

## Comprehensive government programs for indigenous peoples in the Philippines



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### ABSTRACT

This mixed-method study explores government programs aimed at the development of indigenous peoples (IPs) in Panay Island, Philippines. The research examines the socio-demographic profile of IPs, their level of awareness, satisfaction, and attitude towards government programs. It also investigates the significant relationships between the level of awareness, satisfaction, and attitude of IPs towards these programs. Additionally, the study identifies the challenges encountered by the government and IPs in implementing development programs through interviews. Quantitative data were collected using a questionnaire with field inquiries. The results reveal that IPs in Panay Island are comprised of two major ethnic groups. The majority of IPs are married, have an elementary level of education, are in their fifties, self-employed, and hold temporary land status with minimal earnings. IPs demonstrated moderate awareness of Republic Act 8371, their rights to the ancestral domain, the rights of women and children, cultural integrity, and their right against discrimination, as well as other government programs addressing health and gender issues. The level of awareness towards government programs was associated with variables such as sex, income, educational attainment, and employment status. Satisfaction levels varied according to the province of residence, land status, and ethnic group. IPs generally welcome government support and interventions, particularly in the titling of their ancestral domain, but exhibit reservations regarding their customary practices and beliefs. Attitudes toward the government were influenced by variables such as sex, age, educational attainment, income, province of origin, land status, and ethnic group. Significant correlations were found between awareness, satisfaction, and attitude. Insufficient fund allocation was identified as a hindrance to the implementation of government programs.

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### 1. Introduction

In recent decades, there has been a growing global emphasis on addressing the challenges faced by indigenous peoples (IPs). This has resulted in the adoption of dedicated instruments that specifically target the rights and concerns of IPs. Furthermore, older human rights instruments have been reinterpreted in light of IPs' demands, contributing to the emergence of a refined framework of international law that comprehensively addresses their issues. Nevertheless, despite significant

progress in recent times, IPs still endure various types of human rights violations (Inman, 2016).

Paulson et al. (2012) argued that despite a discernible shift towards the incorporation of indigenous rights and IPs' representatives within the conservation equation, many challenges to full participation still exist for both IPs and other local resource users who may be affected by conservation governance decisions. Oftentimes, IPs uphold their cultural and social uniqueness, and social, economic, cultural, and political institutions, by detaching from the main or bigger society or culture (Shaffril et al., 2020).

IPs as a term is contentious. The fact remains, however, that the individual and collective rights of people who self-identify as IPs are being violated on a daily basis (Lynch, 2012; Richards, 2005; Horn, 2018). All too often, their territories are sacrificed and expropriated for state-sponsored development and corporate projects that lead to gross and wide-

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scale violations of their collective rights, especially regarding their lands, territories, and resources (Thresia et al., 2022).

In Asia, almost all of the states voted for the adoption of the United Nations Declaration on the Rights of IPs (UNDRIP) on September 13, 2007, however, many refuse to respect and implement the IPs' collective rights, especially their lands, territories, and resources and to self-determination (Thresia et al., 2022).

As a culturally diverse nation, the Philippines is home to between 14 and 17 million IPs from 110 different ethnolinguistic groups, primarily concentrated in Mindanao (61%), Northern Luzon (Cordillera Administrative Region, 33%) and with some groups also present in the Visayas region (Cuaton and Su, 2020) underlined that many of these IPs can be found in remote forested and hilly uplands.

The 1987 Constitution of the Philippines marked a sea change in the State's recognition of the rights of IPs (Doyle, 2020). Although some IPs may have overcome the great barrier to achieve great things for their communities, there are still many of them who are disadvantaged in our country. One of the main issues faced by IPs is related to the status of their land. Most of them settled in areas that are partially given the recognition of officially or rightfully belonging to them. In addition, the severe repercussions of climate change are thought to be one of the primary factors driving this issue (Maldonado et al., 2016). Another main issue is the increasing need to support the indigenous systems for resilience and livelihoods, Mika et al. (2022) highlighted the need to create effective Indigenous enterprise and entrepreneurship frameworks that can be used to facilitate partnerships between businesses and Indigenous communities. Duarte and Krajsic (2015) required a very different approach to conventional business development because of diverse world views, unequal power relations, and complex cultural and social connections. Despite growing calls for social policies and services to become more "evidence-based," most programs for Indigenous families or communities have little evidence for their effectiveness (Luke et al., 2022). Relatively few programs or services have published evaluations of their outcomes and even fewer have done so using methods that can reliably indicate whether a program is having the intended effect, how much of an effect it has, or whether any observed results can be attributed to the program and not to something else (Godoy et al., 2005).

There are several reasons for this dearth of evidence. Evaluations of social programs are rarely straightforward, especially when the programs address community-wide issues, tackle complex or entrenched problems, or where the relationship between cause and effect, action and outcome, is poorly understood or changes according to circumstance (Gamil and Abd Rahman, 2023); as cited Muir and Dean (2017), thus, this study is conducted to determine IPs' and Indigenous

Communities' satisfaction towards government programs.

## 2. Research methods

The researcher utilizes a mixed-method research study. A mixed-method study is one in which the researcher incorporates both qualitative and quantitative methods of data collection and analysis in a single study. This type of study enables a policy researcher to understand complex phenomena qualitatively as well as to explain the phenomena through numbers, charts, and basic statistical analyses. A multi-method approach to policy research holds potential, according to Malina et al. (2011). The mixed-method study was further used by many other social science scholars such as Abowitz and Toole (2010) and Doyle et al. (2009).

The questionnaire and respondent interviews were combined as part of a descriptive correlational research design for the study. This study used a quantitative-qualitative methodology since it was thought that this approach would be most effective in achieving the study's goal. The quantitative component determined the socio-demographic profile of the respondents, the implementation of the government programs, and the awareness and satisfaction of the IPs towards the government programs. To complement the quantitative data, the qualitative component determined the problems encountered in the implementation of the government programs and open-ended questions based on the research instrument used in the study, secondary data from the National Commission for IPs Region VI on the government programs, and a report was also acquired in support to the quantitative and qualitative data. The descriptive method of research is defined as involving the collection of data to test hypotheses or to answer questions concerning the current status of the subjects of the study. It aims to describe the nature of a situation as it exists at the time of study and to explore the causes of particular phenomena (Williams, 2011). This study involved the scrutiny of the Philippine government programs for the IPs and their implementation in accordance with the IPs Rights Acts and the satisfaction of the IPs towards those programs.

Table 1 shows the distribution of household population in the provinces of Iloilo, Antique, Aklan, and Capiz, Philippines.

**Table 1:** The distribution of samples per province

Province	Total household population	Sample size
Iloilo	11,984	220
Antique	2,204	41
Aklan	3,723	68
Capiz	4,350	80
Total	22,261	409

The study was conducted in 409 households in the different Indigenous Cultural Communities (ICCs) in the provinces of Aklan, Antique, Capiz, and

Iloilo. Aklan is referred to as Panay Island in Western Visayas, Philippines. The subjects of the study were the members of ICCs which are composed of the registered IPs' communities in Panay Island based on the NCIP data, also included were the IPs who are residents and members of the ICCs in Panay Island. The respondents were the 409 household heads of ICCs proportionately distributed in Panay Island. The leaders were the key informants and respondents of the study.

Table 2 shows that out of 409 household heads, the majority (54.8%) of the respondents were males, while 45.2 percent were females. Most (86%) were married because the focus of this investigation was household heads; approximately ten percent (10.7%) and three percent (3.2%) of the respondents were singles and widows respectively. There were respondents who were single because they were the sons or daughters authorized by their parents to represent their households. A little more than one-third (37.7%) were elementary level; a little more than one-fifth (21.8%) were high school level; approximately twenty percent had no formal education; approximately one-fifth (19.3 percent) were college level. The majority (59.7%) of the respondents were self-employed; almost one-fourth (23.5%) were on job order/contract and approximately four percent were unemployed. The results showed that most of the IPs were self-sustaining and industrious in carrying out the daily needs of their family. They were indulged in works like "habal-habal" driving, vending, broom making, charcoal making, and working as daily wage laborers. It is worth noting that the percentage of the IPs who were unemployed was very minimal. According to some respondents, their unemployment does not mean that they were not earning, because the alms given to them by non-IPs are also products of their effort.

A greater number (31.8%) of the respondents were in their fifties, and very few (2.9%) of them were below twenty years old. The majority (58.9%) of the ICCs/IPs had families consisting of at most five to six members, and a few (11.7%) had small families consisting of not more than four members. Almost half (45.2%) belonged to the middle-income bracket that ranges from PhP 3,001.00 to PhP9,000.00; almost one-third (32.5%) had the lowest monthly income of at most PhP3,000.00; approximately (14.9%) fifteen percent had an income of at least PhP9,001.00 to PhP15,000.00; few of them (7.3%) had the highest income of at least PhP15,001.00. The average income of the ICCs/IPs was PhP6,896.00. The results of this study imply that IPs were self-sustaining. Results can be affirmed through the observation of Capistrano (2010) that poverty reduction demands not only improved and sustained economic growth but ensuring that IPs' communities participated in and benefit from that growth. Oftentimes, however, resources are viewed from a narrow economic perspective—where goals are measured in terms of income, minimum basic needs, gross domestic product, etc. The initiatives of

IPs moved beyond the basic need approach to a rights-based approach where solutions to poverty are measured in terms of giving the appropriate responses needed by the marginalized group.

**Table 2: Profile of IPs**

Profile	Frequency	Percent
<b>Sex</b>		
Female	185	45.2
Male	224	54.8
Total	409	100
<b>Civil status</b>		
Single	44	10.7
Married	352	86.1
Widow	13	3.2
Total	409	100
<b>Highest educational attainment</b>		
No formal education	87	21.3
Elementary	154	37.6
Secondary	89	21.8
College	79	19.3
Total	409	100
<b>Employment status</b>		
Unemployed	17	4.2
Contractual	96	23.5
Self-employed	244	59.6
Employed	49	12.0
Retired	3	.7
Total	409	100
<b>Age</b>		
20 and below	12	2.9
21 to 30	66	16.1
31 to 40	89	21.8
41 to 50	111	27.1
51 and above	130	31.8
Sub-total	408	99.8
No answer	1	.2
Total	409	100
<b>Household size</b>		
4 and below	48	11.7
5 to 6	241	58.9
7 and above	109	26.7
Sub-total	398	97.3
No answer	11	2.7
Total	409	100
<b>Monthly income</b>		
3000 and below	133	32.5
3001 to 9000	185	45.2
9001 to 15000	61	14.9
15001 and above	30	7.3
Total	409	100.0

A researcher-made questionnaire was used to elicit information from the IPs-respondents. Structured questionnaires include pre-coded questions with well-defined skipping patterns to follow the sequence of questions. The quantitative data collection part used structured questionnaires.

The questionnaires for the respondents were written in a language they fully understood to elicit truthful and appropriate answers. Questionnaires were explained in detail prior to the administration with the assistance of an interpreter in every province. To ensure the validity of the research instrument distributed to IPs-respondents, the questionnaires underwent content validation by the panel of experts composed of language teachers and the researcher's advisory committee in a method suggested by Yusoff (2019).

The research instrument composed of five parts was utilized in this study. Part 1 is for the socio-demographic profile of the respondents; Part 2 is composed of 15 questions on awareness of ICCs/IPs towards government programs; Part 3 is composed

of 15 questions on the satisfaction of ICCs/IPs towards government programs; Part 4 is composed of 15 questions on attitudes of ICCs/IPs towards government programs; and Part 5 includes the problems encountered by the IPs in the implementation of government programs.

The experts simply supplied alternative “yes” or “no” answers on the validity of the questionnaires. Items with affirmative responses were included in the final questionnaire while those with negative responses were either modified or revised.

The instrument was subjected to item inspection or face validation by the same group of experts. Each juror determined the relevance of every item using the following responses: “Very Relevant” (VR), “Relevant” (R), and “Not Relevant” (NR). Consolidation of results followed, then, the agreement ratio was computed. Items with an agreement ratio of .80 and above were included while items with an agreement ratio of below .80 were discarded. Recommendations were incorporated which improved the questionnaire.

After the validity test, the self-structured questionnaire was then subjected to reliability testing and the results showed strong reliability for the questionnaire on awareness (Cronbach alpha=0.967) and satisfaction (Cronbach alpha=0.842). The questionnaire on Attitude is found to be moderately reliable (Cronbach alpha=0.701).

The study utilized a multistage sampling, where all provinces in Panay Island were considered. In Stage 1, out of the four provinces in Panay Island (Aklan, Antique, Iloilo, Capiz), convenience sampling was done to identify the towns with IP communities which are accessible to motor vehicles and non-hostile areas. For Stage 2, out of the ICCs selected, the households were randomly picked from the list of households provided by the ICC leader. A total of 409 households representing a total of 22,261 ICCs/IPs households in Panay Island (as per data provided by NCIP Region VI) became the focus of the investigation. The sample size of ICCs/IPs household respondents was determined using Cochran’s formula integrated into a Microsoft Excel file. The actual sample size was proportionally allocated per province. The gathered data were subjected to statistical treatment. Descriptive and inferential statistics were utilized in the analyses of the data obtained from the survey. Frequency counts, means, and standard deviations were the descriptive statistical tools used in the study. Frequency count was used to determine the number of responses that fell in every category. The percentage count was used to reflect the frequency distribution of the number of responses that fell in every category. Categories of responses and participants’ views were prepared based on commonality/variations in content. The qualitative data were used mainly for description, discussion, and interpretation. The collected and categorized data were analyzed using descriptive and inferential statistics.

The mean was used to assess the level of implementation of the government’s programs and

the awareness, satisfaction, and attitude of the IPs towards the government programs. Moreover, the standard deviation was used to determine the homogeneity or heterogeneity of the respondents’ responses while the ranking was used to determine the order of the problems encountered in the implementation of the government programs from the perspective of the government and the perspective of the IPs for their development as well as their ICCs. For the test of a relationship, Spearman-Rho and Chi-Square was used to determine if there is a relationship between awareness, satisfaction, and attitude of the IPs towards government program while for the test of significant differences, non-parametric statistical tools like Kruskal-Wallis Test and Mann-Whitney U Test were employed. Lastly, the data were computer-processed using the IBM Statistical Package for Social Sciences (SPSS).

### **3. Results and analysis**

#### **3.1. Government programs, their status of implementation and availment, and the budget allocation**

##### **3.1.1. Agenda on IPs’ lands, territories, resources, and development aggression**

The focus of this program was on Negros Occidental and Negros Oriental, but the status of titling services in Panay Island is continuously conducted and ongoing. This is the reason why some of the IPs’ territories are in the social preparation stages; some are in the ancestral domain delineation stage; and there are already Certificate of Ancestral Domain Titles (CADT) awarded to different ICCs in Panay Island. Large-scale mining in IPs’ territories in Panay Island and development aggression were not the priority concerns except for the IPs in Boracay Aklan who were ousted several times from their land until they were given a domain of their own.

##### **3.1.2. IPs agenda on human rights, militarization, and peace**

As to human rights, militarization, and peace, the NCIP had an ongoing Ancestral Domain Sustainable Development and Protection Plan (ADSDPP) which is a long-term plan to strengthen the IP communities and poverty alleviation, environmental protection, cultural integrity, and lasting peace. In an interview conducted by the researcher with the respondents coming from Tapaz and Jamindan, in the province of Capiz, problems in militarization and paramilitary problems were no longer the issues or concerns of the community at the moment because of the ceasefire between the government and the left wing, unlike before when there were strong clashes between the military and the leftist groups in the said areas. The human rights violations on IPs were not prevalent, except in a case in Malay, Aklan

province in 2013, which up to now the community is crying out for justice for the loss of their active youth leader.

### 3.1.3. The NCIP, FPIC, and conflicting laws

On the NCIP agenda, the IPs were moderately aware because they seldom meet or made contact with the officials and the programs they were implementing were very much limited. With the Free and Informed Prior Consent agenda, from the perspective of the leaders of the community, this is often violated at the local level by the local officials especially if the barangay chairman in the community where the ICCs are situated was a non-IP. They were not consulted with regard to the plans and programs or policies for their community nor given representation to the local legislative council which resulted in conflicting laws and policies. The major conflicting laws based on the interview conducted by the researcher was for the IPs' women who looked at the "No Home Birthing Policy" as contrary to IPs' culture and practice especially in giving birth with the aid of community traditional midwives or "Paltera" and traditional healing systems. They claimed that they were charged with fines when they violated the said policy and it is deducted from their financial assistance as 4Ps recipients. Their mechanism for settlement of disputes involving members of their community is

also violated especially if the local barangay official is not an IP.

The history of the native people around was full of outside interests (governments, churches, anthropologists, physicians, and educators) who honestly sought to improve the lives of IPs, but ended up causing more harm than good. The many examples in the 20<sup>th</sup> century include boarding schools, the removal of native children, and the sterilization of native women without their full consent.

Results showed that IPs were moderately aware of government programs as shown in Table 3. The highest awareness of IPs is on RA 8371 or the IPs Rights Act of 1997 with a mean of 3.18. Among the factors considered, awareness of their right to mandatory representation to policy-making bodies and in local legislative councils scored the lowest with a mean of 2.50 verbally interpreted as slightly aware. This implies that IPs were knowledgeable about the IPRA law which aim to protect them and their community. In an interview made, they said that leaders were sent to seminars and conferences wherein they discussed their rights and privileges. They focused on every provision stipulated in IPRA law. These seminars/conferences were sponsored by the NCIP regional office. The leaders who attended the said conferences were required to echo to the community the outcomes of the conference attended.

**Table 3: Level of awareness of IPs in government programs**

Statement of awareness	Mean awareness	Verbal interpretation
1. Are you aware of RA 8371 or the IPs Rights Acts of 1997?	3.19	Moderately aware
2. Are you aware of your right to ownership of ancestral domain under RA 8371?	3.11	Moderately aware
3. Are you aware of the National Commission for IPs?	2.78	Moderately aware
4. Are you aware of your right to self-governance and self-determination?	2.67	Moderately aware
5. Are you aware of your right to mandatory representation in policy-making bodies and in local legislative councils?	2.48	Slightly aware
6. Are you aware of the right to Free and Prior Informed consent?	2.53	Slightly aware
7. Are you aware of your right against discrimination?	2.65	Moderately aware
8. Are aware of the right of the women to participate in community and nation-building?	2.66	Moderately aware
9. Are you aware of the government programs and projects to respond to gender issues in IPs/ICCs?	2.67	Moderately aware
10. Are you aware of the government programs that promote and protect the rights of IPs/ICCs children?	2.89	Moderately aware
11. Are you aware of your right to education?	3.18	Moderately aware
12. Are you aware of government programs on health for IPs/ICCs?	3.17	Moderately aware
13. Are you aware of the IPs/ICCs' right to Cultural Integrity?	2.82	Moderately aware
14. Are you aware of government programs that protect the religious practice, cultural sites, and ceremonies of IPs/ICCs?	2.75	Moderately aware
15. Are you aware of government programs on disaster risk reduction for IPs/ICCs?	2.50	Slightly aware
Grand	2.81	Moderately aware

However, IPs were slightly aware of their right to representation in local legislative bodies as they were not informed of such a right and did not have the chance to practice the same, especially the Ati ethnic group.

### 3.2. Mean difference in level of awareness of IPs when grouped according to their profile

Results shown in Table 4 depict that females were more aware than males. Households with a monthly income of 15,001 and above had the highest level of awareness and households who had a

monthly income of 3,000 pesos and below were only slightly aware of the government programs for IPs. Respondents who were college graduates had the highest level of awareness compared to those without formal education who were slightly aware. Retired respondents were aware while respondents who were self-employed had the lowest level of awareness. It can be seen that there is a difference in the level of awareness of the IPs when grouped according to their household size. Their level of awareness varies depending on the size of their household. The bigger their household size the lower their awareness level.

**Table 4: Mean difference in the level of awareness**

Profile variable	Mean	Verbal interpretation	Test	Test-value	Value
			<b>Sex</b>		
Female	2.9208	Moderately aware	Mann-Whitney U test	Mann-Whitney U test	16981.5**
Male	2.7071	Moderately aware			
			<b>Civil status</b>		
Married	2.8123	Moderately aware	Kruskal-Wallis test	X <sup>2</sup>	5.604 <sup>ns</sup>
Single	2.8289	Moderately aware			
Widow	2.4869	Slightly aware			
			<b>Age</b>		
20 and below	2.8733	Moderately aware	Kruskal-Wallis test	X <sup>2</sup>	5.604 <sup>ns</sup>
21 to 30	2.6535	Moderately aware			
31 to 40	2.7822	Moderately aware			
41 to 50	2.8630	Moderately aware			
51 and above	2.8384	Moderately Aware			
			<b>Household size</b>		
4 and below	2.9517 <sup>a</sup>	Moderately aware	Kruskal-Wallis test	X <sup>2</sup>	6.342*
5 to 6	2.8271 <sup>a</sup>	Moderately aware			
7 and above	2.6879 <sup>b</sup>	Moderately aware			
			<b>Monthly income</b>		
3000 and below	2.4296 <sup>c</sup>	Slightly aware	Kruskal-Wallis test	X <sup>2</sup>	120.023**
3001 to 9000	2.7731 <sup>b</sup>	Moderately aware			
9001 to 15000	3.3323 <sup>a</sup>	Moderately aware			
15001 and above	3.5770 <sup>a</sup>	Aware			
			<b>Educational attainment</b>		
College	3.4597 <sup>a</sup>	Aware	Kruskal-Wallis test	X <sup>2</sup>	148.408**
Secondary	2.9813 <sup>b</sup>	Moderately aware			
Elementary	2.6646 <sup>c</sup>	Moderately aware			
No formal education	2.2728 <sup>d</sup>	Slightly aware			
			<b>Employment status</b>		
Contractual	2.5501 <sup>d</sup>	Slightly aware	Kruskal-Wallis test	X <sup>2</sup>	89.175**
Employed	3.6227 <sup>a</sup>	Moderately aware			
Retired	4.0200 <sup>a</sup>	Aware			
Self-employed	2.7064 <sup>bcd</sup>	Moderately aware			
Unemployed	3.0594 <sup>ac</sup>	Moderately aware			
Total	2.8038	Moderately aware			

ns: Not significant; \*: Significant; \*\*: Highly significant; Groups with the same letter has no significant difference

However, the result showed that there is no significant difference in the level of awareness of the IPs when grouped according to their age and civil status, which means that regardless of their age and civil status, still, the level of awareness is the same. Looking at the result of the test on the level of awareness toward government programs of IPs when grouped according to their profile, Table 5 shows that there is a highly significant difference in sex, monthly income, highest educational attainment, and employment status.

### 3.3. Level of satisfaction of IPs toward government programs implemented and availed by them

The satisfaction of IPs with government programs is presented in Table 5. Results showed that IPs were moderately satisfied with the government programs with a grand mean of 2.64. Among the factors considered, they had the highest satisfaction with government programs on education and wellness and health with a mean of 3.05. However, they had the lowest satisfaction on programs of the government that is to employ IPs with a mean of 2.30. This implies that they were satisfied with the programs of the government in education and health because their children availed free education from the Department of Education and scholarship programs and assistance for those who were in state colleges and universities. They were satisfied also with the programs of the government on health as

they also availed the medical benefits in hospitals and rural health units because they were covered by the No Balance Billing Policy (NBB) as 4Ps recipients. However, they had the lowest satisfaction with employment because there was no program for the employment of IPs.

### 3.4. Mean difference in the level of satisfaction when grouped according to their profile

The measure of the difference between IPs' satisfaction with the government programs and their demographic profile is presented in Table 6.

Results showed that there is no significant difference that exists between their satisfaction toward government programs and their socio-demographic profile in terms of civil status and household size which means that regardless of their civil status, they were still moderately satisfied with the government programs availed by them.

However, their age, highest educational attainment, monthly income, and employment status showed a highly significant difference in their satisfaction with government programs. IPs who were within the age bracket of 21 to 30 had the lowest satisfaction, compared to those who were 41 to 50 years old and had the highest satisfaction with a mean of 2.77. At age 21-30 years old, IPs were already expected to be employed in an entry-level job, however, very often they cannot easily find work because of discrimination, thus, making them less satisfied with the government programs.

**Table 5: Level of satisfaction of IPs toward the government programs**

Items on satisfaction	Mean	Verbal interpretation
1. Are you satisfied with the implementation of the IPs Rights Act of 1997?	2.90	Moderately satisfied
2. Are you satisfied with the programs of the government in processing/awarding title to your ancestral lands?	2.85	Moderately satisfied
3. Are you satisfied with the programs of the NCIP to develop the IPs/ ICCs?	2.64	Moderately satisfied
4. Are you satisfied with the government measures to ensure that IPs/ICCs' political structure and systems are strengthened?	2.48	Moderately satisfied
5. Are you satisfied with how your community is represented in the government and in legislative councils?	2.35	Moderately satisfied
6. Are you satisfied with the protection of the government of your right to free and prior informed consent?	2.49	Moderately satisfied
7. Are you satisfied with the programs of the government to protect IPs/ICCs against discrimination?	2.56	Moderately satisfied
8. Are you satisfied with the programs and projects of the government to ensure women's participation in community and nation-building?	2.59	Moderately satisfied
9. Are you satisfied with the programs of the government that responds to gender issues and concern for IPs/ICCs women?	2.61	Moderately satisfied
10. Are you satisfied with the programs of the government concerning the welfare of the IPs/ICCs children?	2.74	Moderately satisfied
11. Are you satisfied with the programs of the government on education?	3.05	Moderately satisfied
12. Are you satisfied with the wellness and health programs of the government for the IPs/ICCs?	3.05	Moderately satisfied
13. Are you satisfied with the programs of the government to employ IPs/ ICCs?	2.30	Moderately satisfied
14. Are you satisfied with how the government preserves and promotes your culture as IPs/ICCs?	2.56	Moderately satisfied
15. Are you satisfied with the government programs to reduce damages during disasters in the IPs/ICCs?	2.48	Moderately satisfied
Grand mean	2.64	Moderately satisfied

**Table 6: Mean differences in the level of satisfaction when grouped according to socio- demographic profile**

Profile	Mean	Verbal interpretation	Test	Test-value	Value
<b>Sex</b>					
Female	2.73	Moderately satisfied	Mann-Whitney U test	Mann-Whitney U test	6.511*
Male	2.57	Moderately satisfied			
<b>Age</b>					
20 and below	2.58 <sup>ab</sup>	Moderately satisfied	Kruskal-Wallis test	X <sup>2</sup>	15.650**
21 to 30	2.47 <sup>b</sup>	Moderately satisfied			
31 to 40	2.64 <sup>ab</sup>	Moderately satisfied			
41 to 50	2.77 <sup>a</sup>	Moderately satisfied			
51 and above	2.64 <sup>ab</sup>	Moderately satisfied			
<b>Civil status</b>					
Single	2.51	Moderately satisfied	Kruskal-Wallis test	X <sup>2</sup>	4.333 <sup>ns</sup>
Married	2.66	Moderately satisfied			
Widow	2.57	Moderately satisfied			
<b>Educational attainment</b>					
No formal education	2.38 <sup>c</sup>	Moderately satisfied	Kruskal-Wallis test	X <sup>2</sup>	57.031**
Elementary	2.57 <sup>b</sup>	Moderately satisfied			
Secondary	2.94 <sup>a</sup>	Moderately satisfied			
College	2.74 <sup>a</sup>	Moderately satisfied			
<b>Monthly income</b>					
3000 and below	2.49 <sup>b</sup>	Moderately satisfied	Kruskal-Wallis test	X <sup>2</sup>	35.309**
3001 to 9000	2.67 <sup>a</sup>	Moderately satisfied			
9001 to 15000	2.81 <sup>a</sup>	Moderately satisfied			
15001 and above	2.78 <sup>a</sup>	Moderately satisfied			
<b>Household size</b>					
4 and below	2.71	Moderately satisfied	Kruskal-Wallis test	X <sup>2</sup>	3.783 <sup>ns</sup>
5 to 6	2.65	Moderately satisfied			
7 and above	2.62	Moderately satisfied			
<b>Employment status</b>					
Unemployed	2.55 <sup>ba</sup>	Moderately satisfied	Kruskal-Wallis test	X <sup>2</sup>	18.299**
Contractual	2.55 <sup>b</sup>	Moderately satisfied			
Self-employed	2.64 <sup>b</sup>	Moderately satisfied			
Employed	2.85 <sup>a</sup>	Moderately satisfied			
Retired	2.73 <sup>ab</sup>	Moderately satisfied			
Total	2.64	Moderately satisfied			

ns: Not significant; \*: Significant difference; \*\*: Highly significant difference; Groups with the same letter superscript has no significant difference applies only to those test value that is significant or highly significant

They were deprived of what is provided in RA 8371 as to their right to be free from any discrimination and to enjoy equal opportunity in admission and employment. IPs with no formal education had the lowest satisfaction towards government programs with a mean of 2.38, while those who finished their secondary education had a high satisfaction of 2.94. Considering their

employment status, the unemployed and those who were on contractual status were the least satisfied with the government programs (mean, 2.54) while those who were permanently employed had the highest satisfaction (mean, 2.85). The result also showed that there is no significant difference in their satisfaction towards government programs when they are grouped according to their sex regardless of

whether they are males or females, their satisfaction level remains the same.

### 3.5. Attitude of IPs toward the government programs implemented in their communities

The attitude of IPs toward government programs is presented in [Table 7](#).

Results showed that IPs had a neutral attitude toward government programs. A greater number of them welcomed help from the government with a mean of 2.72, while few did not allow the government to intervene in their customary beliefs and religious practices. Seeking help from the government for land titling of their ancestral domain is also positively welcomed by IPs. In an interview conducted, titling of land is impossible without the help of the government, but the problem was with

the processes to be followed which is time-consuming. There were a lot of paper requirements and the people in the office who are in-charged of titling were the ones that caused much of the delays.

They claimed that they had occupied the area since time immemorial. The study is in conformity with that that the government has not been able to provide the necessary services to the IP sectors to realize this mandate and issue the necessary titles to them.

### 3.6. Mean difference in the attitude of IPs when grouped according to profile

The mean difference in the attitude of IPs when grouped according to their profile variables is presented in [Table 8](#).

**Table 7:** Attitude of IPs towards the government programs

Attitude statement	Mean	Verbal interpretation
1. The government creates programs that are beneficial to the IPs/Indigenous Community	2.29	Neutral
2. The government respects and supports the political system of the IP community	2.16	Neutral
3. The government does not uphold the rights of the IPs/ICC to equal protection before the law	2.06	Neutral
4. The government develops educational programs beneficial to the IPs/ICCs	2.53	Agree
5. The government programs do not preserves and protect the culture and traditions of the IPs/ICCs	1.98	Neutral
6. I am happy that IPs/ICCs are well represented in the government and in local legislative bodies	1.46	Disagree
7. I feel sad because Government programs are not helpful to the IPs/ICCs	2.00	Neutral
8. I am angry because the government does not protect the IPs against discrimination	1.87	Neutral
9. I am sad because the government does not protect the customary practices and religious beliefs of the IPs/ICCs	2.20	Neutral
10. I am happy because the government promotes employment for the IPs	1.31	Disagree
11. I want to be a beneficiary of all government programs for IPs	2.55	Agree
12. I welcome help from the government	2.72	Agree
13. I will allow the government to intervene in our customary beliefs and religious practices	1.14	Disagree
14. I want to go on livelihood training provided by the government	2.66	Agree
15. I will not seek help from the government for land titling of our Ancestral Domain	1.09	Disagree

**Table 8:** Mean difference in the attitude of IPs when grouped according to their socio-demographic profile

IP profile	Mean	Verbal interpretation	Test	Test-value	Value
<b>Sex</b>					
Female	32.01	Positive attitude	Mann-Whitney-U test	Mann-Whitney-U test	18381.500*
Male	31.33	Positive attitude			
<b>Civil status</b>					
Single	30.66	Positive attitude	Kruskal-Wallis test	X <sup>2</sup>	4.758 <sup>ns</sup>
Married	31.83	Positive attitude			
Widow	29.54	Neutral			
<b>Educational attainment</b>					
No formal education	30.54 <sup>c</sup>	Positive attitude	Kruskal-Wallis test	X <sup>2</sup>	32.566**
Elementary	31.06 <sup>bc</sup>	Positive attitude			
Secondary	32.03 <sup>ab</sup>	Positive attitude			
College	33.51 <sup>a</sup>	Positive attitude			
<b>Age</b>					
20 and below	29.83 <sup>c</sup>	Neutral	Kruskal-Wallis test	X <sup>2</sup>	11.018*
21 to 30	30.73 <sup>bc</sup>	Positive attitude			
31 to 40	32.28 <sup>a</sup>	Positive attitude			
41 to 50	32.16 <sup>a</sup>	Positive attitude			
51 and above	31.40 <sup>abc</sup>	Positive attitude			
<b>Household size</b>					
4 and below	31.71	Positive attitude	Kruskal-Wallis test	X <sup>2</sup>	1.363 <sup>ns</sup>
5 to 6	31.73	Positive attitude			
7 and above	31.26	Positive attitude			
<b>Monthly income</b>					
3000 and below	30.89 <sup>c</sup>	Positive attitude	Kruskal-Wallis test	X <sup>2</sup>	35.731
3001 to 9000	31.16 <sup>bc</sup>	Positive attitude			
9001 to 15000	33.75 <sup>a</sup>	Positive attitude			
15001 and above	33.53 <sup>a</sup>	Positive attitude			
<b>Employment status</b>					
Unemployed	30.59 <sup>d</sup>	Positive attitude	Kruskal-Wallis test	X <sup>2</sup>	32.511**
Contractual	31.02 <sup>cd</sup>	Positive attitude			
Self-employed	31.38 <sup>bcd</sup>	Positive attitude			
Employed	34.22 <sup>a</sup>	Positive attitude			
Retired	35.67 <sup>abcd</sup>	Positive attitude			
Total	31.63	Positive attitude			

ns: Not significant; \*: Significant difference; \*\*: Highly significant difference; Groups with the same letter superscript has no significant difference applies only to those test value that is significant or highly significant



The data show a highly significant difference in the attitude of IPs towards government programs when grouped according to highest educational attainment, employment status, and monthly income. Respondents who finished college had the highest positive attitude toward government programs with a mean of 33.51. Those who are college graduates differ from those who are elementary and high school graduates and are much different from those with no formal education. As to their employment status, the respondents who already retired had the highest positive attitude compared to other respondents who are still employed and self-employed. As to monthly income, those who were receiving an income of PhP 3,000.00 and above differ from those who were receiving below PhP 3,000.00. There is a significant difference in the attitude of the respondents when grouped as to their sex, females differ from males in terms of

attitude toward government programs implemented in their communities.

However, there is no significant difference exists between the attitude of the respondents and their civil status and household size. Regardless of their civil status and household size, their attitudes remain the same.

### 3.7. Relationship between awareness, satisfaction, and attitude of IPs toward government programs

As to the test of the relationship between awareness, satisfaction, and attitude of IPs toward government programs implemented, [Table 9](#) shows that there is a highly significant relationship that existed between and among the variables considered.

**Table 9:** Test of relationship between awareness, satisfaction, and attitude toward government programs

Variables	Correlation coefficient	Sig.
Awareness and satisfaction	.603**	.000
Attitude and satisfaction	.472**	.000
Awareness and attitude	.411**	0.00

\*\* : Highly significant difference

Awareness had a highly significant positive correlation with satisfaction, which means that the higher the awareness, the higher the level of their satisfaction. As per attitude and satisfaction, the result showed that attitude had a highly significant relationship with the level of satisfaction of the respondents. This means that if they had a positive attitude toward the government programs, most likely their level of satisfaction is higher. Looking at the results, it showed a highly significant relationship between awareness and attitude. This means that when the IPs were aware of the government programs implemented in their communities, they will have a positive attitude towards it. The result of the test showed a highly

significant relationship between; awareness and satisfaction; attitude and satisfaction; awareness and attitude thus, the hypothesis that there is no relationship is hereby rejected.

### 3.8. Problems encountered in the implementation of government programs for the development of ICCs/IPs

#### 3.8.1. The perspective of the IPs/ICCs

The problems encountered as seen by the IPs in the implementation of government programs are presented in [Table 10](#).

**Table 10:** Problems encountered by IPs

Problems encountered	F	Rank
Not enough funds to fully implement the programs for IPs	268	1
Government programs were implemented in selected communities only	193	2
The government program for ICCs and IPs are limited	147	3
Government Programs violate the rights of the IPs	43	4
Government programs are contrary to the culture of the IPs	31	5
Problems with the local government officials/Politicians	26	6
Government programs were not fully implemented	22	7
Lack of strong support from the government to implement the Law	14	8
Violation of FPIC	8	9

Results showed that the insufficiency of funds allocated to programs for the ICCs/IPs is one of the major problems encountered by the government, this ranked first among the problems identified. The problems on government programs were implemented only to selected ICCs ranked second, and government programs are limited; ranked third. Violation of their right to Free and Prior Informed Consent ranked last among the problems encountered by the government in the implementation of programs for ICCs/IPs. This implies that IPs are aware of the problems behind

government programs and their implementation. The insufficiency of funds allocated by the government on its programs for the IPs is the reason why it could not carry out the policies stipulated in the IPRA law, especially with the social services for every ICCs in Panay Island.

#### 3.8.2. The perspective of the government

The problems encountered by the government as represented by the NCIP Region VI/VII are shown in [Table 10](#). Based on the investigation conducted in

the regional office and provincial offices, the insufficient fund allocated to the government programs by the national government for ICCs/IPs in Panay Island had been the barrier to the implementation of the different programs. This is also the reason why the implementation of such programs is scattered into different communities and provinces and could not be implemented simultaneously. Another problem was due to the area of coverage of the NCIP Office whose concerns are not only the ICCs/IPs in Region VI but also that of Region VII. Another was the limited programs offered by the provincial offices, which was also one of the problems encountered, as they could not settle other concerns of the ICCs and IPs.

These findings conform to the case study of Cuaton and Su (2020), which stated that IPs were among the poorest and most marginalized sectors of Philippine society. They experienced neglect and discrimination in the provision of basic social services by our government. The 2008 budget showed that regions with the highest concentrations of IPs got the smallest allocations from the national government. Thus, social services provision in indigenous territories was far below that of the rest of the country.

#### 4. Conclusions

The empirical findings indicate that ICCs and IPs in Panay Island consist of two major ethnic groups that are dispersed across the region. The majority of these individuals are married, have completed elementary education, are in their fifties, self-employed, and occupy land with temporary status and minimal income. The current allocation of government funds for programs aimed at uplifting the lives of IPs and ICCs is insufficient, leading to limitations in the scope and coverage of these initiatives. Consequently, the National Commission on IPs (NCIP) office prioritizes specific communities for program extension.

In terms of awareness, the IPs demonstrate moderate knowledge of the IPs' Rights Act (IPRA) of 1997, their rights to ancestral domains, the rights of women and children, cultural integrity, and protection against discrimination. Notably, significant associations exist between awareness of government programs and variables such as sex, income, educational attainment, and employment status. Higher compensation correlates with heightened awareness, while older individuals and retirees exhibit greater knowledge of their rights and government programs.

The Panay Bukidnon group exhibits a better understanding of their rights compared to the Ati group, and they experience less racial discrimination. They perceive government programs related to health and education more positively while expressing less satisfaction regarding employment and livelihood programs. Satisfaction levels are influenced by age, income, and educational attainment, with female, older, highly compensated,

and educated IPs demonstrating higher levels of satisfaction with government initiatives.

Furthermore, the IPs express a strong desire for government support and intervention, particularly in relation to the titling of their ancestral domains. Despite having historically occupied and relied upon these lands, legal ownership has not been transferred to them, even after the enactment of the IPs Rights Act.

Lastly, both the IPs and the government identify the insufficient allocation of funds for the commission and ICCs as a hindrance to the effective implementation of government programs in accordance with legal mandates.

#### Compliance with ethical standards

#### Conflict of interest

The author(s) declared no potential conflicts of interest with respect to the research, authorship, and/or publication of this article.

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