no expenses are incurred on hired labor; major expense is on feeds.
- In raising goats, no substantial expenses are reported except on stock acquisition and other items like ropes and makeshift shelter. This is also similar with regard to work animals.
- The revenues derived from livestock are variable according to the type of livestock, to the current price and of course, the extent/quantity of production.
- Revenues from chicken production show a pattern in which intervention households experienced decrease while non-intervention households experienced an increase. Net income from chicken production shows a significant drop by four-folds, notably in the intervention households.

- A positive net gain is posted for both areas and for both periods from swine production and is higher by close to two-fold in the intervention households. Net gain is posted for swine production with Compostela Valley and Davao Oriental swine raisers getting the highest net income.
- Total revenues from goat production indicate an increase for both areas albeit goat raisers in non-intervention households have a slightly higher net income. High net income in 2004 in goat production is reported by producers from Davao Oriental and Sarangani.
- Net income is higher by three-fold for work animal producers in the non-intervention households compared with their intervention counterpart. However, net loss in work animal production is shown by the data for Davao del Sur and South Cotabato in both intervention and non-intervention places.

Agricultural Production

- An overwhelming majority (93%) is engaged in crop production; there is however, a slight decline by two percentage points from the 2000 survey figure.
- Five groups of crops are separately analyzed in terms of activities, production practices, yield and revenues. Corn, coconut, coffee, and cacao are distinguished as one category each; rootcrops/vegetables is a loose label that includes vegetables, rice, and other crops grown. The “fruit” category includes a wide variety of fruit trees.
- The data indicate a shift in crop production in intervention communities, from production of coffee/cacao and rootcrops/vegetables to fruits.
- Fruits are the predominant crops in the intervention areas notably of households from Davao Oriental and Sarangani. There are fruit producers who grow several kinds of fruit as main crops in owned parcels of land.
- Across the two types of communities, the number of corn-producing households declined between 2000 and 2005.
- The predominant crop is corn in the intervention areas of Compostela Valley and Davao del Sur, coconut in Davao Oriental and Sarangani, coffee and cacao in intervention communities in Compostela Valley and Davao Oriental, and rootcrops/vegetables in South Cotabato (intervention areas) and in Davao del Sur (non-intervention areas), and fruits in all intervention areas of the five provinces.
- Corn is generally planted in a one-hectare area, so with rootcrops while coffee/cacao are planted in less than a hectare. Coconut and fruits are grown in wider farmlots (2-hectare areas).

- Generally, corn, coffee, rootcrops, and coconut are harvested two to three times a year. Fruit-bearing can be perennial or seasonal hence harvesting is variable, ranging from two to five times or four to seven times in a year.
- Intercropping is done for crops like corn and coconut. Rootcrops, coffee, and fruits are crops used as intercrop of corn and coconut.
- Between the two types of communities and across the five provinces, there is a preference in the utilization of a household member for free labor. Male members have greater participation than females in all farm activities.
- The number of days worked on land preparation is negligible for coffee, coconut, rootcrops, and fruits. It is in corn production, on which male and female household members spends considerable number of days of labor.
- The planting and marketing activities require shorter days of work. On the average, planting of crops is reported to take two to three days while harvesting and crop processing takes three to four days for rootcrops/vegetables and fruits but longer for corn and coconut. It is in crop management at which household members spend more days, in some areas about a month or more.
- Eight or nine out of every ten households do not spend for land rental, planting materials, pesticides, and fertilizers on all varieties of crops except corn. Expenses are incurred for hired labor and ‘other expenses’ category for crops like coconut and corn. In general, crop producers from intervention communities across the five provinces incurred greater production cost on corn, rootcrops/vegetables, coffee, and fruits.
- In coconut production, households from non-intervention areas of Compostela Valley, Sarangani, and Davao del Sur have higher production cost compared with their counterpart in intervention places.
- Information on market price of crops is invariably obtained from buyers and traders. A handful of crop growers learn about current price from peer (fellow crop producers). Media and cooperatives are unpopular source of information.
- Estimates of yield and the imputed value of yield in a good year and a bad year follow the same pattern for all varieties of crops. Yield in a good year is twice as much as yield in a bad year. Yield every year for the last three years and quantity of yield in 2004 generally approximates what can be considered good year harvest.
- Highest net gain for corn, rootcrops, and coffee are reported for Compostela Valley crop producers. Davao Oriental performed well in net revenue from coffee (producers from intervention areas) and rootcrops (both areas).

- Davao del Sur crop producers recorded substantial net gains in the production of corn, rootcrops, coffee and coconut while for South Cotabato producers, these are corn, rootcrops and coffee. Sarangani crop growers did well in coconut production.

Implications

The findings of the study indicate some social and economic implications. The socio-demographic variables highlight similarities between the two communities. However, changes in the “before” and the “after” conditions necessitate explanations, as these changes may have programmatic implications.

Upland households in the intervention communities of Compostela Valley and Davao Oriental socially and economically have the advantage compared with households from non-intervention areas and from three other provinces. They have an edge in terms of educational attainment; the population is predominantly Catholic. Meanwhile, there is a seemingly pronounced horizontal occupational mobility in Davao Oriental.

The predominance of the indigenous population in Davao del Sur, Sarangani, and South Cotabato study sites is suggested by language spoken at home.

A shift from farm-related work to economic non-farm activities and temporary employment is evident from the increase in the number of households engaged in this endeavor indicating that there are job opportunities found in nearby places.

The data suggest that such opportunities in economic and temporary employment activities are greater in Davao Oriental and Compostela Valley but less in the non-intervention communities of Davao del Sur and Sarangani.

Increase in landholding and maximization of parcels of land not otherwise utilized in 2000 is shown by the data, however, ownership is more of *de facto* rather than *de jure* simply because majority of parcels is untitled. This reality can contribute to the vulnerability of upland people. The lack of legal document of ownership may spawn

problems for low educated upland residents who will face difficulty if some unscrupulous wily landgrabber would take action to possess their land.

Improvement in housing characteristics and facilities are shown by the data, such as increase in accessibility to safe potable water drawn from piped source or from communal artesian well, increase in the number of households with electrical connection (albeit a small twelve percent) as 2005 survey, acquisition of consumer durables, and ownership of farm tools. Although both areas show an increase and improvement in the “after” condition, the advantage of intervention communities is clearly evident.

These increases and improvement nevertheless do not necessarily spell a better life. Upland communities vis-à-vis other rural communities, are still at a disadvantage with regards to infrastructure especially the water system, electricity, and roads.

While a large majority own their houses, the ownership does not imply better economic condition since a large percentage of houses have small floor size and those are made up of light materials.

Increase in household income was posted from different sources: from agriculture to economic activities, and temporary employment. The increase, however, holds true for both areas, albeit households in the intervention areas have an edge over their counterpart.

Incomes derived from involvement in economic activities and temporary employment is significantly different between intervention and non-intervention areas in Davao del Sur and Sarangani. Ironically, it is the Compostela Valley and Davao Oriental households which generated a substantial income from these activities (non-farm economic activities and temporary employment) although the difference in income from these sources is not statistically significant.

This implies the presence of income determinants that bolster the earning capacity of households from both areas. There are support systems and development inputs at work which explain the improvement in income.

Undeniably, income increased in the “before” and the “after” condition and between areas but the increases cannot be taken to indicate that the upland people have now moved out of poverty. They might be on the initial stage of getting out, albeit the improvement is still below par of what the Millennium Development Goal (MDG) aims for, namely “to reduce the population living in less than one dollar a day.” To live on 22.00 pesos a day per person when a kilo of rice costs 25.00 pesos is difficult, and demands stretching every peso to its maximum and simply making do with whatever is on hand.

How do upland people fare in terms of agricultural investment? Do they spend money to earn money? Where are they getting capital for farm inputs?

The data reaffirmed the need for capital and they place heavy reliance on cooperatives as sources of loan. They have low preference for buyers and traders presumably because it is understood that getting farm capital from buyers will bind them to sell their produce and, in so doing, strip them off their bargaining powers for better prices. However, cooperatives cannot fully meet the demand; crop producers end up getting loans from traders/buyers.

Obtaining a loan is not a common experience but in the span of five years, households from intervention areas who incurred loans increased by two-fold. It is not farfetched to assume that the various trainings received by farmers in upland communities may have made a dent in their orientation and outlook regarding the need to obtain loans to invest on farm inputs in order to obtain better yield.

Plans are fraught with optimism; the intention to gain a better life is a hoped-for reality. Thus, when asked about plans to avail of micro-credit facility in the 2000 study, the majority indicated affirmation.

The government thrust to encourage micro-business, for all intent and purpose, is a sound and viable strategy to uplift the economic condition of the poor. However, micro-business in a setting that stifles rather than allows it to flourish is a challenge for both the individual and community. A few upland households covered in the study have had the experience of setting-up a small business but the experience is limited to food vending and the establishment of a small store. Moreover, the puny effort placed in this endeavor has for all indicators, a great likelihood to fail. Thus, the venture usually ended in a natural death due to bankruptcy (unpaid debts of relatives and neighbors), inability to sustain the business because the capital is exhausted by household daily needs and because of poor peace and order situation (fear of being robbed or killed).

A large majority has plans to embark on micro-business and they can all articulate the benefits they can most likely reap. The major deterrent is capital and this goes back to the reality that upland households are long in dreams but short in money.

The promotion of the savings habit is one of the thrusts of UDP. Undeniably, the practice of saving has increased, though not substantially, among households in both areas. The small magnitude of those who saved is not something that can be tagged as an achievement of the program.

The great majority cannot save even if they want to; in the first place, what is there to save? How can one save if one's earnings are not even enough to feed the family?

The household dynamics is also shown by the data. Egalitarian pattern of decision-making between spouses on selected matters is pronounced and even children are given the freedom to decide on matters relating to their education, marriage, and social relationship. Yet, the norms on gender division of labor is pervasive, namely, that men

have to do the productive tasks, and women the reproductive tasks. This is somewhat contrary to the observation that women work in the farm hand-in-hand with their husbands, thus performing both productive and reproductive tasks. Moreover, another strong gender norm operational among upland couples is the practice of giving the husband the right to decide on major decisions. This articulated guide to conduct seems at variance with the decision-making pattern which upholds joint decision-making.

The change in health-seeking behavior is apparent among the households in non-intervention communities. Reliance on service providers shifted from the health volunteers to the health professionals--doctors, nurses, and midwives. This has a great implication on the public health program. The exodus of Filipino doctors and nurses to foreign countries will result to depletion of health professionals in the country. The current ratio of 1 doctor to every 60,000 population in Mindanao is already a grave health problem. Surely, the heavy workload of doctors will be exacerbated by the dearth of medical service providers, and will make delivery of health services to upland people unattainable.

Moreover, the fact that the five most common illnesses are fever, cough, colds, diarrhea, and malaria are all infectious diseases demand immediate responses to contain the spread of diseases. The first three are respiratory-related, diarrhea is water-borne and malaria, mosquito-borne. Educating the upland people on prevention measures may ease the burden brought about by these diseases.

It is a given that government has intensified efforts to provide services for agriculture in the recent years. The 2000 data indicate that services were accessed by a small percentage of upland households. In a span of five years, the intervention communities were recipients of these services four times as much as what were provided based on the 2000 figures. Indeed, a great many had affirmed satisfaction of the services received but a handful expressed their dissatisfaction mainly due to political favoritism and unfulfilled promises.

This is not surprising because politics is pervasive in nearly all aspects of the Filipino way of life. In all endeavors, politics plays an important role and community decisions are shaped by political undertones.

Economic-wise, poultry and livestock production have a potential in a setting abundant with feeds from produce and for unpaid labor of household members. However, the vulnerability of production due to unfavorable weather, animal diseases, and the greater danger of livestock being stolen contribute to the feeling of insecurity of upland households to engage in livestock production. A need to educate upland people on how to manage livestock and the encouragement to invest on animal health and medicine is an imperative.

Educating upland households on crop management, teaching them how to lessen their vulnerability to crop diseases and the need to invest on production cost in order to produce more can be a cost-effective options.

Recommendations

Undeniably UDP has made great strides towards the development of upland communities and households. Together with stakeholders and working in tandem with other partners as well as the community, tangible, verifiable, and concrete gains are observed.

UDP has to takes its bow but has left an imprint in the lives of people. It would be regrettable if the great stride and improvement will be allowed to backslide or for upland development to remain in a standstill because there are no sustainable mechanisms of development that will be able to take over and continue the momentum of development UDP had already began.

Given the salient points of the study results, what are the possible feasible recommendations that might be considered by local government units, line agencies, and other stakeholders to continue strengthening and sustaining what UDP had already established and promoted?

The enunciated recommendations are borne out of data and are worthwhile considering for upland development.

- Improvement in infrastructure, notably electrification and water system. Those infrastructures which are already operational need to have a mechanism of maintenance by the people themselves.
- Replication of the road maintenance scheme by the people and of the people with support from local government units has to be intensified.
- The non-ownership (untitled) of land leads towards disempowerment. Application for land title can be tailored for easy acquisition, requirements ought not to be complicated, and speedy processing can greatly help upland households acquire titles of their lands.
- The trend of increased employment due to other economic non-farm activities and temporary employment can hopefully be sustained if the peace and order condition will be stable enough to encourage investments in the area. Advocacy for peace within the community and skills in conflict resolution should be far-reaching and sustaining in order for the people to imbibe a culture and sense of peacefulness in everyday lives.
- Creation and sustainability of cooperative ventures have to be promoted and strengthened both as sources of loan and as mediating agency between the community and market groups.
- There are financially stable lending cooperatives; there are also those struggling in their finances. The latter need assistance from financial institutions to sustain their operations. Moreover, they need management input as well as supervision from financing institutions. This also involves training of young able leaders with strong moral values and dedication to help the disadvantaged/poor people.

- The national government thrust is on micro-business. Corporate management applied to an upland setting was introduced but seemingly did not work. It could be that upland people are not yet ready intellectually and emotionally, thus they cannot comprehend and understand the technology. A slow pace but steady transfer of technology may be maintained until such time when it will reach the levels of interest and participation for eventual technology acceptance.
- The practice of saving is difficult when one has nothing to save. But saving, as a way of life, transcends mere accumulation of money for rainy days. It is the practice of balancing between needs and wants, so that people can save for future needs and not just for future wants.

Hence continuous interaction and dialogue on the practice of saving, egalitarian pattern of decision-making in the households and in the community, and gender equality can be an inexpensive option to change people's mindset and orientation.

- Given the common illnesses which are respiratory-related, water-borne, and mosquito-borne, local health providers can focus and give attention to preventive measures through education and information-dissemination.
- Greater and sustained efforts on educating farmers on livestock and crop management are needed. Admittedly, the community-based agricultural technicians and the NGOs are doing a great job but sustainability is debatable given their limited time and resources. The ratio of community workers to the upland farmers is so high that others may not be served or may be underserved.

V. Sustaining Growth in Upland Communities: Community-Based Organizations and Upland Development in Southern Mindanao

This analysis examines important changes in the community as perceived by the officials of community-based organizations. It details activities of organizations and development issues that impinge on their effort to help upland people. Integrated into the summary discussion are the implications and recommendations.

Community-Based Organizations

CBOs in the upland areas have been growing in leaps and bounds until the 1990's. The most widespread CBO in the upland area is the CBO that specializes on women and gender followed by the church-based CBO, and the farmer's organization.

Knowledge and Activities of CBOs

a. Awareness on local resources

CBO officials both from intervention and non-intervention areas identified the following resources in their locality: land resources, forest resources, water, and agricultural resources.

The local resources mentioned by the CBO officials are both often underutilized and improperly managed due to the lack of knowledge of crops with low input requirements (fruit trees for example). Improper land management on the one hand results from farming practices that are ill-suited to the upland environment. The degradation of the upland environment creates a vicious cycle of poverty from which there is no easy way out.

b. Sharing of local resources and stewardship

Upland settlers may be categorized into two (a) Indigenous Peoples (IP), and (b) migrants. Both share common characteristics—landless, marginal cultivators and poor. Two of the many programs designed to alleviate upland poverty is the identification of the ancestral

domains claim of the IPs and the issuance of the Certificate of Stewardship Contract. One threat to these programs is the presence of outside private claimants.

The knowledge on the stewardship program, however, is higher among the IA CBO officials than among their NIA CBO officials. IA CBO officials were also able to describe correctly the meaning along with the responsibilities of stewardship.

As such, there is a need to reevaluate how the educational and other awareness-raising activities were delivered. Perhaps a more efficient way of delivering the message may be designed. It is also important that the weaknesses as well as the strengths of the strategies used at present be reexamined. By doing so, measures will be designed to address those weaknesses and measures that will also be adapted to fortify the strengths of the current strategy.

Economic Situation of the Community Residents

A little change in the economic condition of upland communities is perceived by the CBO officials. Massive poverty in their respective communities is still predominant.

Marketing-Related Issues

Two of the most mentioned constraints to farm production are (a) the prohibitive transportation cost of farm products, and (b) the lack of farm product price control. These two constraints are not new and not even unique to the upland areas.

The high transportation of farm products can be explained by the following: (a) geographic location of upland areas, and (b) the absence of an all-season farm-to-market road.

The pricing of farm products on the other hand is not easy to confront. Indeed, farming is one among the few enterprises in which the price is dictated by the buyer not by the seller. Cabaraban (2000) recommended in her baseline report that the CBO may serve as a conduit

between the farmer and the buyer. This can be done by having the CBO negotiate for fair farm product prices with the trader. That is an option.

The other options are for the CBOs to (a) provide/sell farm inputs at a lower cost, (b) buy farm products directly from farmers, (c) provide/rent-out post harvest facilities like solar dryer and storage.

The lack of affordable loan source is the reason why farmers are bound to sell their products at a lower cost to a particular trader who has provided them with a loan for farm inputs. If the CBO can design a program by which it can sell at a lower price the needed farm inputs, farmers will be empowered to choose which buyer to sell their farm products.

The second option is for the CBO to buy certain types of farm products direct from the farmers. Doing so will not only reduce the transportation cost but it will also ensure a higher price for farm products like corn, banana, or copra. The CBO need not start with a big capital.

The third option is for the CBO to rent-out post harvest facilities. Some CBOs are recipients of development projects like solar dryer and storage rooms. This may be rented out to any farmer who desires to dry and store his/her products while waiting for a higher price.

CBO Economic Development Plan

More NIA CBOs have developed an economic development plan, however, more IA CBOs were able to implement their economic development plan. The setting-up of livelihood programs is the most common item in the economic development plan; IA CBOs, however, have integrated into their economic plans a more sustainable approach to development by emphasizing ecological nurturance.

The non-materialization of the economic development plan is the lack of active community participation. More effort must be invested to get other community members to actively participate in the materialization of the economic development plan. Years of living in poverty

may have numbed and made upland settlers suspicious of programs initiated by community outsiders. By tapping and enlisting the participation of influential community members, the CBOs may be able to get the other community members to actively participate.

Coalition Effort and Advocacy Work

Forming coalition effort with other CBOs is not widely practiced by both IA and NIA CBOs although forming linkage with a government agency is common. CBOs must be encouraged to form linkages with other CBOs to enable them to increase bargaining power. Forming a linkage with other CBOs can be a valuable source of education and training programs, legislative and public relations, support activities, supplies and marketing outlets, and related services.

Again the lack of active community participation is one problem which hinders coalition forming with other CBOs. Perhaps conducting a leveling-off with other CBOs in the area as well as those outside the area will help.

Gender and Development Concerns

Most IA and NIA CBOs have someone who is knowledgeable about gender issues. The data also show that the traditional gender role is well-entrenched among the CBO members. There are also responses which show some resistance about gender equity. The CBO officials were also not aware of gender issues in the workplace.

While it is not easy to change people's outlook in life, campaign materials, and seminars must be intensified. These trainings must target both men and women in the community.

Ecology and Development

IA CBOs have more agricultural development activities compared to their NIA counterparts. Both IA and NIA CBOs identify the following as the cause of the destruction of upland ecology: chronic poverty, lack of discipline, lack of knowledge about how to take good care of the upland ecology, and farming practices that are ill-suited to upland environment. The report also stated

that IA CBOs are more adept in responding to the ecological problems compared to their NIA counterparts.

More consciousness raising effort must be conducted to convince upland farmers to give-up their traditional farming practices which are ill-suited to upland areas. Effort must also be made to make the distribution of planting materials more fair.

VI. The Upland Communities: The Post-Intervention Condition As Perceived By the Community Stakeholders and Beneficiaries

Community Level Research Findings

Demographic Data

- Intervention Areas (IAs) in the ‘before’ condition and at present are more densely populated than the Non-Intervention Areas (NIAs). Nonetheless, the number of households in both IAs and NIAs dramatically increased through the years.
- The majority of the residents in both IAs and NIAs are Cebuano or Visayan migrants. Even in 2000 (‘before’ condition), the Cebuano still occupied the bulk of the population thus, Cebuano or Bisaya is the dialect commonly spoken by the people.
- Until the present, Roman Catholicism is still the dominant religion in both the IAs and NIAs.
- The economy in both the IAs and NIAs is agriculture-based as farming is the most common source of income before and at present. The top three major crops planted in both IAs and NIAs include coconut, corn, and banana.

Accessibility of Communities

Distance, Travel Time, and Focal Point of Trading

- The single motor or skylab is the principal means of transportation for both areas before and after intervention. This has increased as the means of transportation in the IAs but decreased in the NIAs. The second most popular means are PUJ/Truck/Tricycle for the NIAs and horse/carabao for the IAs.
- The focal point of trading for the barangay for both IAs (47.1%) and NIAs (36.4%) in the ‘before’ and ‘after’ condition was the municipal center.
- It takes a longer time to reach both communities during the wet season than during the dry season be it by motorcycle or by foot in both 2000 and at present.
- The responsibility for maintaining the road trail from the sitio to the barangay in the ‘before’ condition rests on the barangay government or barangay officials as commented by the NIAs while the IAs answered that it rests on the people through voluntary work.

Accessibility of Communication Facilities

- Both IAs and NIAs do not have access to telephone lines for the ‘before’ and at present condition.
- The number of households who have access to television was comparatively higher in the IAs than in the NIAs in the present condition.
- Access to radio is also evident in both IAs and NIAs in the present condition. Newsbroadcasting, among other radio programs, was most frequently tuned in, in both areas.
- The mobile phone phenomenon has reached both the IAs and NIAs but the former have a higher average number of people who own one.

Economic Status of the Households

- Both areas, in the ‘before’ and at present data claimed that there are poor households in their communities.
- For both areas, the number of rich people is perceived to increase at present but their number is not enough to outnumber those who are still living in poverty.

Availability of Services

Electricity

- While in the ‘before’ condition nearly half of the communities in the NIAs and a third of the communities in the IAs have no access to electricity, a remarkable rise in the average number of households that have been energized in both the IAs and NIAs in the present condition is reported.
- Of those that have access to electricity in the ‘before’ condition, an average of 29 households has access in the IAs and 44 in the NIAs.

Water

- It took a slightly longer time for the IAs (an average of 37.2 minutes) than the NIAs (an average of 25 minutes) to obtain water from the source during the pre-intervention condition.
- In the Post-Intervention period, the time was relatively shortened for both areas.

Education

- Eighty-nine percent (89%) of communities in both areas offered complete elementary.
- It takes a longer time to reach the nearest school in the IAs by foot than the NIAs in the 'before' condition. However, a cut in the average time spent was noted for both areas. The cut was more significant in the IAs than in the NIAs.

Health Clinic Services

- There were more functioning health clinic/posts in the IAs than in the NIAs during the 'before' condition. After five years, the availability of such facility decreased in the IAs but somehow showed an increase in the NIAs.
- The midwife has been identified by both IAs and NIAs as the person responsible in managing the health clinic before. Although, at present the IAs still attest to this, the NIAs identified the BHWs as the persons who now frequently take charge of the facility.
- The percentage of communities that reported that the doctor does not report to the clinic increased for both areas.

Other Infrastructures Available

- The pre-intervention data revealed that a third of the communities in the intervention area have rice mills while none could be found in NIAs. An increase in rice and corn mills was noted in NIAs.
- An increase in the availability of other infrastructures is reported (corn mill, crop dryer, grain store).
- As to the presence of other social infrastructures, both IAs and NIAs, have commonalities in terms of the presence of community halls, chapels or church buildings, basketball courts and school buildings before and after intervention.

Community Plans

- Both IAs and NIAs claimed that participatory community planning has been conducted in the last five years. At present, an increase was noted in the number of communities that conducted participatory community planning in both areas.

Community Organizations

- In the ‘before’ condition almost all communities found in the intervention and non-intervention areas claimed that there are community groups that meet on a regular basis in their respective communities.
- At present (after the intervention condition), a number of organizations have been identified to be operating both in the IAs and NIAs. In the IAs, moderately-sized organizations are identified as follows: school organizations, credit groups, livelihood assistance organizations, and women’s group. In the case of NIAs, the following are moderately-sized organizations: religious organization and school organization.

Children in School

- In the ‘before’ condition, there were more children of school age that completed elementary education in the NIAs than the IAs. More girls have completed elementary education than the boys. The reason that more girls than boys finished their elementary schooling is that boys are tapped as helpers in the farms.
- The pre-intervention data revealed that more children of school age in the IAs than NIAs are currently attending secondary school. The pattern of having more girls than boys attending school holds true.

Community Health

- In the “before” condition, the top four diseases with the most number of cases per year and most number of communities affected in the IAs are as follows: malaria, diarrhea, cough, and fever. The same diseases are common in the “before” condition of the NIAs.
- At present, only three diseases emerged to be prevalent in both IAs and NIAs. They are as follows: cough, fever, and diarrhea.
- Health services such as prenatal, routine check-up, family planning services, and the TB program are frequently offered per month in both the IAs and the NIAs. Noticeably, there are more number of days that family planning services are offered in the IAs than in the NIAs.
- At present, more couples in the IAs, are practicing family planning than those in the NIAs.

Agricultural Support Services

- In the “before” condition, there were slightly more agriculture staff assigned in the NIAs (an average of 2 per community) than the IAs (an average of 1 per community).
- At present, a large difference in the number of visits by the DA staff in the last 12 months existed between the IAs and NIAs. Visits of agricultural technicians are more frequent in the former compared with the latter.
- In the “before” condition, there were more communities in the NIAs that were not given any kind of agricultural support than the IAs.
- Support provided both in the IAs and NIAs are as follows: support in the conduct of training/seminars, provision of seedlings, and monitoring of agricultural crops.

Land Tenure

- In the baseline study conducted, six out of the 18 IAs did not provide data about the main form of land tenure in the community.
- In terms of the main form of land tenure, the baseline study as well as the post-intervention study revealed that more households in the IAs have no titles but are considered owners of the land, than the households in the NIAs.
- The average number of households who are renters remain the same for both areas.
- At present, there is an increase in the average number of households in both the IAs and the NIAs, who are owners of formally titled land (A & D) with individual ownership titles.
- A large increase is also seen, at present, in the average number of households with communal but limited tenure, such as the CBFMA.

Savings and Loans

- In the baseline study, seven out of the 18 and four out of the 11 communities in the intervention and non-intervention areas, respectively, claim that they simply could not save out of their earnings.
- More households from the IAs (63.6%) prefer to save through the piggy bank way than the NIAs (28.6%).
- In both baseline and post-intervention studies, the average number of households that have outstanding loans is greater in the intervention areas than in the non-intervention areas.

- The topmost source of loan for the IAs in the baseline study is their families and friends (38.9), while those in the post-intervention study mostly borrowed money from traders (34.68).
- For the NIAs in the baseline study, loans were mostly obtained from banks. The NIAs in the post-intervention study, on the other hand, got most of their loans from traders. Banks are considered as the least source of loans in both IAs and NIAs in the post-intervention study. Nevertheless, they are one of the top sources of loans in both IAs and NIAs in the baseline study.

Remittances

- At present, the number of families who have members who migrated outside the community who occasionally send money to the people left behind in the place of origin increased in both areas. However, the increase is higher in the IAs than the NIAs.

Degradation and Misuse of Natural Resources

- The majority of IAs and NIAs in both the baseline and post-intervention studies experienced the following: erosion, landslides, gully formation, broken hedges, exposed stones, splash erosion, and sheet erosion. At present, the occurrence of these problems has lessened, particularly in the IAs. Erosion, which was reported to have the highest occurrence (88.9%) in the IAs was down in its reporting by 14.5 percentage points. In almost all of the problems identified, there was a decrease in the occurrence. Sheet erosion was more than halved from 72.2% in the 2000 reports that it did occur to 35.3% in 2005. The NIAs are still reporting high percentage of occurrence although a slight decrease is noted in the following: exposed stones, splash erosion, and sheet erosion.
- More than 80 per cent of both the IAs and NIAs in the baseline study reported the presence of forest trees in their respective areas. IAs (94.1) and NIAs (100) in the post-intervention study revealed an increase in the reporting about the presence of forest trees.
- Adoption of a farm system increased in both the IAs and the NIAs in the post-intervention study. The most remarkable increase is observed in the adoption of contour farming in the IAs in 2005.

Types of Soil and Water Management Adopted in the Community

- Increase in the adoption of the several types of soil and water management is more evident in the IAs in 2005.
- In particular, a remarkable increase was noted in strip contouring, from 27.8% adoption in 2000 to 88.2% adoption in 2005.

- A decrease on all types of land conflict could be noted in the NIAs of the post-intervention study.

Insights from the Field: Walking Through Community Events

Culled from the 30 Focus Group Interviews participated by selected key informants in each seven (7) sample communities, is the summary of their observation and recall of events. The following presentation delineates the intervention and non-intervention participants' responses.

Intervention Areas (IAs)

Land Use Based Participatory Barangay Development Planning through LGU and Community Capacity Building

- All the intervention areas in the five provinces claimed that there has been participatory community planning in the last three years.
- The participatory planning of the intervention areas mostly included road building or maintenance, school building construction, and watershed projects.
- Intervention areas in three provinces referred to participatory planning as a means of addressing problems such as difficult road conditions and other infrastructure problems, like the building of schools or the renovation of the barangay hall.
- Plans being implemented at present in the IAs of the three provinces include contour farming, development of a water system, and tree planting to sustain the forest.

The LGU and its Role

- In all of the intervention areas, the efforts made by the LGUs were duly recognized.
- Several activities initiated by the LGUs were as follows: monitoring of the project beneficiaries, status of livestock or the condition of the farmers; holding meetings and information drives, particularly agriculture-related; and providing technical assistance in the farm.
- Intervention areas in the three provinces mentioned that assistance in agriculture was further extended by the LGUs through the help of the DA staffers.
- The DA staffers extended the following services in the intervention areas: technical assistance in the farm; inputs on appropriate technology in farming; and spearheading pest management.

- Additional agricultural support services that were sought after by intervention areas are: further support, either in the form of planting materials, organic fertilizers or in financing, as well as introduction of new technology in farming that would further assist the management of the farm.

Community Organizations in IAs and their Roles

- Community organizations have different roles in addressing community concerns, organizational issues and/or individual concerns. In the intervention areas in three of the provinces, the following were the usual issues encountered: cooperative development in order to enjoy the benefits of working together; enhancement of women's participation in the community and training on gender relations; operation of a micro-finance project; access to credit and savings; spiritual upliftment; and improvement of the living standard of the people.
- Activities usually initiated by the community organizations present in the intervention areas include: community beautification; community meetings; leadership training sessions; money-lending activities; and tree planting.
- Aside from the community organizations, the participants from the intervention areas identified key players in the development process. UDP, LGUs, i.e., from the barangay level to the province, and DENR, were the ones generally mentioned.

Types of Soil and Water Management in Relation to Degradation and Misuse of Natural Resources

- ***Soil.*** Intervention areas in these three provinces revealed that there is already a need to use fertilizers in order to come up with a good harvest.
- In the intervention areas, preservation of the soil's fertility and prevention of soil erosion were made possible through the planting of trees, prohibition of the practice of burning of plant wastes, and most of all, through contour farming.
- ***Water.*** Intervention areas in the four provinces indicated that they already have a developed water system through the combined efforts of the UDP and LGUs.
- All of the participants from the intervention areas were able to identify that the planting of trees near the water source and prohibiting excessive cutting of trees helped in the conservation of water.
- ***Forest.*** Activities such as reforestation, presence of forest guards, frequent monitoring by DENR personnel, environmental awareness raising, and non-practice of the slash and burn manner of farming, are now being done in intervention areas in order to stop the dwindling number of forest trees.

- Unavailability of livelihood options was raised by respondents in the intervention areas in two provinces as the cause why residents resort to cutting of trees in order to earn.

Programs and Projects in the IAs

- Common forms of assistance provided by agencies or stakeholders in the community include: livelihood projects or assistance, such as goat dispersal and access to loans; agriculture-related trainings and seminars; provision of seedlings; infrastructure projects such as road rehabilitation and footbridges; and spring development for convenient water supply.

Non-Intervention Areas (NIAs)

Barangay Level

- For the past three years, all NIAs have conducted participatory community planning. Road rehabilitation and maintenance was the most prominent project that was planned out through the participatory process although other significant infrastructure developments were likewise identified.
- Planning of livelihood projects through the participatory process was highlighted by one NIA province. These livelihoods directly focus on women's and children's welfare.
- Another NIA province emphasized projects and activities distinctive from the other NIA provinces. Such activities include seminar on savings and loans group, peace and order, request on operation 'tuli' (circumcision), and program of activities for fiesta among others.
- As highlighted in two NIA provinces, participatory community planning is conducted primarily to address common problems in the community, and to inform the community of programs and projects.
- Most of the plans that had been carried out in each of the five NIA provinces are already in the process of implementation, if not completely realized.
- The key players that contributed to the realization of community projects are none other than the Local Government Units (LGU), the barangay council, the provincial and national governments, even the military and the barangay folks.

Community Organizations in NIAs and their Roles

- NIA provinces reported that several community organizations with different levels of capacities are operating in their respective places.
- Topping the significant issues addressed by the community organizations are livelihood enhancement specifically for the women, strengthening and assisting IP's and/or upland dwellers' organization or group, and unity and cooperation in the community.

The LGU and its Role

- The LGUs in the NIAs have provided several services and have significantly contributed their part for community development. Primarily, the municipal staff are involved in barangay sessions and meetings; they conduct information dissemination and inputs on appropriate farming systems; they provide inputs on health care for livestock; and they are in-charge of monitoring the LGU and other government programs.
- The devolved DA staff were likewise seen as providing assistance in the parts of the LGUs in NIAs. The most common services they extended include: conducting artificial insemination of selected livestock even de-worming and immunization; and monitoring and assisting farmers on agri-related problems.
- Various expectations regarding agricultural support services in NIAs were raised. They mainly enumerated farm financing, which includes provision of fertilizers, planting materials and other farm inputs; training sessions on farm management with emphasis on new technologies and practices; and support on livestock.

Types of Soil and Water Management in Relation to Degradation and Misuse of Natural Resources

- The residents in the NIAs reported that soil fertility is not the same as before. Forest denudation was chiefly identified to cause soil degradation although one NIA province included the heavy use of chemical fertilizers as another contributing factor.
- As such, the non-intervention areas proved that they are vulnerable to landslides and flooding, washing away the topsoil. Inappropriate farming practices, which include indiscriminate cutting of trees and 'slash and burn' farming resulted to soil erosion.
- Existing initiatives utilized in the NIAs to address soil fertility include: diversified farming and appropriate farm management. Some provinces identified these methods as composed of crop rotation, fallowing, and contour farming. Planting of

trees as it improves soil condition is likewise imperative. One NIA province emphasized the use of fertilizer (14-14-14), organic farming, and mulching as these are also helpful in the process.

- Closely related strategies to prevent and minimize soil erosion were likewise reported. Contour farming was one plausible method identified and the other one, which happened to be the most common rejoinder in the NIAs, was reforestation. In one NIA province, planting of forest trees in sloping areas and planting of fruit trees in flatlands was pronounced.
- Access to water supply has shown remarkable improvement in the NIAs after long years of carrying the brunt of spending time and effort of fetching water from a distant source.
- Two NIA provinces reported that, nonetheless, there is insufficient water supply. Water scarcity is primarily due to dry spell, lack of water reservoir, and deforestation.
- The best method to do to protect water supply, as identified by the NIAs, is tree planting, specifically in areas near the source. Also what goes with it is safeguarding against indiscriminate cutting of trees. Moreover, one NIA province reported other safety measures against water deficiency, such as to report leaking pipes, to have a regular cleaning of the reservoir, and to espouse proper waste management.
- The former vastness of the forest has been gradually destroyed in the NIAs because of pervasive denudation. Upland dwellers were said to be the major perpetrators of indiscriminate cutting down of trees and converting these areas to farmlands.
- Actions that must be undertaken to protect the richness of the forest in the NIAs were to infuse the importance of reforestation in as much as there is emphasis on the prohibition of forest denudation. However, it was reported that only very few people are docile when it comes to regulations.

Implications and Recommendations

While a number of things changed in the IAs, it is also noted that corresponding changes also occurred in the NIAs. However, there are changes that are quite noticeable in the IAs than in the NIAs. This is specifically true for the following aspects: 1) occurrence of problems due to degradation and misuse of natural resources, 2) presence of forest trees, 3) farming system agreement adopted in the community, and 4) types of soil and water management adopted in the

community. Along these areas, there seemed to be a ripple effect because some of the NIAs have adopted some management practices that they have seen to be beneficial to the community. Although there are some communities that reported an improvement in their roads due to UDP intervention, there was not much change in the cost of transportation. It seems that the rising cost of gasoline is a determining factor in this rather than the improvement in the road condition.

Increase in income is not yet felt, although diversification gave them security and food availability. However, they still have to harvest the crops that they planted that will give long term result. Although there was a slight increase in their savings pattern in the IAs than in the NIAs, savings in a formal institution is not practiced that much.

In the area of community and institutional development, the IAs are more dynamic and active in this aspect since community organizing, value reorientation, leadership training, among others were conducted in said areas. Sustainability, though, needs to be emphasized. There are variations in the activities of UBS in various IAs and activities are also highly dependent on the strength of UBA as an organization and whether members are active or not.

Both the Rural Financial Services (RFS) and Marketing and Enterprise Development (MED) components of UDP need strengthening because not much can be seen about this at the community level.

To ensure sustainability of the programs installed by the UDP, the LGUs, POs/CBOs, and the NLAs should join hands and make sure that what have been started and installed should be sustained specifically along the following areas:

1. Sustainable Agriculture Advocacy. Local government with support from non-governmental organizations, cooperatives, and community-based organizations should intensify sustainable agriculture advocacy among farmers to lessen production costs and to promote environmental protection. Among the practices promoted are: contour farming, organic farming, crop diversification, crop-livestock integration, among others.

2. Participation in local governance. Enhance people's participation in local governance through participation in the formulation of barangay development plans, municipal agriculture development plans and other local development plans; ensure budget allocation for agriculture development and participate in the policy formulation towards agriculture development.
3. LGU and POs Capacities on Sustainable Agriculture. Strengthening LGU and POs' capacities on sustainable agriculture development through capacity building for the Municipal Agriculture Office, Municipal Council and Barangay Council members on sustainable agriculture;
4. Access to extension services. Install creative means for increasing access to extension services including the provision of good quality seedlings, livestock and poultry.
5. Government should address key issues such as access to credit, market information, infrastructure and technical know-how of the people in the community.
6. Strengthen and support the practice of diversified and integrated farming systems. Promote crop diversification and integrated farming systems to farmers to safeguard them against fluctuations inherent in single cropping practices.
7. Strengthen farmers' organizations and cooperatives. There is a need to assess the organizing efforts of government and NGOs to work towards enabling farmers and farmers' organizations/cooperatives on sustainable agriculture development and to be conduits and partners of the government in promoting agricultural development in poor communities.
8. Developing alternative rural enterprises. Since most rural households depend solely on agricultural harvests to meet their basic needs, there is a need to

promote small-scale rural enterprises to augment farmers' agricultural incomes such as marketing.

9. Capacity building interventions for rural enterprise development and management. Rural enterprises as income diversification strategy are high risk. Their success is highly dependent on the capacity and performance of the manager. Thus, technical assistance is necessary in enhancing the management capability of manager-entrepreneurs, cooperative leaders, PO leaders and NGO staff for rural enterprises.
10. Linkaging and networking. There is a need and potential for sharing of experiences, building information linkages and exchanges. Farmers have to share their experience and learn from the experience of other farmers.
11. Continue to pursue land tenure improvement in the uplands. The POs with the local government and DENR have to formulate local mechanisms to resolve land tenure issues and concerns and establish tracking mechanisms to be updated of the status of the process in securing tenurial instruments. Local government has to actively support land tenure improvement by integrating land tenure improvement in its local development plan.

VI. Voices of Implementers: Realities, Gains, and Constraints

As a part of larger evaluation, this study focuses on the perspectives of UDP implementers. It delves into realities (gains, difficulties and problems) encountered and observed during partnership building and the implementation of various projects under the six components of UDP.

The salient findings are summarized under two headings: partnership and linkages, and programme components:

A. Partnership and Linkages

- Over-all, UDP is warmly received by upland communities, albeit pockets of dissenting community members expressed apprehension and hesitation mainly for fear that their land will be taken from them.
- The wariness and lukewarm acceptance of some communities diminished over time through community organizing efforts, education/information, and community building assistance and delivery of inputs.
- Partnership with local government units and line agencies is characterized as consultative, supportive, and symbiotic.

Complementation scheme or co-sharing in community projects enhanced the working relationship; at the outset, all LGUs pledged commitment to provide counterpart assistance to the community projects.

However, a number of LGUs have low compliance rating in the sharing agreement, specifically in the releases of counterpart fund and in the delivery of project inputs. The delays were attributed to procedural and administrative red tape.

- Partnership with LGUs and line agencies, from the implementers' perspectives was nurtured and sustained, albeit fragile. The fragility was attributed to the fact that the UDP model which needs further fine-tuning is not mainstreamed into the established system of local governance.
- A much closer relationship between community members and UDP field implementers was hampered by conflicting priorities,

Upland farmers tend to concentrate and to prioritize farm works and other gainful activities. This reduced their time for learning interaction and for attendance in trainings and meetings.

- Enmity and rivalry among community members also contributed to snags in the implementation of projects.

B. The Programme Components: Gains and Constraints

1. Sustainable Agriculture Development (SAD)

- Upper level implementers believe that SAD will definitely be the legacy of the UDP. Observed changes were enumerated which include: changes in the landscape; increase in the level of agricultural awareness and knowledge; change in attitude towards traditional farming ways; increased social skills in negotiation, leadership, decision-making, and in communication.
- The integration of land use planning, although not true to all upland communities, finds its way in the community development plans.
- Better-educated farmers can readily learn and adopt SAD technology. The low educated beneficiaries are reluctant and refuse to immediately adopt the suggested ways. A large number of upland farmers are still in an ambivalent stage--weighing the potential gains and losses, observing

results, and needing more evidence to warrant their acceptance.

- The STOP (Slope Treatment-Oriented Practices) is acknowledged as a simple technology but farmers were reluctant to implement. The reluctance was believed to stem from the introduction of STOP as a replacement for contouring requirement when farmers have already spent considerable effort and time contouring their farm.
- The long delay on the review and proposal acceptance taxed the patience of farmers and agricultural technicians alike.

2. Resource Management (RM)

- Gains observed under this component include high awareness on the importance of protecting watershed areas; integration of watershed protection measures in the community development agenda; adoption of land use planning in land use management; promulgation of ordinances promoting the practices of water conservation measures; and adoption of practices to protect watershed areas.
- Problems encountered during the implementation of resource management projects and activities emanate from two sources: community members and community-based implementers.

Beneficiary-related problems refer to conflict involving boundary delineation; non-attendance to meetings and trainings; persistence of some farmers especially the non-beneficiaries to continue the “slash-and-burn” practice and the illegal cutting of trees; and the continued adherence to agricultural practices inimical to conservation and preservation of resources.

- Problems related to UDP management include: frequent and untimely change in policies and assistance requirement; delay in the approval of

proposal and in delivery of inputs from both LGU and UDP; and inadequate resources to successfully implement the program and projects.

3. Community Institutional Development and Extension (CIDE)

- Trainings and capability-building activities under this component are believed to have enriched learning experiences; enhanced and strengthened knowledge; built confidence of both farmer beneficiary and agricultural technicians; and promoted closer ties.
- Gains in knowledge and skills cover a wide range of subject matters, among others: cooperativism, volunteerism, leadership, conflict management, and networking.
- Visible community involvement and participation is seen in watershed management.
- Efforts of CIDE which have resulted to tangible group formation are on networking and organizing. The formation of the Upland Community Organization (UCO) under the umbrella of the Upland Barangay Association is considered a salient gain in community organizing.
- However, this component garnered the most problems according to the perception of implementers, notably in the areas of low attendance in meetings, political conflict among community leaders and poor commitment and work ethics of selected agricultural technicians.
- The poor attendance in meetings are caused by several reasons: farmers' priority is work in order to have food on the table, negative views and attitude still pervade the mindset of some farmers, and their beliefs that the new technology involves great risks.

- Another problem-inducing situation is political turn-over. The newly elected local executives who replaced a project-friendly mayor or a barangay chairman may not be as committed as their predecessor.
- In spite of the success in the formation of core groups (UBA and UCO), implementers were divided on their assessment of UBAs performance because a number of UBAs are successful and operational while an equal number are considered as failure.
- Barangay Extension Workers (BEWs) are adjudged in an unfavorable light by a considerable number of implementers; they have unsatisfactory performance and need to be motivated to perform their tasks.

4. Rural Financial Services (RFS)

- Implementers are in agreement that RFS is a difficult component to implement.
- Farmers continue to access loans from traders, cooperatives, financiers, storeowners, and affluent neighbors.
- Promotion of micro-enterprise does not work well with upland farmers.
- The predominant implementers' consensus is that the savings and loan groups did not flourish. Collection problem is one deterrent for a successful operation of savings and loan group.
- The requirement to put up savings for six months before one can avail of a loan proved to be difficult to comply.
- Implementers also observed the discouragement of Partner Financial Institutions (PFIs) in RFS. A handful of PFIs had withdrawn their support to this component because of poor return of investment and because of the high risk involved in financially supporting farm production.

5. Marketing and Enterprise Development (MED)

- Market linkages were established; linkages with producers' group, traders (suki), line agencies (e.g. DA), financiers, cooperatives, plantations, and the creation of Bagsakan Centers.
- Market information is supplied by various sources: radio programs, mobile phones, and word of mouth. The latter includes information obtained from traders, businessmen, fellow farmers, and public transportation drivers. Written information are posted on bulletin boards in some barangay halls or bagsakan centers.
- Farmers still rely on their "suki" as source of information and of loan. This component failed to reduce farmers' dependence on their suki.

6. Agricultural Infrastructure Support (AIS)

- The preventive maintenance scheme has its positive and negative results.
- Preventive maintenance in quite a number of upland communities' works well, is highly operational, and considered cheaper than road rehabilitation. Non-intervention areas had replicated this activity.
- Gains are seen in reduced transport cost of agricultural products, generation of employment to community members, and in increased social responsibility of community members.

Moreover, acquired knowledge about road maintenance technology is an add-on gain.

- Problems arising from road maintenance include delayed payment of maintenance crew and laborers' wages.

- Another project of Agricultural Infrastructure Support which has a tremendous impact is the establishment and provision of water system.
- Establishment of water system is integrated into the community development agenda. Policies for maintenance were formulated.
- Three areas in which these infrastructures support manifested considerable impact are the areas of health and hygiene, household tasks, and increased agricultural production.
- Impact of access to safe potable water resulted to less incidence of water-borne diseases (e.g. diarrhea), better hygiene, and reduction of skin diseases.
- Impact of household tasks takes the form of reduced time needed to fetch water; women tend to do laundry more often, and lessened the burden of domestic tasks.
- The easy access to water afforded more time for upland people to work in the farm, to do backyard gardening, and to raise livestock and poultry.

Implications and Recommendations

This evaluation component investigates the perspective of implementers. Admittedly, their biases are expected to predominate in their responses, yet they can be candid in enunciating observations in the field. Moreover, gathering data from both the upper level and community-based implementers somehow balances biases from both sides.

The findings focus on perceived gains and constraints as well as realities in the implementation of UDP programmes in upland communities. Divergent views and perspectives were collated to get commonality of observation.

The UDP had placed a great premium in partnership and linkage building. Considerable efforts and resources were put into the endeavor; and indeed the observed gains are manifold.

Overall, UDP programs and projects were welcomed with enthusiasm, optimism and hope. Pledges of commitment and support from local governance were readily given. Upland community inhabitants, inspite of those subgroups that had misgivings, fear, and doubts, enthusiastically took on the UDP programs and projects.

The partnership flourished with the infusion of trainings, education-information, and delivery of assistance. The UDP, on their part, kept on track the mandates of the program: benchmarking and experimenting models, keeping and monitoring the participatory community-based approach in all activities, and to top it all, fulfilling the prescribed and expected outcomes/results as stipulated in the log frames.

Balancing all these mandates is a difficult act and UDP had to maximize resources and partner's contribution too. Snags in partnership can surely slow down activities and in some instances act as constraints in the implementation.

On the basis of implementers' observations, partnership with community members, with LGU and line agencies, with the business sector and with civil society had no doubt been established. However, sustainability and institutionalization of such partnership is debatable. The working relationship borne out of such partnership is described as "fragile," not anchored on partners' organizational system. The implementers' consensus is that the partnership and development models which had been tried and tested will not flourish once UDP takes its bow.

The consensus has a pessimistic undertone, one that breeds dependence on UDP and underestimates the resiliency of upland peoples.

UDP has sown so many seeds of goodwill, of development efforts, and of knowledge. Granting that some of these good seeds have gone to waste, their growth smothered by weeds, nevertheless a great many will grow and bear fruit which will benefit upland communities.

UDP management has flaws and these were usually highlighted in implementers' responses. Certainly, problems with local governance and with upland community members were numerous, and were impediments in program implementation.

One of the major flaws in UDP management pointed out by community-based implementers was the propensity of management to change policies and procedures midway during the implementation of certain projects. Frustration and confusion of farmer beneficiaries, especially on policies related to accessing development inputs or policies on requirements for community to be granted assistance, resulted to dampening of interest and enthusiasm and loss of trust and confidence.

To look at the management side, the changing of policies may be viewed in terms of cost effectiveness and on the necessity to change if the methodology evinced no return of investment. Premised on the thrust of model-building, testing, and fine-tuning, the changing of policies and procedures is imperative from the perspective of management. However, to change with no allowance or no tangible manifestation that the model does not work is difficult for beneficiaries to understand and to accept.

This reality implies certain things: lack of widespread information especially for those who are affected and the arbitrariness of the changes with disregard to the efforts and time spent by farmer-beneficiaries and community implementers.

Notwithstanding the downside in management, the data provide evidence on the changes that UDP programme had made possible in the upland communities and the people. The change in landscape, in social relationships, in knowledge and awareness, in agricultural practices, and in the mindset of local executives and leaders is palpably observed and noted.

All these gains cannot be achieved without pain, effort, and compromises. The six components provided pathways by which the aims of UDP had been realized.

The programme components that made great impact are the sustainable agriculture development, resource management, community institutional development and extension, and agricultural

infrastructure support, on the lives of upland people. It cannot be said that the other two, marketing and enterprise development and the rural financial services, had not made contributions. They have had a fair share of contribution, only they pale in comparison with the impact made by the other components.

The implementers had known and acknowledged the problems and constraints in the areas of economic, social, cultural, and political. Somehow, management and implementers were able to handle and manage these problems.

In the final analysis, has UDP been able to develop a replicable model for sustaining upland resource base and improving the quality of life of upland communities and people?

The data from the perspective of implementers indicate an affirmative response. Regrettably, no clear articulation of the model was enunciated, rather one can glean from projects implemented, from various programme components, from gains and constraints identified that indeed UDP had made a great headway in resource base management and introducing various technology to promote and preserve the upland resources.

In the context of the preceding explanations, the following recommendations are enumerated for potential consideration:

- Documentation of best experiences/practices and lessons learned and to present them in a popular version.
- Description and enumeration of various models, its individual strengths and weaknesses and the context in which the model has been proven to work well.
- Feedback to the LGUs on lessons learned and programmatic problems encountered. These will serve as guidelines on how to ensure successful implementation of programs.