

Memorandum Circular
No. 20
November 05, 1992

Subject : Implementing Guidelines for the Awarding, Monitoring and Evaluation or Community Organizing Contracts for Forest Land Management Agreement (FLMA)

Sec. 1. Basic Policy. In accordance with the provisions of DAO 32, Series of 1992 and in order to effectively implement the social preparation component of FLMA, the Department of Environment and Natural Resources (DENR), in its pursuit for economic growth through long term development, management, and sustainable use of resources, affirms the vital role of partnership between communities and the government in the formulation, planning and implementation of its programs and projects. It is recognized that communities have the basic right to organize with the principal objective of harnessing individual capabilities shall be employed as a strategy for facilitating people's participation in activities fostering community development.

Sec. 2. Objectives of Community Organizing in FLMA Projects. Community organizing shall be an Integral approach in the implementation of FLMA with the following objectives:

- 2.1 To involve the community in all stages of forest development and management;
- 2.2 To foster and establish strong and sustainable community organizations which shall directly develop, rehabilitate, conserve and manage forest resources;
- 2.3 To recognize, harness and broaden community capabilities in natural resource management;
- 2.4 To generate and utilize community knowledge and skills in project management, and
- 2.5 To promote cooperation among all entities involved in forest resources development and management which will guide the long-term viability and sustainability of community-based DENR projects.

Sec. 3. Definition of Terms. For purposes of this Memorandum Circular the following terms are defined as follows:

- 3.1 **Capsule Proposal** - refers to a 1-2 page summary of a set of proposed CO activities to be undertaken by an NGO using the format referred to in Annex A.
- 3.2 **Community** - refers to people residing within or adjacent the FLMA site and committed to develop, maintain and protect the site.
- 3.3 **Community Organizing (CO)** - refers to the processes and activities aimed at developing and strengthening the capabilities of the Forest Land Managers (FLM) in planning and implementation of the development and management of their forest resources.
- 3.4 **Core Group Members** - refers to the target participants who are competent, open to learning experiences and to the possibilities of change, concerned about the welfare of their community and its members, respectable, and recognized the potentials of an organized people.
- 3.5 **FLM Area** - refers to an existing reforestation area where the planted trees have been found, through an evaluation by DENR with appropriate consultation with the community, to have attained height, planting density and survival standards as prescribed in the DENR Technical Guide on Contract Reforestation, and declared to be suitable and qualified for an FLMA grant. It shall also refer to sites which shall be covered by the Comprehensive Site Development and Management (CSDM) contracts as defined in DAO 32, Series of 1992.
- 3.6 **Forest Land Management Agreement (FLMA)** - refers to a contract between the DENR and a family or an association that is duly organized by bona fide residents of the community where the FLMA area is located. Among others, the FLMA grants them the sole and exclusive privilege to develop and manage said area, harvest and utilize its products for 25 years, renewable for another 25 years, with the obligation to pay production share to the government equivalent to the cost invested in reforesting the area, pursuant to DENR Administrative Order No. 71, Series of 1990, as amended.
- 3.7 **Indigenous Cultural Community (ICC)** - refers to a group of people sharing common bonds of language, customs, traditions and other distinctive cultural traits, and who have since time immemorial, occupied, possessed and utilized a territory (RA 7586).

- 3.8 **Monitoring and Evaluation (M&E)** - refers to the continuous review over the implementation of CO activities to ensure that work schedules, targeted outputs and other required action are proceeding according to plan. M&E determines as systematically and objectively as possible the relevance, effectiveness and impact of activities in the light of their objectives.
- 3.9 **Non-Government Organization (NGO)** - refers to a social development agency guided by principles of equity and environmental sustainability, has the capability to develop people's organizations, and which has a track record of accomplishments in community and environmental development.
- 3.10 **Quarterly Commitment Plan (QCP)** - refers to a periodic set of activities and outputs which the NGO contractor will implement and attain within the indicated period. (See Annex C for format).
- 3.11 **Sketch Map** - refers to a top view representation of the project area which may not be drawn to scale.
- 3.12 **Social Investigation (SI)** - refers to the process of obtaining and organizing information needed for project planning, implementation and evaluation. It shall also refer to a continuing activity for raising awareness and community mobilization.

Sec. 4. Entities Qualified for Community Organizing. People living in the community as defined in this circular as of December 31, 1988, including families who have chosen to become permanent residents of the community since then. Where an exceptionally large barangay or several barangays are involved the target participants shall be those household who actually derive direct benefits from the project area. Priority should be accorded to the ICCs in cases where they are residing within or adjacent to the project site.

Sec. 5. Criteria in the Selection of NGO. The following are the general criteria to be used in the selection of the NGO contractor for CO:

- 5.1 At least three (3) years of experience in community organizing.

In case of NGOs with less than three (3) years actual CO work, a Second Level Accreditation Certificate from the NGO Desk Central Office shall be required.

- 5.2 DENR accredited.

- 5.3 **Track record in project development and management with technical, managerial and financial capabilities.** Financial capability shall be gauged on the NGO's assets which shall be equal to at least ten per cent (10%) of the total CO project cost as indicated in an audited financial statement for the year immediately preceding the FLMA CO project.
- 5.4 **Access to and linkage with other resource agencies and institutions.**
- 5.5 **Proximity to the community or possesses the capability, commitment and willingness to continue their work in the FLMA site as needed.**
- 5.6 **Likelihood of compatibility with the community.**

Sec. 6. Selection and Awarding Process. All Regional DENR Offices through the National Forestation Program (NFP) Steering Committee shall create a Selection Committee which shall be composed of the following:

- 1. **Regional Technical Director for Forestry (RTD-F) - Chairman**
- 2. **Provincial Environment and Natural Resources Officer (PENRO) concerned - Vice-Chairman,**
- 3. **Community Environment and Natural Resources Officer (CENRO) concerned - Member,**
- 4. **Regional Liaison Officer (RLO) of the NPCO - Member, and**
- 5. **Regional NGO Desk Officer (RNDO) - Member.**

The following are the Selection and Awarding procedures for Community Organizing:

- 6.1 **The NFP Steering Committee of the DENR shall cause semi-annual publication for three (3) consecutive days each in three (3) nationally-circulated newspapers a general invitation for NGOs to pre-qualify for the implementation of the CO contract for FLMA.**
- 6.2 **The Selection Committee shall cause notices of invitation stating the criteria to qualify for the provision of CO services in particular FLMA sites. These notices shall be published in a locally circulated newspaper at least three to four (3-4) weeks before a set deadline for submission of documents.**
- 6.3 **The Selection Committee shall give at least a week's prior notice to all qualified NGO applicants to join a group ocular inspection of the proposed site.**

- 6.4 The NGO applicants shall submit a capsule proposal a week after the group ocular inspection.
- 6.5 The Selection Committee shall interview the NGO applicants who submitted the capsule proposals.
- 6.6 The Committee shall then evaluate the capability of the NGO applicants to provide community organization services as indicated in their capsule proposal and the results of the interview. It shall then prepare a short list of qualified NGOs within a week after the interview. The shortlisted NGOs shall then be notified to prepare within four (4) weeks a project proposal (see Annex D for format) for presentation to the Committee.
- 6.7 The Committee shall evaluate the project proposals and select the most qualified NGO.
- 6.8 The Committee shall notify the selected NGO for contract signing.

Sec. 7. Preparation and Signing of Contract. After notification of the selected NGO contractor for CO by the Selection Committee, the PENRO concerned shall, within five (5) working days, prepare a contract. This contract shall be subjected for review and signature by the NGO within three (3) working days. The RED shall represent the DENR as signatory to the contract.

Sec. 8. Notice to Proceed. The PENRO concerned, authorized by the RED, shall issue a notice to proceed in favor of the NGO contractor within five (5) working days after signing have been completed and the contract shall have been notarized and approved by the Commission on Audit (COA) and availability of funds certified by the appropriate DENR officer.

Sec. 9. Contracting Process in Community Organizing. Community organizing contract shall be done in two (2) phases (see Annex E). Phase I which covers a maximum period of three (3) months, shall focus on the following activities:

- 9.1 gathering of sufficient information through appropriate Social Investigation processes in order that the management strategies and other activities for FLMA are in accordance with the prevailing situation in the project;
- 9.2 identification of possible FLMA participants; and

9.3 conduct of Information and Education campaign.

In particular, the comprehensive report detailing the Phase I activities shall be used to identify the future directions of community organizing activities to be conducted in the Phase II. (See Annex B for the outline).

Phase II which shall cover a period of twenty-one (21) months, shall focus on organization and capability-building activities such as leadership skills development, project planning and management, and financial management.

The summary of cost ceilings for Phase I and II activities are presented in Annex F.

The NGO contractor may recommend the non-implementation of FLMA in that particular site due to reasons beyond the control of either or both the contractor and the DENR, i.e., peace and order situation, unstable political situation and poor site conditions.

The DENR shall validate the above cited reasons to decide whether to continue FLMA in the particular site or not. When the decision shall be to continue with FLMA, the NGO contractor shall automatically proceed to Phase II.

An NGO may be awarded with additional CO contracts depending on its qualifications as defined in Sec. 5.0 hereof, and its competence and capability as indicated by:

1. More than 5 years of experience in CO work.
2. Presence of on-going CO program in sites other than DENR projects.

Sec. 10 Monitoring and Evaluation. The PENRO concerned shall create a Validation and Assessment (V&A) team, to be composed of a CENRO and a PENRO representatives. The team shall conduct quarterly validation and assessment of Phase II activities undertaken by the NGO contractor in response to the submitted progress billings. The NGO contractor in response to the submitted progress billings. The NGO contractor shall provide the DENR a copy of its Quarterly Commitment Plan (QCP) at the beginning of every quarter which shall serve as the basis for V&A. The proposed community organizing activities to be included in the QCP are summarized in Annex G.

The concerned DENR Regional Offices shall create one or more Monitoring and Evaluation (M&E) Committee(s), composed of representatives from regional DENR divisions. The committee will be chaired by the Regional ISF Division, and will

have the following division representatives as members: Planning and Management, Forest Resources Development, Regional NGO Desk Officer (RNDO), and the Assistant Regional Liaison Officer (ARLO). The M&E team will determine the extent with which the NGO contractor have attained the targets specified in its contracts and to identify implementation problems that need to be addressed. M&E shall be conducted at the end of Phase I, and at the 6th, 12th and 18th months and at the end of Phase II. The M&E team shall submit their reports to the Regional Executive Director. The RED shall then inform the concerned NGO contractor of the results of the M&E in writing. A summary of the M&E reports shall be submitted to the NFP Steering Committee Chairman.

Sec. 12 Performance Bond. The NGO contractors for Phase I and II shall post performance bonds callable on demand equivalent to 10% of their respective contract price for the duration of the two (2) phases as stipulated in the contract.

Sec. 13 Disbursement of Funds. Upon receipt of the billing and validation and assessment report, PENRO shall promptly disburse the approved amount based on the quarterly schedule of payment attached to the contract. Funds for this purpose shall be charged from the ADB-OECF 200-6 released to each respective PENROs.

Sec. 14 Supplemental Rules and Regulations. The Undersecretary for Field Operations, upon the recommendation of the RED shall formulate rules and regulations as may be necessary to actively carry out the objectives of this Circular. Additionally, the RED may promulgate supplemental rules and regulations which apply to a particular region. Provided such rules and regulations shall be in accordance with this Order and duly noted and approved by the Undersecretary for Field Operations.

Sec. 15 Repealing Cause. The provision of previous memorandum circulars inconsistent herewith are hereby repealed or amended accordingly.

This Order shall take effect immediately.

ANGEL C. ALCALA
Secretary

Recommending Approval:

RICARDO M. UMALI
Senior Undersecretary for Field
Operations

FORMAT FOR CAPSULE PROPOSAL

Project Title:

Proponent:

Duration:

Rationale:

Brief Description of Project Area:

Objectives/Strategies:

Expected Output:

Methodology:

Budgetary Requirements:

PHASE I REPORT OUTLINE

Hereunder is the suggested outline for Phase I report:

- A. Title of the Report
- B. Introduction
 - 1. Location and accessibility
 - 2. History of the area (if available)
 - 3. Purposes/Objectives

- C. Brief background situationer

(The following information are secondary data that can be found in census and other statistics, government registries and records, development plans, project accomplishment reports and other government documents.)

- 1. Biophysical characteristics
 - a. Terrain
 - b. Soil
 - c. Climate
- 2. Biological conditions
 - a. Land-use pattern
 - b. Crop grown and cropping pattern
 - c. Livestock raised
 - d. Vegetation types/conditions
- 3. Other important considerations
 - a. Water resource
 - b. Availability of seeds/planting materials
(agricultural crops/forest-tree species)
- D. Information and Education Campaign Activities

E. Socio-Economic Setting

1. Demographic characteristics and age distribution
2. Off-farm income sources
3. Labor availability and distribution *
- labor profile
4. Transport facilities
5. Market and credit availability
6. Cooperatives and other organizations
7. Size of landholdings
8. Land tenure status
9. Social services

F. Cultural Setting

1. Migration and ethnic groupings
2. Ethnicity and preferences with regard to crops
and livestock
3. Leadership patterns
4. Conflict management
5. Customs and traditions related to agroforestry
6. Rights and obligations with regard to sex, age,
and groups
7. Peace and order situation
8. Prevailing attitudes and beliefs
9. Development perceptions

G. Analysis and Diagnosis of Problems and Opportunities

1. Spatial patterns - includes sketch maps of soil, slope, land-use, settlement, and drainage patterns, vegetation cover and other land features which draw relationship patterns.
2. Temporal patterns - includes climatic and cropping patterns, socio-economic variables, periodical relationship which reveal problems and opportunities.
3. Flow patterns - includes major products in the areas as well as its flow points, availabilities, equities, consumptions, productivity and income opportunities.

4. Decision patterns - includes decision-making processes/flows affecting upland cropping such as long term production and conservation-oriented practices.

H. Observed Problems/Opportunities and Recommendations

I. Attachments

1. Process documentation (include only the highlights of activities under taken)
2. Resource inventory sketch maps
3. Sample survey form
4. Information and education campaign materials
5. Photos