Land Administration and Management Project

Integrated Lessons Report
September 2004

Report E40
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<tr>
<td>ABCD</td>
<td>Area Based Community Dialogue</td>
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<tr>
<td>A &amp; D</td>
<td>Alienable and Disposable</td>
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<td>AMC</td>
<td>Australian Managing Contractor</td>
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<td>APL</td>
<td>Adaptable Program Loan</td>
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<td>AusAID</td>
<td>Australian Agency for International Development</td>
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<td>BAC</td>
<td>Bids and Awards Committee</td>
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<td>BAG</td>
<td>Barangay Advocacy Group</td>
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<td>BILIS</td>
<td>Barangay Integrated Land Information System</td>
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<tr>
<td>BIR</td>
<td>Bureau of Internal Revenue</td>
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<td>BLGF</td>
<td>Bureau of Local Government Finance</td>
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<tr>
<td>CA</td>
<td>Commonwealth Act</td>
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<td>CAG</td>
<td>Community Action Group</td>
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<td>CAR</td>
<td>Cordillera Administrative Region</td>
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<td>CB</td>
<td>Consensus Building</td>
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<tr>
<td>CENRO</td>
<td>Community Environment and Natural Resources Office</td>
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<td>CGSD</td>
<td>Coast and Geodetic Surveys Division</td>
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<td>CHED</td>
<td>Commission on Higher Education</td>
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<td>CIM</td>
<td>Cadastral Index Map</td>
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<td>CLOA</td>
<td>Certificate of Land Ownership Award</td>
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<td>CMP</td>
<td>Community Mortgage Program</td>
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<td>CO</td>
<td>Community Organizing</td>
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<td>CRS</td>
<td>Community Relations Service</td>
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<td>DAO</td>
<td>Department Administrative Order</td>
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<td>DAR</td>
<td>Department of Agrarian Reform</td>
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<td>DBM</td>
<td>Department of Budget and Management</td>
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<td>DBM-PS</td>
<td>Department of Budget and Management Procurement Service</td>
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<td>DENR</td>
<td>Department of Environment and Natural Resources</td>
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<td>DOF</td>
<td>Department of Finance</td>
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<td>DOJ</td>
<td>Department of Justice</td>
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<td>DPWH</td>
<td>Department of Public Works and Highways</td>
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<td>DSC</td>
<td>Design Steering Committee</td>
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<td>EDM</td>
<td>Electronic Distance Measurement</td>
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<td>Executive Order</td>
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<td>Free Patent</td>
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<td>Field Validation</td>
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<td>Geodetic Engineers</td>
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<td>GEB</td>
<td>Geodetic Engineers Board</td>
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<td>Geodetic Engineers of the Philippines</td>
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<td>GIS</td>
<td>Geographic Information System</td>
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<td>GOP</td>
<td>Government of the Philippines</td>
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<td>GPS</td>
<td>Global Positioning System</td>
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<td>Homestead Patent</td>
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<td>Human Resources Development</td>
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<td>Human Resources Management</td>
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<td>IACC</td>
<td>Interagency Coordinating Committee</td>
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<td>Investment Coordinating Committee</td>
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<td>IEC</td>
<td>Information Education and Communications</td>
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<tr>
<td>Abbreviation</td>
<td>Full Form</td>
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<td>SNS</td>
<td>Survey Notification Sheet</td>
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<td>SPI</td>
<td>Standard Parcel Identifier</td>
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<td>TA</td>
<td>Technical Assistance/Advisers</td>
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<td>TCT</td>
<td>Transfer Certificate of Title</td>
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<td>TF</td>
<td>Task Force</td>
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<td>TOR</td>
<td>Terms of Reference</td>
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<td>TOT</td>
<td>Training of Trainers</td>
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<td>TWG</td>
<td>Technical Working Group</td>
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<td>UP</td>
<td>University of the Philippines</td>
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<td>UPI</td>
<td>Unique Parcel Identifier</td>
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<td>WB</td>
<td>World Bank</td>
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1.0 EXECUTIVE SUMMARY

The Land Administration and Management Project (LAMP) is undertaken under a Learning and Innovation Loan (LIL). By definition then, it is meant to provide a foundation for investment in an expanded program of reform of Land Administration and Management (LAM) in the Philippines. The main thrust has been to develop and test processes and to introduce innovation to reform LAM within the existing environment. The extent to which that environment must be changed to sustain long term LAM reforms is a result of an analysis of this experience.

It is well documented that an effective and efficient system of land administration is essential for the social and economic well being of the community. The objectives under the LAMP reflect this goal through alleviation of poverty and enhancing economic growth through improved security of land tenure and efficiency of land markets. Like all human activities, LAM functions in a volatile environmental context and the LIL has enabled a clearer understanding of the various environments which presently impact on LAM, and the changes needed in these environments to reach the long term LAM goals in the Philippines.

The implementation of LIL was initially structured under five components of (1) Land Policy and Key Studies (2) Prototype 1 - Land Titling (3) Prototype 2 - Land Records and (4) Institutional Development. The report describes the general experience and strategic lessons from the implementation of these project components.

The Land Policy Environment

Land administration particularly in societies with a diverse population is difficult. The LIL appreciated the difficulties and included policy studies in the six key areas of Institutional Arrangements, Land Laws and Regulations, Finance and Fees, Valuation, Forest Boundary Demarcation, and the Land Development Process (the last study was being finalized at the time of writing). The policy formulation process thus involved a range of approaches across a range of agency interests.

The strategy adopted was to involve different agencies in leading the policy formulation to ensure ownership of both the process and the resulting recommendations. Key agencies such as NEDA, DOJ, DBM, DOF and DENR Policy Group were directly involved in all stages of the studies and in the review of the recommendations. The importance of involving, and generating the commitment and support of, senior officials of concerned agencies is major factor in facilitating (as far as possible within the prevailing institutional environment) a sense of ownership and mainstreaming of policy recommendations.

Key Policy Formulation Lesson

*The success of policy reform initiatives hinges largely on the commitment of top level stakeholders. There is, therefore, a continuing challenge to generate their support and ownership to the policy recommendations through effective communication and advocacy.*

The consensus building process however extends beyond concerned agencies. Indeed the key objective of the consensus building process is to ensure the target beneficiaries...
realize the importance of the proposed reforms to their cause. Experience showed that
the lack of clear advocacy group on land administration and the weak demand for
change made initial breakthroughs in reform difficult. This was brought about by
insufficient understanding of the possible improvements in the system and how
improvements can improve the economy, the fiscal situation, and the social well being
of the marginalized sectors. Feedback from the policy consultations revealed that while
the public is not satisfied with the system, there was lack of understanding of possible
alternatives, and how their situation compares with other developing countries. LAMP
was able to introduce such alternatives, and the experience in other countries, and
helped to improve people’s understanding of the benefits that a better land
administration system can bring. Already this awareness is translating in a demand for
change or reforms in the system. The important lesson here is that once this demand
for change is demonstrated, there is strong potential for wide support, even for the
more fundamental and drastic reforms.

Key Policy Consultation Lesson
When proposing changes to land administration institutions and legislation, it needs
to be recognized that these will take considerable time, require wide consultation and
the engagement of key stakeholders.

Ideally policy formulation should be a continuous and iterative process – formulating
and refining policy instruments through continuous consultation with stakeholders. In
this process of introducing wide scale reforms, the support of beneficiaries is of
paramount importance. If the cause remains relevant and central to the concerns of
those who are conceived to be the target of reforms, it would not be difficult to get
their support in moving the agenda forward. With this support, what seemed to be a
very difficult process proved to be a relatively easy task. Though it is still too early to
fully gauge the results, the speed by which the LAA was forwarded to Congress and the
high level attention it got from the President, are indications of the fruits of these
partnerships. This was manifested in the way the partnership bloomed when an
understanding was reached on the relevance of the LAMP proposals to poverty
alleviation. This was made possible through an in-depth understanding of the common
interests of the stakeholders in general, as well as of the particular interests of each
sector. Moreover, this means that the process for consensus building calls for the
identification and reconciliation of the differing interests of the stakeholders, and
effective management of the conflicting and irreconcilable interests.

Key Policy Reform Lesson
The consensus building effort between LAMP and the NAPC Basic Sectors has been a
valuable exercise in terms of ensuring support for the LAMP policy framework.

Introducing reforms in the land sector has proven to be a very challenging mandate.
Experience is telling us that one needs to be flexible, and be alert for opportunities to
pursue the crusade, as they become available. The bottlenecks which have come along
the way have taught the Project not to rely too much on a single strategy, but to
pursue all avenues as they become available. Strategic alliances are also important,
especially with the civil society sector, in an institutional environment where the
administrators of the system are themselves hesitant to pursue the proposals put
forward by the Project. Investments in awareness, consensus building, and advocacy,
proved fruitful as the partners rallied themselves in support of the reform process. For
the second wave of reforms, it would be important to identify who can be relied upon
to support the proposals and engage in partnership arrangements with these groups. A sound stakeholders’ analysis would be necessary to adequately prepare a consensus building and communications plan for future reform proposals. Adequate budget should be provided to enable these participatory processes to be carried out.

Key Policy Integration Lesson

*Policy studies need to be effectively integrated so that lessons can be drawn and applied in relation to legislation, institutional and organizational reform, capacity building and future policy development*

The Property Market and Valuation Environment

Doubtful and contested land valuations have an adverse impact on the efficiency of land markets and land administration. Within government agencies, several systems for the valuation of real properties operate and are used for different purposes. The multiplicity of systems and methods has often produced doubtful valuations whose contestation in court has, at times, caused long delays in the implementation of government programs.

Below-market valuation prevents the efficient allocation of lands to their best use and leads to a relatively low tax burden which encourages land speculation and undermines the generation of revenues from land ownership. The absence of national standards and methods of valuation provide a loophole for the overvaluation of real property and underestimation of a property-related lending risk. This undermines the integrity of financial transactions and the stability of the financial system.

Although initially designed as one of the key policy studies, property valuation has emerged as a priority function in the LAMP Program of reform. The lessons revolve around the achievement of equity and fairness in the property tax system through the adoption of standards which are backed by a central regulatory body.

Key Valuation Lesson

*The reform of the valuation system requires a definite commitment to change and the creation of a National Appraisal Authority to implement reform. The priorities are the removal of political influence by the separation of the valuation and tax function and capacity building across all functions and at all levels of the valuation activity.*

The Land Tiling and Land Information Environment

Many common lessons emerge from the separate Prototypes. For example, there is a common theme concerning the technical production and application of Cadastral Index Maps; the failings of the top-down CRS approach and the institutional hurdles on the path to the establishment of the One Stop Shops.

Currently, there is an abundance of laws governing the administration of land. In general much of the law is outdated and supports processes and procedures that are not in keeping with international best practice. In particular, the laws and processes to provide secure title to persons in long term possession and occupation of land have not served the community well. The laws are administered by different agencies. Many of the laws have been introduced over a long period of time without consideration of
consequential amendments that their introduction will have on existing legislation. Operating an efficient and equitable land administration system under this framework has been difficult and has resulted in long delays in registration and in considerable jurisdictional overlap and duplication of functions. There has been a much greater emphasis on the use of the overloaded Court system for land registration matters than in many other countries. There is an urgent need to simplify the laws and processes, not only to facilitate the issue of titles to land and subsequent transactions with land, but also to reduce the opportunities for “informal fees” currently associated with such processes.

The emphasis in the Land Titling Prototype has been on an appropriate framework of laws and regulations to implement the mass systematic titling which underpins the achievement of the goal of tenure security. The general conclusion was that the mass titling procedures available under existing laws were restrictive and inefficient. Two of the currently available approaches to titling were fully tested: Judicial Titling and the administrative process using the Free Patent instrument. The Free Patent process offered the more advantages and, with modifications based on the lessons learned, would be suitable for the large scale systematic titling envisioned in the LAM Program.

Key Land Titling Lesson

Mass titling is superior to sporadic titling and the system should be greatly improved by the abolition of the Judicial processes associated with the issue and registration of title to land in favour of simple Administrative processes;

The experiences in both Prototypes underscore the complexities in predicting the beneficiaries of land titling and determining the economic motivations of the various land claimants. Poverty reduction can only be realized if titling results in increased land productivity and in the use of titled lands as capital in a stable land market. Without social preparation and support services the capacity to function in the land market may even be inimical to the interest of small and tenant farmers who are often chronically in debt. Therefore it is important that titling activities are not simply driven by targets and considerations of production efficiency. Capacity building and empowerment of the beneficiary must also take place. An emphasis on post-titling activities is needed to facilitate linkages between government LAM agencies to exploit the benefits of titling and to offer the beneficiaries access to services and finances to develop the land. Also there is a need to build capacity at the Local Government Unit level for economic development to occur that can benefit entire communities. Under this approach the stakeholders are the entire LGU population and they will benefit from secure tenure, increased government revenue from formal land transactions, improved LGU governance, local development plans that respond to identified community needs, and improved access to other social and infrastructure supports provided by government agencies and donor programs. In this way LAMP GOP subsidisation of systematic adjudication provides benefits to all citizens and builds the advocacy base needed to shift to a demand-driven mode.

Key Socio-Economic Lesson

Tenure security through titling must be linked to broader development programs for the envisioned social, economic and financial outcomes to be fully realised. An emphasis on post-titling activities is needed to facilitate linkages between government LAM agencies to exploit the benefits of titling and to offer the beneficiaries access to services and finances to develop the land.
Land records management can be improved leading to better detection and prevention of fake, double, overlapping and fake/spurious titles through the introduction of new systems. These are: the cadastral index map; the cross index of records, and the record validation procedures, all designed to improve records integrity and detect inconsistencies, gaps, and missing records. The community relations aspect of the land records Prototype, on the other hand, was meant to continuously educate the general public of the procedures and policies relating to land in an effort to rebuild trust in the system and to counter the work of syndicates who have taken advantage of the imperfections in the records system and the lack of understanding by the public. When introduced as part of the land administration system, these methods will have added value of providing more accurate land records information to the general public, other government agencies, and to the private sector or business community in facilitating investments in land.

Improved land records management has enormous potential for improving LGU revenue collection, and stimulating activity in the land market. LGUs should play a significant role in supporting and sustaining these initiatives and support should be provided to build LGU capacity, and to promote best practices in records management. For the long term, development of land records databases should be guided by a national strategy, and a full understanding of key agency requirements. An appropriate data management system will be required for a more extensive development. The equipment and structures will need to be fully specified, as well as work carried out on transaction rates, file sizes, etc., to determine the database capacity required.

Key Land Records Lesson

Little improvement in can be achieved in land records quality, security and access efficiency without the strong support of all agencies acting within the framework of a national strategy for the management of spatial data.

In the design of the LIL the technical capacity of all sectors concerned with the LAMP was over estimated. The availability, access to and capacity to apply, modern technology was similarly over-estimated. For example the cadastral survey system is heavily reliant on traditional and expensive methods which are ground measurement intensive.

The GOP sought 100 years ago to shift from a deeds system to a parcel-based system based on government guaranteed certificates of title. To date only about 50% (this figure is open to dispute) of land has been surveyed and about 20% has successfully been registered. The clear lesson is that reforms in the technical environment are needed to overcome this severe backlog. To further exacerbate the problem there are severe quality problems in the existing surveys and the high cost of new cadastral surveys. The latter is undoubtedly due to the field measurement intensive methods employed and the failure to adopt the alternate techniques tested in the Prototypes emerges as a real barrier to the LAM Program.

Key Technical Lessons

A proper balance between accuracy and efficacy is essential and alternate approaches, which offer significant potential for efficiency without compromising the adequacy of boundary definition and CIM production, must be introduced;
Practitioners must be educated in modern cadastral survey and mapping techniques and trained in the application of modern technology; and

Industry economic viability must be strengthened to allow investment in modern technology and methods.

The Institutional Environment

From the outset it was recognised that LAM in Philippines functioned in a complex institutional setting. There is a multiplicity of agencies involved in land administration with no appropriate mechanisms for coordination. Moreover, there is no over-all institutional mechanism to resolve outstanding issues. As a result, many issues have remained unresolved for a long time.

For example, a primary focus upon land titling, registration of transactions and the related activities of land classification, surveying and mapping involves core agencies such as the Land Management Bureau (LMB) and Regional Offices of DENR; the National Mapping and Resource Information Authority (NAMRIA) an attached agency of DENR; The Land Registration Authority (LRA) and Register of Deeds within Department of Justice; The Department of Agrarian Reform and the National Commission of Indigenous Peoples. The institutional arrangements for land valuation and land management functions add further to this list.

While initiatives such as the One Stop Shops can be introduced to improve services to clients of the present land administration system, the institutional inefficiencies inherent in the current system cannot be substantively addressed without legal and institutional reforms of the system itself. Attempts to amend the formal roles and functions of agencies as specified by the Administrative Code, or to take ‘scrap and build’ institutional restructuring initiatives, will have relatively little impact unless undertaken as part of a broader reform plan for the land administration system as a whole.

To give an obvious example, so long as the GOP maintains both judicial and administrative processes for original land titling it will require two sets of (overlapping) procedures to administer them. There may be efficiency gains from co-locating or merging the LMB/LRA administrators of these procedures within a single organization, for example by providing the managerial means to actively coordinate and integrate land information and records. However, the direct efficiency gains from this action alone are likely to be small relative to those potentially available from abolishing one or other form of titling procedure

Key Service Delivery Lesson

Without wide ranging reforms in policy and institutions any technical and administrative will only provide limited benefits and are not sustainable

Based on a set of structural and operational principles the LAMP has recommended the establishment of an autonomous Land Administration Authority to undertake all of the relevant functions. The LAA will be established by legislation and, while progress is evident, this is realistically a strategic rather than immediate solution. In the interim
alternate means of coordination, modelled on the One Stop Shop, must be continued and there are lessons which can be applied to facilitate this.

In continuing down this path the lack of cooperation from key provincial leaders of stakeholder agencies can have severe impact on the smooth implementation of the OSS. Recognising the absence of legislative power to command unity, the partnerships with the key agencies will need to be strengthened and possibly expanded for LAMP II. At the same time it must be recognised that successful partnerships depend less on the letter of the MOA, and more on the spirit of the partners themselves.

Key Institutional Reform Lesson

Interagency coordination will generate a certain degree of efficiency however this will be achieved at great cost and effort. Consistent with other successful models the creation of a single agency is expected to provide the better option to enable government to respond to public service demands.


2.0 INTRODUCTION AND OVERVIEW

2.1 Background

This report presents the summative documentation of key lessons, findings, and conclusions from the testing undertaken during more than three and half years of implementing the Land Administration and Management Project (LAMP). As a learning and innovation project, the main focus of the project has been to test cost effective procedures and introduce innovations to improve the land administration system possible under the existing policy and institutional framework. Parallel with these testing of improved approaches, reforms in key policy, institutional and legislative reforms areas were identified and proposed, to put in place suitable policy and institutional environments that will promote the goals of the longer term Land Administration and Management Program.

The report aims to:

(i) Describe the current situation in the Philippines with regard to titling of untitled A and D lands (and associated processes); land records management; institutional coordination to serve the public; existing laws, policies and institutional arrangements; condition of the land markets, and capacity for land administration;

(ii) Document the overall design for testing and the methods trialed to have a better appreciation of the overall context to explain why and how testing proceeded.

(iii) Document the different specific methodologies tested, the outcomes of testing based on various evaluations made, the strengths and weaknesses, of each;

(iv) Summarize the recommendations identified to further improve the methodologies and the different processes, the methods that have the potential to be further tested (but were not tested in LAMP1 for various reasons); and recommendations for LAMP2 and the long term program; and

(v) Summarize the lessons identified during LAMP1, and their implications for the design and implementation of the next phase and the long term program.

To satisfy the above objectives, the report was organized such that the context, methodologies tested, conclusions from the testing, and overall recommendations and strategic lessons are presented. These are discussed in each of the sections pertaining to the experiences and lessons in relation to the following key areas: land titling and land records and information management – areas where the majority of procedure development and testing was undertaken. While there was no testing made in other aspects of LAMP, the experiences and lessons are likewise described, recognizing that the next phase of LAMP and the long term program will have to continuously deal with issues related thereto. These are in the areas of: policy formulation and consensus building; partnerships for reform; institutional collaboration; and project management.

A brief description of the existing situation in land administration in the Philippines precedes the discussion of experiences and lessons, in order to describe the
environment under which project implementation took place from which testing were carried out and lessons generated. The final sections deal with the key recommendations for the next phase and the long term program, and conclusions drawn with respect to validity of the underpinning hypotheses that supports LAMP’s contribution to the program goal of reducing poverty and stimulating economic growth through a more vibrant land market.

2.2 Lessons defined and mechanisms for capturing lessons

The identification of lessons was central to LAMP as a Learning and Innovation (LIL) project. The determination of lessons was integrated into almost activities, technical reporting and monitoring and evaluation (M & E) documentation. This task was not simply left to occasional workshops and quarterly reviews.

In generating lessons, the following definition served as guide in clarifying what constitutes as lessons:

**Box 1 - What is the difference between lessons and recommendations?**

In the context of project reporting:

**Recommendations** – statements proposing changes to project implementation or management to improve project outcomes (effectiveness and efficiency etc) – generally specific to the project.

**Lessons learned** – statements of instructive, empirical findings (extrapolated from project experience) that may be more generally applicable to improve the outcomes of similar or subsequent projects or programs.

In the case of LAMP, the focus has been on lessons that were expected to be of value to the design, management and implementation of the subsequent Land Administration and Management (LAM) Program. Emphasis here is on the strategic rather than the operational or technical lessons learned.

The Project maintained a lessons database that was regularly updated as new lessons were generated. Lessons generally emerged from the process of review or evaluation of project activity. The activity evaluation workshops and the field based reviews were so designed to systematically capture lessons from key activities, when few lessons have been generated. Other important sources of lessons were reports of Technical Advisers, other project reports, workshop findings, and technical reviews. A regularly updated compendium of lessons is included in the biannual Composite Reports.

The following served as guide questions for the identification of lessons during reviews of project activities:

- What have we learnt from project implementation that may be useful for others who are designing, managing or implementing similar activities?
- Are there lessons associated with project innovations that may have broader application after project completion?
• If we had to start an activity all over again, how should we do it to ensure that we are as effective and efficient as possible and don’t make the same mistakes again?
• What did we do wrong that we had to rectify, that may be a common problem for others who may wish to implement a similar activity/project?
• What unforeseen circumstances did we have to take into account that could arise in similar projects?
• What risks or assumptions that could arise in similar projects proved to be the most important/significant? How would you suggest they be managed in future projects?

This report was drawn mainly from the lessons database, consisting of lessons generated from activity evaluation reports, reports of Technical Advisers, project quarterly reviews, and other evaluation workshops. The report also benefited from key reports prepared by the prototypes i.e., the Lessons and Methodology Reports which were produced in June, and subsequently updated in September, 2004. Further validation was undertaken with the different units during the month of July 2004, before the first draft of the report was prepared. The report underwent further validation with the Managers of the project, and shared with stakeholders during a series of workshops organized in August, and September 2004 to get their views and additional inputs before finalization. Attached as Annex C is the summary of comments/suggestions from these validation workshops.¹

2.3 Land Administration – Philippines Contextual Setting

Land Administration in the Philippines is governed by an uncertain and inconsistent framework of policies, laws, regulations and institutional arrangements. The present system has been studied for more than a decade and there is overwhelming consensus on the main problems and the urgent need for an integrated program of reform.

There is a multiplicity of agencies involved in land administration with no appropriate mechanisms for coordination. Moreover, there is no over-all institutional mechanism to resolve outstanding issues. As a result, many issues have remained unresolved for a long time.

While taking account of interactions with other functions and agencies relating to land, the primary focus of the LAMP has been upon institutional arrangements for land classification, the disposition of alienable and disposable public land, land titling, issuance and registration of titles, and land information. At the present time the key GOP agencies undertaking performing these functions are:

- the Land Management Bureau (LMB) and Regional Offices of the Department of Environment of Natural Resources (DENR);

¹ The version of the draft report which was subjected to the Validation Workshops with stakeholders included the technical lessons. In this report however, most of the lessons pertaining to the use of different methodologies tested under LAMP were not included to focus on the key lessons. For further reference on the lessons on the use of methodologies, other project reports, such as the Lessons and methodology Report of PIO1, and technical manuals, are available.
the National Mapping and Resource Information Authority (NAMRIA), an Attached Agency of DENR;

- the Land Registration Authority (LRA) including the Register of Deeds (ROD), within the Department of Justice (DOJ), and the Courts;
- the Department of Agrarian Reform (DAR);
- the National Commission on Indigenous Peoples (NCIP), in relation to lands of the Ancestral Domain.

The present land administration system is highly inefficient. This is because the structure of the system has major defects and the system is administered poorly.

The major structural defects of the present system are:

- conflict between laws regulating the system and its administration;
- two procedures for titling land (administrative and judicial procedures);
- multiple forms of ownership rights in land;
- multiple land valuation methods;
- counter-productive interaction between procedures for real property taxation and title registration.

These structural defects in turn give rise to significant duplication and overlap in the roles, functions and activities of the key land administration agencies.

The major administrative defects of the present system are:

- poor segregation of functions and, related to this, a lack of focus on the delivery of good service to users of the land administration system (other government agencies and members of the public);
- cumbersome decision-making structures;
- excessive ‘corporate overhead’ and staffing of ‘support’ functions, including that resulting from the number of agencies involved;
- a lack of formal incentives and penalties related to performance;
- widespread perceptions/allegations of conflicts of interest and corruption.

A key issue in land policy has been a land classification system that is rigid and unresponsive to the evolving needs of agricultural and urban development. Neither has it been effective in promoting sound management of natural resources. Several forest, agrarian and urban land programs have been imposed on this fairly static land classification system by different government agencies in recent years, leading to problems with overlapping mandates and multiple land management and administrative processes. This has added to the difficulty of changing the classification system to respond to the need for economic growth and poverty reduction.

There have been procedural barriers to the flow of land from agriculture to non-agricultural use in response to relative economic returns, particularly in urban fringe areas. There is a need to review land conversion policy and procedures in order to
respond to the growing demand for urban development without compromising the effective implementation of the CARP.

An inefficient and ineffective land administration system, combined with fragmentation of institutional responsibilities and inconsistent and outdated land policies, has resulted in inefficient land markets. The land market in the Philippines is seriously threatened by a growing lack of confidence, largely arising from the level of fraudulent titles in the land registration system. Access to land records is difficult and the high transaction cost further discourages formal registration – adding to the spiral of informality and erosion of confidence. A land market study\(^2\) estimates that approximately 60% of land transactions are informal and these represent a significant unrealized revenue value.

The high cost of urban land has driven many people to invade public and private lands to establish informal settlements. The CARP, which is achieving some success in promoting social equity through the transfer of land to landless farmers, has, nonetheless, had an adverse effect on formal rural land markets. The CARP law has restrictions on the buying and selling of agricultural land under the program. In addition, many untitled privately claimed A&D lands are outside the formal rural land market. This phenomenon and the CARP law restrictions are the main cause of stagnation in formal rural land markets.

The current property valuation system was seen as one of four main weaknesses underling the core problems contributing to an inefficient and inequitable land market, that has in turn constrained economic development, reduced opportunities for the poor and has discouraged sustainable management of resources. Major structural change is needed to provide a sound foundation for moving forward for the delivery of valuations that have the confidence and support of the public and commercial sector.

Finally, the Land Administration system faces significant capacity issues in both the public and private sector. Both sectors acknowledge the overlapping functions amongst its personnel with many staff performing outside their distinct area of competence. Both sectors lack industry experience and the private sector in particular lacks relevant training. With more than 50% of the private sector operating as single proprietors there is an economic barrier to investment in modern equipment. Furthermore, although there are several colleges and universities offering undergraduate degrees in geodetic engineering only a handful can be considered as quality institutions.

3.0 THE LAND ADMINISTRATION AND MANAGEMENT PROJECT

The Land Administration and Management Project (LAMP) is an inter-agency project of the Government of the Philippines through the Department of Environment and Natural Resources (DENR) and its partner agencies, the Department of Justice (DOJ)/Land Registration Authority (LRA) and the Department of Agrarian Reform (DAR).

LAMP is the first step towards the implementation of a proposed long-term Land Administration and Management Program (LAM Program). The goal of the long-term program is to alleviate poverty and enhance economic growth by improving the security of land tenure and efficiency of land markets through the development of an efficient system of land titling and administration that is based on clear and consistent policies and laws, gender-responsive and supported by an appropriate institutional structure.

In the initial studies conducted by a fact-finding Mission from the World Bank and the Government of the Philippines (GOP), the Philippines’ current land administration system was found to have the following structural defects:

- conflict among laws regulating the system and its administration;
- two processes for titling land (administrative and judicial processes);
- multiplicity in forms of ownership rights in land;
- multiplicity of property taxes and related disincentives to formalization of land transactions;
- multiplicity in land valuation methods; and
- duplication and overlap in the roles, functions and activities of land administration agencies.

Thus, the LAM Project was designed to identify and test possible improvements to land administration in the country and develop new directions in policy and laws to reform land administration services. The scope of the problems in the sector and the status of the current policy, legal and institutional framework are such that a large-scale project could not be implemented without further investigation. LAMP was, therefore, designed as a 36-month Learning and Innovation (LIL) Project with loan funding from the World Bank and technical assistance grant from the Australian Agency for International Development (AusAID). The LIL was designed to develop a better understanding of the sector, and to allow for testing of suitable approaches, in the absence of a more conducive policy and legislative framework. The Project’s lessons, systems and procedures were envisioned to provide the roadmap for the possible implementation of the LAM Program.

Project Components

- Component 1 - Land Policy and Key Issues Studies aimed to formulate policy and regulatory changes needed to support the implementation of land administration and management reform, and advocated for the adoption of these changes by government and key stakeholders.
Component 2 – A Prototype on Land Titling and Cadastral Surveying (Prototype 1) aimed to develop and test approaches for large-scale registration and associated institutional and administrative arrangements. Its implementation was led by the DENR in six municipalities in Leyte.

Component 3 - A Prototype on Land Records Management and Information (Prototype 2) aimed to develop and test systems, procedures and associated institutional and administrative arrangements for improved land information management that would allow access to land records information and services. Its implementation was led by the LRA in five barangays in Quezon City.

Component 4 - Institutional development, project management, education and training, and monitoring and evaluation systems for the effective implementation of the project and the longer-term LAM Program
4.0 LAND POLICY AND KEY STUDIES

The project was not designed to test related methods on policy formulation, consensus building and partnership building per se. Rather, these are activities needed to be implemented to fulfill the objectives of the project. However, there were strategies adopted that will prove useful for the long term – knowing that LAMP represents only the first phase of reforms and that subsequent rounds of reforms will have to be carried out over the next 10-15 years. It is therefore important to share these experiences for the benefit of improving the strategies for the next phase as well as the long term program.

As the first attempt to develop and introduce reforms in the system, LAMP was in the best position to test the pulse of the stakeholders, probe the reaction of the agencies, examine the preparedness of the sector to gear up for the innovations and improvements that need to be put in place, and gauge the overall acceptance and feasibility of wide ranging transformation in the sector.

The Project was at the forefront of laying the foundations for reforming the LAM sector through the various Policy Studies. It has supported the consultation process across the breadth of stakeholders to generate consensus on the recommendations for reform. In doing this, the Project benefited from the earlier sector analysis undertaken during the Project Identification phase which clearly identified the areas for reform and facilitated further work in the investigation and analysis of the reform areas. The adoption by the government of a long term program framework served as an essential guide in establishing the general direction of reform and gave LAMP a clear mandate to work in this area and communicate with stakeholders. The long term Program also enabled the Project to anchor its actions on this framework and be more deliberate on the strategies that need to be followed to achieve its objectives.

4.1 Major Findings

An effective policy formulation process in land administration and management should have the following key elements:

- Definition of problems/issues based on empirical data (e.g. policy studies)
- Adoption of long term program framework
- Leadership and participation of relevant agencies (DENR, DOF, NEDA, DOJ, DBM)
- Involvement and commitment of other high level officials
- Appropriate staff, resources and procedures (e.g. monitoring, management, logistics) to oversee policy development and coordinate implementation
- Good understanding of the policy environment and stakeholders’ interests
- Participatory process involving stakeholders

The rationale of the reform process should be responsive to the general and specific needs and situation of stakeholders. This requirement entails an in-depth understanding of the common interests of the stakeholders in general, as well as of the
particular interests of each sector. The process of consensus building (CB) calls for the identification and reconciliation of the differing interests of the stakeholders, and the identification and effective management of the conflicting and irreconcilable interests.

An effective CB process should have the following key elements:

- Strong partnerships among government, civil society organizations and the private sector
- A well defined strategy
- Support of the lead executing agency
- Support from the highest level of 3 branches of government
- Relevance to the core agenda of stakeholders (i.e., poverty reduction)
- Identification of champions within government
- Mechanisms to create a groundswell of support (managed by basic sector)

Given the highly dynamic nature of the reform environment, it pays to be flexible in the approach and in responding to changes in strategies with the right resources (budget, staff, technical assistance, and other logistical support). There should be a continuous review of the effectiveness of the strategy, and to take account of recommendations arising from the CB workshops. The CB plan should have clear provisions for each stakeholder group based on strategic prioritization of the different stakeholders.

For partnerships to succeed there must be well defined partnership objectives, roles and responsibilities; the contributions from each party must be clearly stated and agreed; and the mechanisms for joint planning, implementation, monitoring and evaluation should be pre-determined. In designing successful partnerships, there should be recognition of the competence and limitations of both parties, and constraints imposed by existing mandates and responsibilities.

For partnerships to grow there needs to be a realization of mutual benefits, alignment to common agenda of both parties, and shared vision and goals.

4.2 Policy Formulation

The project took major steps or phases towards coming up with sound policy reforms. In phase 1 (February 2002 – June 2003) policy studies were conducted in six key areas:

- **Land Valuation** – which details: the current role of property valuation, its strengths and weaknesses, the cost of the existing system; and options and costs for establishing a framework for a market-based property valuation system in accordance with internationally accepted standards. The lead agency is the DOF-NTRC.

- **Forest Boundary Delineation** - which details: a system for data-basing the general characteristics of various land uses in the uplands; a policy framework on what to do with areas not being used in accordance with their existing land classification; and develops further studies to address gaps in the policy framework. The lead agency is DENR.
- **Land Development Process** – which details and proposes improvements to the existing system of land allocation and utilization so as to effect the highest and best use of land for present and future generations. The lead agency is NEDA-RDCS.

- **Fragmented Land Laws and Regulations** – which reviews and builds upon previous work undertaken on laws and regulations in the areas of public land disposition, land titling and land registration; examines and updates the relevance of these; and identifies options for change and determines implications for implementation. The lead agency is the DOJ.

- **Finance and Fee Structure** – which details: the current tax and fee structure to validate the perception that high fees and taxes are a disincentive for both initial and subsequent land registration; the financial status and income and expenditure flows of land administration and management; a model that allows the impact of suggested changes to be examined from a financial and economic point of view. The lead agency is the DOF-NTRC)

- **Institutional Structure** – which details the existing institutional responsibilities for land administration and management; evaluates their effectiveness and appropriateness and identifies areas and options for improvement; identifies changes which are within the authority of individual agencies; and secures inter-agency agreements to implement improvements and change. The lead agency is DBM-OPIB)

The report on the Land Development Process Study was still to be finalized at the time of writing. The subsequent phase (July to mid August 2002) covered consensus building and the integration of the policy studies and the third phase involved validation and consensus building with key stakeholders (August 2002 to March 2003). In support of the consensus building plan, a Social Program Plan was developed which contained strategies and action plans to bring about changes in policy and legislative framework for prototype implementation.

The policy formulation process in the project, thus, involved a range of approaches. The first strategy adopted was to involve different agencies in leading the policy formulation to ensure ownership of both the process and the resulting recommendations. Key agencies such as NEDA, DOJ, DBM, DOF and DENR Policy Group were directly involved in the development and review of Terms of Reference, and in the discussions with consultants on the progress of their work, formulation of study approaches, and review of recommendations. For the Forest Boundary Delineation and Land Development Process studies, both NEDA and the DENR Policy Group were involved respectively in the evaluation and selection of consultants who will undertake the studies. This approach proved very effective in mainstreaming the involvement of the key agencies which greatly facilitated the internal consultation with senior officials of these agencies. Thus, adoption of the recommendations did not become a problem for LAMP. There was however, a need to clarify the work or role of the agencies in dealing with the recommendations arising from the studies, and in addressing further gaps that remained before concrete actions could be made.
Some lessons in the involvement of key agencies in the policy formulation process were identified:  

- It is important to reach prior agreement with heads of agencies on the purpose of the policy study as well as the roles expected from both the project and the lead agencies.

- In building partnerships for reform, study TORs should spell out not only the expected output of the study but also the requirements for implementation/monitoring of policy recommendations, including counterparting arrangements between/among agencies and the project.

- During the policy formulation process, it is important to involve senior officials of concerned agencies to ensure effective formulation and implementation of policy recommendations. High level policy oversight can be an effective avenue for securing strong government commitment.

- In pushing for reforms in the lands sector, it is important to generate the commitment and support of higher level officials in the relevant agencies. This will facilitate strong ownership and mainstreaming of policy recommendations.

- Policy formulation should be a continuous and iterative process – formulating and refining policy instruments through continuous consultation with stakeholders. This is exemplified in the finance and fees study which recognized the need to determine the impact of the policy recommendations through further consultations with local government units.

- The coordinating unit, a role undertaken by PMO in the case of LAMP, plays a crucial role in ensuring that all efforts are undertaken in a coordinated and integrated manner. It should be equipped with enough capacity in carrying out this task through designating full time personnel, establishing a dedicated unit with appropriate systems and procedures to oversee the policy formulation and implementation process. The development of an integrated plan of action for mainstreaming, supported by an appropriate monitoring system are essential tasks of the coordinating unit.

- It is important to assess the capacity of partner agency to manage the policy formulation process. It is not enough that the agency and the unit within the agency be mandated with the appropriate function relevant to the study. The designated focal persons should have the capacity as well to provide adequate supervision and direction to consultants, in addressing implementation issues, and in ensuring that studies are completed within the required time. In case such capacity is weak, assistance should be provided by the project.

The formulation process faced some limitations, foremost of which was a request from the President to complete the studies in six months. With the processes that need to be followed in the engagement of advisers, this translated into an effective period of only four months to undertake the studies and report on their findings. This is also partly the reason why the consultation during the policy formulation phase was limited to the

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3 Activity Evaluation Report, June 2003
agency counterpart staff, officials of lead agencies, and the LAMP. Furthermore, the six studies did not start on time. The two World Bank funded studies were late due to delays in the procurement processes. These studies however, had the time to conduct wider stakeholder consultation while the policy studies were continuing, and therefore benefited from their inputs. Thus, when the four AusAID funded policy studies were completed, only these were included in the Integrated Policy Studies Report which was later presented to stakeholders. Experience also showed that the conduct of the studies suffered from the absence of an integrated framework within which the different options could be weighed, and conflicting recommendations could be reconciled. Finally, the delays in prototype implementation hindered the effective usage of prototype experience as inputs to the policy formulation processes, and in the same way, to enable the prototype stakeholders to make a critical analysis of the effects of the proposed reforms in their domain.

While these are administrative issues there are several lessons in themselves that can be drawn from the experience:

**First**, future policy studies should be given ample time based on specific requirements/TORs, to enable a more participatory process during formulation. **Second**, the conduct of policy studies should, to the extent possible, be synchronized to facilitate integration and streamline consensus building activities. **Third**, it is important to have an integrated policy studies framework for the subsequent phases of policy studies to guide the design process and content; and clearly spell out the overall study variables and parameters against which to weigh options and recommendations. **Fourth**, integration of policy studies should ideally start during the policy formulation stage of individual studies; and not after the studies have been completed and recommendations already prepared. Parameters and mechanisms for integration should be defined at the onset by formulating a cohesive framework. **Fifth**, future policy formulation could benefit from lessons from community experiences. This enables better understanding of problems on the ground, hence ensuring more sound and realistic policy recommendations. These could further strengthen the rationale for the resulting proposals, and aid in the subsequent consensus building process. At the time the studies were carried out, the prototypes were still in the initial stages of implementation. Case studies and examples from the ground could have provided strong arguments for the reform proposals. Other case studies were utilized instead to render more meaning to the recommendations and enable the stakeholders to relate to these experiences.

Another important lesson that can be drawn from this experience is that while there was leadership and participation from the concerned agencies in directing the studies, it is still essential that at the very early stages of formulation, the primary stakeholders be involved as well to ensure broad support for change. It is expected that these initial investments in participation will eventually pay off in minimizing the resources and effort required for the consensus building phase, as ownership will be strongly shared among those who were involved. The stakeholders would have fully understood the processes involved, the options studied, and the rationale for the recommendations that are being put forward. This important lesson also manifest in the fact that during the consensus building phase, the Project had to make a strong case to link the reforms directly with poverty alleviation, which is central to the concerns of the basic sectors. In addition, there were important concerns which emerged during consultation.

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4 Activity Evaluation Report, June 2003
which were unique to different groups and needed to be addressed, but were otherwise not identified during formulation.

4.3 Consensus Building for Policy Reform

The experience has shown that the lack of clear advocacy group on land administration and the weak demand for change made initial breakthroughs in reform difficult. This was brought about by insufficient understanding of the possible improvements in the system and what these can bring to improve the economy, the fiscal situation, and the social well being of the marginalized sectors. Feedback from the policy consultations revealed that while the public is not satisfied with the system, there was lack of understanding of possible alternatives, and how the Philippines compares with other countries. LAMP was able to introduce such alternatives and helped to improve people’s understanding of the benefits that a better land administration system can bring. Already this awareness is translating in a demand for reforms in the system. The important lesson here is that once this demand for change is manifest, there is potential for strong support for the most fundamental and drastic reforms. Indeed, the general consensus already established on the reform directions arising from the stakeholder consultation is providing LAMP the motivation to push for the agreed changes, despite the objection of some. The workshops and seminars with stakeholders proved useful in creating a strong constituent among the most affected sectors, who can be allies or strong advocates for the needed reforms. In initiating reforms therefore, it is important for people to understand the benefits there from, particularly in establishing clear linkages with poverty reduction and the alternatives available. A strong constituency is also required to advocate for change. This can be created by improving their awareness of the issues and the solutions that can be put forward to address such issues, participation in the reform process, and integration of their concerns and interests in the reform agenda.

On the choice of strategy, the Project originally thought that the best way forward was to push for all 14 recommendations contained in the Integration Report. It was realized however, that this approach would prove unmanageable, and may compromise the realization of any headway in any of the proposed reform measure. It was therefore decided that there needs to be a prioritization of the proposals, and work on a progressive approach towards consensus building and legislative changes. A clear lesson from this experience is that in introducing broad reforms, the incremental or phased approach works better in advancing priority and strategic reform measures. Indeed, this strategy enabled the project to focus its resources and effort towards a key legislation initiative, that is the creation of the Land Administration Authority (LAA).

In managing a reform process, it is important to be flexible in the approach and strategy so that it can seize opportunities offered by the support emerging from all

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5 Introducing Innovations in Land Administration and Management: Lessons and Experiences from LAMP, Draft M and E Report, September 2003
7 Introducing Innovations in Land Administration and Management: Lessons and Experiences from LAMP, Draft M and E Report, September 2003
9 Draft M and E Report, June 2003
possible fronts. The Project found itself constantly changing its strategies and directions, as it encounters hurdles along the way, or to take advantage of specific situations that will further the reform agenda. At the start, the Project was banking on champions to elevate the reform agenda higher in the national level decision making process. While this champion was sought through the members and Chair of the Task Force, the influence of other equally powerful forces neutralized the efforts of LAMP. It was also thought that there needs to be a Presidential mandate to be issued in order to avoid the anticipated delays that may result from the initial resistance from the affected agencies. However, the Executive Order which was supposed to give that mandate did not materialize, but changes in the Departmental leadership gave LAMP the support it needed to pursue its discussions at the agency level. An internal consultative process among affected agencies has materialized, driven by a MOA between the DENR and DOJ, and supported by a joint technical working group who drafted the proposed bills. This process, together with the independent efforts of the NAPC basic sectors, was largely responsible for advancing the advocacy process for the proposed LAA.

Experience with having a high level advisory body such as the Presidential Task Force proved that it can make a lot of difference in the effort to push for the reform agenda, and in seeking the support of other branches of government. However, efforts must be made to ensure that members actually adhere to the objectives/targets which they have set out for themselves. Appropriate support from a strong leadership and Secretariat can help make this possible.

In developing a consensus building process, consideration should be made of the long and protracted processes in the Philippines. The timetable and resources therefore, should reflect this reality. Important frame conditions (i.e., socio cultural context, political nature of the legislative process, and institutional resistance to change) should be factored in and monitored as well. Any effort at legislative changes in the Philippines is always a challenge. It normally takes a few sessions of Congress (i.e., more than one year) to enact a new law, or amend an existing law. Moreover, for legislation as far reaching as the LAA, the institutional resistance to change could impede any effort at introducing changes that may affect the turfs and personal interests of people who will be affected at the agencies. Adequate time must be planned for these processes to take place, and ensure there is appreciation of the benefits of the reform proposals, including its possible effects on the personal well being of those likely to be affected.

Parallel to the legislative process is the consensus building with stakeholders so that the proposals are well understood and has the support of important stakeholders. Adequate time and resources must be provided to ensure the appropriate sectors appreciate the full implications of the proposals to their well being and interests.

### 4.3.1 Consensus Building with Agencies

The first phase of consensus building activities of the project was directed at the partner agencies. A series of workshops were held with LRA, LMB, NAMRIA, and DENR
to inform them of the policy recommendations, discuss the issues, and note their respective positions on key areas (especially on the proposed LAA). The intention was to have a government consensus on the proposal, and prepare an executive endorsement of the proposal, with the support of the affected agencies. Participants during these workshops were the key persons involved in the policy studies formulation from NTRC/BLGF, DBM, DOJ and DENR.

The lessons that follow came about from the project’s experience in this initial stage of consensus building:13

- The participation of top agency officials in CB activities, while not the single most determining factor, is important to ensure the support of the staff and key officials of the agencies at lower levels. In the Philippines, the top officials are still regarded by staff as the one who minds the interest of his/her subordinates as well as protects the interest as well of the broader public. The experience of the project has been that in agencies where the support of top officials was not clear, there was difficulty in getting the support of the middle managers and other personnel.

- In advocating for reform which can affect and has the support of other agencies, it would be more cost effective and less demanding on the lead agency or project to tap other agencies or offices to serve as resource persons. It makes a lot of difference if one of the agency representatives discusses and champions the proposals in front of his/her colleagues. This enhances a sense of ownership and enables the staff of agencies to effectively situate the discussion within the context of the agency’s own bureaucratic culture and interests.

- In CB workshops involving participation of partner agencies, representatives should be officially identified at such a level that they have the authority to make decisions/commitments. This will ensure consistency in positions on key issues discussed during meetings/workshops. These should be clearly documented and commitments followed up so that time and effort is not wasted repeating presentations and explanations for the reform agenda.

- In advocating for reform that will affect many agencies, it is important to implement change management strategies using the communication channels of partner agencies.

- In situations where partner agencies were involved in policy development, their continuous involvement in addressing changes in recommendations arising from CB activities should be ensured. Likewise, there should be regular feedback/update mechanisms for partner agencies. More importantly, their active involvement in the entire CB process will facilitate implementation or mainstreaming key recommendations arising from the study.

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13 July 2003 Consensus Building Activity Evaluation Workshop
4.3.2 Organizing Consensus Building Workshops

The Consensus Building activities mainly involved workshops with stakeholders to make presentations on the rationale for reform, discuss the reform proposals contained in the 14 point agenda based on the Integrated Policy Studies Report, and to explain the possible effects or benefits of the proposals. Key officials of LAMP were mainly involved in such presentations, followed by a workshop with different groups to process their reactions. In some cases, resolutions of support were arrived at towards the end to express their agreement with the recommendations of LAMP and a commitment to partner with LAMP to pursue the agenda.

In reviewing the success of the various CB workshops held with stakeholder groups, three lessons emerged. First, CB workshops will be most effective if organized in such a way that there are agreements/follow-up actions made at the end. On the part of LAMP, there should be clear objectives for engaging different stakeholders and the expectations well defined so that CB activities can be built around achieving such kind and level of support14. Second, the packaging of presentation should be customized in such a way that is responsive to the distinctive needs and situations of each particular stakeholder group. Particularly in the Philippine culture, this means that facilitators of the process and the senders of key messages must be people trusted by the stakeholders (not perceived as enemy) and who speak their language, not only in form but also in substance.15 Third, in situations when there is doubt on the sincerity to reforms, it is important to adopt a diplomatic and positive attitude (versus adversarial attitude) and an interest based negotiation style in handling negative and provocative situations. It also pays to remain calm and steadfast in convincing stakeholders on willingness to accommodate concerns16.

4.3.3 Support to Consensus Building Activities

The CB effort proved to be a very daunting task for the project. Changes in plans and resource allocation had to be made in such a way to keep with the expanding demands of the work. Multiple stakeholders need to be met, workshops need to be organized, and schedules reconciled in such a way that this meets the availability of the LAMP resource person and the stakeholder group. More importantly, a CB plan and strategy was developed, and continuously reviewed and updated as a result of changes in frame conditions, as issues arise, or as bottlenecks were met.

While mainly operational in nature, the lessons merit mention here as it is anticipated that future CB activities will be carried out in the next phase and for the long term LAM program.17

Implementing a CB strategy should take full consideration of the organizational preparedness of the office charged with the responsibility, with adequate provisions for sufficient number and quality of staff, budget and other support requirements. The organization should have clear lines of authority and responsibility for implementation.

The CB process would be much facilitated if there was a communications plan developed and implemented early on so that there is adequate media exposure prior to or in parallel with the launch of full scale CB efforts.

Given the highly dynamic nature of the reform environment, it pays to be flexible in responding to changes in strategies with the right resources (budget, staff, technical assistance, and other logistical support). There should be a continuous review of effectiveness of the strategy, and to take account of recommendations arising from CB workshops. The CB plan should have clear provisions (budget, resources) for each stakeholder group based on strategic prioritization of the different stakeholders.

The technical inputs to CB should be fully utilized. These include, background policy reviews, and other technical reports that were prepared as part of the policy formulation process. The information therein could be very valuable in convincing different stakeholders of the importance and urgency of the reform. Moreover, it can provide clear arguments in situations when there are strong views against the reform proposals from various sectors.

The CB process must be based on a well defined, clearly thought out and realistic set of performance/progress indicators. Even the risks or assumptions must be managed and monitored.

The support of the lead executing agency (DENR) is important to push for the reforms and in strengthening ownership of the reform proposals.

It is important to have a clear strategy and systematic plan in getting the support of stakeholders. This includes the preparation of a clear budget plan that will guide the implementers not only in holding the planned activities but also in anticipating and responding to unplanned activities. It is also important to identify people who will be responsible for the implementation of the activity.

Good process documentation is essential to substantially capture the gains of the activities.

The CB process can be strengthened if complemented by parallel CB efforts at the project sites. This would ensure support from the project communities, to strengthen the argument for change based on their actual experiences. In the same vein, there would be merits in developing mechanisms to elevate project experience/findings to the policy reform agenda.

4.3.4 Partnership for Consensus Building

As difficulties continued to intensify in pursuing the reforms through the normal government process, the government found itself in alliance with other sectors to carry
the cause of LAMP forward. This came about as a natural process, believing that the stakeholders—the users of the system, the marginalized sectors who will ultimately benefit from the reform programs, have a much bigger stake than the agencies who are running the system. After all, the system should work for its clients, and not for the comfort of those who are administering it. This mindset was introduced by LAMP. Thus, the active engagement of the National Anti Poverty Commission (NAPC) Basic Sectors in the whole dialogue to seek agreements on the directions for long term changes was sought. It benefited LAMP that there was a mechanism in place for the basic sectors to be adequately represented in a consultative body that is able to express their concerns to government and engage in active discussions on critical policy issues. This served as the springboard for LAMP to have more interactive relationships with the sector. This effort culminated in the signing of a Memorandum of Cooperation (MOC) between LAMP and the basic sectors.

It is important to bear in mind the key objective of the CB process is to ensure target beneficiaries realize the importance of proposals to their cause. If the cause remains relevant and central to the concerns of those who are conceived to be the beneficiaries of reforms, it would not be difficult to get their support in moving the agenda forward. With this support, what seemed to be a very difficult process proved to be relatively easy. Though it is still too early to fully gauge the results, the speed by which the LAA was forwarded to Congress and the high level attention it got from the President no less, are indications of the fruits of these partnerships. This was manifested in the way the partnership bloomed when an understanding was reached on the relevance of the LAMP proposals to poverty alleviation. This was made possible through an in depth understanding of the common interests of the stakeholders in general, as well as of the particular interests of each sector. Moreover, this means that the process for CB calls for the identification and reconciliation of the differing interests of the stakeholders, and effective management of the conflicting and irreconcilable interests.

4.3.5 Sustaining Consensus Building Efforts

Experience point to three ways by which CB efforts can be sustained: First, ensure important agreements made during workshops are acted upon and monitor developments. There are important suggestions and agreements raised during workshops that can mean follow up joint activities with specific groups leading to collaborative undertakings. The project should take advantage of these through prompt action on agreements or suggestions. Second, the interests of stakeholders need to be sustained by providing them information on developments on the policy proposals. Third, elevate successful CB efforts into partnership agreements founded on essential partnership principles and resource counterparting (in lieu of financial contracts).

4.3.6 Future Challenges

The CB process of LAMP benefited most from the initial support generated from the highest level of decision making, the open support of major stakeholders, and focal

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agencies. It afforded the project with a clear mandate and direction on the process; and confidence in engaging the different stakeholders. Moreover, given that the CB framework and orientation was consistent with the government’s social welfare bias and participatory approaches, it proved not difficult to get the support of major stakeholders.20 A number of challenges however remain.

The Project has built a strong base of support from stakeholders on the land administration reform agenda. It is essential that this momentum is carried onto the next phase so that the desired legislative changes are put in place.

The next phase of consultation and consensus building will face more difficult and complex issues. In particular, it will need to address the fact that no amount of consensus building can produce unanimous support for substantive reform.21 However, it is fundamental that the partnerships established and the support generated for the reform agenda should be fully utilized and sustained so that subsequent phases of reform are built around these. This is vital in order to maintain the trust and confidence of the partners in the process, and to demonstrate the consistency of the phased proposals with this framework.

Introducing reforms in the LAM sector has proven to be a very challenging mandate. Experience is telling us that one needs to be flexible, and be alert for opportunities to pursue the crusade, as they become available. The bottlenecks which have come along the way have taught the Project not to rely too much on a single strategy, but to pursue all avenues as they become available. Strategic alliances are also important, especially with the civil society sector, in an institutional environment where the administrators of the system are themselves hesitant to pursue the proposals put forward by the Project. Investments in awareness, consensus building, and advocacy, proved fruitful as the partners rallied themselves in support of the reform process. For the second wave of reforms, it would be important to identify who can be relied upon to support the proposals and engage in partnership arrangements with these groups. A sound stakeholders’ analysis would be necessary to adequately prepare a consensus building and communications plan for future reform proposals. Adequate budget should be provided to enable these participatory processes to be carried out.

While the reforms are not yet fully in place, the investments already made has created a strong sense of awareness, demand for change, and a solid base constituents who can be counted upon to support the succeeding phases of the reform.

4.4 Property Valuation

In the different government agencies, several systems and methodologies for the valuation of real properties operate and are used for different purposes. These include real property taxation, compensation for land acquired for public investment and for valuation under the Comprehensive Agrarian Reform Program (CARP). The multiplicity of systems and methods has often produced doubtful valuations whose contestation in court has, at times, caused long delays in the implementation of government programs. Doubtful and contested land valuations have also had an adverse impact on the efficiency of land markets and land administration.

Valuation of land at below market value of land prevents the efficient allocation of lands to their best use and leads to a relatively low tax burden which encourages land speculation and undermines the generation of significant revenues from land ownership. The absence of national standards and methods of valuation provide a loophole to the over valuation of real property and underestimation of a property-related lending risk. This undermines the integrity of financial transactions and the stability of the financial system.

One institutional issue is that since the enactment of the local government code the BLGF capacity and efforts in valuation have run down. As a result many of the LGUs are further ahead of the central government capability and the some form of national regulator is needed to bring consistency and order to the valuation system.

Although initially designed as one of the key policy studies, property valuation has emerged as a priority function in the LAM Program of reform. Following the completion of the policy study in June 2002, the DOF considered the recommendations in parallel with those of the Finance and Fees Study. Subsequently the Secretary DOF requested a detailed management plan be prepared to implement the recommendation of the study with emphasis on the implementation of standards and pilot testing. Most importantly, the DOF requested the drafting of a Bill to create a valuation regulator and to reform the valuation system. This latter work was also conducted within the National Tax Research Center (NTRC). Central to this reform is the creation of a regulatory agency called the “Central Appraisal Authority”.

The creation of a Central Appraisal Authority (CAA) is essential to address the major concerns of stakeholders relating to inefficiencies and inequities in the present system. It is proposed that the CAA will act as a regulator and be responsible for providing the GOP and the LGUs with standards and guidelines, technical assistance, compliance monitoring and audit functions. It is also proposed that the CAA will provide all LGUs with a clear compliance report before the valuation base can be used by the LGU for property tax purposes. Also the CAA will be expected to provide a leadership role in the appraisal of real property for taxation and for other statutory purposes.

Simulation studies were started in April 2004 in the City of Sta. Rosa, Laguna and the initial findings show that even in this efficient LGU, there is significant room for improvement in removing distortions in the valuation base by establishing market based values, keeping it up to date, and sharing the valuation base with the BIR. The study showed that it was not only a financial imperative but also there are social equity issues with the existing approach of low quality valuations and valuations subject to ‘adjustment” by the Council and executive.

The lessons revolve around the achievement of equity and fairness in the property tax system through the adoption of standards which are backed by a central regulatory body. Overall, the lessons in land valuation can be summarized as:

1. Reform requires a definite commitment to change and the creation of a National Appraisal Authority to implement the reform. The number one priority for success will be the transfer of powers to a statutory officer and the removal of
the political influence which exists today. The findings so far from the valuation simulation study in Sta. Rosa, Laguna confirms this need without doubt.

The separation of the valuation and assessment function from the tax rate setting function is an internationally recognized model. The independence of a professional valuation and assessment service is essential as it provides equity and fairness in the tax system. The tax policy and establishing the tax rate is for the politicians to finally decide.

2. The valuation reforms will provide financial savings and revenue improvements for government at all levels by removing duplication of effort and by providing benefits from a wider taxation base which will lead to improved tax collections.

The development of better valuation standards in the GOP Agencies will in time also result in improved revenues from government owned and managed real property. Therefore the creation of an independent appraisal authority will have significant financial benefits to government at all levels.

3. The collection of transaction data on sales and rentals is vital to a sound real property appraisal system in both the public and private sectors. Also the public and business community needs to be aware of the market activity and the transaction details and trends are necessary for making informed investment decisions. The essential strategic direction is to establish reliable data flows on transaction details from the Registry of Deeds and the Bureau of Internal Revenue and allow the CAA and the public access to the data as well as maintaining confidentiality.

4. The level of appraisal practice must be improved through education and training in both the public and private sectors. Along with education and training there is a need to review the regulation and licensing of appraisers. This is an important measure to put in place an improved procedure to provide a higher level of accountability and at the same time give the public confidence when engaging the services of a Licensed Appraiser in the areas of mortgage lending, financial reporting and appraising real property for property tax, compensation etc in the public sector.

5. The general lack of information technology applications and computer systems in the GOP agencies and the LGU's is considered an obstacle to efficient and cost effective appraisal and assessment practices in the Philippines. In common with the overall land records management goals for the Philippines a comprehensive information technology strategy will be required together with a review of organizational needs and the adoption of national standards on data collection for the real property valuation base and similar standards for the collection of transaction data. The linkage of the LAM Program with other development initiatives at the LGU level offers the potential for synergy in the LAM reforms. For example the Tax Recovery and Collection System (TRACS) which is already being trialed in 6 cities under the AusAID sponsored PRMDP could possibly be adapted to record and store land transaction and cost data.

6. There is a general lack of understanding of the valuation process in both the public and private sectors. Therefore a comprehensive and on going
communications program is required to address these concerns by regularly informing tax payers / property owners and the general public on matters related to Real Property Appraisal practice.
5.0 LAND TITLING - PROTOTYPE 1

5.1 The Prototype Context

There is an estimated 5 million hectares of alienable and disposable (A&D) lands untitled. With an estimated annual accomplishment of 100,000 titles registered during the last 15 years, the completion of the task is clearly impossible without the introduction of efficient and cost effective procedures for systematic mass titling in the Philippines.

With limited budgets, inefficient titling procedures, and the proliferation of records across many agencies, processing of titles over declared A&D lands has been mainly sporadic throughout the country. The number of titles that can be processed depends on the limited annual operating budgets given to DENR CENROs/PENROs. More importantly, the process can take months to complete because of: (i) the need to validate records with many agencies; (ii) the highly centralized approval process; (iii) the lack of information among applicants about the alternative tiling procedures, requirements and the fees to be paid; and (iv) the lack of budget and manpower to process applications on a massive scale.

The objective of Prototype I was to develop improved approaches for large scale land registration and associated institutional arrangements that are simplified, streamlined, cost effective and acceptable to the community. Different approaches for mass land registration were trialed, in an effort to find a suitable procedure for mass titling.

5.2 Major findings

New mass titling procedures proved to be superior to the sporadic titling program currently undertaken for a number of reasons: (i) it brought the services closer to the community through the base camps; (ii) it was less costly on the part of the clients because the Project linked with the other offices to provide data/documents and/or other information that would otherwise have to be secured by the applicants individually; (iii) it was more streamlined and provided for delegation of approvals at the field level; (iv) the CRS promoted increased mobilization of claimants for titling, thus enabling a more organized and informed approach to registration; (v) the titles issued were based on updated and verified records from different offices, supported by a process of field validation and validated surveys; and (vi) the opportunities for conflicts was reduced because of the participatory processes put in place in the areas of lot surveys and validation of claimants.

Among the mass titling options available, Free Patent presents the most viable approach. Changes in law have been proposed to address the limitations emerging from the prototype experience and these confirm the effectiveness of the Free Patent approach in the long term program. Additional streamlining in the mass titling procedures is also needed to reduce the cost to acceptable levels, and to improve participation rates among claimants. Finally, post titling support should also be available to ensure that the desired benefits of titling for the communities are realized.

The requirements for mass title registration include: appropriate survey infrastructure through densification of geodetic control points, good quality survey returns, and...
updated reliable records from the agencies that are captured into consolidated Cadastral Index Maps (CIMs). More importantly, a roll out would require skilled staff to undertake new procedures introduced into the system, in areas such as systematic adjudication, community relations, community organizing, and cadastral index mapping.

The discussions that follow highlight the experiences and lessons of the Prototype in the testing of alternative approaches, for cost effective mass registration of privately held A&D lands. These methodologies were tested under the existing legal and institutional framework for land administration.

### 5.3 Cadastral Index Mapping

The Cadastral Index Map (CIM) is a tool that has been introduced by the Project to provide a spatial reference for all title records. Without it, there is no way to ensure that a new title does not overlap or duplicate a title already issued over the same land area either by the same agency, or other agencies responsible for processing or issuing tenure instrument, such as the DAR, DENR, and LRA through the Courts. The CIM process involves consolidating the records of all agencies and the development of maps using a single map-projection system. The CIM were supported by a database that was designed to contain comprehensive information on all parcels, such as owners, location, titles issued, status of applications, and other interests on the property. It was to be used initially for the validation of claimants by the CRS and the systematic adjudication teams. Once fully developed, it was to be integrated into the systems of the DENR and the ROD so that automatic updates could be made, and the public provided with quick access to land information.

In preparing the CIM, the relevant land records required from other agencies included:

- **DENR** – survey plans (for isolated surveys), cadastral maps for surveyed areas, list of claimants, land classification and projection maps, lot data computation
- **DAR** – database of Emancipation Patents (EPs) and Certificate of Land Ownership Award (CLOAs) issued (contains names, lot numbers, cadastral information, and area), proclamations
- **Assessors Office of the LGU** – tax declaration (contains PIN number, market value, assessed value, land use, survey plan, and TCT number), tax map
- **Register of Deeds** – Certificates of Titles (Transfer Certificates of Titles, Original Certificates of Title) which contains information on owners, location
- **Land Registration Authority** – information on decreed properties, isolated surveys, and judicial titling applications (which contains information on applied lots), municipal index sheets, survey plans and projection maps
- **National Irrigation Authority (NIA)** – irrigation canals
- **Department of Public Works and Highways (DPWH)** – road networks
5.3.1 Records Retrieval

Gathering the required land records to produce the CIM proved to be time consuming. At least four reasons can be attributed to this: (i) agencies had different records storage systems; (ii) lack of complete inventory and poor records management in some agencies; (iii) weak cooperation from some agencies in the provision of required records; (iv) difficulty in securing records from the ROD for areas partially covered by its jurisdiction.

There was no uniform records system. Each agency has its own system without regard for cross reference or the future integration of records. At the start, staff was unfamiliar with the storage schemes used by each agency. It would have saved on time and effort if a study had been made of the respective storage systems to develop an appropriate records retrieval strategy.

Within each agency, poor records management resulted in lost and damaged records. Except for DAR, which has developed its own database, agencies did not have a complete inventory of their records. There was no mechanism for reconstitution of survey plans missing from the records. Pre-war records have to be researched. Some agencies had errors in their land records resulting in gaps and retrieval of irrelevant records.

Despite the Memorandum of Agreement signed among the cooperating agencies, the project had difficulty in securing appropriate cooperation from staff to promptly retrieve the records required for CIM production and database development. No clear guidelines are in place to address issues such as whether payments should be made by the project for copies of records, whether honoraria should be given to agency staff involved, whether project staff should be allowed physical access to records of agencies or whether additional funds should be provided for the procurement of technology and the strengthening of the database23. These difficulties were addressed as they were encountered, through dialogues with agencies concerned, and adjustments in specific working arrangements in records access.

The most challenging experience has been to isolate titles which belong to the prototype municipalities. The records of the registry are arranged by title numbers which made it difficult to access records covering parts of the registry, without knowledge of the title numbers. Too much time was spent trying to locate the titles of parcels from the six municipalities. When an agreement was made for the ROD to provide index records of the pertinent titles, it turned out that only a small percentage was useful to LAMP because of errors in copying relevant information from the title.

For the next phase of LAMP, records retrieval would be greatly facilitated if an assessment of the records storage system was undertaken, agencies completed their inventory of records, and an agreed system of records sharing, with specific provisions was developed. Such an inventory would require sufficient lead time and resources that may not be available in the agencies participating in LAMP. Moreover, the inventory would need to be guided by clear parameters which take into account future plans for

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23 Additional lesson identified during the PIO1 Lessons Validation Workshop with Stakeholders, Sept. 6, 2004
sharing and and/or linking of records in an integrated land records database, capable of being updated as transactions occur. The decision of scope of the project should also be made on the basis of covering an entire registry rather than portions of it, to facilitate access to and linkage with ROD records, and to ensure a more useful final outcome. For the long term LAMP, there needs to be an agreed common framework for records storage, linking of records among agencies, sharing of records, and policies on access by the public and government agencies. These would have to be guided by the National Land Records Management Strategy, agreed among the agencies, and supported by appropriately strong instrument, such as an Executive Order.

In addition to the records inventory in agencies, delays encountered in CIM production can be avoided, and the quality better assured, if the following are in place prior to preparation:

- delineation of correct political boundaries;
- conversion of all graphical surveys;
- conversion of approved cadastral survey to PRS 92; and
- establishment of third order geodetic controls.

Unclear political boundaries in survey plans should be settled as far as possible prior to CIM production. This will have an important effect on the ability to correctly identify the location of the parcels, and in the linking of all the available records. Issues on adjustments or corrections of CIM on the other hand, could be minimized if all graphical surveys are converted before CIM activity commences. A program for validation of existing surveys and transformation to PRS-92 should be in place before LAMP II so that the CIM can be finalized and the database completed without requiring further revisions. CIM should be based on validated cadastral projects, however in their absence orthophotos can serve as useful basis for CIM production.

5.3.2 Methods for CIM Development

The Project tested three different methods for CIM production – manual drafting; digitized GIS and the use of orthophoto. The use of digitized GIS and orthophotos provides for more efficient procedures for CIM production, however, their use is dictated by the availability of equipment and orthophotos.

The results of testing the use of orthophotos to develop CIM reveal that they are most useful in areas with less than 50% vegetation. The orthophoto image enables quick visual alignment of cadastral information and helps to ensure spatial control the CIM.

In addition to CIM production, the orthophoto map is useful in office planning and field validation operations. They provide the claimant a more realistic view of his/her property and its adjoining lots. The use of orthophoto imagery thus; accelerates and facilitates the identification, validation and mobilization activities of the CRS; is most useful in joint SNS/ adjudication for unsurveyed areas; accelerates parcel identification during ocular inspection; facilitates the decision making process of the adjudicator and
the SAT unit with regards to the issuance of title, and ultimately improves the quality of patents.

In order to ensure the capture of quality imagery, aerial photography should be planned well in advance (1 to 2 years) to take advantage of the best weather conditions. For cost efficiency, future project roll outs should be based on a province level. If budget permits, colored orthophoto maps (OPM) are preferable because objects are more identifiable. The positional accuracy of the orthophoto coverage is of prime importance – it must conform to the specifications. Other issues such as poor tone, contrast and color balancing can be tolerated as long as the cadastral definition is clear.

5.3.3 Database Development

The database contains information on all records secured from the agencies in the process of developing the CIM. It supports the CIM in the validation of land records, and serves as the backbone of an eventual land records management strategy. The integration of CIM into the ROD and other agencies would require the support of a database containing up to date records of transactions (note the reference to a transaction database in connection with the land valuation system reforms).

The development of the land records database in Prototype I proceeded without reference to the design of the database in the land records Prototype 2, and without prior consultation with the users of information, such as the clients and the land related agencies. The lesson is that the records database should be undertaken with the participation of all agencies so that their needs can be considered, and should be preceded by a review of status of agency records, and the existing databases of other agencies. An inventory of existing records would be an essential component of such review. Where multiple sites are involved, there is a need to ensure compatibility of the site databases so that these could form the backbone of the national program, and links with a central or national hub could be ensured for timely reporting, monitoring and evaluation. The database should lend itself to analysis of land records so that inconsistencies can be detected, overlaps avoided, and other anomalies identified. It would be useful for serving as an input to policy making in the area of national land records management. In cases where there are multiple data bases in a site, these should be designed in such a way that enables quick updating of the CIM land records database.

For the long term program, the design of the database should be guided by a national framework emanating from the National Land Records Management Strategy such that further expansion and linkages can be established during its design. The CIM/database is a core component of records management and is essential for efficient and effective land administration. LAMP should prioritize the strengthening of records management capability.
Other principles necessary in the design of the land records database are as follows:

- Accessible and relevant information for clients/customers;
- Minimal cost of maintenance;
- Security of files/information;
- Ease of interagency/inter unit exchange and updating of information;
- Ease and efficiency in administering the system.

5.3.4 Application of Database

Once completed, the database was installed at the One Stop Shop and used as basis to provide information to clients through queries and processing of other public land applications. During its development, it has proven useful in terms of identifying inconsistencies in records which require further investigation and appropriate action. Examples of these are:

- Inconsistency in the records of agencies on the area and survey plan number for the same parcel;
- Title records in ROD without supporting lot and block numbers;
- Titled lots in subdivisions without approved survey plans; and
- Different title numbers in the same parcel.

5.4 Cadastral Survey and Mapping

Cadastral survey provides the spatial framework for systematic field adjudication to take place. The Prototype tested the conduct of surveys by contract (outsourced) and by administration (government) to determine the cost-effectiveness and test the capacity of private contractors and the government in surveying. Survey by private practitioners was found to be the most viable in terms of technology and human resources, but technical capabilities of the survey staff has to be fully reviewed. Effective survey by contract would require, close supervision and careful selection so that contractors possess suitably qualified personnel, equipment, adhere to standards, and have good management plans. While the quality of survey by administration could also be brought to the same level as the quality of surveys by contracts given the appropriate support, the difficulty of deployment of field teams and issues of sustainability for the roll out would make this approach the less preferred approach for the next phase and the long term.

Greater community participation in survey work has been tested through the simultaneous conduct of survey and adjudication, thus avoiding the long lag time between survey work and the processing of titles. One setback of the existing system is that in many areas, it takes many years for title processing to proceed after survey work, thus leaving many beneficiaries disappointed with the government’s titling program. The Prototype has documented the procedures, guidelines, qualification criteria, bidding requirements, and contract supervision procedures, in case contracted surveys will be adopted as the main approach to cadastral surveys for the long term.
Program. An Orientation Program, supported by DENR management is needed, so that these innovations can be shared and mainstreamed within DENR field offices.

A comprehensive review of the cadastral survey practice in the Philippines was carried out, and consultation workshops held with Geodetic Engineers of the Philippines (GEP), government surveyors, and other users of the system. Agreements were reached on possible short and long term measures to improve the education system, regulation of the profession, contract survey processes, verification and approval of surveys, project implementation, monitoring and evaluation, and survey records. Through this effort, reforms in the overall survey standards and practice will be pursued.

In its extensive experience in field survey work, important lessons have emerged and been documented in:

- Validation of old surveys
- Survey by Private Contract
- Community Participation in survey work
- Use of appropriate technology in surveys

5.4.1 Validation of Old Surveys

For a range of reasons the existing cadastral surveys have serious deficiencies which prevent them being used for titling. Based on the Prototype experience as much as 30% of approved surveys could be erroneous and an effective system of field validation is required. The potential technologies for validation have been tested and considerable cost savings can be given achieved by the judicious application of these methods.

5.4.2 Survey by Private Contractors

The lesson from the Prototype is that the conduct of cadastral surveying by contract to the private sector is the best model for the future. There is a concern however, surrounding the capacity of private surveyors to undertake this function.

For example within Region 8 (Leyte) there are approximately 70 Geodetic Engineers and there is only one Total Station instrument available. The technical requirement to use Total Station equipment discouraged the consultants. For the small local contractors, the high investment cost to purchase or rent a Total Station was prohibitive; while for large practitioners who were not locally based, the cost of mobilization and demobilization was high. Thus survey tenders attracted only a few proposals from a small cross section of contractors.

In common with the lack of technological capacity the level of modern cadastral survey experience in both the public and private sectors of the industry is low. The dilemma is that on the one hand practitioners are prevented from undertaking cadastral survey contracts because of limited technological capacity; on the other hand, without access to contracts for cadastral work from the LAM Program, they lack the capital to invest in capacity building.
5.4.3 Community Participation in Survey Activities

The project introduced the use of Survey Notification Sheets (SNS) to encourage community participation in survey activities. The SNS is used in all parcel definition processes to clearly describe the boundary, the existing improvements within proximity of the boundary of adjoining claimants, roads and other access, and in the placing of boundary corner monuments. It is a participatory process at the end of which the claimants and adjoining lot owners sign off on the sheet to signify their concurrence to the lot shape, and the position of boundaries between parcels. The monuments are then planted into the ground in the presence of adjoining owners.

The important lesson is that community participation in the SNS leads to more credible boundary adjudication. It is a simple and cost-effective approach to title preparation and unambiguous boundary redefinition in the future. The SNS process has been formalized in the draft amendments to the cadastral survey regulations.

5.4.4 Use of Appropriate Technology

In the area of technology application, GPS and orthophoto were used to test accuracy of lot survey using different methods and compared with the use of Total Station. A documentation of the procedure is available for sharing with the DENR, and the results indicate that with appropriate regulation amendments these technologies have a valuable application in the acceleration of the systematic titling program.

The project tested and proved the effective use of Total Station, GPS, orthophoto and satellite imagery in validation of old surveys, new parcel definition or SNS, political boundary delineation, and verification of new surveys.

It is clear that the present high cost of cadastral surveys in systematic titling is a barrier to the successfully completion of a long term LAM Program. The Prototype has demonstrated the value of alternate methods based on "appropriate" technology to achieve cadastral surveys which meet the requirements for title registration under certain conditions. The key lessons are that:

- a proper balance between accuracy and efficacy is essential and alternate approaches which offer significant potential for efficiency without compromising the adequacy of boundary definition, must be introduced;
- practitioners must be educated in modern survey techniques and trained in the application of modern technology; and
- the economic viability of the industry must be strengthened to allow investment in modern technology.

5.5 Systematic Adjudication and Titling

Two types of titling approaches were fully tested: the judicial process and the administrative process using the Free Patent as an instrument. Other forms of administrative titling such as Homestead Patent and the Miscellaneous Sales Patent were partially tested but were found to be an unsuitable platform for mass titling.
5.5.1 Judicial Titling (Cadastral Proceedings)

Because of the suspension of the Free Patent law at the time the project started, LAMP had no option for the first two years of implementation but to test the judicial titling process. It proved to be a slow and tedious process, with many organizations and functionalities involved whose decisions were beyond the control of the Project. Moreover, since this procedure had not been used for a long time, the staff and Courts involved were not familiar with the procedures and requirements, and provided many interpretations of the provisions of the law. While this procedure applies to all types of lands and potentially provides absolute right to the land after titling, the systemic causes of delays and the overly bureaucratic procedures makes it unattractive as an option for mass titling.

For the last three years, not a single title has been issued under the judicial process, despite attempts made to streamline the procedure and address technical, legal and administrative bottlenecks. Nevertheless, the Project has fully documented the process, and reached understanding with the LRA, the Courts and the Solicitor General on the requirements and procedures applicable. Through the project’s initiative, the Court has allowed the processing of judicial titling applications on a per barangay basis rather than a municipal basis. A manual has been developed, which may serve as training material for other jurisdictions.

5.5.2 Free Patent

The Project tested the Free Patent process in early 2002, two years after the law was suspended in 2000. This method offered advantages over judicial titling because it is much faster and more flexible, but had its own limitations. For example, free patent applies only to agricultural lands. It does not apply to government land, residential and commercial lands. While it provides for titling of multiple claims, only up to a maximum of five hectares per applicant can be issued. It does not provide for absolute rights because it results in a title with a five year restriction on transfers and mortgages. Finally, it entails multiple approval levels (from the CENRO, PENRO, Land Management Division, RED, and the DENR Secretary) which results in an inefficient process.

However, it was discovered that the free patent framework has the potential to overcome many of the inefficiencies evidenced in judicial titling and can be modified easily by administrative order. Before the processing was initiated, some 14 changes were introduced in the procedures. These contributed to substantial reduction in the documentary requirements and processing time of applications. On the basis of these changes, the prototype has successfully issued Free Patents within a period of four months, compared to an average of 36 months using the sporadic titling process.

The Free Patent process has other limitations, most of which can be overcome through legislative amendment or agreement with institutional stakeholders. These amendments are being pursued and are expected to be in place for adoption of the process in the LAM Program.

5.5.3 Systematic Adjudication Process

The innovations introduced have been effective in informing communities about the procedures, titling options, and the required evidences to support a claim; bringing the
services closer to the clients through the base camp; improving the participation of LGUs not only in the titling process, but also in the broader local development program to improve the value of titling in their areas. This approach can be used as a model for all systematic adjudication procedures, regardless of the titling option. Elements of this approach include:

- Adjudication reduced to two simplified processes (i) parcel definition by means of corner monumenting and sketching an SNS; (ii) confirmation of ownership by examination of supporting evidence;
- Whole of municipality approach, in which the LGU and LAMP cooperate to title all land in the municipality;
- Extensive community mobilization process to support systematic adjudication;
- Community presence such as a base camp in the community. This is fundamental to the approach. It raises the profile of the titling activity and provides a drop-in center for clarifying issues. Travel time is reduced and mobilization of barangay council members is simplified;
- Downloading and integration of all processes at the level of the base camp under the control of the SAT Leader. This includes downloading of CENRO and PENRO records, and processing and approval processes in the field and the base camp. This permits better coordination and control;
- Deputization of contract adjudicators to perform the functions of Deputy Public Land Inspectors. This increased productivity and reduced the number of times claimants are mobilized;
- Mobilizing DAR resources for tenancy formalization processes, after the completion of the titling process.

5.6 Community Relations and Services

Providing information to communities, mobilizing them for mass titling, and organizing communities for titling and post titling activities are new procedures that were introduced to generate increased participation in titling activities. The conventional sporadic titling approach provides very limited information to potential claimants. More proactive approaches were designed to inform the potential claimants on the different titling options, the procedures to be followed, the fees to be paid, and the part to be played by applicants. However, drawbacks of the initial CRS approaches were realized after evaluation. These were: (i) the focus on claimants largely ignored other groups in the community such as tenants and agricultural workers; (ii) the “top down” nature of the process did not foster active participation from community members; (iii) lack of mechanisms for sustainability; and (iv) absence of a strategy for post-titling support.

By applying the lessons from this experience, variations were developed and tested which involved a mix of LGU driven and project driven approaches for community mobilization. Some approaches involved more vigorous investigation of the existing community investigation in order to place titling within the context of local development issues. This move toward a broader social development approach was termed the Community Organised (CO) approach and was based on (i) a complete municipality; (ii) a shift from titling per se to the broad concept of tenure security; (iii) the linking of tenure security with other programs meant to improve farm incomes and
productivity such as extension programs, credit provision, and other livelihood enhancing activities; (iv) development of local capacities for community mobilization, resolution of disputes, community based monitoring and evaluation, and community planning; (v) post title support, such as enabling the LGUs to establish links with the support programs above; and (vi) addressing possible negative impacts on vulnerable groups.

The CO pilots also enabled the Project to fully uncover other social concerns associated with titling such as the tenancy situation, as well as the incidence of mortgaging of untitled properties, most of which are informal. The evaluation of CO/CRS approaches pointed to a menu of potential approaches which, combined with adjudication and survey, could yield cost effective procedures for mass titling. Already the experience has yielded a range of innovations in community participation in mass titling which include (i) an increased role of LGU in project activities, including dispute settlement, financing of activities, and community mobilization; (ii) panel validation of claimants; (iii) integration of community organizers with the community; (iv) establishment of a committee system in the community; (v) community protection of monuments; and (vi) simultaneous survey and adjudication.

The major strength of the CO design lies in the counter-parting, cost sharing and involvement of the community and/or LGU in planning and implementation of all project activities. An integral part of CO is a socio-economic profile of the community in order to understand local land related issues and develop the most effective means to conduct titling and contribute to poverty reduction and economic development. While this may prolong the process of titling the lessons from these CO procedures are major ingredients in the success and sustainability of the project. For example, by mobilizing and empowering the entire community the program has the potential to provide security for tenants and promote registration of their tenancies. These approaches may also prevent ‘capture’ of the titling process by more powerful community members.

A fundamental feature of the CO approach is the post title development component wherein the community is assisted in developing linkages with service providers and in establishing other policies and support systems to improve the value of titling. Other less tangible social and institutional impacts arising from CO include: institutionalization of transparency and participatory processes by LGU, strengthening of barangay structures and community organizations, increased linkages, opportunities for developing leadership and dispute settlement skills, and Barangay Development Plans that have the potential to generate external assistance.

5.6.1 Information, Education, and Communication Strategies

The initial CRS pilots involved mobilization of claimants for titling and provision of information to improve their understanding of the titling processes, requirements and fees. While the shift to the CO approach has enriched the community engagement activities of the project, there are important lessons from the conduct of IEC activities that would prove important in designing better communication strategies for the next phase and the long term program.

IEC activities played a vital role during the awareness and mobilization phases of the project. The information materials increased the level of awareness of the community
on the requirements for claiming title, the schedule of project activities, the potential benefits of titling, and how they could participate in the titling program.

CRS involvement in barangay assemblies, dissemination of information through house-to-house campaigns, distribution of reading materials such as pamphlets and brochures, radio programs, and the presence of Local Community Relations Services (LCRS) in barangays provided wide exposure for LAMP. However, the effectiveness of pamphlets and brochures in information dissemination can generally be improved if their content is discussed in community meetings.

CRS staff needs time to organize and conduct regular group discussions to reinforce information, for greater appreciation of the contents of the information material, broaden the awareness of claimants for informed decision-making, and to build the capacity of claimants for participation. CRS should have a lead time to build and strengthen local institutions prior to implementation of other project activities.

The fact that a significant percentage of claimants do not live on the land being titled added complexity to the mobilization process. Distance from the barangay affects the ease of communication [capacity of field staff and LGU Committee to initially contact the claimant and inform them of procedures and schedules] and increases travel costs for participants.

In situations where only a limited area is targeted for titling activities, radio programs should not be relied upon as a good vehicle for information campaign about the project. They may, however, have the potential to be cost effective in situations where large areas are covered. In such cases, adequate planning is required to ensure that the content and programming schedule are matched with the information needs and preferences of target audiences.

In residential areas, the experience has been that mobilization of land claimants is faster and easier than in rural areas where many claimants reside outside of the barangay. Moreover, land claimants in residential areas are generally more interested in land titling. House-to-house visits conducted after office hours and during weekends yielded good results, since most of the residents are working and not available.

5.6.2 Partnership with LGUs
The project had the opportunity to test various partnership strategies in engaging responsible stakeholders to become part of the community titling processes. The key lesson in this regard is that it is essential to be very clear about the parameters for partnership as well as the necessary level of stakeholder participation required/desired prior to commencement of consultation activities. This should guide both parties in assessing the viability of the partnership, and in determining whether partners have the capacity to match the requirements of the activity to ensure its success. The kind and amount of resources would also have to be defined so that parties are aware of the level of commitment required. Such agreements are better defined in a Memorandum of Agreement which clearly spells out all the parameters, and resources required from all partnerships. However, MOAs alone will not suffice. Other parallel mechanisms will have to be explored to fully realize the objectives of partnership.
An important partner of LAMP in the community is the LGU, both at the barangay and the municipal level. The project has observed that LGUs can effectively undertake the CRS role to support adjudication provided they are given adequate training and technical assistance. Strengthening the capacity of the LGU in the conduct of CRS activities contributes to the sustainability of project impacts in the long term because of the LGU's continuing presence and support for the community. LGU officials are generally respected members of the community and can mobilize land claimants without difficulty. The LGU is an important source of information - identifying issues and concerns within the community as titling activities progress. The LGU should be encouraged to monitor the progress of project activities and provide feedback on the implementation of the project in the barangay. There should be effective cooperation between municipal and barangay LGUs in titling programs as each have different resources, information and capacities to contribute. To become effective partners, however, LGU must be involved in the planning of project activities in their barangay in order to plan effective strategies to implement CRS in coordination with survey, SAT and other project activities.

5.7 Social issues in titling

The detailed investigation and community profiling which underpins the CO approaches enabled the project to more fully understand the dynamics between titling and rural development, as well as the impediments to the realization of this link given the situation in the rural communities of Leyte. The discussions that follow reflect the key lessons and or recommendations emerging from these analyses.

Social equity issues and the phenomenon of concentration of land are factors to be considered. Mass titling entails cost and should ultimately improve productivity to be an effective national investment. Titling as an investment should produce the desired social, financial and economic benefits. Some issues, such as levels of participation, affect the overall feasibility of titling, and should be a strong concern if the desired benefits from the investments are to be realized.

Extensive use of borrowed funds occurs in rural families and there is a variety of mortgage relationships; yet the patent process prohibits mortgages for five years after the issue of a patent. Social investigation identified ownership of multiple land parcels by a few powerful families and ownership of single small parcel sizes by the majority. This skewed distribution of land is being reinforced by farmer debt and foreclosure on ‘mortgages’/ prendas arrangements.

Poverty reduction can only be realized if titling results in increased land productivity (especially for the poor) and in the use of titled land as capital. Without social preparation and support services, improvement in land markets may even be inimical to the interest of small and tenant farmers who are often chronically indebted. As a result, titling might result in concentration of land to a few. Studies in the prototype barangays reveal that the practice of informal “prendas” using land as security for loans is common, especially to generate cash in times of emergencies such as hospitalization. In a study sponsored by LAMP, in a significant number of the cases studied, these informal mortgages entitled the lender to a share of as much as 75% of the produce on the land for as long as the principal was not paid, representing interest on the money borrowed, thereby creating a form of a “tenant – landlord” relationship. In many cases, the land is not redeemed because under this arrangement, the ability
of the mortgagor to raise sufficient cash from harvests is reduced. The operation of the
informal market before titling in the both prototype areas has allowed the borrower to
extend the period of redemption under some form of informal agreement with the
lender. Once titled, the possibility of forfeiture may be increasingly likely, using the title
as the instrument.

In light of the level of investment in mass titling, further study on the impacts of titling
is warranted, especially where there are many who are landless/tenants, where
landowners are absent, where there is limited productivity and few programs to
increase productivity after titling. With titling as the focus, CO can help address
inequities in land ownership but only where a clear orientation is adopted by the
project. CO is designed to facilitate the organized participation of the beneficiaries in
addressing social issues related to land tenure.

The compelling lesson for the experiences of CO, and the information gained through
other LAMP studies, is that it is important the titling activities are not simply driven by
targets and considerations of efficiency. Capacity building and empowerment of the
stakeholders must also take place. For the next phase, there needs to be sufficient
time allocated to make sure there is informed decision making by the communities as
the basis for participation in titling.

5.7.1 Characteristics of Claimants

The experiences in Prototype 1 underscore the complexities in understanding the
beneficiaries of land titling and determining the economic motivations of the various
land claimants. What we do know is that they are not a homogeneous group. If they
are farmers, whilst they borrow on a small scale at usurious rates, they are risk-
adverse when it comes to using their land as collateral for credit to seek additional
investments to improve land productivity. Land is generally used only as collateral to
generate cash for payments for hospitalization, education, and to meet daily needs
when no other source of funds is available.

The presumption that land claimants are poor farmers does not hold true in many
barangays where significant numbers are tenants who till the land and many of the
land claimants reside elsewhere and who depend less on farming as main source of
income.

Though titling was not high on the community's hierarchy of needs, the interest in
titling stems from its perceived social benefits of providing tenure security, and
something that can be used for collateral in times of emergencies, such as for
hospitalization, education, and to meet daily needs, despite its widespread use for
prendas. Another perceived value of titling is that it will enable titleholders to smoothly
pass on the title to their heirs. Many also recognize that titles increase the value of
their land.

5.7.2 Gender Integration

The Philippines is fortunate to have more gender equity than in many other Asian
countries, both in law and practice. For example, there is a good gender balance in
LAM Project counterpart staff, including senior PMO positions. Discussions at barangay
level in Leyte indicated that women were well aware of their rights and although
agriculture work is gendered, females generally contribute more to overall livelihood than males. Recent titles have also been issued with the names of both males and females. Once the WB Social Assessment is undertaken, it is likely that a workshop will be held to consider particular social and gender issues requiring changed approaches (e.g. differential access for women and men to land titles and credit schemes, implications for livelihood). These matters will, in turn, be included in the overall monitoring and evaluation plans.

The LAM Project incorporates adequate processes and mechanisms to ensure that gender equity is addressed and adverse social impacts are minimized. The Project design provides for a small team of three to work together with the PMO and PIO offices so that adequate attention is given to these issues. In addition, technical field activities will also include a member of this team so that ample opportunity is provided for the issues to be properly assessed in the field.

In general gender integration has been pursued through:

- Promoting awareness of land rights for women
- Information dissemination
- Identifying gender sensitive policies and services
- Planning implementation using gender sensitive processes
- Evaluation of implementation in terms of gender impacts
- Developing guidelines for gender appropriate practices and the participation of women

5.8 Establishment of One Stop Shop (OSS)

The OSS in Leyte was established to test the effectiveness of institutional integration and the attendant delivery of land related services to the public. A building was constructed under the Project, to house the Registry of Deeds, the DENR CENRO, as well as the prototype office. Other offices also participated and designated representatives to the OSS to undertake particular work related to land administration. The intention was to provide a single stop service, and to install the systems and improved procedures developed within the prototype so that operations could be streamlined by provision of more reliable information, reducing the time and cost to the public to process land transactions, and improve transparency in procedures and fees.

Since its establishment in July 2002; the OSS has increasingly served more clients, offering a single location (‘stop’) to those who wish to transact with the key agencies represented. Innovations in the introducing a referral system and merged counter operations were tested within the OSS. The former involved setting up a system through the front desk whereby clients are assisted in addressing their queries with the different agencies. The merged counter operations on the other hand, were instituted where representatives from different offices (CENRO, ROD, BIR and DAR) work together at the front desk. A computerized tracking system was installed at the front desk to track lodged applications.

The OSS has improved service delivery in the following ways: (i) single enquiry for CENRO, ROD and PIO1 and for information about the LGU, BIR and DAR; (ii) single point of collection of fees enabling greater transparency; (iii) improved information about the current status of transactions, also improving transparency and
accountability; and (iv) phone enquiry service about current status of applications. The benefits of these innovations included reduced costs, transparency, improved service delivery, heightened awareness on land issues and better information sharing. Customer exist surveys have confirmed these benefits.

The key lesson from the experience is that the OSS model will work only in areas where there is strong support from the heads of participating agencies, and there is parallel openness of those in the sites to cooperate. Personality differences at the regional level can impact on outcomes. The introduction of technical and administrative improvements in the internal agency processes for purposes of streamlining was met with resistance, requiring official directions from the Central Offices to effect such changes each time. Experience in inter-agency collaboration under the OSS points to a need for a paradigm shift in attitudes, to recognize that the organization exists to provide service to the community. There was a lack of initiative and preparedness to innovate, and a general resistance to reform.

Recognising that the legislative power of the Land Administration Authority is some time away, there needs to be a strong commitment from the heads of agencies participating in the LAMP OSS to delegate authority to field managers to introduce administrative changes. While a MOA is important, criteria for selection of project areas in LAMP II must take into account interest, motivation and commitment of key individuals to the success of the program and to lead change. It is evident from LAMP 1 (both Prototypes) that the lack of cooperation from provincial leaders of key agencies can have severe impact on operations and on the smooth implementation of the OSS. Considering the experience, the OSS will operate better if the ROD, particularly, is motivated by the OSS vision to improve service delivery. This is also exemplified in Prototype 2, where the strong support of the ROD head had facilitated the operations of the OSS, and the testing of other streamlining opportunities within the OSS.

The important lesson is that the OSS structure in itself will not result in the introduction of efficiencies in transaction procedures. Inter-agency coordination within the OSS should be strengthened, with the aim of improving customer orientation, streamlining agency processes through elimination of unnecessary requirements and procedures, establishing linkages among transactions, sharing a common database that contains up to date records of land transactions, providing reliable sets of land information to the public, and ensuing integrity in the system through transparent processes.
6.0 LAND RECORDS AND INFORMATION MANAGEMENT – PROTOTYPE 2

6.1 The Prototype Context

Prototype 2 was located in Quezon City. The objective was to introduce procedures that would improve integrity of records through identification of fake, double or overlapping titles/plans; and implement systems to avoid the issuance of such records in the future. The prototype worked in an urban setting where the ROD was destroyed by fire in 1988. Therefore the need for title reconstitution was high and because of defects in the records system, there was opportunity for the proliferation of fake titles and for land syndicates to flourish.35 It was also situated in an area with the largest concentration of informal settlers in the country, and with widespread confusion as to the status of the land, mainly because of the conflicting policy issuances between DENR and LRA. Large areas were covered under social housing programs such as the Community Mortgage Programs (CMP) and the National Government Center Housing Programs (NGCHP). Still, a large portion of the prototype was inhabited by informal settlers who had occupied privately owned idle properties for many years.

In Quezon City, the many fake, spurious and overlapping titles, the conflicting information in the records of the land related agencies and the confused status of land was largely due to fundamental weaknesses in the land administration system. Major contributing factors were the absence of (i) a complete and up to date picture of all existing land parcels, (ii) a mechanism for the ready exchange of land information between land related agencies, and (iii) a single point of contact for the public to transact on land titles. These three limitations were addressed by the Prototype 2.

6.2 Major Findings

Many common lessons emerge from the separate Prototypes. For example, there is a common theme concerning the technical production and application of Cadastral Index Maps; the failings of the top-down CRS approach and the institutional hurdles on the path to the establishment of the One Stop Shops. These lessons are not elaborated here.

Land records management can be improved leading to better detection and prevention of fake, double, overlapping and spurious titles through the introduction of new systems. These are: the cadastral index map; the cross index of records, and the field validation procedure, all designed to improve records integrity and detect inconsistencies, gaps, and missing records. The community relations aspect of the prototype, on the other hand, was meant to continuously educate the general public of the procedures and policies relating to land in an effort to rebuild trust in the system and to counter the work of syndicates who have taken advantage of the imperfections in the records system and the lack of understanding by the public. When introduced as part of the land administration system, these methods will have added value of providing more accurate land records information to the general public, other...
government agencies, and to the private sector or business community in facilitating investments in land.

Improved land records management has enormous potential for improving LGU revenue collection, and stimulating activity in the land market. LGUs should play a significant role in supporting and sustaining these initiatives. However, support should be provided to build LGU capacity, and to promote best practices in records management.

Some fundamental requirements need to be in place to improve land records management. These include:

- open and affordable public and inter-agency access to land records and information;
- production and utilization of cadastral index maps by the ROD to avoid duplication and overlapping of titles;
- complete inventory and indexing of land records;
- validation of past land records;
- land records database in support of Cadastral Index Mapping (CIM);
- densification of geodetic control points;
- retrieval of titles from the ROD, so that matching of records can be made with those of the Assessor’s Office.
- a strategy for records storage, retention and disposal; and
- agency commitment to information-sharing.

A roll out to other barangays would require complementation with LARES-LTCP, so that resources and time is not wasted on activities designed to capture the titles from the ROD.

For the long term, development of land records databases should be guided by a national strategy, and a full understanding of key agency requirements. An appropriate data management system will be required for a more extensive development. The equipment and structures will need to be fully specified, as well as work carried out on transaction rates, file sizes, etc., to determine the database capacity required.

For the subsequent phase of LAMP, the work of land records improvement would be clearly facilitated if the coverage would expand to cover a whole registry rather than parts of it. Records retrieval has proven to be a very slow and difficult process because there is simply no way that portions of a RODs records can be accessed without a key record such as title number. In the case of the PIO2, the data base of the Assessor’s Office was used as a base record upon which to identify the relevant records of survey plans and titles that needed to be accessed from the DENR, LRA and the ROD. In identifying future locations, LGUs without such database of tax records would require the Project to find other suitable base records to start developing the cross index. Moreover, it would be valuable for the LGU to actively participate in the design of the
subsequent phase, since the LGU is the agency that will benefit the most from increased potential to collect revenues, based on updated records that can be produced by the Project. However, this is best undertaken in accord with the National Lands Record Management Strategy.

6.3 Production of Cadastral Index Maps

Similar to Prototype 1, different methods for the production of CIM were tested. The objective however, was to develop a procedure that best suited the high number of parcels, the nature of the existing lot survey records, the poor connection to a national coordinate system, and the very active subdivision typical of urban prototypes. Moreover, because the project was located in an area dominated by informal settlers, the challenge was to devise a method most suitable to capture the parcel location in a disorganized setting.

The CIM proved to be useful as a single projection map for all the parcels based on survey plans approved separately by DENR and the LRA. It was envisaged that the CIM would be installed in the OSS to serve as a single spatial reference in the issuance of Transfer Certificates of Title (CCTs), verification and approval of survey plans, and in verifying the current status of the land. Once installed, the use of the CIM was expected to avoid the issuance of duplicate, double and spurious titles, and avoid approval of overlapping plans which were seen to be one of the major causes of the production of double titles. Access to records has proven to be the most critical prerequisite for producing CIMs. Substantial delays were encountered because access to survey plans was not easy. Many factors contributed to this such as a reluctance to share the records; lack of inventory; loss of records; and the disorganized manner of records storage.

6.3.1 Establishment of Survey Controls

A requirement for CIM production is the establishment and validation of field survey control. There are two ways to do this: (i) use of GPS, and (ii) use of conventional ground survey equipment. In the first instance it is necessary to collect survey plans covering the project area, to identify the locations where the control points will be established. The project experienced some difficulties at the beginning when it started to develop CIMs without the validated survey controls, due to the fact that past surveys were not well coordinated to a uniform coordinate system. If properly monumented, the control points have added value to the surveying industry as the information on the monuments can be used as basis for future survey work. Also, the use of orthophoto maps in urban areas is problematic and may not be cost effective, unless other uses of the photographs can be identified.

6.3.2 Retrieval of Survey Plans

CIM production requires the retrieval of survey plans from LRA, DENR, and sometimes the ROD. However, before successful retrieval can take place, an inventory of survey plans within these agencies should be undertaken, and plans sorted by municipality, city, and barangay. While both LRA and DENR maintain projection maps, these do not provide a sound basis for the retrieval of plans covered by the project because these are not drawn to a common scale, are not updated with the political boundaries, and not always legible. LAMP should play a role in the development of appropriate
guidelines for establishing a records inventory, to ensure that the results would be useful for the project and the long term program. Without this inventory the retrieval may become a much disorganized process and could mean substantial delays in CIM production. It is also widely recognized that there are survey plans missing in the records of these agencies due to theft, damage from war or water, or misplaced. The inventory would greatly assist in identifying the missing records that need to be searched from other sources, or reconstituted as necessary.

6.3.3 Cadastral Index Map Development

The CIM can be produced by manual drafting, semi digitized (combination of manual and digitized), and the GIS methods. The latter is the preferred option as it is the most efficient in terms of ease of correction, adjustment and updating. It does require the availability of resources such as appropriate software, equipment, and skilled staff.

The use of orthophotos is not a reliable basis to develop CIM in urban areas where lot sizes are too small, where there are plenty of informal settlers, and there is rapid land development. However, it will be useful to have aerial photos of the project area as reference for the OSS and to reflect actual reality. Aerial photos also have potential for field validation, for customer reference in identifying properties, for LGUs to check whether there are improvements in the parcel so that appropriate levels of taxes can be imposed, and for BIR, to validate zonal values. Lastly, orthophotos are useful where boundaries are hard to distinguish.

6.4 Office Validation of Records

Central to improving the confidence of the public in the registry is to ensure integrity in the records system. An important procedure that was introduced is the validation of records. This was designed to identify any inconsistencies in the title records between the Assessor’s Office, and the Registry of Deeds thereby detecting anomalies such as overlapping records, unauthorized reconstitution, and double titles. The validation process also enables the prototype to gather additional records which otherwise do not exist either in the ROD or the Assessor’s Office thereby helping complete the missing records – an important feature of ensuring integrity especially relevant in the prototype area where the ROD records were destroyed.

Presently there is no single, uniform system by which the public can have direct access to reliable land parcel information such as title, owner, location of the property, and the status of the title. Similarly, there is no way for agencies such as the LGU Assessor’s Office, the ROD and DENR/LRA to compare their own records with those existing in other agencies and ensure there is consistency among these records. A sound land administration system should enable the sharing of this vital information, and make sure that there is consistency of survey and title information on every parcel. A good match would ensure that the Assessor’s Office should be able to comprehensively assess taxes for all land parcels based on updated and correct information on title.

38 Note that LAMP has commenced developing a Survey Plan Inventory database in collaboration with DENR-NCR Office.
Duplicate and overlapping titles within the registry can also be detected through the validation process.

There were two stages of records validation performed under PIO2 - office validation and field validation. Office validation linked all records to the CIM. It verified that each title was supported by an approved subdivision plan, and that the survey records and title are linked with the appropriate tax declaration records at the LGU. Without proper matching with the survey plan, the title was deemed spurious and should therefore be investigated. This work necessitated the development of the cross index, a database of title and other relevant information, that facilitates the determination of inconsistencies between the database of the Assessor’s Office and the ROD. The cross index was likewise linked to the CIM, which provided the spatial reference to the title information that was kept in the database.

6.5 Field Validation of Records

The second stage of records validation is field validation. The prototype introduced field validation as a strategy to: (i) expedite resolving conflicting or out of date land information; (ii) assist in the location of records which are missing from the ROD; (iii) to establish a more proactive approach to reconstitution of titles; and (iv) elicit community participation in records validation. The approach involved the preparation of a questionnaire to validate the records held by the prototype based on information available (or not available) on the parcel. The basis was the CIM, and/or the title records held by the PIO2. If the records were not available with the ROD, then specific instructions were made to inform the respondent of the need to have their titles reconstituted. The slow process of reconstitution and the lack of awareness on the part of title holders that their title records were missing from the ROD leads to increased risks of duplicate and overlapping titles.

As a general rule, field validation should best be undertaken only in areas where there is a gap or huge discrepancy in records. In the case of Prototype 2, field validation was required for the five barangays with large informal settlements, many TCTs were not reconstituted, and confusion between agency approaches to the area. This means that if CIM and office validation results prove there is consistency in records, then there would be minimal need for field validation. There will be no value in validating parcels where there is a perfect match in office records. It is also important to bear in mind that field validation will never be able to fill all gaps. Other approaches would have to be designed.

The field validation was effective in informing owners of the need to have their titles reconstituted. If this will be the primary purpose, however, other more cost effective means such as information campaign or providing official letters to title owners would have to be tested, in light of the fact that not all property owners would reside in the parcel to be investigated. An alternative method that needs to be tested will be to use the Assessor’s records to locate the last land tax payer and/or to use the field validation results to follow any leads given by the property dwellers.

Field validation also presents an opportunity to directly communicate with the stakeholders of the project - it can be designed to enable information exchange and the collection of simple M&E information. Another value of the field procedure is its
contribution in updating the CIM with street names, in identifying vacant parcels, and in validating LGU boundary conflicts.

6.6 Fake Titles Detection, Prevention and Resolution of Anomalies

In addition to the technical solutions that were tested at the prototype, an interagency Technical Working Group was formed to consider and recommend actions to address the problem of fake titles. Some actions identified were:

- Public education to improve awareness on detecting fake titles;
- Cooperation among agencies to streamline and make their policies and procedures consistent;
- Cooperation between and among the private sector such as the banks and agencies involved in detecting and reporting cases of fake titles; sharing of information and establishment of a database.

The Technical Working Group had several meetings, and a Fake Titles Detection Manual was prepared. A series of community awareness seminars have been held to educate the prototype communities on fake title detection. Lessons from this initiative include the following:

- Too great a reliance on the judicial system for reconstitution with inadequate checks and balances encourages the issuance of overlapping title over the same parcel.
- The absence of an integrated spatial control such as the CIM, prevents the government from verifying the issuance of double or overlapping titles on the same property.
- The issuance of a new TCT each time there is a transfer provides opportunity for the generation of fake titles. Simple recording of transactions and transfers on the property at the back of the same title without the need to produce a new TCT, would reduce opportunities for fake title issuance.
- The approval of survey plan by a single agency will help reduce opportunities for issuance of fake titles.
- Weak enforcement and ineffective processing of land related cases in court do little to discourage the proliferation of fake titles. There is very little follow up or prosecution of perpetrators. Not all judges have technical knowledge of land surveys and other matters which are critical in prosecution and deciding cases involving fake titles. As a result, there are many court orders that result in the issuance of double titles.
- There are many types of fake and spurious titles/rights held in the community. Greater public education and awareness is required so that these are not used to deceive members of the community. Greater access by the public to reliable records would help in validating whether titles held are fake.
- There are no clear strategies or action plans for passing information between agencies when fake records are detected.
Efforts at fake title investigation should be a national concern; this is not an issue only in Quezon City.

6.7 Community Relations and Services

The presence of many informal settlers in the prototype area, the uncertain land status and the conflicting statements between DENR and LRA on its land use classification and the preponderance of land syndicates have altogether posed great challenges to the community relations work of the Prototype. Moreover, communities have experienced decades of neglect, and mistrust with government land related programs. Originally intended to develop awareness of the Project and generate support for its field activities; the Project had to invest in a lot of confidence building measures with the communities in order to establish community trust in the land registration system, and the sincerity of the government to address their issues. It therefore had to test an expanded approach to community relations work, by identifying issues within the community, and building on the information and the network of agencies in LAMP in order to address the more pressing issues such as the resolution of forest lands issue. Channels of communication had to be formed, which led to the organization of a Barangay Advocacy Group (BAG) in one location. Other information campaign strategies such as development and production of materials, and the conduct of Area Based Community Dialogues and Education Symposia on topics of interest were held to reach out to the community. This kind of approach has not been undertaken by government before, and is based on the lesson that land administration reform is grounded in the community. It is therefore important to win back the community trust, through a process of responsiveness and mutual understanding, and being responsive to their sentiments, if one were to reform a land administration system that is grounded on community concerns.

The Prototype area (5 barangays) covers some of the most intensely contested urban land in the Philippines - one consequence being that clarification of land ownership and improved land records management is not universally welcomed. Those who have an interest in maintaining the status quo include: (1) informal settlers using the ambiguity over land classification and ownership to stake their own occupancy claims; (ii) squatting syndicates; (iii) people holding fake or spurious titles; and (iv) ‘fixers’ in the land registry offices. On the other hand there are title holders who want to reconstitute their titles, people who want to easily and inexpensively transact land, and there are informal settler communities who want to secure their de facto rights with titles or other formal instruments such as leases.

The overlay of title holders (absentee, resident, holder of fake titles), occupied and vacant public land, and informal settlements of various degrees of 'formality' underscores the importance of gaining community acceptance for LAMP. Due to the myriad of interests it is very easy for false, malicious or just plain wrong information about LAMP to spread through the communities jeopardising the field processes of PIO 2. Communication strategies are therefore very important.

One lesson in community relations is the struggle to become responsive to the priority needs of the communities. A concept as vague as land records management is difficult to appreciate and the benefits are not tangible for the community – especially for the large population of informal settlers who have long awaited titles over the properties
they are occupying. For them, the real essence of government assistance is to be awarded titles more than knowing the true owners of the properties. In time, the Prototype was able to overcome this difficulty and was able to explain the importance of having a sound land records management system to facilitate acquisition of properties, simplify transfer transactions, clarifying land status and policies, and minimize the operations of syndicates— all meant to provide positive social benefits and improve the security of rights holders to land.

Against this backdrop, the following describes the specific lessons generated from Prototype 2 experience in its Community Relations work.

6.7.1 Overall CRS Approach

The CRS role is crucial to provide a balance between transparency and sound information, and to address the risk of raising unrealistic expectations concerning the project.

A good CRS strategy should emanate from a sound analysis of stakeholders. This would involve mapping (for government, NGOs, and people's organizations), institutions, institutional programs and priorities and a determination of how a LAM project might affect these. This process would help the project to win the support from the institutions involved by tailoring the presentation of LAMP to the particular needs of specific agencies, and the situations of the different community groups. For example, a study on the informal settlements was useful to Prototype staff in appreciating the attitudes and needs of this sector and to learn how to deal with them effectively.

Given the situation in the prototype, the complexity and diversity of interests and the huge expanse of area coverage of the prototype, it would be best if the CRS was approached through the use of existing networks and organizations. CRS is a very demanding task that proved difficult without the support of local partners.

In entering into partnerships to provide CRS, it is important to be selective so that the process becomes inclusive. This will minimize the risk of the project being associated with the partners’ own agenda.

6.7.2 Partnership with Civil Society in LAMP Communities

With their competence in community organizing-community development work as well as in policy advocacy work, civil society organizations have a very important role to play in LAMP. In building partnership with them, however, efforts must be taken to avoid administrative problems from hampering the collaborative work arrangement.

Where some of the deliverables of LAMP will be contracted to NGOs, the following can be undertaken to minimize administrative problems:

- Specify collaborative arrangement in the contract and inception report;
- Level off expectations at the start of the project;
- Establish regular mechanism for dialogue and joint problem solving;
- Identify and establish common grounds;
• Put in place a strong monitoring and evaluation system to track progress and validate outputs

Such partnership mechanisms should not lead the project to lose full management control of the procedures and outputs to be undertaken. Measures have to be taken to keep the project fully informed on progress and issues, and involved in problem solving on major issues that would affect achievement of target outputs. This can be done by clarifying with partners that LAMP is not a funding agency. NGOs on the other hand, must be willing to engage in a more active discussion with the project on these issues and problems, and not wait until the activities have been completed.

6.8 Land Records Management

Against the backdrop of all these experiences, a study was carried out to develop a strategic framework for a National Land Records Management Strategy. A series of consultations were held to help shape the draft strategy and stakeholders’ workshops were organized to validate and get additional feedback. The strategy contained both short term strategies requiring only procedural actions and longer term strategies requiring changes in policies and laws. What remains is action on the short term recommendations, and integration of the long term recommendations into the proposed Phase II and the policy reform agenda. The important lesson here is that it while it is important to provide assistance to develop strategic actions to introduce improvements in the land records management system, little can be achieved if there is no strong support from the agencies who are supposed to implement these changes.

6.9 One Stop Shop

Both Prototypes are involved in the testing of institutional collaboration mechanisms to provide integrated delivery of land related services to the public. The Quezon City OSS Shop was located within the premises of LRA, adjacent to the Office of the ROD. Representatives from the ROD, LGU (Treasurer’s Office, Assessor’s Office), BIR, LRA and DENR in Quezon City were co-located in a single office to reduce the cost and time involved to complete important land transactions by the public.

The following basic lessons which emerge from the Prototype 2 OSS experience reinforce the parallel experience in Prototype 1.

In introducing innovations in administrative and institutional arrangements such as the OSS, active participation of the agencies concerned is required in all stages of development and at all staffing levels. This is essential to ensure understanding of the concept and its benefits to the agencies and to the community, thereby improving ownership and commitment to both the process and results. Agreements should be captured in a Memorandum of Agreement signed by all participating agencies that clearly identifies the specific roles of each agency in the OSS. An instrument stronger than a MOA, say an Executive Order, may be required to render full authority to the OSS and give the agencies the mandate to locate their services in the OSS, particularly for agencies which will not be covered by the LAA such as the BIR, the LGU Assessor’s and Treasurer’s Offices, and the DAR. The EO would also provide the authority for agencies to further streamline their internal procedures, many of which are covered by other policy issuances or laws.
7.0 INSTITUTIONAL PARTNERSHIPS AND PROJECT MANAGEMENT

Partnership with other sectors took various forms. In addition to alliances at the policy level, it was deemed important that a network of institutions and organizations that have some expertise to share about LAMP concerns be established, so that they become fully engaged and can serve as possible sources of ideas, capability building, expertise, research and education. LAMP needed to expand the very limited base from which it could draw support, given the infant stage of development interventions in the LAM sector. At the same time, this would prepare the sector better for the requirements of the long term program if a network of institutions could be developed to provide the support systems required.

Thus, partnerships were established with the academe to undertake research studies on priority issues; the partnership also gave birth to the development of a GE curriculum in two universities in Leyte; engagement of NGO groups and some networks to assist the project in the conduct of specific studies for the Project. The Project also established linkages with the LGUs, at the barangay and municipal levels, where the prototypes are operating, and with community organizations and other local groups in the project sites. The expectation is for these partnerships to grow, so through their own programs and initiatives, land administration issues could be made part of their Agenda, thereby expanding the base of support for the long term.

A review of experiences in partnership building was organized to set the principles for building and sustaining partnerships for LAMP. Concrete agreements were made with the different sectors on how LAMP concerns could be carried forward within the extension phase and over the long term program. Important lessons were generated from such discussions.

Most pronounced of these partnerships is the one with the National Anti Poverty Commission (NAPC) Basic Sectors in support of the policy reform program of LAMP. From the viewpoint of the partner, the partnership in effect recognized the value of the collectivity between the basic sectors of the NAPC. The relationship proved to be a rigorous and educational process for both parties. While LAMP and NAPC have diverse viewpoints and interests they have effectively learned together and distinguished the non-negotiable from negotiable. From their respective positions they have listened to each other, and engaged in normative debates towards the formulation of public policies that affect the basic sectors. The partnership also proved to be an educational process with the basic sectors’ increased awareness and knowledge of LAM issues that need policy, procedural and institutional reforms. This awareness was enough for NAPC to carry the LAM reform agenda forward as one of their own in its discussions with government. On the part of LAMP, the partnership gave the project the opportunity to better understand the rallying points of the civil society groups, thereby enabling the project to use these as guideposts in its implementation.

For partnerships to grow there needs to be a realization of mutual benefits, alignment to common agenda of both parties, and shared vision and goals. On the part of civil society, there was recognition of the relevance of LAMP and the reform agenda in general, to their agenda of poverty reduction, and its support to the marginalized sectors of society which they represent. On its partnership with the academe, it was acknowledged that LAMP needed to have a resource base upon which to draw future expertise. An interest in research can help develop the knowledge base in the sector.
through investigation of key issues, and the integration of LAMP innovations in the curriculum could help boost the country's effort at developing quality graduates to fill the demand for the long term program. The academic sector on the other hand, recognizes that LAMP is at the forefront of innovation in land administration which could help improve their curriculum content and practical experience through exposure to project activities. There was also recognition of the rapid developments in the sector which would in the long term require expertise in different aspects. LGUs on the other hand, have the mandate to extend assistance to their constituents, and assist in the implementation of local development programs in their locality. They also have existing mechanisms for dispute resolution, and are in the best position to motivate and mobilize claimants and other stakeholders for titling.

For partnerships to succeed there needs to be well defined parameters which will clearly define the partnership objectives, roles and responsibilities, extent and nature of resource provision required from each party, and mechanisms for joint planning, implementation, monitoring and evaluation. These are essential to guide the actions of the partners. In drawing up these parameters, there has to be recognition of the competence and limitations of both parties, as well as the mandate and innate responsibilities of potential partners.

7.1 Institutional Collaboration

Interagency participation is central to LAMP's implementation strategy, given the multiplicity of agencies involved in land administration and management. The participation of agencies transcends policy oversight, project management, and implementation. A high level interagency body provides policy direction and oversight to the whole Project, while interagency Local Advisory Groups ensures coordination of efforts at the prototype level, and in providing guidance to prototype development. Similarly, implementation of the different activities require the detailing of several staff from these agencies, as well as through interagency technical working groups formed to work on specific areas of interest, such as the One Stop Shop, fake titles, policy discussion groups, etc.

7.1.1 The IACC/Presidential Task Force

The LAMP was the first initiative in the lands sector to involve all the key land related agencies in the reform of policies and development of prototypes. It was important therefore to demonstrate from the start the presence of clear support and ownership from the agencies in undertaking these reforms. Hence, even during the early days of Program conceptualization and project preparation, a high level body called the Interagency Coordinating Committee (IACC) was established. The IACC was envisaged to provide overall direction to the project, coordinate all the various bodies and stakeholders involved, and oversee the achievement of project objectives. It successfully steered the project design, making important decisions on the scope, location and overall approach and strategy to implement the long term Program. When the LIL took effect, the IACC was carried over and given the responsibility for responding to the initial Policy Studies under Component 1, and forging overall inter-agency agreements to further progress in these areas (PDD, March 2001).

Consistent with its role, the IACC provided policy and strategic direction to LAMP especially during the early process of project preparation and implementation. Changes
in the national leadership in 2001 affected the representation in the IACC (particularly DENR, DOJ, LRA) resulting in problems in inconsistent representation, irregular meetings, and difficulties in enforcing interagency agreements. The problem was compounded by the difficulty in building consensus in a large body whose members have diverse interests and concerns, both related and not related to land administration.

Given these limitations, the IACC was replaced by a Presidential Task Force in March 2002 (Executive Order 82). The TF is composed of representatives of DENR, DOJ, NEDA, ODA and two from the private sectors. The Task Force has so far proven to be a more effective oversight body mainly because it has a leaner composition and comprised of members with common concerns and interests in land administration. Because the Task Force also stemmed from the initiative of the President, it enjoyed strong support from the President – essentially serving as a direct link between her Office and LAMP. This strong link enabled the Project to get the attention of the President and her Senior Officials in Malacanang on the proposals contained in the Policy Studies Integration Report during the early stages.

To effectively implement an interagency undertaking, a high level coordinating mechanism where the agencies are represented need to be in place to ensure that the Project remains consistent with the development Agenda of government. For a project that seeks to initiate reforms in the sector, this is important. While not all differences are resolved through this mechanism, the commitment at the highest level was there and secured to emphasize this resolve and remove hindrances to the process. These principles were consistent with the design features of the Project. However, its composition should have enough clout to influence key decision makers as well as agencies participating in the project. An oversight body composed of top department officials, although it has a wider clout, is nevertheless more vulnerable to changes in national leadership. Hence it may be unable to provide sustained direction to the project.

7.1.2 Local Advisory Group

Ensuring coordination, policy and strategic direction-setting for the prototypes was envisioned to be the role of the Local Advisory Group (LAG). The LAGs are inter-agency bodies composed of the LGUs and participating agencies.

In the initial stages of implementation, there was difficulty in maximizing the support of the LAG. This was attributed to a number of reasons: 1) inadequate secretariat support that could help the LAG identify burning issues in the prototype needing immediate action; 2) variable and inadequate representation in the LAG that affected the members’ commitment to enforce agreements made, as well as ensure the continuity of LAG actions; 3) the sheer difficulty of enforcing cooperation through an ad hoc consultative body; and the large membership and diverse interests among the member agencies. Mere membership and participation in an interagency body does not guarantee commitment and enforcement of agreements made during its meetings.

The key lesson emerging from this experience is that while it is important to have a local interagency body to provide oversight to project implementation, its effectiveness would hinge on a strong leadership, an internalization and appreciation of the Project’s goals and objectives, and a secretariat that is able to prompt the LAG on key issues and monitor the implementation of agreements made. Other factors which are outside the control of the project but can influence the working of the LAGs relate to the level
of interest of the representative, the bureaucratic barriers among agencies, and resistance or non realization of alignment of agency objectives with the project’s goals.

7.1.3 Inter-Agency Arrangements

There are three avenues by which the other agencies could participate in the project: 1) policy oversight, 2) project management, and 3) implementation. Policy oversight and direction was to be provided by the IACC while project management was to be assumed by detailed staff from DENR, DAR and LRA. Inter-agency arrangements in project implementation is translated in terms of the involvement of detailed staff and technical working groups in project operations, as well as the co-location and co-management of the OSS by the agencies. To operationalize this arrangement, linkages with the agencies were formalized through Memoranda of Agreement (MOAs).

Since the LAM sector has remained relatively unexplored for many years the project involved agencies with varying levels of preparedness to participate and commit to their respective roles. The strong technical orientation of these agencies and the inexperience in working together presented challenges in implementing an MOA. The investment in time to train and guide staff and the effort to overcome the friction which accompanied any movement toward cooperation, was significantly higher than anticipated. Nevertheless LAMP experience has been an opportunity to better understand the institutional dynamics, bureaucratic cultures, work standards and norms among agencies in the LAM sector. This understanding is a fundamental base for the introduction of change.

A summary of lessons includes:

- Memoranda of Agreement (MOAs) do not in themselves guarantee the participation and commitment of agencies.
- In the absence of legislative power to command unity (LAA), strategic partnerships will still be needed for the next phase of LAMP. The selection of sites for the next phase of LAMP must take account of the goodwill of the key agencies in these locations, as well as the receptiveness of staff to cooperate in an interagency undertaking.

7.2 Project Management

LAMP was designed to be managed by a PMO at the center and prototype offices at two locations. Compared to a model where the project is embedded in the existing agencies this approach does not have a sustainable impact on the institutions. However, the model was more appropriate since LAMP has far wider objectives involving reform in the entire sector which necessarily involves a number of largely autonomous government agencies. The environment needed for major sectoral reform with diverse agencies involved is not well understood since there has been so little meaningful reform of government in the Philippines. Mistakes may be made in the future unless the executive take a firm position on the need for LAMP 2 to be implemented by an office with a degree of independence, authority, personality and clear leadership.
7.2.1 LIL Approach in General

While lessons in project management are very much established in available literature, the project had something to share in terms of the strategies it adopted in managing and implementing the LIL. It is believed these could serve as useful benchmarks in specifying the implementation arrangements and policies, staff selection and human resource management procedures, as well as the structure and functions of the management offices of the next phase.

A major feature of design was to undertake a small, learning project to test certain procedures while larger sector reforms had yet to be implemented. The assumption was that the first phase should be limited in scope to learn from experience to better understand the situation in the sector. This was achieved by working on possible improvements in the procedures given the limitations of the current legal and institutional environment, while at the same time undertake policy studies that would set the stage for the development of reform proposals. All these were meant to establish the foundations for the long term program, assuming that replicable procedures could be developed in the pilot phase, and reforms could be agreed that would determine the shape of the institutional and policy framework for more meaningful achievements. This approach was consistent with the experience in other countries – that long term gains could be achieved through a phased but progressive approach.

The LIL was therefore the best instrument to respond to such requirement and the design was conceived as the most practical approach to testing the environment for an expanded investment. It was however, carried out against a backdrop of firm and inflexible administrative and financial systems which constrained the innovative nature of the approach. The LIL experience has also underscored the lack of capacity within the LAM sector and while overall approach was sound, the effort required to implement the planned activities was underestimated. This is perhaps the most salutary, if not the most valuable, lesson from the LIL.

7.2.2 Management of Technical Assistance

An Australian Managing Contractor (AMC) was engaged by AusAID to deliver the technical assistance requirements of the Project. A separate contract between AusAID and the AMC was executed which sets the outputs to be delivered, the timing of submission, the levels of TA inputs, and other support.

To make effective use of TA, the following are recommended:

- In a LIL, the TA contract should make enough room for flexibility so that the contractor can make adjustments in schedules and accommodate other changes required due to adjustments in the project’s work plan. A regular review of the TA work plan may serve as a mechanism to accommodate these changes.

- To ensure better coordination, the timing, expected outputs and terms of reference of individual TAs should be discussed with the PMO and relevant counterparts before they are called in to report to the project. This should promote maximum use of TA resources, since the step will allow adequate preparation for the effective performance of the TA and delivery of outputs.
Logistics such as equipment, availability of counterparts, and the schedule of the project should be considered before the TA input is confirmed.

- Open communication lines between the project and the TA are important so that the TA can respond to the project requirements and needs. The resources available with the TA should be available to the project, and should be subject to regular review with AusAID, preferably during PCC meetings.

- The TA deliverables should be well integrated into the project operational plan to maximize complementation of inputs and/or resources with the project. Specific requirements such as QAP demands should be shared with the project as well so that there is strong project ownership and shared accountability in producing results or deliverables.

- Potential tensions can be minimized if the TA can focus on providing assistance and support, and the project managers focus on their task of providing leadership and direction to their respective areas of work.

### 7.2.3 Monitoring and Evaluation of a LIL Project

The very dynamic planning process posed challenges to monitoring. Also, without a proper appreciation of the Learning and Innovation nature of the project there is a tendency to impose the traditional quantitative target-driven approach to monitoring. Quantitative targets and accomplishments, though, were also used as benchmark for performance. This could limit flexibility and experimentation.

In the same vein, the project also had to contend with differing information requirements and reporting formats by oversight bodies. For example M&E reports in different formats were required from time to time by ODA, NEDA, and FASPO. The project was able to streamline the reporting requirements of the donors. However, it was first necessary to unify the different logframes (WB and AusAID) to arrive at a framework which served as the basis for the development of the project's M&E framework. Despite the unification, the project received different signals on the key success indicators from development partners on various occasions. The key lesson here is that in a situation where there are two development partners there should be a single project document which defines the common framework for project implementation. The corresponding M&E framework and the indicators and tools can then be designed such that these are satisfied.

The experience has revealed that there is serious lack of attention and capacity within the existing land sector agencies to undertake M&E work. The agencies do not have units performing M&E functions. In some agencies, these are undertaken by only one staff, without the benefit of training or other support. Little information is available in terms of evaluation of feedback from clients, performance of agencies, and other indicators of service delivery. There is no defined standard for service delivery, current levels of performance are not monitored, and therefore not established to serve as basis for improvements in efficiencies and cost effectiveness. While the project did develop many tools and methods to monitor and evaluate various aspects of land administration work, the capacity that was developed focused on specific project requirements. For the LAM Program capacity must be built to perform M&E functions as
an integral component of performance improvement and higher levels of service to the public.

The project attempted to assist the community in developing its own Community Based M&E system. Two important lessons emerge from this experience. First, CBM&E must be carefully planned and organized in such a way to get accurate and comprehensive information to assess the community perceptions and the project’s impact on the community. Second, social preparation is required to successfully implement CBM&E. The partner organization should be ready and stable enough; it should have concrete plans on which to base the development of CBM&E.

The Socio Economic Baseline Study for Leyte was undertaken through contracting, and was very much delayed. For the next phase, generation of baseline data can be systematized without too much cost, by incorporating these in field operations such as adjudication and surveys. Questionnaires and tools can be developed such that essential information for monitoring of progress and impacts can be generated. The project knows enough of community and stakeholder responses to and impacts of titling activities such that appropriate indicators can be developed and information requirements specified.

Financial monitoring was carried out using as basis, tracking of budget and expenditures per cost category. While an attempt was made early on to disaggregate costs per project component this was not carried out. As a result, the project had difficulty reporting and evaluating disbursements against components. This would have been important in a LIL since the cost effectiveness of procedures was one of the criteria for evaluation. For the next phase, it is recommended that project costs be broken down per project component, in addition to cost categories, for proper financial monitoring and evaluation. This should be done for all funding sources – GOP, World Bank and AusAID.

Contracted studies need careful management to maximize their benefits and minimize their disadvantages. Close attention must be paid to the TORs for the study, the contract, and payment milestones. There should be a clear process for the project to review the proposed approach and tools before study implementation commences. All studies, regardless of their purpose, should be well coordinated to ensure consistency with the M&E framework, and take advantage of the opportunity to generate information essential in establishing benchmarks and other required data for evaluation.

7.2.4 Involvement of Regular Staff from Agencies

In addition to the constraints inherent in implementing an interagency project, experience showed that projects involving staff from different agencies requires more time and effort to produce the desired results. This is hardly surprising when the need to accommodate the different existing bureaucratic cultures is considered. For many staff the shift to a culture where innovation and change was pursued was difficult and this was compounded by the perception that deployment on LAMP diminished opportunities for promotion in the parent agencies.

An important lesson is efforts must be made to ensure that staff detailed from agencies are given sufficient incentives, and do not lose opportunities for promotion in their
respective substantive units. As a related lesson, staff identified by agencies to be
detailed to the project should be carefully selected to match the minimum qualifications
and values consistent with the project.

In summary the deployment of staff should take account of:

- differing bureaucratic cultures;
- lead time to level off on project objectives, strategy and work norms and
  processes;
- incentive structure to maintain their participation;
- equal chances of promotion in their mother agencies;
- adequate preparation for their roles in the project.

7.2.5 Structure for Effective Project Implementation and Management

The designed Project Management (Component 4) involved: (i) project coordination
and management, (ii) monitoring and evaluation, and (iii) design and implementation
of the training program. The Project Management Office (PMO) was structured to
undertake these functions under 1) Planning and Coordination Unit, 2) Monitoring and
Evaluation; and 3) Support and Support Services respectively.

Operationally however the role of PMO extended beyond the initially identified
functions and PMO tried to cope by absorbing Planning and Budgeting, Human
Resource Development (HRD), coordination of policy studies, consensus-building,
Information, Education and Campaign (IEC), and procurement of services without re-
structuring. These additional functions were assigned to the Planning and Coordination
unit and the management of the respective deliverables was beyond the capacity of a
single small unit.

The fact that the PMO was also expected to implement operational activities posed a
limitation in effectively managing the project. A lesson in structuring project
management is the importance of distinguishing between units charged with delivering
operational outcomes and those units responsible for managing and coordination.

At the field level the Prototypes were designed to be run by three units: 1) Project
Coordinating Unit, 2) Monitoring and Evaluation, and 3) Support Services. The PCU
and Technical Services were to manage the different operational units, however, as
operations scaled-up this became an arduous task. Hence, the operational units spun-
off as separate units under the direct supervision of the Prototype Manager. PIO1’s
experience shows that this structure gave rise to a new set of management problems
especially as the Prototype grew in size and scale of operations. This led to another
restructuring aimed at addressing pressing management concerns in the prototype. In
the case of PIO2, it had to restructure its organization in February 2002 to create units
that will handle the technical operations such as CIM, Office and Field Validation
and Community Relations Services. Terms of Reference and a new staffing pattern had to
be developed, to ensure that there are structures and manpower who will handle the
testing of procedures in these technical areas.
The lesson is the need for periodic reviews of organizational structure, staffing pattern and staff complement to ensure these remain relevant to the proper functioning of the project. Such adjustments should have sufficient recognition by DBM to ensure appropriate allocation of budgets for staff salaries and other remuneration.

In implementing a major reform program such as LAMP, it is important for the Project Manager to possess adequate management skills. In addition he/she should possess the intangible qualities of have bureaucratic ‘clout’ to effectively deal with partner agencies, and political ‘savvy’ to ensure the reform agenda is sufficiently discussed and given attention at both the executive and legislative levels of government. The merits of having a professional manager to ensure quality implementation of a major government program need to be considered in the absence of a suitably qualified key official from government.

Finally, clear definition on scope and levels of decision making among management layers, establishment of project specific operational policies, systems and procedures on all aspects of implementation, and specifying the roles, functions of each unit in the project would contribute to improving efficiency in management operations. A Project Operations Manual which embodies these systems and guidelines needs to be finalized to provide project management guidance. In the case of LAMP, this was absent at the early stages which contributed to confusion and sometimes conflicts. Together with the already heavy workload of staff, these contributed to the irritants or tension between PMO and the PIOs.

7.3 Human Resources Development and Management

A key element to ensure the successful implementation of the anticipated reforms in the sector is the assurance of a competent pool of workers to be involved in the eventual production and delivery of the sector’s upgraded services. The Project’s Human Resource Development (HRD) Function was thus conceived, developed and implemented based on this assumption. It focused on enabling project personnel to respond or contribute to the attainment of the Project’s three-fold objective: (a) identify possible improvements to land administration in the country; (b) test these improvements; and (c) develop new directions in policies and laws aimed at reforming the government’s land administration services. In the course of Project implementation, the need to extend the reach of the function to other key stakeholders emerged, thus, the necessary adjustments were made.

Regardless of the number of training activities undertaken to date, feedback from Project personnel point to a perception that “not enough” training activities have been undertaken. This perception may result in part from the general consensus that personnel recruited to the Project were found to have a competency base that was lower than expected. This required the conduct of one-off, terminal training programs to first upgrade their competence to a level where they can start adequately performing on the job, before additional training could be given so that they can get on to a level where they can start contributing to the “identification and testing” of system improvements (i.e. the core concern of the Project). In any case statistics prove the perception wrong. To the end July 2004, a total of 464 training and non-training events have been organized, delivered and evaluated by the HRD and Training Team for a total of over 13,000 participants (60% male – 40% female). A total of 869 training days were spent.
Notwithstanding the mixed perceptions on the appropriateness of the amount of training events conducted, it is undeniable that the human resource development program, as a whole, was of tremendous help in ensuring that the activities of the Project were carried out as planned. The program guaranteed that the Project had a pool of workers that were able to conduct the pilot tests for the development of appropriate titling and land records management systems and procedures, together with their TA counterparts. Admittedly, this pool may not have had all the desired competencies in their functional areas, but through the program, they were able to perform and complete the required output, and allow the Project to achieve its targets.

While LAMP’s design gave premium to human resource development (HRD), there was limited provision for human resource management (HRM). In its absence, HRM concerns were assumed by HRD and/or administrative/finance staff. The drawbacks of such arrangement, however, surfaced as the project’s staff complement expanded with the hiring of contractual staff. Concrete manifestations of the problem include the lack of tailor-fitted personnel, manual which clearly defines job descriptions, guidelines for staff hiring/firing, performance evaluation, etc.

To effectively implement the HRM and D support to the long term LAMP, the structure or network of personnel involved in planning and implementing the HR function will need to be rethought. What will be required in the long term LAMP is a larger and more qualified team that utilizes the human resources of the participating agencies and is able to go beyond coordination of events into instructional design, development, delivery and possibly consultancy for other units. An ad hoc HR unit sufficed to service the capability building needs of the LIL project in terms of training its staff to prepare them for the testing that needed to be undertaken. However, for the next phase, there has to be a transition towards broader institutional support so that these could contribute to the long term institutional development in the sector. Thus, future capability or capacity building initiative of the sector would require the HR function to cover both institutional and human resource management and development, in cognizance of the need to ensure sustainability, and to link these initiatives with the broader institutional reform measures being pursued.

In terms of strategies for training implementation, the following are the ones that worked effectively:

(i) Training events are properly managed through the use of an integrated training calendar and training manual, which sets the policies for the planning, coordination, conduct, and evaluation of training activities. Coordination is also most effectively achieved in cases where there are conflicts of schedule and a decision is necessary to prioritize activities across sites. This has worked effectively in coordinating activities in the three sites – PMO, PIO1 and PIO2. While there were tensions in prioritization of prototype activities versus project wide activities, the situation could have been worse without a system for review and clearances on each training/workshop activity. For the next phase of LAMP where there will be multiple sites, consideration should be made to decentralize decision making, but with appropriate room for effective coordination so that training events are managed in such a way that do not cause conflicts in schedule particularly in cases where participants will come
from many sites, and that due consideration is given to appropriate timing so that training events do not get in the way of important field activities.

(ii) The study tours organized for policy/decision makers and senior agency personnel proved effective in establishing benchmarks or models with which to compare the existing land administration system in the country, as it provided an opportunity to expose them to alternative and improved systems and procedures. It also enabled them to better understand and support the reform and the LAM program.

(iii) The project accounting system should be able to reflect tracking of expenditure using each major output as a “cost center” to facilitate the optimum use of training budget as well as ensure cost effectiveness of training.

Most of the training has been technical in nature, providing very limited managerial training for technical staff given supervision and management roles. Greater attention should be given to preparing appropriate staff to take on management functions, so that overall project performance is not compromised.

The Project structure was organized as an entity separate from the regular structure of the DENR. This was because of the interagency nature of the project, and the significance of demonstrating neutrality in promoting the participation of partner agencies. However, consistent with other project experience, this separation does not necessarily translate to building the capacities of participating agencies. There is always the high risk that skills learned from the project will be dissipated through lack of application when detailed staff return to their substantive agencies.

While the delivery of the HRD component of the Project did not involve the testing of procedures per se, the experience from the adoption of the competency based training approach was a key element of the strategy. The use of this approach enabled the Project to clearly identify training needs based on certain competency based standards for specific jobs occupied by the staff. Experience proved that while the competency based approach could be a powerful tool, the difficulty in applying it in the Project relates to the absence of competency standards for the technical aspects of operations. The Project in fact, helped develop these standards which will hopefully set the foundation for the development of standards for the other aspects of land administration and management for the long term Program.

Many of the training provided were short on the job training activities designed to prepare the staff at each stage of the method development and testing process. Thus, the more strategic, longer term qualification-based programs were not given much attention, undermining the potential to contribute to the long term development of capability of professionals in preparation for the subsequent phase. To overcome this a larger contingent of qualified HRD practitioners will be required to conduct the in-depth analysis of training events that would be required. Such analyses would then be used to influence the design and delivery of other and following events.

For the long term LAM Program competency standards for the different functional areas developed through the functional analysis process should be integrated into project systems, reviewed and refined. Training events should be based on these
standards and this should facilitate the conduct of broader, qualifications based programs.

As a result of the low competency base of recruited personnel, Project managers needed to find out if such was a reflection of the type of workers which could potentially be tapped to work in the land administration and management sector, regardless of occupational type. If such was the case, then additional capability and capacity building interventions would be needed to ensure that there are enough competent workers in the pool from which to draw future technicians and professionals to run and manage the reformed sector.

The National Training Needs Assessment Study was thus conceptualized to be conducted by an external contractor and funded through GOP LIL funds. The Study's objective was to assess the current level of skills or competencies in the sector with particular attention to five priority occupations: Appraiser/Assessor; Adjudicator; Cartographer; Land Records Officer; and Surveyor. It is primarily a "human resource demand and supply study" that would pave the way for the development of prioritized strategic options to address the current and projected human resource requirements of the sector.

The key implication, supported by the NTNA, is that there is a competence gap in the sector, and that the skills required are not available in the market. This means there must be substantial support for HRD and M if the reform of LAM is to be realized. This becomes more critical, and will prove to be more strategic, in the establishment of the LAA.
8.0 CONCLUSIONS AND RECOMMENDATIONS

This report presents the lessons from the testing of different approaches as well as from the experiences of the project in other aspects of its work. As the first most comprehensive initiative in the sector, these lessons are seen as valuable in shaping the design and implementation of the next phase of LAMP and the long term program. In most respects, the situation in the sector is now better known, and the responses of the communities, the beneficiaries, the economy and the market to the project interventions are now beginning to emerge. These are considered essential to demonstrate the rationale for typical land administration projects to bring about the desired social, economic and financial benefits given the situation in the Philippines.

This final section will make overall observations on areas where the project can contribute to existing body of knowledge in land administration and management. First, the strength of the assumption regarding the feasibility of introducing technical and administrative improvements in existing procedures without reforming the fundamental laws and institutions governing the system will be validated. Second, the rationale for the overall approach to providing support to the government’s long term program will be validated. Third, lessons related to the logic behind typical land titling and land records management projects will be presented, in light of the emerging effects, community expectations, and perceptions. Finally, key recommendations will be made to improve the prospects for success of future efforts at land titling and land records management; as well as reforms in the sector.

8.1 Feasibility of Testing during the LIL

The Project was carried out as a small, pilot activity to introduce technical improvements in titling and land information and records management, recognizing that a large scale project will not make much of a difference because of the fundamental defects in the system that need to first be corrected. Experience proved that while it was possible to test new approaches and demonstrate their superiority over existing procedures, the structural constraints in the legal, policy and institutional dimensions of land administration limits the latitude of testing, and scope of the potential benefits of reform. If not addressed, these will narrow the potential for wide scale adoption of improved procedures to enhance operational efficiency of agencies and the overall benefits to the general public. Experience shows that some immediate reform are possible by administrative process, however the attitude of some agencies sets a barrier to starting the improvement in the provision of services in the LAM sector. What is required is change in the values and attitude of key agency officials and a strong mandate to adopt a more client focus orientation. This has to be matched with performance standards, established in accordance with capacity for progressive improvements over time; supported by adequate budgets and action plans. These targets should be based on an analysis of the baseline levels of service delivery. The communities and the stakeholders in general should be able to participate through vigilance and continued demand for change such that agencies perform to satisfy the needs and expectations of the users of the system.
8.2 LIL as Precursor to LAM Program

The development partners namely; the World Bank and AusAID came out with a deliberately planned support for the GOP's long term program; starting out with a Learning and Innovation Loan. There could be no better approach at the time of the design given the complexity of the issues, the many institutions involved, and the wide scope of the problems to be addressed. The LIL gave the government the opportunity to prioritize the areas where intervention would be most strategic, the impact would be greatest and the costs and risks minimal. While implementation has been difficult, the prototypes have demonstrated the huge potential for social, economic and financial benefits to be realized if the recommended procedures are adopted. These have raised the awareness of the public, improved their understanding of the gravity of the situation, and established some degree of expectations from the providers of LAM services.

Given similar situations therefore, projects which had to address wide ranging issues, and where the institutions and policies are judged to be not conducive to encourage sustainable impacts, the LIL is the best option to pursue in support of a stated long term program of government. In a LIL, it is essential to combine the elements of demonstration projects to show case potential benefits and impacts of what could be possible under a reformed environment, while at the same time support policy and reform measures designed to address the structural problems in the sector. The duration of the LIL, however, should consider the time required to produce demonstrable results and create a strong constituent to support long term reforms; or put in place the required changes prior to embarking on a full scale investment project.

There is a strong role for technical assistance to introduce best practice standards and provide quality support to effectively demonstrate, assess the situation, establish linkages, develop the knowledge base, support constituency building, and develop a strategic plan for capacity building for the sector. Future requirements for TA support would depend on the level of in country capacity for replication and the pace of upscaling that will be decided in the succeeding phases of implementation of the program. This is consistent with lessons in the implementation of other land administration and management projects in other countries.

8.3 Design Logic of Typical Land Titling Projects

Projects involved in mass scale registration are targeted at providing a range of social, economic and financial benefits. A study undertaken by AusAID presents information on the development logic of titling projects. The implicit assumptions for each development logic step are as follows:

A title gives landholders formal rights and security to their land

Security of title reduces land disputes

For rural land holders, more/better credit allows rural land holders to purchase more farm inputs which raises productivity and household income. This in turn, enables the land holder to practice sustainable land use in the interests of long term productivity.
For urban landholders, more/better credit allows better investments in housing or industry, provides more employment, increases household income, etc.

Greater household income raises living standards (some will be raised above the poverty level) and contributes to sustainable development.

Landholders and families whose income has increased will eventually pay more tax and hence government income increases.

A rise in land trading increases government income through fees on the increased number of transactions.

Some of the additional government revenues will be returned to the local area to increase services and infrastructure.

All the above contributes to economic growth.

Community perception studies have confirmed the social value of titling in terms of providing security of tenure to claimants of untitled properties. Through a transparent adjudication process supported by consolidated and validated records across agencies, ownership rights are confirmed through the issuance of Free Patents over claimed parcels.

Another social benefit expected from the Project is the reduction of disputes over land rights. In the Leyte prototype, community participation in surveys and boundary establishment has averted any possible conflicts over adjoining parcels. The participation of the Barangay Council Committee in charge of hearing and settling disputes/conflicts has also been actively sought to settle disputes among claimants. Adjudication is facilitated by the fact that the Free patent allows the government to confirm ownership over A and D lands that have been possessed for at least 30 years by the claimant.

From the LAMP experience however, there are a number of legal, social, and operational constraints for the development logic to materialize, thereby limiting the opportunity of titling activities to produce the desired social, economic and financial benefits. These are summarized in the following sections.

In terms of providing social benefits to titled communities, there are some limitations of the Free Patent as a title instrument in a situation where:

- Claimants of untitled lands already enjoy some degree of tenure security through community recognition of their rights; most lands are freely traded and used as security for loans even without titling; there have been no case of forced eviction and widespread conflict due to the absence of title.
- At least 35% of claimant beneficiaries do not reside on the land, instead cultivated by tenants, agricultural workers, relatives, or other members of the community. The occupants of these parcels, who are the poorer segments of the community, are, by practice, not eligible for titling and will therefore not be directly benefited by the project.
- It only applies to agricultural lands, and therefore, excludes community members who are claimants of residential lands.
- Titles to a host of unnamed multiple heirs, thereby providing for ambiguity in ownership among heirs. The long period of possession that need to be proved has resulted in many deceased original claimants, leaving the ownership among heirs still unresolved.
- The cost of titling has made it unaffordable to a large proportion of low income farmers and other claimants.
- For low income families, the low priority afforded to titling among their hierarchy of needs has discouraged desirable levels of participation. Together with titling costs, and the complex process and evidence required, low levels of participation drives up the cost of mass titling.
- The restriction to sell or transfer free patent within five years of issuance does not provide for an exclusive right over the land.
- In areas where there is inadequate support for agricultural development, poor farmers are heavily indebted to a few well off members of the community, using Untitled land as prenda or collateral. These lands are at great risk of not being redeemed due to the inequitable payment arrangements between the borrowers and the mortgagees.

The expectation that titling will encourage beneficiaries to have greater access to credit to provide additional investments for improved agricultural productivity, is not likely to happen in a situation where:

- Title holders are risk averse when it comes to the use of titles as collaterals under the formal credit market, and for purposes of securing capital for agricultural improvement; rather, preference is on the use of land to secure loans to cover emergency requirements such as hospitalization, and to respond to education, and daily needs;
- Title holders put premium on the inheritance and social value of titles;
- Many parcels subject to titling are already covered by informal mortgages or prendas, and payment arrangements will make it difficult for borrowers to make additional investments in these lands to further improve productivity;
- Majority of the parcels issued titles have back taxes equivalent to at least 5 years that need to be paid to government;
- Banks and other credit providers have limited operations in the poor rural communities;
- Informal sources of mortgages and prendas provide easy alternatives to securing formal loans for farmers who have low levels of education, provide sufficient flexibility on lending rates, repayment and redemption schedule, and quick response time;
- As much as 50% of titles issued are under the names of unnamed multiple heirs which will make mortgaging even more difficult, and less attractive for the banks;
- Titles can only be used to secure credits from government banks, at much reduced loan values;
The absence of agricultural support services in poor farming communities increases the cost and risks of agricultural investment in individual farms;

The institution of tenancies and absentee landlords is a disincentive for investment for both landlords and tenants alike.

The expectation that titling will eventually increase the volume of land transactions and therefore contribute to revitalizing the land market, will not be encouraged in the immediate future in a situation where:

- There are legal restrictions on sale or transfer of free patents within five years upon issuance;
- Free patents can be issued under the names of unnamed multiple heirs which will make decisions on sale or transfers difficult;
- Tenanted lands will require negotiation for compensation or secure agreement with the tenants to have the land sold or transferred;
- Most lands have back taxes equivalent to at least 5 years that need to be paid;
- There is very little incentive to register formal transactions, or formalize registration of lands in the absence of appropriate information, low confidence in the registry, the inefficient systems of registration, and the costly and complex processes that need to be undertaken;
- Commercial banks currently have biased policies on the use of free patents as mortgage instruments by providing lower loan values;

To improve the prospects of achieving the desired benefits from titling, the following considerations need to be made:

- The approach needs to be inclusive to provide tenure security and benefits to all members of the community (i.e., landless agricultural workers, tenants; residents of residential lands and other untitled properties).
- A clear policy on securing land rights of tenants based on existing public policy should be made. In cases where landlords have been adjudicated as the appropriate titleholders, registration of tenancies with DAR should be made.
- Adequate baseline studies or profiling of social, economic and tenure arrangements should be conducted in targeted areas so that appropriate strategies can be developed to improve tenure security.
- The restriction on transfers should be removed to provide for exclusive rights immediately to make the title a tradable instrument after issuance;
- Participation levels have to be increased through reduction in costs to the clients, simplification of the procedures, and selecting areas where the value attached to titling is higher.
- The potential land loss or land concentration to a few as a result of titling in light of non redemption of mortgages or prendas need to be carefully monitored; the possibility of registering these arrangements on the title should be explored to protect the rights of borrowers.
- Areas near peri urban areas and high prospects for rapid land development would be good candidates versus areas which are rural, where people have
very low incomes, and there is little support for agricultural development which can complement titling.

- Titling programs need to be linked with existing initiatives to stimulate investments in agriculture, such as credit, extension, technology, and skills development.
- Parallel efforts have to be made to improve the system of registration and overall provision of services in land administration, including raising awareness of the value of remaining in the formal system.
- Adequate post titling surveys should be made to confirm evidence of social and economic benefits; and identify other associated issues.

8.4 Design Logic of Land Records and Information Management Projects

In the case of LAMP, the land records and information management prototype was designed to address the low level of confidence in the land administration system. Addressing these issues would produce social and economic benefits for the community, private sector and the government.

The anticipated benefits of better records management are as follows:

- Agencies involved in housing programs and community mortgage programs would have better information to facilitate land acquisition for low income informal settlers;
- Local government units would have better access to up to date information for planning and provision of support services to communities;
- LGUs and agencies would have improved basis for revenue collection based on comprehensive and consistent set of land records;
- Improved activity of the property market due to improved efficiency in transactions as a result of accurate records, thereby benefiting investors and other players in real estate;
- Social protection for informal settlers so that other unscrupulous individuals or groups do not take advantage of poor records to extract unofficial payments in exchange for promised ‘protection’ against eviction;
- Improved volume of land transactions and increased activity of the land market as ownership is clarified, thereby enabling these properties to be acquired either by government, commercial enterprises and private purchases (including the informal sector);
- Reduced opportunities for graft and corruption as the public has better access to reliable records of agencies;
- Improved efficiency in administration of land related services as records are consistent, validated and more reliable.

Experience proves that there is indeed potential for sound land records management to generate the above impacts over time. However, implementation delays have prevented the full demonstration of these benefits. Operational issues, management problems, and interagency coordination concerns, difficulties of securing access to up
to date records from agencies have largely been responsible for these setbacks. Lessons from existing body of knowledge has confirmed that these benefits, largely referred to as second stage of benefits, would particularly lend themselves well in areas where most of the lands have been titled, particularly in areas where lands have high values, but otherwise locked away from the formal market because of uncertainty in land rights and unreliability of records. Based on initial analysis of records in one barangay, at least 35% of LGU tax records are not updated implying that in these parcels, the government is not able to collect a large proportion of real property taxes due on the land. Multiple assessments over individual parcels also mean that the government is not properly assessing properties based on the prescribed levels. In the five barangays where the project is operating, a significant proportion of area is occupied by informal settlers, meaning these properties remain outside the formal land market as buyers and banks prefer not to transact these properties due to the potential social conflicts that may arise from the presence of such settlers. Clarification of ownership, public access to these records will facilitate the release of these properties in the market. Commercial banks also have standing policies not to accept titles as collaterals or impose low levels of assessment in areas where the registries have been destroyed, in properties where titles have been reconstituted, and in areas known to have duplicate or overlapping titles.

Improved records management will be of most benefit to LGUs where there is real potential to generate additional revenues to finance local development plans. Their participation in this endeavor should be actively pursued, based on a sound demonstration of results. The commitment of agencies to share records, resources and skills to design and implement records management and validation, should be ensured to make sure that the investments would generate the desired impacts.

8.5 Relevance of Integrating the Reform Element in the Project

There are two common approaches in dealing with policy and institutional changes in the lands sector. The first option is to include the changes as part of an existing land titling project. In this case, the benefit is that the project can use the credibility gained in operational titling as lever to address the more delicate policy issues. Implementation experiences also help better inform policy reform design. The disadvantage lies in the fact that any difficulties encountered in the policy area might spill over to the titling production activities. Another difficulty is that the scope may be too wide, which could dissipate management effort and focus. This may impose on the capacity of the project to handle both concerns particularly with very limited staff to support both activities. The second option is to keep major policy and institutional change as separate project. While land titling should proceed smoothly, an examination of necessary conditions may indicate the operational aspects cannot proceed until major policy/legal/institutional changes are in place. Other drawbacks would be that this will inhibit the exchange of ideas and experiences; and that it may introduce too many administrative overheads.

In the case of LAMP, the first option was pursued in light of the recognition of the limited opportunity to realize the full benefits of land titling and other core land administration interventions. This decision is proving to be correct as clearly demonstrated in the difficulties encountered by the project in the introduction of
improvements. These impediments have been identified as caused largely by the imperfect policy and institutional support to launch a massive titling and records management program. These constraints are also evident in the area of valuation, where the simulation studies clearly demonstrated the rationale for the policy proposals to generate the required levels of revenues, and reduce disincentives to the proper functioning of the property market.

The project experience though, validates established drawbacks of the approach – that is, the work has been more challenging and demanding, and to a great extent, tested to the limits the capacity of the project to deliver on both outcomes. At some point, the project had to revise its organizational structure to meet the demands of both functions.

An important recommendation from this experience is that for the long term Program where it is anticipated that more wide scale reforms will be pursued in parallel with replication of titling and records management programs, it would be prudent to devise alternative implementation arrangements so that equal attention is given to both supporting and managing the reform process and providing oversight to the administrative and technical operations of project implementation.

8.6 Feasibility of Improved Service Delivery through Institutional Collaboration

Worldwide experience has attributed the success of many land titling projects to the presence of a single agency that handles all related functions. In the Philippines, the feasibility of improving service delivery through mere institutional collaboration among the agencies was tested. The results show that in the absence of a common vision, framework, operating systems; and the existence of inconsistent policies, overlapping functions, and lack of customer orientation, the potential for substantial improvements in service delivery is limited. Despite the goodwill and real commitment of some agencies, barriers still exist, and the cost of cooperation has been high. The experience supports documented evidence in other countries that a single agency responsible for most land administration functions would address inefficiencies, and help develop a bureaucracy that better serves the interest of the public.

8.7 Summary of Key Strategic Lessons

A final summary of lessons that can be drawn from these analyses is:

1. Without wide ranging reforms in policy and institutions, any technical and administrative improvements in land administration will provide limited benefits and will not be sustainable.

2. LIL is a suitable instrument in starting development assistance for government’s stated long term program in a sector which is less understood, where the issues are very complex, and the existing institutions and policies are judged to be not adequate to make the returns on investments sustainable. Combining investment support with strong technical assistance would be the best way of developing cost effective technical and socially responsive solutions, while at the same time, assist the government embark on a phased reform process to
establish appropriate foundation for the implementation of the long term program.

3. Titling does provide secure rights to claimants of untitled lands and reduces opportunities for disputes. However, the social costs and benefits and the viability of titling should be further revisited in light of the issues and the prevailing conditions in the prototype area which challenges its design logic. Adequate consideration should be given to planning, site selection, monitoring and evaluation so that social issues are addressed, and that titling does not result in generating negative impacts on other marginalized groups.

In selecting sites for titling, areas with limited support services to improve investments in land, as well as areas experiencing low intensity of land development process, will not demonstrate immediate impacts on increasing productivity, incomes and stimulation of the land market.

4. The amendments to the Free Patent law should consider their implications on the welfare of different social groups, on the activity of the land market, in encouraging formal registration, and in generating the desired economic and financial benefits in the rural sector.

5. Titling needs to be linked to broader rural development programs for the envisaged social, economic and financial impacts to be more fully realized. Titling alone will not get people out of poverty. For economic benefits to be realized by the entire community, there is a need to tap and/or strengthen capacity with municipal level LGUs and for them to attract NGA, donor and private sector assistance at this level of government so that support programs to improve productivity and incomes can be made available.

6. Improved land records management has strong potentials of providing a sound basis for LGU revenue collection, and in improving the activity of the land market, in properties predominantly occupied by informal settlers where the land market is believed to have stagnated, in areas where the registry has been burned, where fake titles are widely believed to be prevalent, and where agency records are incomplete, inaccurate or inconsistent. LGUs should play a strong role in supporting and sustaining these initiatives, in light of the potential benefit they will derive there from. Support should be provided however, in building their capacity, and in making sure they have access to best practices in records management.

7. The design to integrate the management of the reform process in LAMP with the operational aspects of titling and land records management proved to be appropriate to ensure that any large scale investments in land administration will bring about sustainable results. Recognizing that the next phase of LAMP will be implemented under the same policy and institutional environment as LAMP1, a similar approach is recommended. However, adequate support should be made so that there are enough resources and expertise to enable the project to successfully deliver on both outcomes.
8. Interagency coordination will generate a certain degree of efficiency in land administration service delivery. However, this will be achieved at great cost and effort, and is a very difficult and slow process. Consistent with other successful models, the creation of a single agency is still expected to provide the better option to enable the government to respond to the needs and requirements of the public and allow the sector to contribute to poverty reduction and economic growth.
ANNEX A
LIST OF LESSONS
(as of June and July 2003)

PROVISIONAL LESSONS & RECOMMENDATIONS
REPORTED IN THE TA REPORTS AND ACTIVITY EVALUATIONS OF JUNE & JULY 2003

**Note:** Lessons and recommendations have been edited to avoid repetition. Minor and very project specific lessons and recommendations have been omitted.

<table>
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<tr>
<th>CODE</th>
<th>LESSONS/RECOMMENDATIONS</th>
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<tr>
<td>Comp 1</td>
<td>POLICY STUDIES</td>
<td>Activity Evaluation Reports</td>
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<tr>
<td></td>
<td>It is important to have an integrated policy studies framework for the long-term program to clearly spell out the overall study variables and parameters against which to weigh options and recommendations.</td>
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<td>Integration of policy studies ideally starts during the policy formulation of individual studies. Parameters and mechanisms for integration should be defined at the onset by formulating an integration framework.</td>
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<td></td>
<td>Policy formulation should have started only after drawing lessons from prototype experiences. Drawing on prototype experiences provides an added value of gaining a better understanding of problems on the ground, hence ensuring more sound and realistic policy recommendations.</td>
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<td>To the extent possible, the conduct of policy studies should be synchronized to facilitate integration and streamline consensus-building activities.</td>
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<td>It is important to involve senior officials of concerned agencies in the policy formulation process to ensure effective formulation and implementation of policy recommendations. High level policy oversight can be an effective avenue for securing strong government commitment.</td>
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<td></td>
<td>Policy formulation should be a continuous and iterative process - formulating and refining policy instruments through continuous consultation with stakeholders. This is exemplified by the Finance and Fees Study which recognized the need to determine the impact of the policy recommendations through further consultation with local government units.</td>
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<td>It is important to reach prior agreement with Heads of Agencies on the purpose of the policy study as well as the roles expected from both the project and the lead agencies.</td>
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<td>LAMP should formulate an integrated plan of action for the implementation and mainstreaming of policy recommendations. The PMO should take a lead role in monitoring the implementation of this plan.</td>
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<td>In pushing for policy reforms in the lands sector, it is important to generate the commitment and support of higher level officials in the relevant agencies. This will facilitate strong ownership and mainstreaming of policy recommendations.</td>
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Partnership in policy reform involves not only the aspect of policy formulation. The involvement of relevant agencies in the advocacy, implementation and mainstreaming of policy recommendations is equally important.

In building partnerships for policy reforms, study TORs should spell out not only the expected output of the study but also the requirements for implementation/monitoring of policy recommendations, including counterparting arrangements between/among agencies/Project.

Future policy studies should be given ample time based on specific requirements/TOR of the studies.

Policy formulation, needs to be approached in a holistic and integrated manner. This requires:

- Formulation of an overall framework to guide the conduct and integration of the various policy studies;
- Integration of the consultation and consensus-building plan with the policy formulation process and the corresponding budget;
- Integration between policy formulation initiatives and the other components of the project (particularly the prototypes, community relations services and IEC);
- Mainstreaming of LAMP experience in the relevant agencies’ policies, procedures and operations;
- Formulation of an integrated plan that includes not only the formulation of policy instruments, but also follow-on processes of continuous consultation and policy refinement, implementation and monitoring of policy recommendations; and
- Synchronization of studies to facilitate integration.

The PMO, as the coordinating unit, plays a crucial role in ensuring that all efforts are undertaken in a coordinated and integrated manner. The PMO’s capacity in carrying out this task should be strengthened by designating full-time personnel, or if possible, establishing a separate unit with appropriate systems and procedures to oversee the policy formulation and implementation process.

The success of policy reform initiatives hinges largely on the commitment of top level stakeholders. There is, therefore, a continuing challenge to generate their support and ownership to the policy recommendations through effective communication and advocacy strategies.

### Prototype 1

**Survey and mapping**

Training and institutional strengthening is urgently required to support government agencies involved in survey and mapping. It may take various forms including training abroad of local surveying professionals in government and the academe. The skills of private sector professionals also need strengthening.

A two year program of visiting lecturers/professors is recommended to improve the quality of tertiary courses/training and to develop the teaching and technical skills of local Engineering academics and practicing geodetic engineers working in institutions offering advanced geodetic engineering courses. Appropriately trained surveying professionals (including advanced skills in Geodetic Engineering and Geomatics) are required to work in government, the academe and the private sector.

A 1.5 to 2 year technicians’ course in two modules should also be developed:

- Survey technician course developing competencies focused on field surveying activities using advanced surveying equipment.
- Survey cartography and advanced surveying computation developing competencies focused on office based surveying and mapping using advanced...
All competency-based training needs to be properly coordinated and recognized by the Professional Regulations Commission and the Civil Service Commission for accreditation and eligibility purposes.

The professional competencies of existing surveying professionals who are recognized by both the Professional Regulations Commission and the Civil Service Commission should also be upgraded. This may take in the form of:

- Formal continuing education program with seminars/workshops to be jointly developed and coordinated by the academe and the Geodetic Engineers of the Philippines with accreditations to be recognized by the PRC (Professional Regulations Commission). Modular training course designs must be approved by the PRC Geodetic Engineering Board.
- A distance education program administered by the academe with coordination and approval by the PRC (as above).

A review is required to assess the capacities of the regional and national offices to administer the LAMP II program and for long term sustainability. The review should focus on capacities in program planning, survey management and administration, technical supervision at regional and field level, regional/national monitoring and evaluation, and regional/national resource management in support of cadastral surveying and systematic land registration.

Review the surveying activities in the different agencies and units to explore possible collaboration with LAMP. This should include: NAMRIA’s role in geodetic network controls and the LEP (Land Evaluation Project) activities for National Land Classification; the Geodetic Control Survey parties and the Surveys Division of all the Regional Office in DENR; and the DAR surveying and mapping programs and projects.

Careful planning and execution of 3rd order geodetic network controls are required to support LAMP’s survey and titling program. Both government and private sector capabilities on establishing geodetic controls and political boundaries must be developed, with the Regional Surveys Division and the Geodetic Network Survey Parties taking the lead. Dependence on NAMRIA should be avoided. Approval of 3rd order (densification controls) geodetic controls must be delegated to the Regional Executive Director of the DENR. NAMRIA may focus on 1st and 2nd order geodetic network controls.

A policy review by the DENR to address the issue of transforming all surveys to PRS-92 system must consider the implications for the existing system of conducting isolated surveys and approving them in the regional offices. Neither private surveyors nor the Surveys Division are prepared for this. The problem may be addressed by the continuing education and professional upgrading program proposed by LAMP. Policy guidelines should be issued by DENR.

It is essential to develop and implement an evaluation and validation process for all approved surveys before they are used in systematic land titling and registration. The use of orthophotos as instrument for validation of old surveys is recommended if orthophotos are available.

The improvement of survey management skills and procedures must develop apace with the improvement in technical skills and procedures. All survey supervisors must be skilled in cadastral project planning and operations management including monitoring and evaluation, resource and personnel management, supervision, and performance assessment. An HRD program is required to develop these competencies that can be conducted in the different regions.

Appropriate survey instruments/equipment should be acquired prior to project implementation to avoid delays and maximize project efficiency and effectiveness.

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Prior densification of geodetic control network in the project area will greatly facilitate
LAMP cadastral survey operations. LAMP should not be dependent on NAMRIA for
densification of the geodetic network controls. Regional offices of DENR must develop
their own capability for 3rd order geodetic network establishment and the
establishment of project controls.

Project supervisors are not only trained technical people. They need skills in
operations management and project planning.

Assignment of an adjudicator with the SNS team, together with a local government
representative, will facilitate the SNS task.

Supervision of private contract cadastral projects will be enhanced if LAMP develops
strong linkages with, and the support of, the Surveys Division of DENR.

Quality surveys are dependent on both highly professional and competent surveyors
and on appropriate/accurate equipment.

An EDM baseline will need to be established in every region. Suitable and accessible
EDM bases, to recognized world standards, should be established throughout the
country.

The CGSD Geodetic Database needs to be accessible to surveyors across the country
to update data and to obtain control information.

Guidelines must be developed for surveyors working in the pilot municipalities to
ensure that all surveys are connected to the two, preferably three, nearest control
points.

CGSD should concentrate on restoring and strengthening the Primary Network, local
determination of WGS84 and possible transition to the ITRF system and the second
order densification – these are appropriate roles for the national geodetic agency
thereby providing the necessary support for densification by other organisations.
Nevertheless the third order densification is part of the national geodetic
infrastructure and all data should be to a recognised national standard and integrated
into one national database.

The key recommendations in relation to extension of the geodetic network in support
of the long term LAMP are that:

- 2nd Order control should be established at a maximum spacing of 5-7km.
- If high accuracy survey techniques are adopted in rural areas, control should be
  established at a maximum spacing of 2km, to 3rd Order accuracy.
- If low accuracy survey techniques are adopted in rural areas, consideration be
  given to the need for control for other purposes at a density greater than 5-7km.
- If low accuracy survey techniques are to be adopted in rural areas and higher
  accuracy surveys are still required in specific areas, control should be established
  at a maximum spacing of 2km, to 3rd Order accuracy, in these specific areas.
- Subject to resolution of the cadastral coordinate problem in Macalpi-ay,
  differential code GPS is considered as a suitable technique for low accuracy
  surveys in rural areas with tree canopy less than 25%, where accuracies at the
  0.5–1.0m level are considered appropriate.

Reconnaissance teams must be well trained in selection of suitable GPS control
points. Substantial training is essential before a survey organization can manage and
execute a successful GPS campaign. Extensive on-the-job training should be provided
for survey staff in GPS data processing and adjustment. There is a need for formal
training at all levels from the survey aides up to the senior surveyors.

Before commencing the planning for reconnaissance activities, the latest available
Topographic maps and aerial photography or satellite imagery should be obtained as appropriate.

GPS receivers should have a user interface to enable the entry of point IDs and antenna heights in the field and to provide the operator with the necessary information to determine when enough data has been collected. Data should be processed each day and adjusted regularly in the field, this provides the best means of quality control. For third order observations, the fast static reference/rover technique is most appropriate and efficient. All points must have the required level of redundancy and redundant measurements must be truly independent. Radios are necessary to provide good communication to support efficient GPS.

Control points should not be established as inter-visible pairs.

Considerations should be given to a full study to develop a comprehensive mark maintenance program.

The issue of accessibility to the CGSD Geodetic Data Base to update data and to obtain control information should be investigated and addressed. CGSD updating the database and accessibility to the geodetic control data are essential for the long term LAM Program.

DENR AO 98-12 should be revised to allow the project to exercise control over third order densification in compliance with CGSD specifications and guidelines.

CGSD should be responsible for restoring, strengthening and maintaining the Primary Geodetic Network and for Second Order Densification under LAMP support and funding.

PIOs should establish dedicated geodetic sections with responsibility for densification under CGSD specifications and guidelines.

Private sector survey companies that can demonstrate an appropriate level of GPS and geodetic expertise should be contracted to undertake some of the densification activities under careful monitoring by the relevant PIO geodetic sections.

The FNSPs lack proper training in geodetic/GPS techniques and do not have the capability to support a major densification program. The proposed upgrading of the in-country capability of a university/universities to provide appropriate higher level surveying education could cater some of this need. The demand for private sector involvement would make any future post graduate training more viable in the long term. Prerequisite for future use of GPS technology, surveyors should have a strong background in geodesy and least square adjustment.

CIM preparation and other survey activities have been delayed while waiting for geodetic control coordinates. The CIM unit needs this information at least 6 months before the commencement of titling activities.

All surveying should be implemented by accredited surveying professionals. Personnel who are not accredited to do surveying works should be penalized. Contractors using them should likewise be penalized. A crash program should be implemented to upgrade technical skills of personnel involved in surveying activities. Professional accreditation is required from both the PRS and the Civil Service Commission.

Densification of geodetic control points in project areas must be completed before any new cadastral survey is allowed. All have to be connected to the PRS-92 network reference system.

A regional task force for supervising the implementation of cadastral projects has to be organized and properly supported with resources. Establishment of project controls should be strictly supervised. Independent quality checks are required. Project management plans have to be evaluated and approved before the contractor proceeds with the execution of the project. Enforce the submittal and strict compliance of a project management and operations plan. Contract projects with absentee project managers and key technical personnel should not be allowed to
Key preparations in support of private cadastral contractors include:

- Provisions of CIMs and list of claimants to contractors before they start the project.
- Provision of comprehensive information covering existing surveys already approved, titled properties, land classification and reservations.

Validate existing, approved surveys prior to mass titling. Develop criteria with regional survey chiefs / supervisors for assessment of earlier surveys and the grounds for declaring surveys as defective, requiring correction or accurate and suitable for titling.

Organize a Regional or National Task Force to manage cadastral program implementation which will become the nucleus for survey management under LAMP II.

Conduct intensive training programs for geodetic engineers, field verifiers, SNS operators, survey men and office staff undertaking computer assisted survey computations and cadastral mapping.

Experience on the pilot project has highlighted the problems in not initiating the control survey activities a sufficient time before the control data is required.

Given the limited capacity of NAMRIA and the failure to adhere to contractual deadlines, international tenders should be obtained for both GPS and orthophoto map production for LAMP II.

Procedures will need to be developed, training provided and resources allocated for the transformation of old surveys once Geodetic Controls under PRS '92 have been established.

There is a clear need for extensive densification of the existing network. To support the massive expansion of control activities there must be effective and sustainable training on a large scale.

A systematic procedure will need to be developed and documented for the validation and verification of cadastral surveys. Survey validation procedures must be established. A strong system of field verification and evaluation during project execution must be developed and applied. New survey work must be accompanied by a quality control process. Initial observations suggest more than 20% of existing surveys are inaccurate. LAMP I & II should not accept the cadastral surveys but should investigate them before using them as the basis for titling;

Provide a reasonable period for post-project liability for the survey contractor.

A specialist consultant should be engaged to review the tertiary courses and recommend changes in the curriculum so that the new graduates have adequate knowledge of current, appropriate survey methodologies [this is vital for the future of LAMP].

A governing body be established, similar to the various Surveyors Boards' found in the various states in Australia, having sufficient power to ensure that the surveying profession adheres to its code of conduct, complies with the laws related to cadastral surveys, and maintain its competence in all aspects of surveying, with rigorous Continued Professional Development, and to take action against members who don't comply with approved standards, codes and legislation.

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<td>•</td>
<td>Accessible and relevant information for clients/customers;</td>
<td>Surveys and Mapping Final Report</td>
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<td>•</td>
<td>Minimal cost of maintenance;</td>
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<td>•</td>
<td>Security of files/information;</td>
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<td>Ease of interagency/interunit exchange and updating of information;</td>
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<td>Ease and efficiency in administering the system.</td>
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Retrieval, compilation and validation of source documents is major requirement for building up a complete and integrated database. Encoding of voluminous data and updating the CIM involve considerable time and resources (adequate trained staff, appropriate hardware and software are essential). Competent and honest database personnel are required. The volume of data to be stored as well as the information servicing requirements should guide the selection hardware and software.

A system of supervision must ensure quality check on the data entered and the information materials issued to the clients.

A GIS would be a very useful component of the Records Management System although its development should be phased according to CIM/database progress and staff capacity.

A program for validation of existing surveys and transformation to PRS-92 should be in place before LAMP II so that the CIM can be finalized and the database completed without requiring further revisions. CIM must be based on validated cadastral projects.

The CIM/database is a core component of Records Management and is essential for efficient and effective land administration - LAMP should prioritize the strengthening of records management capability.

SATs should make effective use of the database and CIM sheets to facilitate their roles. Procedures should be developed in the base camp to ensure the updating of CIM sheets or the database from findings in the field.

Future surveys should use standard scale in cadastral map preparation in order to accelerate CIM production.

Delineation of correct political boundaries should be given priority before the start of CIM production.

A standard procedure manual for CIM production should be agreed, and training conducted for CIM staff and cartographers to ensure efficient and accurate CIM production.

All CIM must undergo intensive quality assurance checks before releasing copies to different operational units and other users.

Issues on adjustment or corrections of CIM could be eliminated if all graphical surveys are converted before CIM activity commences.

Absence of control points and approved political boundaries on survey plans impede CIM production.

All relevant database information should be retrieved for the efficient conduct of records inventory in the field.

The various land records storage systems of the different agencies should be assessed in order to develop appropriate, efficient strategies for records retrieval.

The lands records database should be designed to produce relevant information that...
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<td>is appropriate to the needs of agency users and customers. Procedures should be developed and implemented for the validation/verification of data entered into the database. Difficulties in accessing records will cause delay in completing the inventory and compilation of records. It is important that a firm commitment on records access and sharing be agreed with the agencies concerned to enable a complete inventory of all necessary records.</td>
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<td>SA &amp; Registration</td>
<td>There are two different approaches to land titling and neither, in its present form, is a complete solution to the need for a process capable of widespread implementation in Phase II. Proving ownership of land is difficult because of the length of occupation that must be proved: (Judicial - 55 years; Free patents - 42 years). Occupation for 10 years is sufficient. The land titling methods are linked to land use for historical reasons and this limits their effectiveness as a tool for mass titling. Only judicial titling applies to all land uses. One land titling method should apply to all land use types. Neither judicial titling nor free patent titling can be used for land that has been classified as A &amp; D for less than 30 years. When the occupation period is reduced to 10 years this period should also be reduced. Pending title applications dating back over 20 years can have a negative impact on the attitudes of the community to LAMP. Cadastral fees vary according to area etc. Variable fees create uncertainty for LAMP participants. A flat fee should be adopted in Phase II. The requirement to have documents sworn before a Notary adds a significant cost to the claimant. The attestation processes should be simplified by broadening the class of person who can witness documents Some agencies are uncertain whether back taxes must be paid before the title issues. DAO required to confirm the payment of taxes is not a pre-requisite to registration of the land title. In the first two years of LAMP, free patents were not available as the law had expired and had not been renewed. The prototype was forced to test non-current procedures that had not been used for 40 years [Homestead Patent] or piloted for 20 years [cadastral proceedings]. Cadastral proceedings [mass judicial titling] While the process will result in the issue of an unrestricted title, the process is not ideal for a mass land titling program. Factors include: • Organisational interdependencies - the procedure depends on the cooperation of a number of government agencies, contributing to delays. • The process is overly technical - depends on the preparation of legal documentation and requires various reviews by lawyers. Processing must also include all registered lots in the barangay. • Legal oversight results in an overly cautious approach - for example, Cadastral Officers take a cautious and over-strict approach because they fear penalties. • The period of proof required to support a claim is 57 years, an onerous obligation on the claimant [note legal advice is being sought on the impact of the free patent laws and possible shortening of period]. • The notice required - 3 months - is too long given the extensive public awareness program associated with mass cadastral proceedings. • Reliance on publication in the Gazette slows the process. • Lack of clear procedure results in multiple opinions as to procedures.</td>
<td>TA Report C22: Systematic Registration Final Report. Vols 1 &amp; 2</td>
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Final Draft
September  2004

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<td>• P100,000 limit on the jurisdiction of the municipal trial court - if the land value exceeds that amount the matter must be referred to the regional trial court.</td>
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<td>The role of Cadastral Officer and Commissioner of the Court duplicate each other. It is a lengthy process to prepare the documentation but a hearing is still conducted to obtain verbal evidence – this could simplified to eliminate verbal evidence where the title is uncontested</td>
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<td>Some of the delays occurring in the judicial titling process result from the first-time testing of judicial titling. The uncertain processes for all concerned, including adjudicators and Cadastral Officers, would not be such an issue in future pilots.</td>
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<td>• Only one Homestead Patent per person</td>
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<td>• 12-month cultivation period must be established after patent approval before the patent can be issued</td>
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<td>• Ignores accrued rights, which are in effect surrendered</td>
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<td>• Results in a title which includes a five-year restriction on transfers and mortgages</td>
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<td>• Transfers require approval of DENR for 25 years so in effect the title is not absolute for 25 years</td>
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<td>• Only one person can apply. A joint application cannot be made by the husband and wife</td>
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<td>• It only applies to agricultural land actually under cultivation</td>
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<td>• More suited to land newly released for occupation</td>
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<td>• Treats land as public land and ignores accrued rights. An application is in effect a surrender of accrued rights.</td>
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<td>• Only one sales patent per applicant.</td>
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<td>• The land must be purchased again by public auction even if owned for generations.</td>
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<td>• The owner may not be the highest bidder for the land.</td>
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<td>• All back-taxes must be paid before the application can be processed.</td>
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<td>Offer advantages over Judicial Titling as the process is more flexible and faster:</td>
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<td>• Notice is only 14 days</td>
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<td>• Only two reports must be prepared by the adjudication process.</td>
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<td>• It is not necessary to process registered lots, government lots, church lots</td>
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<td>• No court hearing process is required</td>
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<td></td>
<td>• Only one agency is involved</td>
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<td>The Free Patent process has weaknesses:</td>
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<td>• It only applies to agricultural land.</td>
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<td>• It results in a title with a five-year restriction on transfers and mortgages.</td>
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<td>• The need to try to follow existing CENRO processes [for numbering applications, for advertising applications] removes potential streamlining at the base camp level.</td>
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<td>• Uncertain if it applies to tenanted land.</td>
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<td>• Free Patents do not apply to government land, nor to residential commercial land etc.</td>
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<td>• There is still confusion as to whether tax must be paid by the claimant before the title issues. A circular issued by DENR in March 2003 requires tax to be paid</td>
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<td>• Corporations can’t apply for a patent</td>
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<td>• Although the law permits free patents to issue up to 12 hectares, DENR’s circular in March 2003 limits titles to 5 hectares</td>
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Future land titling activity should focus on administrative titling rather than judicial...
titling methods. An effective strategy could be to:

(i) systematically title agricultural land by free patents;
(ii) for claimants unable to provide sufficient evidence to support a free patent application, proceed with either
   • the issue of a provisional title to such claimants, or
   • the issue of a homestead patent. Provide for H.P.s to be automatically converted to free patents after 10 years.

See TA Report 22 for specific and detailed recommendations for reforming the Free Patent instrument/process (both through legislative amendment and administrative order)

Operational aspects of systematic registration

Outputs by adjudicators are less than one parcel per day.

Lack of power and flexibility for adjudicators at the field level - only power to make the interview and inspection for judicial. For free patents the inspection must be made by deputy public land inspector. Compare with Thailand where the base camp issues the title and Indonesia where the base camp drafts the title

Adjudicators have demonstrated difficulty in the drafting of legal forms

Gender integration can be made concrete through:
• Promoting awareness of land rights for women
• Information dissemination
• Identifying gender sensitive policies and services
• Planning implementation using gender sensitive processes
• Evaluation of implementation in terms of gender impacts
• Developing guidelines for gender sensitive practices and the participation of women

Social equity issues and the phenomenon of land concentration to a few are emerging factors to be considered. Mass titling entails cost and should ultimately improve productivity to be an effective national investment. The relative merits of sporadic and mass-titling options may need to be studied along with measures to reduce cost of titling and improve productivity of titled lands.

The comparative assessment of CRS pilots shows that community organizing principles and processes are likely to be applicable under any titling option (e.g. free patent, sporadic or mass titling) and by any implementing group (NGO, PIO1, LGU). LAMP-LGU partnership is an appropriate way to implement and sustain results of titling programs where the project assists the LGU to better perform its two-pronged role in titling and community/sustainable development.

Social investigation and analysis is an integral part of CO that should be part of project implementation under any model. It is essential to project implementation to ensure that issues are properly addressed and for the design of appropriate site-specific community mobilization and development strategies.

Training and social preparation for post-title options tends to raise the cost of CO but these represent an investment towards sustainability of processes and support LGU/community initiatives for post-title development. The pilot gives early indications that encouraging self-reliance in all capability-building activities can reduce cost of implementation while improving overall quality of output.

Poverty reduction can only be realized if titling results in increased land productivity and in the use of titled land as capital. Without social preparation and support services, improvement in land markets may even be inimical to the interest of small farmers who are chronically indebted (titles might result in the concentration of land to a few).
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<td></td>
<td>Communities can be linked to development agencies and service providers. Accessing services from other agencies streamlines LAMP role in post-title development.</td>
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<td>Social preparation is a process that does not end with the filing of title applications. The LGU must therefore establish a mechanism that will continue to support organizational development and access to development opportunities by the people. The role of the LAG and local governments is critical in sustaining development initiatives.</td>
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<td>In the light of the level of investment in mass titling, further study on the impacts of titling is warranted where there are many who are landless/tenants, where landowners are absent, where there is limited productivity and limited plans to increase productivity after titling. With titling as the focus, CO is not designed to address inequities in land ownership or poverty. There is need to develop and test other project options for titling and social development to better address these issues.</td>
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<td>Members of the Barangay Council especially those in the town proper can effectively conduct CRS activities given the adequate briefing/orientation of the different activities of project implementation. This however, will not be applicable to Barangay Councils in the interior barangays. Direct involvement of people in planning and implementing project activities enhances their sense of ownership of the project. Local CRS staff selected from each barangay are of great benefit for community mobilisation &amp; participation as they are known to and trusted by the local landholders. The number recruited in each barangay should depend on the number of land claimants. Prior consultation with stakeholders should be held before activities are undertaken and the LCRS should hold small group discussions to encourage the people to suggest topics or issues that they like to discuss during the meeting. Putting the concerns of the people in the agenda will encourage greater participation in the discussion. All information materials should be in the local language/dialect and tested before circulation/dissemination. It is important to harness the support and cooperation of LGUs to promote community participation as they are the recognised leaders and have considerable influence. For all titling procedures, it is important to inform potential claimants of the cost they will need to pay and taxes that will apply. CRS staff should have the time to organize and conduct regular group discussions to reinforce information, for greater appreciation of the contents of the information material, broaden the awareness of claimants for informed decision-making, and to build the capacity of claimants for participation. CRS should have a lead time to build and strengthen local institutions prior to implementation of other project activities. There is a need to define the level of stakeholder participation required/desired prior to commencement of consultation activities. The Local CRS approach has given the project an effective access to the community. The Local Advisory Group (LAG) is crucial in enhancing effectiveness of the prototype implementation. Community education is critical for judicial titling- if there is no participation (claim registered) the occupants forfeit their accrued rights and the land is declared as public land. The mass judicial titling procedure requires the mobilization of people on a barangay-wide basis. This process demands an approach that moves people to act</td>
<td>TA Report C22: Systematic Registration Final Report. Vols 1 &amp; 2</td>
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<td>in a collective rather than individual basis.</td>
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<td>Local institutions (government and non-government) could serve as partners and allies of the project by harnessing their potentials for community mobilization and advocacy.</td>
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<td>The airing of the radio program serves as avenue for stakeholders residing outside the pilot barangays to get information about the progress of Project implementation.</td>
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<td>Brgys. Assemblies, Small Group Discussions, house visits has proven to be effective in eliciting participation from the community. (The strategy was common to the four CRS approaches);</td>
<td>Activity Evaluation Reports</td>
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<td>As a whole, the following has to be considered in the implementation of the four approaches: the major strength of the top to bottom approach is the dissemination of information through house visits which developed a more focused and personal interaction with the land claimants. Brgy. Assemblies, SGDs and council briefings served as a good venue for giving out information about the project. Further, partnership with active organizations in the community like the religious organizations and tapping of the Local CRS facilitated field implementation. PIO-led and LGU-led CRS limit the participation of the community as the community is not involved in project planning and decision making. The major strength of the CO design lies in the counter-parting, cost sharing and involvement of the community in planning and implementation of all project activities. It also better prepares/capacitates the community for post title development.</td>
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<td></td>
<td>Community participation is dependent on the level of involvement of the local leaders;</td>
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<td>In all cases, LGU must be involved in the planning of project activities in their barangay in order to plan effective strategies to implement CRS in coordination with survey, SAT and other project activities.</td>
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<td>The LGU is important for gathering/providing information to facilitate effective and efficient titling activities. There should be effective cooperation between municipal and barangay LGUs in titling programs as each have different resources, information and capacities to contribute.</td>
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<td>A socio-economic profile of the community should be generated prior to commencing work on titling activities in order to understand local land related issues and develop the most effective means to conduct titling and contribute to poverty reduction and economic development.</td>
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<td>LGUs can effectively undertake the CRS role to support adjudication provided they are given adequate training and technical assistance. Strengthening the capacity of the LGU in the conduct of CRS activities contributes to the sustainability of project impacts in the long term because of the LGU's continuing presence and support for the community. LGU officials are generally respected members of the community and can mobilize land claimants without difficulty. The LGU is an important source of information - identifying issues and concerns within the community as titling activities progress. The LGU should be encouraged to monitor the progress of project activities and provide feedback on the implementation of the project in the barangay.</td>
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<td>Most of the land claimants for residential areas are residing within the barangay and are working. Mobilization of land claimants is faster and easier than in rural areas where many claimants reside outside of the barangay. Moreover, land claimants in residential area are more interested in land titling. House-to-house visits conducted after office hours and during weekends yielded good results.</td>
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|      | IEC activities played a vital role during the awareness and mobilization phases of the project. The IMs and the radio program increased the level of awareness of the
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<td>community on the requirements for claiming title, the schedule of project activities, the potential benefits of titling, and how they could participate in the titling program.</td>
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<td>CRS campaign should include information about the services of OSS and its partner agencies.</td>
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<td>It is important to develop clear objectives and procedures with all agencies and their senior management and gain agreement/commitment to support OSS operations very early in the process to ensure OSS services get underway without problems.</td>
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<td>Need to take the initiative at the manager level to form links with participating agencies rather than relying on directives from Manila to establish a working relationship. Need regular management meetings and managers committed to goals.</td>
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<td>An intensive program is needed to ensure that the records management system of all agencies is in order and that the valuable records do not deteriorate any further so that they may be used when required and easily found.</td>
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<td>The OSS structure in itself does not result in the introduction of efficiencies in transaction procedures. Inter-agency coordination within the One-Stop-Shop should be strengthened. An overall manager of the OSS should be appointed.</td>
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<td>An effective OSS that supports LAMP requires:</td>
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<td>• Detailed descriptions of the roles and activities of participating agencies.</td>
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<td>• Administrative guidelines defining the function and responsibilities of OSS operations.</td>
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<td>• Clear directives and guidelines for subordinates of participating agencies to take prompt action and cooperate in service delivery.</td>
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<td>• Continued training to address competency/skill requirements for inter-agency related activities in LAMP.</td>
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<td>• Review of all land-related programmes and projects of participating agencies, to identify potential for integration of activities (any conflicts and areas of complementation).</td>
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<td>• A framework for cooperation in project implementation, clarifying linkages and avoiding duplicate services.</td>
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<td>• Progressive transfer of responsibilities to OSS with the OSS providing the key action linkages.</td>
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<td>The Registrar of Deeds should be given the administrative powers to amend errors on the certificate of title, replace titles upon loss or destruction, and endorse transactions on the certificate of title (rather than issuing a completely new certificate).</td>
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<td></td>
<td>Standard forms of transfer and mortgage would greatly simplify procedures (and should not require the services of a lawyer). Other worthwhile simplifications include: eliminating TCTs and endorsing sales and mortgages on the reverse of the OCT; and not requiring technical descriptions on certificates of title and replacing them with a lot and plan reference.</td>
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<td>Orientation and capacity building for senior management and employees personnel should be conducted before operations get underway. Participatory workshops not only with senior management but also with the employees need to be conducted in order to agree on operations, complementation, SOP’s, etc.</td>
<td>Activity Evaluation Reports</td>
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<td>The authority structure must be strengthened with appropriate directives and mandates from top management. Senior management in OSS partner agencies can then monitor and evaluate compliance with directives.</td>
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<td>Clarify the concept of co-management and delineation of administrative and functional responsibilities to ensure smooth operations of the OSS.</td>
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<td></td>
<td>Experience in inter-agency collaboration point to a need for a paradigm shift in attitudes towards public service. Many agency staff seem to be comfortable with the current situation. There is a lack of initiative and preparedness to innovate, and there is general resistance to reform.</td>
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<td></td>
<td>The authority structure of the OSS is not well defined. The OSS manager has very limited authority regarding the compliance of agency decision-makers with agreements made in meetings and workshops.</td>
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<td>The role of an OSS simply as a desk to receive customers and refer them to the separate land agencies is inappropriate and inadequate.</td>
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<td>There needs to be greater effort in consensus-building. Emphasis on team building, forging of vision and organizational development are critical.</td>
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<td>Other agencies have to increasingly share the cost of OSS operations to increase likelihood of sustainability.</td>
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<td>Previous commitments made by agencies should be revisited. Roadblocks to implementation should be identified and immediately addressed.</td>
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<td>Development of the operational structure for the OSS can be hampered due to various interests of participating agencies.</td>
<td>Prototype Level Evaluation</td>
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<td>In inter-agency collaboration, it is important to be aware of protocol. Any innovations or changes to procedures should be cleared with agency heads.</td>
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<td>The absence of an integrated records management structure limits the capacity of the OSS to provide complete information to customers or generate large efficiency benefits for agencies. The full potential for CIM to fast track inquiries, administration and verification of records cannot be realised until all CIM are completed, updated and integrated into the OSS.</td>
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<td>Management</td>
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<td><strong>Team approach to strategic management</strong> - Planning and management of the prototype are joint activities and work best where section heads work together to prepare workplans because of the inter-dependence of activities.</td>
<td>TA Report C22: Systematic Registration Final Report, Vols 1 &amp; 2</td>
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<td></td>
<td><em>The production of titles is multi-disciplinary,</em> involving a range of units on the project. It is also a mix of government and external stakeholders. The management of the liaison process is fundamental to successful achievements.</td>
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<td>Comp 3</td>
<td>PROTOTYPE 2</td>
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<td><strong>CIM</strong></td>
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<td>The projection maps from LRA and DENR and the Assessors tax map are useful as alternative sources for the identification of survey plans.</td>
<td>TA Report D24: Report on Deliverable 27</td>
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<td></td>
<td>The institution of QA in the production of CIM limited the errors experienced in CIM production.</td>
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<td>Photocopying plans (eg for scaling) distorts the real projections and should not be undertaken.</td>
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<td>Different land agencies use different systems for records storage. These systems for land records storage should be assessed to determine the most efficient methodology for retrieving the plans.</td>
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<td>LARES records and updates are required to fast-track the retrieval of survey plans.</td>
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<td></td>
<td>The CIM database should be incorporated within the cross index.</td>
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<td><strong>The use of projection maps for the creation of CIM should be trialed.</strong></td>
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<td>Considering the limited capacity of NAMRIA and the failure to adhere to contractual</td>
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<td>deadlines, international tenders should be sought by LAMP II for both the GPS and</td>
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<td>orthophoto map production</td>
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<td>CIM should not be produced manually if there has not been any formal cadastral</td>
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<td>project performed in the urban situation. Survey control needs to be available. It is</td>
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<td>recommended that manual methods are done jointly with the orthophoto maps and survey</td>
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<td>plans</td>
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<td></td>
<td>Without access to LTCP records, LAMP is merely spending resources to duplicate what</td>
<td>Activity Evaluation Reports</td>
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<td></td>
<td>LTCP has accomplished.</td>
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<td>In cases of missing survey plans wherein all available options have been conducted to</td>
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<td>search for the survey plan, the technical description available on the title and in the</td>
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<td>respective agencies can be used to fill the gaps in the CIM.</td>
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<td>The digitized method for preparing the final CIM is recommended since it is highly</td>
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<td>efficient and the CIM would have been investigated through GPS and is converted to</td>
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<td>PRS '92. This requires the provision of adequate computers.</td>
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<td><strong>Office validation</strong></td>
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<td>Excel is not an effective tool for holding data that requires quick access, reporting,</td>
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<td>analysis etc. However the structure is excellent for creating transfer files from one</td>
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<td>system to another, as in sending data from the assessor's database to the cross</td>
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<td>index.</td>
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<td>For the size of the PIO 2 area Access is more than capable of holding the data</td>
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<td>required. If moving to a fully integrated national system a larger application may be</td>
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<td>considered, but for a small stand alone OSS this is more than adequate.</td>
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<td>Without access to the LARES-LTCP, LAMP is merely spending resources to duplicate what</td>
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<td>LARES has accomplished. Office Validation should only begin when a whole registry has</td>
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<td>been converted.</td>
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<td>A full analysis of the requirements and the structure of the database should be</td>
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<td>carried out before any data is captured.</td>
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<td>(The initial database left no facility for capturing TCT data and only had a single</td>
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<td>field to indicate if the data matched the Assessor's records or had been changed by</td>
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<td>transfer. This system then relied on the Assessor's data being correct instead of the</td>
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<td>TCT being the base document. Too much time was wasted in manually correcting the</td>
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<td>Assessor's data. Also important fields and data that could have been used in the</td>
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<td>cross index were removed from the data structure. The Assessor's data is now 7</td>
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<td>months old and arrangements are required to get an updated copy.)</td>
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<td>Full analysis should have been carried out on the PIO1 and PIO2 land records data to</td>
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<td>get a uniform database structure. However, without a full time systems analyst, both</td>
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<td>systems were developed independently. Both database systems should be fully assessed</td>
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<td>in determining the best structure to be used in LAMP II.</td>
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<td>The equipment for office validation needs to be fully specified, including a separate</td>
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<td>server, and delivered at the start of the project. A proper network to a central</td>
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<td>database is the only way to ensure data integrity (rather than attempting to</td>
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<td>consolidate data from separate stand alone PCs). Staff cannot be expected to carry</td>
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<td>out their work without the proper equipment and training.</td>
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<td>Arrangements should have been made at the start of the project to obtain copies of TCTs or to obtain the data from LARES.</td>
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<td>Office validation should follow strict guidelines under careful management with mechanisms put in place for monitoring the quality of work.</td>
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<td>The CIM is not a satisfactory basis for data collection if CIM production is much slower than data collection. In such cases, using the CIM number as the primary key to hold information will not be practical. Also once the CIMs are adjusted the CIM numbers for many parcels will change. If the CIM number is to be used as the primary key, then Office Validation should not take place until the CIMs have been completed. However in a situation where other agencies hold land data on their systems it is too difficult to use the CIM number as a link to those systems. A key based on the land description (lot, block, plan numbers) is the most effective method as all systems hold the land description.</td>
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<td>Databases were developed without a national strategy being considered and rework will be required in the future. An appropriate data management system will be required for a more extensive development. The equipment and the structures will need to be fully specified, as well as more work being carried out on transaction rates, file sizes, etc. to determine the database capacity required.</td>
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<td>In an urban context the UPI is limited as a key to combine records from other agencies. The entire registry should have been captured to facilitate the comparison of records between agencies. However this does not resolve the problem of the UPI not being known and maintained in other databases. PIO2 has used a separate field combining the Lot/Block and Plan number as these fields are held in all systems and are easily combined to get a match between records. A satisfactory link must be agreed upon for a national system that can be used by all database systems.</td>
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<td>A separate strategy will need to be looked at for areas were the Assessor's/Treasurer's information is not held as digital records. In the national strategy the decision has to be made whether Office Validation is required for areas where the ROD records are intact.</td>
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<td>Linkages to other systems are required to update the cross index with the latest information from the agencies - this should form part of the duties of staff from the various agencies working within the OSS.</td>
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<td>Capture of TCTs must be carried out in each Registry in a systematic manner and if the data is to be used by BOO and LAMP then a sharing arrangement must be in place. TCTs must only be captured once and the updates transmitted to the appropriate system(s). Office validation has wasted a lot of time and effort replicating what the BOO project is doing. In any future projects the government needs to ensure that only a single data capture occurs and that the data is shared.</td>
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<td>A full capture of a registry in a systematic way would be far more efficient than attempting to isolate TCTs based on an area which is unknown to the registry, ie Barangays (using pulling lists).</td>
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<td>Training and orientation of retrievers with the ROD filing system should be carried out prior to retrieval.</td>
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<td>On-line access to the records of ROD and BIR will facilitate the collection and collation of land records especially in the development of the database.</td>
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<td>The long-term program should consider the fact that not all LGUs would have computerized databases of Assessor's records within their offices, thus other options for securing baseline data for records matching should be explored.</td>
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<td>Access does have limitations. It will only hold around 3 million parcels, which is not</td>
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| Activity Evaluation Reports | |

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<tr>
<th>CODE</th>
<th>LESSONS/RECOMMENDATIONS</th>
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<tr>
<td></td>
<td>an issue for the prototype, but is unsuitable for a national database system.</td>
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<td><strong>Field validation</strong></td>
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<td><em>Pilot Field validation activity 1 – Voluntary approach.</em></td>
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<td>Field Validation cannot be effectively carried out without a CIM record to join it to.</td>
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<td>The setting up of a base station where people come to deliver their documents does not work well. With only 99 respondents from 800 parcels, the voluntary approach of field validation results in a very low response rate. Staff sitting in a base station waiting for respondents is a waste of time and resources.</td>
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<td>Parcels that do not have buildings on them need to be identified during, or prior to, the field validation activity. With no letterbox or occupant it is nearly impossible to contact the owner unless known by neighbours.</td>
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<td>The selection of the time to conduct field validation in established areas will influence the success of FV. Weekdays generated a small number of respondents since majority were at work.</td>
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<td><em>Pilot Field validation activity 2 – Door to Door approach in Established Subdivision.</em></td>
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<td>The door-to-door approach proved to be more efficient and productive.</td>
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<td>Good coordination is required between the base station, enumerators and drivers for efficient field validation activities.</td>
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<td>The results of FV should be reviewed each night or early the next day to identify any problems with the collected information. Many of the enumerators had not fully completed the questionnaire, but the extent of this problem was not discovered until the activity was finished.</td>
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<td>Questionnaires were not fully tested and proof read before printing and they contained two questions with the same wording. Thorough proof reading and field testing is essential for future FV questionnaires.</td>
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<td>An analysis design/framework should be developed early in the activity to streamline the analysis and interpretation of results.</td>
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<td><em>Pilot Field Validation 3 - Door to Door Approach in Informal Areas</em></td>
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<td></td>
<td>The gathering of issues during the Area Specific Community Dialogue conducted by the Community Relations and Services (CRS) unit equipped the field validation team with knowledge on prevailing land related issues in the area. This information facilitated field validation.</td>
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<td>Field Validation presents an opportunity to directly communicate with the stakeholders of the project - it can be designed to enable information exchange and the collection of simple M&amp;E information.</td>
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<td>Using field enumerators who are residents of the area has benefits for communication with the residents, and confers understanding of local land-related issues.</td>
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<td>Different approaches should be implemented in different urban areas; specifically in established sub-divisions and informal settlements. These different approaches may have different objectives, collect different data and require different data analysis. The objectives and strategy for FV in informal settlements must be clearly defined.</td>
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</table>
The conduct of assemblies for the field validation team with residents and homeowners' organizations assisted in the acceptance of FV and in community participation.

A brief brochure describing LAMP activities particularly Field Validation and its objectives should be distributed during the conduct of Field Validation.

The presence of foreigners during field validation alarmed residents who suspected that area was being sold to foreigners and dwellings would be demolished.

Identification should be provided for field enumerators. This could include identification cards, t-shirts, vests, and caps.

Adequate equipment is required in the field (laptops, scanners and printers with appropriate power supplies).

**Field Validation Holy Spirit**

If the details collected from the field are not fully analysed and acted upon, the field validation procedure cannot be fully assessed and its objectives will not be achieved.

To get the full value of the data collected from the field all information must be entered into the cross index to allow information to be tied to the parcel record. This allows the use of data queries to analyse the data, and reports can be prepared on the findings.

Effective FV requires thorough preparation of information (including preliminary CIMs and office validation) and good coordination between units. This process needs to be carefully planned and monitored to ensure that the workflow is not interrupted.

Alternative field validation techniques should be tested to locate as many owners/records as possible. The Assessor’s records will be used to locate the last land tax payer and the field validation results will be used to follow any leads given by the property dwellers.

The training program to be used for the field enumerators employed by the NGOs (conducting FV in the remaining 4 barangays) needs to be evaluated during the activity to determine its effectiveness.

The operations of the NGOs to carry out the field validation activities needs to be carefully managed, monitored and supervised to get the best results. While the contract is for 30,000 parcels this is based on the registered parcels and does not take into account the fact that some parcels can contain many more households/properties in informal areas. The strategy should be to obtain as many records as possible – LAMP cannot afford to have the 30,000 parcels/properties visited by the NGOs in FV to only represent informal settlers where only minimal title information is available. Separate approaches should be used for established subdivisions and informal areas. The informal areas should incorporate a CRS information program that helps the residents understand how they can access the ownership records for the land they are residing on. In the established areas the information to be gathered should focus on establishing ownership and assisting those owners who need to reconstitute their titles (in informal areas it will also endeavour to find any details regarding the registered owners of the land).

The Quezon City Government and other LGUs may have to consider selling properties where owners have abandoned their rights, are no longer paying land tax and have not had their titles reconstituted.

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<td>(See above)</td>
<td>All information collected from the field must be fully analysed and used. Information was only captured for parcels which yielded a TCT or tax declaration. Without details of why no information could be gathered strategies for the next step are difficult to formulate.</td>
<td>TA Report D24:- Report on Deliverable 27</td>
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<tr>
<td>OSS</td>
<td>Securing of the site for the OSS needs to be one of the first activities carried out. Once this is secured any plans and building works need to be followed up as these activities take the longest period of time to complete.</td>
<td>TA Report D24: Report on Deliverable 27</td>
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<td>It is essential that a MOA should be signed by all the participating agencies that clearly identifies the specific roles of each agency in the OSS.</td>
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<td>A OSS-TWG workshop proved very effective in achieving the full participation and cooperation of the members - future discussions on critical/important aspects of OSS development should be also undertaken in a workshop environment.</td>
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<td>A team needs to be assembled to look after all aspects of development for future one stop shops. The task is too complex and time consuming for a single person.</td>
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<td>The equipment requirements for the OSS must be carefully determined and included in the budget as early as possible.</td>
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<td>Development of OSS computer linkage with other agencies should take into consideration expenses other than the computers (ie. software, leased line, network connections, etc.).</td>
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<td>The interfacing of the PIO2 database, its use in the OSS and linkage to existing systems of other agencies, should be carefully considered as this will generate lessons for the national strategy.</td>
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<td>The approval process within various agencies must be understood and carefully followed. Renovations have been held up because the approval has been sought from DENR, who control the funds, with less attention to LRA, who manage the site. As a result the site approvals had not been finalised when the contracts were approved and signed.</td>
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<td>The management of any future OSS needs to be reviewed and a decision made as to whether it will be independently managed or managed by one of the agencies.</td>
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<td>Rural and urban OSS deal with different agencies and have distinct issues, transactions and problems relating to their catchment areas. The national strategy will need to take these factors into account.</td>
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<td>The LAMP I prototype only looks at 5 barangays out of 143 in Quezon City. The institutional and logistic requirements for a larger scale operation need to be studied in planning for LAMP II.</td>
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<td>27</td>
<td>In introducing innovations in administrative and institutional arrangements such as the OSS, active participation of the agencies concerned is required in all stages of development and at all staffing levels. This is essential to ensure understanding of the concept and its benefits to the agencies and to the community, thereby improving ownership and commitment to both the process and results. Project support through cross-visits, capability building and study tours are useful interventions: they engage partners more actively in promoting the OSS concept within their agencies; they create the vision of what the future OSS should be; they strengthen agency commitment to the reforms espoused within the OSS concept; and they provide benchmarks or standards by which assess the performance of the OSS. The setting-up of OSS in other areas where LARES will be operating should be carefully considered in light of possible overlaps arising from the changes to the original LARES design that promote similar linkages between ROD and other agencies. The CIM and the Cross-index should be in-place prior to the commencement of the OSS. Meetings with the agency heads should be conducted in a regular basis to gain their continued participation in, and support of, the OSS operations.</td>
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<td><strong>Fake Titles</strong></td>
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<td>Fake title investigation cannot be effective or sustainable without GOP counterparts. LAMP progress in investigating procedures, issues, constraints and requirements is lost when TA leave at the end of the project, with no lasting benefit to the GOP. There are many types of fake and spurious titles/rights held in the community. There are no clear strategies or action plans for passing information between agencies when fake records are detected. A TWG should be established, with members from the agencies involved in fake title investigation (or affected by fake titles) and agency counterparts appointed.</td>
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<td></td>
<td><strong>CRS</strong></td>
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<td>Area-based Community Dialogues (ABCD), Barangay Advocacy Group-Steering Committee (BAG-SC) meetings, BAG assemblies, and distribution and dissemination of CRS communication materials all proved effective as means to communicate with project stakeholders. Capacity building and training created the conditions for active BAG-SC participation - it gave them the voice as well as knowledge and right to participate in LAMP and its planning and decision-making processes. CRS role is crucial to provide a balance between transparency and sound information, and to address the risk of raising unrealistic expectations concerning the project. The BAG is a local network of homeowners association in Holy Spirit where members feel they can be heard and make a difference, particularly in their long years of struggle over the land they wish to own. The BAG members trust their own representative body to be responsive to their needs and priorities. Different methods and strategies should be developed and tested for CRS to support field validation for different types of stakeholders: ie those in established subdivisions, semi-established subdivisions and informal settlements. These strategies should aim to facilitate greater involvement of residents in the process of field validation.</td>
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| TA Report D24: Report on Deliverable 27 |  |

TA Report D26: Community Relations Services in PIO 2
Local area dialogues (ABCDs) prior to field validation facilitate FV activities and generate support and cooperation from the community.

LAG agenda planning is essential to facilitate more productive meetings with the members, and will ultimately result in better project progress and performance.

The BAG is a highly effective method to organize community stakeholders (especially where there are no active POs/NGOs in the area) and has been helpful in the achievement of CRS activities and objectives. The CRS Unit considers the BAG as their extension into the community.

However, the BAG must be monitored as is the case with any newly established organisation. One of the issues encountered was the improper use of LAMP’s name in order to carry out illegal activities eg syndicates have used their BAG membership to give credibility to the sale of land. Moreover, not all members of BAG are necessarily advocates of the Project - some have actively participated in the BAG in order to monitor the progress of the Project and thereby protect their personal interests.

The CO process being undertaken by BAG is necessarily slow. Adequate time is needed in order to maximize its potential. The long-term benefits will not be immediately apparent.

The Community Organizing-Community Development (CO-CD) approach should be initiated as part of the first entry activity of CRS in any new community. Ideally, it should not be initiated after CRS activities have already commenced in the community.

The prototype should determine a clear “exit plan” before its entry in the community so as not to unnecessarily raise community expectations or leave the community dependent on Prototype support.

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**PROJECT MANAGEMENT**

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**PREPARATIONS FOR NEXT PHASE**

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**SOURCE**

Activity Evaluation Reports
Annex B
List of References/Documents Reviewed


LAMP. Integrated Consensus Building Workshop, May 2004;


LAMP. Report on Activity Evaluation Workshop on Consensus Building, July 2003


LAMP. Report on Activity Evaluation Workshops on Field Validation, ____ (dates?)


LAMP. Report on Activity Evaluation Workshop on OSS in PIO1, July 2003


PA LAMP. Factors for Participation of Land Claimants in the Land Titling Activities of PIO1, August 2004 (TA Report C-50).


PA LAMP. Lessons and Methodology Report, PIO1, September 2004.


PA LAMP. Mortgage Study for LAMP PIO1 Areas, August 2004, (TA Report C 48).


Annex C

Summary of Comments/Inputs from Lessons Validation Workshops

Comments/Suggestions from Stakeholder Validation Workshop

General Comments/Suggestions from LAMP level Validation (Aug 19-20)\(^2\)

<table>
<thead>
<tr>
<th>Comments/Suggestions</th>
<th>Response</th>
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<tr>
<td>1. Highlight the lessons in the report</td>
<td>Key Lessons from each section will be summarized</td>
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<td>2. Report should focus on the lessons, and less of relating the experience</td>
<td>The report presents facts, background, context or experience, before lessons are mentioned. Otherwise, it would be difficult to imagine how each lesson came about.</td>
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\(^2\) Other detailed comments raised during the workshop were incorporated in the revised report presented to Stakeholders
### Comments/Suggestions from Policy Formulation, Consensus Building and Partnership Building Lessons Validation Workshop (August 24)

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<thead>
<tr>
<th>Comments/Suggestions/ Additional Lessons</th>
<th>LAMP Response</th>
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<tr>
<td>1. Some lessons statements give the impression that these should have been done. E.g., “needless to say” – approach to reform should be incremental, CB should be supported by adequate resources, etc.</td>
<td>One of our guide questions for defining lessons is: <em>if we had to start an activity all over again, how should we do it to ensure that we are as affective and efficient as possible and don’t make the same mistakes again?</em> Clearly, there were some practical oversight by the project that we now label as lessons</td>
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<td>2. What are the lessons that came out of project failures?</td>
<td>Lessons are results of negative and positive experiences</td>
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<td>3. What were the shortcomings in project implementation in PIO 2?</td>
<td>Magnitude of missed records not identified-complexities in records management need to be addressed</td>
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<td>4. Policy Studies could have been effective if LAMP Task Force have been overseeing and leading the studies; support shouldn’t have stopped at the level of agencies; Exec. Sec. should have been on top of the TF</td>
<td>Unified stance within TF not possible; high-level commitment needed (preferably from the Office of the President, higher than the Task Force); TF should spearhead PF process</td>
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<td>5. There was weak translation of President GMA’s commitment; the President did not include LAA or LAMP in her State of the nation Address</td>
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<td>6. Future CB efforts should tap NAPC structure as policy oversight (by virtue of RA 8425); LAMP benefited from this structure</td>
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<td>7. The project should have maximized the participation of the basic sectors in the entire policy formulation process instead of being respondents in the conduct of studies and development of policy recommendations; the basic sectors were only involved during the consensus building phase</td>
<td>The basic sectors were involved in the 2nd phase of the process in the case of the Land Development Process Study</td>
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<td>8. At the beginning, there was low awareness of existing organizations that could be allies in policy advocacy; hence, individuals, not groups, were identified; as a result, there was sporadic approach in identification of stakeholders;</td>
<td>Lesson: It is important to identify stakeholders starting from beginning of the PF stage</td>
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<td>9. Second liners/middle managers, and personnel of affected agencies in the LAA should also be involved to develop a sense of ownership of the reforms being pushed</td>
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<td>10. There were problems in contracting out and managing studies; lead agencies did not have a hand/control in determining the scope and focus of the studies; consultants insisted on their recommendations</td>
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<td>Despite briefings on the country's needs; policy environment and likelihood or acceptability/viability of recommendations</td>
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<td>11. One of the clear results of LAMP's PF/CB efforts is that government agencies are now more open to reforms</td>
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<td>12. There was no framework enabling identification of rationale behind prioritizing recommendations</td>
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<td>Suggestions: (i) Develop an action agenda for every policy study (short-term/mid-term) supported by time frame, budget, responsible agency; (ii) focal agencies should be assigned in implementing policy recommendations; (iii) LAMP should focus on immediate results while working for long-term reforms; (iv) In formulating recommendations, determine what is needed—administrative or legislative issuance</td>
<td>There was an action agenda developed and included in the Integrated Report but were not adopted by other agencies; only LAMP adheres to the action agenda There was strong resistance from agencies to reforms proposed (merger)</td>
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<td>13. One of the gain(s) of the CB process: movement was able to reach the Pres. through NAPC-BS (NAPC-BS was an alternative to Presidential TF, which proved to be ineffective) Insight: use all possible tracks to achieve the objective</td>
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<td>14. In sustaining CB efforts, disagreements (during CB workshops) should also be documented to identify and track conflict points among partners</td>
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<td>15. There should be a mapping of reform-oriented individual before identification of Speakers' Bureau members</td>
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<td>16. There was lack of clear IEC plan</td>
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<td>17. In developing the CB strategy, there is a need to look at the human development aspect of reform; it is about transformation, change</td>
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<td>18. The Project should be able to meet half-way if not to the full extent the concerns raised by the stakeholders/employers on the merger; need to address these</td>
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<td>19. On the NAA establishment; there was a concern on the consistency of the recommendation with the policy pronouncements of the President to streamline the bureaucracy instead of creating new agencies; there is a need to reconsider proposal in light of this new direction</td>
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<td>20. Rallying points should not only be of the civil society organizations, but of basic sectors, primarily</td>
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<td>21. Need to define partnership as process whereby two parties come together to undertake a common cause</td>
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<td>22. External support is important to ensure meaningful reform, but the reform should not be pushed by outside parties; executing agency should be serious in monitoring effects of assistance</td>
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<td>23. Allocate resources for advocacy and establish partnership among TF LARA, CENRO, PENRO</td>
<td>TF-LARA did not trickle down to the community level; partnership with</td>
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<td><strong>24.</strong> There was a dormant demand for reform before LAMP; LAMP provided venue for articulation of demand and pushing for reform</td>
<td>PENRO-CENRO was not established due to budget limitation</td>
</tr>
<tr>
<td><strong>25.</strong> Propose measures to institutionalize partnership-building in LAMP even in the second phase</td>
<td></td>
</tr>
</tbody>
</table>
Additional Lessons/Recommendations Identified during the Lessons Validation Workshop on Land Records and Information Management August 30-31, 2004

On CRS, partnership building is best done by maximizing or tapping into existing networks and organizations rather than forming new groups.

In entering into partnerships that involves contracting of CRS activities, it is important to be selective of the contractors so that the process becomes inclusive.

A clear phase in and phase out plan for the communities should be developed at the outset, but it should be flexible enough to accommodate suggestions from partners. This plan has to be finalized with the partners once partnership has been formed.

For the next phase, the project may directly organize BAG in communities where there are no overarching organizations or civil society structures.

In scheduling meetings in the community, the time and day most appropriate and where most participants are available should be considered.

To underscore the need for communities to have counterpart in the project, BILIS should not be totally provided free of charge.

To make the land records management system capable of providing data for gender analysis and therefore gender sensitive, with the support of stakeholders, there is a need to: (i) amend present land recording system so as to easily identify conjugal properties that are in the name of husband or wife or of both spouses and to easily sex-disaggregate individually owned lands; (ii) set a policy for sex dis aggregation of land records and for a regular conduct of gender analysis of land title holders; and (iii) provide a mechanism to address gender issues in land administration. Approaches and mechanisms that encourage participation of both men and women in land records management should be used.

In introducing innovations in administrative and institutional arrangements such as the OSS, active participation of the agencies concerned is required in all stages of development and at all staffing levels. Cooperation is a must, not merely for compliance to fully implement the project. Commitment of the lead agency is a must.

Equipment should be present and identified before OSS fully operates.

While not yet operational, the OSS should be able to give information regarding land records/titling processes to clients including queries outside the prototype area.

Information campaign should not be conducted full swing unless OSS is fully operational. This will avoid too much expectation on the part of the public.

A logbook for issues and complaints arising from OSS operations will improve in analyzing feedback from the clients on the quality of its service.

The interagency TWG, works best to guide the direction of the establishment of the OSS, including the design and the transactions to be made, and in seeking progressive agreements on reforms to be introduced to the OSS. This was made possible through the commitment of the agency heads to the entire concept. However, regular meetings with the agency heads should be conducted to gain their continued participation in, and support to OSS operations, and in addressing critical issues affecting its development and operation. Further, agreements
made by TWG representatives should be supported by directives/issuances of responsible officials of concerned agencies.
Comments/Suggestions from Land Titling Lessons Validation Workshop
Sept. 6, 2004

1. On records retrieval under CIM, additional considerations in getting agency support should include clarification of “additional funds should be provided to some agencies for the procurement of technical instruments and the strengthening of the database”.

2. Requirements for CIM development should include “trained and competent cartographers oriented on CIM Development Manual”

3. On digital preparation of CIM, “The use of single and standardized GIS software by the different agencies is pertinent in ensuring ease of data sharing and compatibility”.

4. Efficiency in geocoding can also be achieved if there is “secured database”

5. Orthophotos are not required in CIM production in fully surveyed areas

6. On the usefulness of CIM, the PIO1 experience has been that systematic adjudication can proceed without the CIM if cadastral maps are available. “However, the data and figures they can get are information gathered at the time the survey was conducted”.

7. CIM would be most useful in areas where there “are subsequent land subdivision and transactions (i.e. transfer of ownership, mortgaging, selling etc.)”, so that potential overlaps in title issuance can be avoided.

8. There has been limited use of CIM at the front desk OSS at of the time of writing this report.

9. There are no specific provisions in the Local Government Code that devolves cadastral survey work to the LGU’s. There was no clear transfer from DENR to LGU’s considering that the processing and approval of surveys are still at DENR. The LGUs are not aware that this function has been transferred to them.73

10. On survey by contracts, “30% of them are defective based on the PIO 1 experience. In terms of mobilization, contracting is more effective, but in terms on the quality of output, administration survey is more effective”.

11. Additional recommendation on surveys: “The transformation of old survey to PRS 92 must be provided not only to DENR but also to the entire organization involved on survey processes (entire survey community)”.

12. Additional recommendation on the use of SNS: “The contents of the SNS must be reviewed to capture the information needed as provided in the Survey Notification Card”.

13. On conditions required to make a decision on re survey; “If 85% of the 20% sample size were found to be erroneous, a re-survey should be conducted”.

Recommendation: Review the percent of errors in conducting survey and increase the number of error to 90% of the sample size.

73 DENR Administrative Order No. 30 provides for the transfer of the cadastral survey function to the LGUs. While this was not specifically provided for under the Local Government Code, the implementing order specifies so.
14. Survey contractors should undertake the necessary corrections if errors are found.

15. For successful conduct of SNS, the land owner as well as the adjoining owners should also be present.

16. On the establishment of geodetic controls, NAMRIA should also be responsible for the establishment of 3rd order FNSP.

17. On the establishment of geodetic controls, there is a need to explore other methods on traversing (e.g. clamp plate method using total station).

18. On judicial titling, emphasize “since this procedure had not been used for a long time, the staff and Courts involved were not familiar with the procedures and requirements, and provided many interpretations of the provisions of the law”.

19. On the disadvantage of judicial titling that there is a constant threat of an appeal by the OSG, clarify that "OSG is not a threat but the process undertaken by the OSG was a procedure that the LAMP should follow”

20. Free Patent entails multiple approval levels (from the CENRO, PENRO, Land Management Division, RED, and the DENR Secretary depending on the area of the parcel being applied) which results in an inefficient process.

21. On the recommendation to remove the prose technical description at the back of the title, clarify that if a title does not have a technical description, it is considered as incomplete data, it is difficult to relocate it on the ground. However, the more data we have in the title the higher probability of error. There is a need to further examine the viability of the process.

22. Additional strategy to increase community participation in titling: intensive community post titling education and capacity building; the project may explore the potential to link with lending agency e.g. Land Bank to facilitate the process.

23. On partnership with LGUs, Based on the experience of PIO 1 on prototype sites, MOA not sometimes followed. LGU commitment and participation is crucial to measure the success of the partnership, the project must explore alternative approaches to generate LGU participation and support. A clearly defined role and function of LGU must be generated prior the implementation of the project clearly define their expectations in the partnership.

24. On IES strategies, effective IEC must include integration and emersion with the community and involving staff with social and cultural skills.

25. BIR and DAR are also represented in the OSS.

26. On the effectiveness of OSS, OSS meetings have not been held frequently though is still considered as an effective tool in the management of OSS.

27. On resistance to reforms of staff of agencies, a probable cause could be the fear of the employees of possible lay-offs and restructuring.

28. On lack of cooperation in OSS, suggestion: possibly an Executive Order can be secured assigning a clear mandate to the OSS Manager.
29. Additional requirement to establish an OSS that supports LAMP: Presenting the procedures and processes of the project in **visual** form, focusing on the main objective and goal of the program.

30. On the physical lay out of OSS, only **transparent** partitions are allowed between tables and offices.

31. On additional improvements in the OSS: **Improvements are needed in the routing system at the OSS, the transactions should be tracked with the OSS informed up to the end of the process.**

32. On additional improvements in the OSS: The presence of an Organizational Development Technical Adviser is required in order to guarantee the proper design and methods of the organization is followed.

33. On additional improvements in the OSS: The need for a vision setting workshop is apparent to streamline and properly inform the whole organization of the ultimate goals and objective of the project, ensuring its realization (this would include the presentation of the simulated procedures in visual form).

34. **LGU, Academe, NGO, PNP, DA, CENRO, and PENRO** are also LAG members.

35. Additional lesson on interagency arrangements: Considering also that LAMP is a reform-oriented project, it was suggested that aside from the development of improved procedures, the development of the people’s mindset should likewise be considered. It is important to come up with a mechanism reforming the way people think. To make them appreciate the reformed system being introduced by the project.

36. Additional lesson on interagency arrangements: There is a need to systematize the functions of the agencies in land titling and harness and maximize their roles in other similar activities (i.e. post titling activities).

37. On interagency arrangements, clarify that the staff with whom the project dealt with and are comfortable with the current situation come from other agencies.

38. On interagency arrangements, additional recommendation: it is important that the lessons and innovations of the project are shared with the different agencies involved.

39. Additional experience in interagency arrangements: The LAMP PIO 1 also had limitations in dealing with other agencies (e.g. OSG, Court of Appeals) leading to miscommunications, and apparently overlooking its function of properly coordinating and orienting the stakeholders.
Comments/Suggestions from Validation Workshop on Lessons in Project Management, Institutional Collaboration and Design of LAMP2 Sept. 15, 2004

<table>
<thead>
<tr>
<th>Comments</th>
<th>LAMP Response</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>General Comments</strong></td>
<td>Most of the lessons presented are supported by empirical evidence, that is why there is a discussion on the context before lessons are presented. However, recommendations immediately follow to make sure there is a strong connection between the lessons and what LAMP want to recommend for the next phase and the long term LAMP</td>
</tr>
<tr>
<td>1. Focus on those which the project had empirical evidence based on experience – present the facts, and let others make conclusions and recommendations based on the project experience.</td>
<td>The revised lessons report will make footnote on additional lessons identified during stakeholder validation</td>
</tr>
<tr>
<td>2. Note inputs/lessons arising from stakeholders (in light of consensus already made in the project on these lessons)</td>
<td>The intention is for the lessons report to be of immediate use by planners and implementers of LAMP2. To the extent that there will be important lessons that can contribute to existing body of knowledge (such as the AusAID Land titling lessons warehouse), then we will extract and share with wider audience</td>
</tr>
<tr>
<td>3. Based on existing trends in knowledge management, lessons should be carefully screened so they can be shared widely. Separate recommendations and conclusions from lessons</td>
<td>There are no pretensions that lessons will have universal application. This is precisely the reason why there is a discussion on the context of the lessons before these are presented. However, these lengthy explanations were not possible to be presented in powerpoint during lessons validation. These are however, available in the report. All lessons came from the experience of LAMP operating under certain conditions. Majority of the lessons are for LAMP2 and long term LAM program.</td>
</tr>
<tr>
<td>4. Limit lessons that are applicable to LAMP2 and do not assume that LAMP1 lessons are transportable, or will have universal application. LAMP1 lessons were developed given a specific situation, certain context, and environment</td>
<td>In some cases, the report merely presents the lessons from experience, and in some cases, difficult to make concrete recommendations on the precise approach to take for LAMP2. It is up to the readers of the report to piece all the lessons together and design and implement LAMP2.</td>
</tr>
<tr>
<td>5. Lessons should not cancel out other lessons in the same document.</td>
<td>From whose perspective are these lessons? From LAMP</td>
</tr>
<tr>
<td>6. From whose perspective are these lessons?</td>
<td>How do you distinguish lessons versus ignorance of procedures? These are also lessons, but operational in nature. In some cases, however, these need to be highlighted to stress the importance of ensuring knowledge or familiarity with procedures</td>
</tr>
<tr>
<td>7. How do you distinguish lessons versus ignorance of procedures?</td>
<td>Who are supposed to learn from these lessons? The designers and implementers of LAMP2, the long term LAM program, and to a certain extent, designers and implementers of other</td>
</tr>
</tbody>
</table>
110

LIL projects

9. Do not repeat same mistakes, if lessons were to prescribe design for the next phase.

This is precisely the purpose of the lessons document. However, there are instances wherein situations cannot be changed, and therefore LAMP2 will have to make adjustment in terms of how the next phase can be implemented.

**Specific Comments on Key lessons**

On key lesson #1: Without wide ranging reforms in policy and institutions, any technical and administrative improvements in land administration will provide limited benefits and may not be sustainable.

The benefits will be high, but may not be at the level we expect, as in the objectives of the project - NEDA

This is not exactly a lesson; empirical evidence have to be presented, rather this is a theory that all of us agree with - NEDA

On Key lesson #3: New procedures introduced into sporadic mass titling proved to be superior...

Clarify that these procedures refer to the systematic titling procedures – NEDA and LRA

On key lesson #4: Titling should be linked to broader rural development programs for the envisaged social, economic and financial benefits to be fully realized.

Support this statement with empirical evidence. The statement looks more like a theory. – NEDA

On key lesson #5: Improved land records management has enormous potential to increase LGU revenues ...

Support this statement with empirical evidence. Enormous is not the appropriate word. - NEDA

On key lesson #5: LGUs (should) play a significant role in supporting and sustaining these initiatives.

This statement looks more like a recommendation than a lesson - NEDA

**Specific Comments/Suggestions on Lessons in Project Management, Institutional Collaboration and Design of Next Phase**

On Institutional Collaboration

- Segregate recommendations from lessons
- Relay experience and establish it as fact
- Constructs are beyond facts and experiences as they are extrapolated
- Statements are prescriptive

On Project Management

Additional lessons:  
(i) BAC members and secretariat should be properly oriented or well-versed in procurement procedures.  
(ii) Proper consideration should be given to financial systems and requirements of other participating agencies

On Design of next Phase

Adequate lead time for project preparation so that there is a seamless transition form one phase to the next.  

Seamless transition not possible; there will always be a gap
There should be an agreement early on among key stakeholders on the framework for the design of the next phase

| Define how early should this be |  |
### Comments/Suggestions on key Project Lessons During the PCR Stakeholders’ Workshop

#### September 2-3, 2004

**Systematic Titling**

<table>
<thead>
<tr>
<th>Lesson No.</th>
<th>SIGNIFICANCE H, M or L (High, Medium or Low)</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lesson No. 1</td>
<td>High</td>
<td>2\textsuperscript{nd} Paragraph should also specify what additional procedures/ specific areas should be taken (enumerations)</td>
</tr>
</tbody>
</table>

- New mass titling procedures proved superior to sporadic titling for a number of reasons: (i) they bring the services closer to the community through the base camps; (ii) they are less costly to clients because the Project linked with land agencies and LGUs to provide data/documents that would otherwise have to be secured by the applicants individually; (iii) they are more streamlined and provided for delegation of approvals at the field level; (iv) they promote increased mobilization of claimants for titling, thus enabling a more organized and informed approach to registration and it also promote transparency and credibility on the process; (v) the titles issued are based on updated and verified records from different offices, supported by a process of field validation and validated surveys; and (vi) the (opportunities) incidence for conflicts are reduced because of the participatory processes put in place in the areas of lot surveys and validation of claimants.

- Additional improvements in the mass titling procedures are

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\textsuperscript{74} Part of the PCR preparation process was identification of key lessons from LAMP. During the PCR Stakeholders’ Workshop, key lessons were identified and subjected to rating of significance. The lessons were also validated, and inputs/comments on the lessons were identified.
<table>
<thead>
<tr>
<th>Lesson No. 2</th>
<th>High</th>
</tr>
</thead>
<tbody>
<tr>
<td>Free Patent is so far the best available methodology for mass titling. However, the governing legislation and procedures should be amended to make it more inclusive, remove restrictions, and provide benefits to vulnerable social groups.</td>
<td>All proposed amendments should be specified in FP process this should be emphasized on the lesson statement. DAR rep recommended to consider changing the term FP to other appropriate term. Reword: Free Patent is the best option rather than Free Patent is so far the best available methodology. The is a need to first test FP in residential and commercial areas before coming up a general recommendation that FP is the best option. The FP titling is an option for First Titling activities this must be emphasized in the lesson statement.</td>
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</table>

<table>
<thead>
<tr>
<th>Lesson No. 3</th>
<th>High</th>
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</thead>
<tbody>
<tr>
<td>The requirements for mass scale registration include: appropriate survey infrastructure through densification of geodetic control points, good quality cadastral surveys, and updated reliable records from the agencies that are linked to cadastral index maps. An expansion of the mass titling program would require skilled staff to undertake the new procedures in areas such as survey, systematic adjudication, community relations, community</td>
<td>This include all types of Land regardless of land type. The mass registration includes both rural/agricultural and urban areas. No patents released in MSA because it is costly (principle of buying the land from the</td>
</tr>
</tbody>
</table>
organizing, and cadastral index mapping.

<table>
<thead>
<tr>
<th>Lesson No. 4</th>
<th>High</th>
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</thead>
<tbody>
<tr>
<td>Titling must be linked to broader rural development programs for the envisaged social, economic and financial impacts to be more fully realized. Adequate consideration should be given to planning, site selection, monitoring and evaluation to maximize the benefits from titling.</td>
<td>LGU must collect sufficient taxes and revenue from the people. Titling is important for revenue generation of LGU or else the LGU will not have enough funds, in urban and rural areas. It must as well link with tenurial security and income generating/support services. 2nd Sentence: Interest and needs must also include the LGU interest and needs.</td>
</tr>
</tbody>
</table>

2nd Sentence: Expansion of the mass titling implies additional need skilled staff and exposure.
Policy Reform, Consensus Building and Partnerships

1. An effective policy formulation process in land administration and management should have the following key elements:

- Definition of problems/issues based on empirical data (e.g. policy studies)
- Adoption of long term program framework
- Leadership, accountability and participation of relevant agencies (DENR, DOF, NEDA, DOJ, DBM)
- Involvement and commitment of (other) high level officials (note: Enhance to include clear responsibilities, accountabilities, plans etc.)
- Appropriate staff, resources and procedures (e.g. monitoring, management, logistics) to oversee policy development and coordinate implementation
- Good understanding of the policy environment and stakeholders’ interests
- Participatory process involving stakeholders

Rating: high

2. The rationale of the reform process should be responsive to the general and specific needs and situation of stakeholders. This requirement entails an in depth understanding of the common interests of the stakeholders in general, as well as of the particular interests of each sector. (The process of consensus building (CB) calls for the identification and reconciliation of the differing interests of the stakeholders, and the identification and effective management (qualify the process of managing conflicts) of the conflicting and irreconcilable interests.) (Note: add as key element of CB process [#3]) An effective CB is essential to a reform process.

Rating: high

3. An effective CB process should have the following key elements:

- Strong partnerships among (the national and local) government, civil society organizations and the private sector
- A well defined (CB) strategy
- Support of the lead executing agency
- Support from the highest level of 3 branches of government
- Relevance to the core agenda of stakeholders (i.e., poverty reduction)
- Identification of champions (within) in all three branches of government
- Identification of champions to push for reforms
- Mechanisms to create a groundswell of support (managed by basic sector)

4. Given the highly dynamic nature of the reform environment, it pays to be flexible in the approach and in responding to changes in strategies with the right resources (budget, staff, technical assistance, and other logistical support). There should be a continuous review of the effectiveness of the strategy, and to take account of recommendations arising from the CB workshops. The CB plan should have clear provisions for each stakeholder group based on strategic prioritization of the different stakeholders.
5. For partnerships to succeed, there must be well defined partnership objectives, roles and responsibilities; the contributions from each party must be clearly stated and agreed; and the mechanisms for joint planning, implementation, monitoring and evaluation should be pre-determined. In designing successful partnerships, there should be recognition of the competence and limitations of both parties, and constraints imposed by existing mandates and responsibilities.

For partnerships to grow there needs to be a realization of mutual benefits, alignment to common agenda of both parties, and shared vision and goals.

- Identification of reform packages/clusters that can be targeted in specific time periods.

Rating: high
## Land Records and Information Management

<table>
<thead>
<tr>
<th>LESSONS</th>
<th>RATING</th>
<th>COMMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Improved land records management has enormous potential for improving LGU revenue collection and stimulating activity in the land market. LGUs should play a significant role in supporting and sustaining these initiatives. However, support should be provided to build LGU capacity, and to promote best practices in records management</td>
<td>High</td>
<td>Additions:</td>
</tr>
<tr>
<td>Some fundamental requirements need to be in place to improve land records management. These include:</td>
<td>High</td>
<td>2(^{nd}) bullet:</td>
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<tr>
<td>o Open and affordable public and inter-agency access to land records and information;</td>
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<td>- with support from LRA, DENR</td>
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<tr>
<td>o Production and utilization of cadastral index maps for the Registry of Deeds and LGU to avoid duplication and overlapping of titles;</td>
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<td>6(^{th}) bullet:</td>
</tr>
<tr>
<td>o Complete inventory and indexing of land records;</td>
<td></td>
<td>- and relate all existing land records to PRS ‘92</td>
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<tr>
<td>o Validation of past land records;</td>
<td></td>
<td>8(^{th}) bullet:</td>
</tr>
<tr>
<td>o Land records database in support of Cadastral Index Mapping (CIM);</td>
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<td>- and adoption of strategies for improved land records</td>
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<td>o Densification of geodetic control points;</td>
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<tr>
<td>o A strategy for records storage, retention and disposal; and</td>
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<tr>
<td>o Agency commitment to information-sharing.</td>
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<tr>
<td>Improved land records management is necessary for detection and prevention of fake, double, overlapping, spurious titles, and detection of missing records. The required improvements include cadastral index mapping; a cross</td>
<td>High</td>
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</tbody>
</table>
index of records, field validation, and community relations to educate the general public. These procedures have added value of providing more accurate land records information to the general public, other government agencies, and the private sector or business community.

| For the long term, development of land records databases should be guided by a national strategy, and a full understanding of key agency requirements. An appropriate data management system will be required for a more extensive development. The equipment and structures will need to be fully specified, as well as work carried out on transaction rates, file sizes, etc., to determine the database capacity required. | High |
| A national standard should be developed that includes mapping, surveying, records mgt., storage, disposal, and reconstruction | High |
| Capacity enhancement of personnel on records mgt. should be addressed | High |
Establishment and Operation of One Stop Shop

1. In the absence of the enactment of the Land Administration Bill merging land related agencies, the OSS model will work only in areas where there is strong support from the heads of participating agencies, and willingness to change their internal procedures.

While a MOA is important, criteria for selection of project areas in LAMP II must take into account interest, motivation and commitment of key individuals to the success of the program and to lead change.

2. At the operational level, a clear mandate has to be given to the OSS Manager to ensure agreements to improve agency processes are carried out. A suitable model has to be designed clearly specifying lines of reporting, supervisory arrangements, and accountabilities.

3. The OSS will not necessarily result in the introduction of efficiencies in transaction procedures. Inter-agency coordination within the One-Stop-Shop should be strengthened, with the aim of improving customer orientation, streamlining agency processes through elimination of unnecessary requirements and procedures, establishing linkages among transactions, sharing a common database that contains up to date records of land transactions, providing reliable sets of land information to the public, and ensuing integrity in the system through transparent processes.

4. An effective OSS that supports LAMP requires:
   - Detailed descriptions of the roles and activities of participating agencies.
   - Administrative guidelines defining the function and responsibilities of OSS operations.
   - Clear directives and guidelines for subordinates of participating agencies to take prompt action and cooperate in service delivery.
   - A framework for cooperation in project implementation, clarifying linkages and avoiding duplicate services.
   - Continued training to address competency/skill requirements for inter-agency related activities in LAMP.
   - Review of all land-related programmes and projects of participating agencies, to identify potential for integration of activities (any conflicts and areas of complementation).
   - **Progressive transfer of responsibilities to the OSS.**

5. The absence of an integrated records management structure limits the capacity of the OSS to provide complete information to customers or generate large efficiency benefits for agencies. The full potential for CIM to fast track inquiries and support administration and verification of records cannot be realized until all CIM are completed, updated and integrated into the OSS.

6. A team needs to be assembled to plan and manage the development for future one stop shops. Important tasks include identification of the services to be offered, seeking agreements from the agencies, assessment of agency processes (including recommendations for streamlining), linking agency processes,
designing databases and computer links within the OSS (or linkages between the OSS and agency databases), training and orientation for staff, and development of a monitoring and evaluation system. Manuals and operating systems and procedures must be designed.

7. In designing future OSS, some key considerations include:

- The management of any future OSS – should it be independently managed or managed by one of the agencies?

- Rural and urban OSS deal with different agencies and have distinct issues, transactions and problems relating to their geographic areas. The national strategy will need to take these factors into account.

- The LAMP I prototype only worked within 5 barangays out of 143 in Quezon City. The institutional and logistic requirements for a larger scale operation need to be studied in planning for an expansion of the PIO2 OSS.

- The setting-up of OSS in other areas where LARES will be operating should be carefully considered in light of possible overlaps arising from the changes to the original LARES design that promote similar linkages between ROD and other agencies.

- The identification and/or construction of the site together with procurement of partitions and equipment should be undertaken early in the process.

- Project support through cross-visits, capability building and study tours are useful interventions: they engage partners more actively in promoting the OSS concept within their agencies; they create the vision of what the future OSS should be; they strengthen agency commitment to the reforms espoused within the OSS concept; and they provide benchmarks or standards by which to assess the performance of the OSS.

- Simulation workshops and team building among staff assigned to the OSS are very useful in increasing understanding of agency processes and their relationships, identification of overlaps and opportunities for streamlining, and encouraging interest and participation.

- The CIM and the cross index should be in place prior to commencement of the OSS to ensure high quality service to the clients.
## Valuation

<table>
<thead>
<tr>
<th>Lessons</th>
<th>Rating</th>
<th>Remarks/Considerations</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. The reform of the valuation system in the Philippines requires a</td>
<td>H</td>
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<tr>
<td>definite commitment to change and the creation of a National Appraisal</td>
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<tr>
<td>Authority to implement the reform. The number one priority for this</td>
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<tr>
<td>reform to be successful will be the transfer of powers to a statutory</td>
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<tr>
<td>officer and thus remove the political influence which exists today.</td>
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<tr>
<td>The separation of the valuation and assessment function from the tax</td>
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<tr>
<td>rate setting function is an internationally recognized model. The</td>
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<td></td>
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<tr>
<td>independence of a professional valuation and assessment service is</td>
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<tr>
<td>essential as it provides equity and fairness in the tax system. The</td>
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<tr>
<td>tax policy and establishing the tax rate is for the politicians to</td>
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<tr>
<td>finally decide.</td>
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<tr>
<td>2. The valuation reforms will provide financial savings and revenue</td>
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<td></td>
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<tr>
<td>improvements for government at all levels by removing duplication of</td>
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<td></td>
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<tr>
<td>effort and by providing benefits from a wider taxation base which will</td>
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<tr>
<td>lead to improved tax collections. The findings so far from the valuation</td>
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<tr>
<td>simulation study in Sta. Rosa, Laguna confirms this need without</td>
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<tr>
<td>doubt. The development of better valuation standards in the GOP</td>
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<td>Agencies will in time also result in improved revenues from</td>
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<td>government owned and managed real property. Therefore the creation of</td>
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<td>an independent appraisal authority will have significant financial</td>
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<td>benefits to government at all levels.</td>
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<tr>
<td>3. The collection of transaction data on sales and rentals is vital</td>
<td>Sales-M</td>
<td>For rating <em>The collection of transaction data on sales...</em></td>
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<td>to a sound real property appraisal system in both the public and</td>
<td>Rentals-</td>
<td>- data can not reliable and can be manipulated;</td>
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<td>private sectors. Also the public and business community needs to be</td>
<td>H</td>
<td><strong>Comments from the Gallery walk:</strong> Should be rated <strong>H</strong></td>
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<td>aware of the market activity and the transaction details and trends</td>
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<td>as Sales and rentals go together; collection of data is still</td>
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<td>are necessary for making informed investment decisions. The essential</td>
<td></td>
<td>vital as manipulated data can be weeded out and can be</td>
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<td>strategic direction is to establish reliable data flows on</td>
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<td>manipulated (<em>F. Cuervo</em>) What is the alternative? If</td>
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<td>transaction details from the Registry of Deeds and the Bureau of</td>
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<td>required, then create a mechanism that will capture the true</td>
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<td>Internal Revenue and allow the CAA and the public access to the data</td>
<td></td>
<td>data. (<em>N. Padilla</em>)</td>
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<td>as well as maintaining confidentiality.</td>
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<td>4. There is a need to improve the level of appraisal practice</td>
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<td>through education and training in both the public and private</td>
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<td>sectors. Along with education and training there is a need to</td>
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<tr>
<td>improve the level of appraisal practice through education and</td>
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<td>training in both the public and private sectors.</td>
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</tbody>
</table>
training there is a need to review the regulation and licensing of appraisers. This is an important measure to put in place an improved procedure to provide a higher level of accountability and at the same time give the public confidence when engaging the services of a Licensed Appraiser in the areas of mortgage lending, financial reporting and appraising real property for property tax, compensation etc in the public sector.

5. The general lack of information technology applications and computer systems in the GOP agencies and the LGU’s is considered an obstacle to a more efficient and cost effective appraisal and assessment practices in the Philippines. A comprehensive information technology strategy will be required together with a review of organizational needs and the adoption of national standards on data collection for the real property valuation base and similar standards for the collection of transaction data.

6. There is a complete lack of understanding of the valuation process in both the public and private sectors. Therefore a comprehensive and on going communications program is required to address these concerns by regularly informing tax payers / property owners and the general public on matters related to Real Property Appraisal practice.

<table>
<thead>
<tr>
<th>H</th>
<th>There is an existing knowledge of the valuation process in both the public and private sectors.</th>
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</table>

There is an existing knowledge of the valuation process in both the public and private sectors.
List of Participants to the Lessons Validations Workshops

Project Validation of Draft Integrated Lessons Report
August 19-20, 2004
Sulu Hotel

1. Paula Pacalso - M and E Officer, PMO
2. Jll Campo - M and E Officer, PMO
4. Genevieve Padilla - PCU Chief, PMO
5. Rhealyn Dealca - Geodetic Engineer, PMO
6. Danilo Antonio - Deputy Project Director, PMO
7. Leelanee Reyes - M and E Officer, PMO
8. Alwynn Javier - M and E Unit Chief, PMO
9. Solomon Faller - CRS Unit Chief, PIO1
10. Alde Burreros - SSU Chief, PIO1
11. Benigno Sandico - CIM Unit Chief, PIO1
12. Ma. Lorela Acebedo - Executive Assistant, PIO1
13. Julita Asuar - Deputy Prototype Manager, PIO1
14. Angeles Borja - Planning Assistant, PIO1
15. Oliver Ong - Engineer II, Surveys Unit, PIO1
16. Ramon S. Unay - Prototype Manager, PIO1
17. Noemi Ponferada - Surveys Unit Chief, PIO1
18. Brian Garcia - SAT Manager, PIO1
19. Wayne Bacale - M and E Unit Chief, PIO1
20. Emil Pugongan - Prototype Manager, PIO2
21. Henry Pacis - Deputy Prototype Manager, PIO2
22. Noel Obra - SSU Chief, PIO2
23. Karen Marla Narcise - M and E Officer, PIO2
24. Ma. Ana Corazon de Guzman - M and E Officer, PIO2
25. Kevin Roy Serrona - M and E Chief, PIO2
26. Brenda Batistiana - SD Adviser, PA LAMP
27. Carolyn Gamiao - SD Adviser, PA LAMP
28. Pedro Mendiola - Surveys Adviser, PA LAMP
29. Barry Dick - Land Titles Adviser, PA LAMP
30. Steve McFadzean - Land Titling Adviser, PA LAMP
31. George Collett - M and E Adviser, PA LAMP
32. Floradema C. Eleazar - M and E Adviser, PA LAMP
33. Lirio T. Abuyuan - Policy Coordinator, PA LAMP
34. Leticia Guillermo - HRD Adviser
Validation Workshop on Lessons in Consensus Building, Policy Formulation and Partnerships
August 24, 2004
Sulu Hotel

1. Lina Isorena - Director, NTRC
2. Rachel Mallorca - RDCS, NEDA
3. Ofelia Abueg Sta. Maria - Deputy Administrator, LRA
4. Edgar Atnienza - DBM
5. Langley Segundo - NAPC – IP Representative
6. Ed Rancio - NAPC – Urban Poor Representative
7. Danilo Antonio - Deputy Executive Director, PMO-LAMP
8. Anna Bonita - LRA
9. Efren P. Carandang - NAMRIA
10. Josephine Paula - NAPC – WSC
11. Rommel Reyes - Legislative Liaison Affairs Office, DENR
12. Ric Domingo - TF LARA – NAPC
13. Lirio Abuyuan - Policy Coordinator, PA LAMP
14. Joseph Aquino - TF LARA Secretariat
15. Milandro Ramos - TF LARA Fisherfolks
16. Jill Campo - M and E Officer, LAMP PMO
17. Brenda Batistiana - SD Adviser, PA LAMP
18. Leelanee Reyes - M and E Officer, PMO LAMP
19. Eric Lazarte - SD Officer, PMO LAMP
20. Kissy SUmaylo - IEC Officer, PA LAMP

Validation Workshop on Lessons in Land Records and Information Management
August 30-31, 2004
Sulu Hotel, Quezon City

1. Fe S. Sasmuan - LAOO2, Assessors Office, Quezon City
2. Barry Dick - Land Title Records Adviser, PA LAMP
3. Raque Guirao - Geodetic Engineers of the Philippines, NCR
4. Brenda Batistiana - Social Development Adviser, PA LAMP
5. Rommel Asuncion - Community Development Officer, PIO2 LAMP
6. Elizabeth Yamsuan - Examiner, LRA
7. Efren Martinez - Legal Division, BIR
8. Paula Jane Pacalso - M and E Officer, PMO LAMP
9. Gie Pobre - Examiner, Registry of Deeds
10. Lydia Ballester - Barangay Council, Holy Spirit
11. Nenita Mina - LRA
12. Barbara Gumogdo - LRA
13. Hermay Samson - LRA
14. Rose Cereno - BAG President, Holy Spirit
15. Carmencita Aquino - Secretary, BAG Holy Spirit
16. Luz Llamas - Chairman, BAG Steering Committee
17. Rosario Dadulo - Barangay Chairman, Payatas
18. George Collett - M and E TA, PA LAMP
19. Noel Obra - Chief, SSU, PIO2 LAMP
## Validation Workshop on Lessons in Land Titling
### September 6, 2004
**Hotel Alejandro, Tacloban City**

<table>
<thead>
<tr>
<th>No.</th>
<th>Name</th>
<th>Position</th>
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<tbody>
<tr>
<td>1.</td>
<td>Ramon S. Unay</td>
<td>Prototype Manager, PIO1, LAMP</td>
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<td>2.</td>
<td>Julita Asuar</td>
<td>Deputy Prototype Manager, PIO1 LAMP</td>
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<td>3.</td>
<td>Benigno Sandico</td>
<td>Chief, CIM Unit, PIO1, LAMP</td>
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<td>4.</td>
<td>Noemi Ponferada</td>
<td>Chief, Surveys Unit PIO1, LAMP</td>
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<td>5.</td>
<td>Oliver Ong</td>
<td>Survey GE, PIO1, LAMP</td>
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<td>6.</td>
<td>Wayne Bacale</td>
<td>Chief, M and E, PIO1, LAMP</td>
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<td>7.</td>
<td>Brian Garcia</td>
<td>SAT Chief, PIO1 LAMP</td>
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<td>8.</td>
<td>Solomon Faller</td>
<td>CRS Chief, PIO1 LAMP</td>
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<td>9.</td>
<td>Winston Solite</td>
<td>SAT Leader, San Miguel, PIO1, LAMP</td>
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<td>10.</td>
<td>Patrick Katada</td>
<td>SAT Leader, Pastrana, PIO1, LAMP</td>
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<td>11.</td>
<td>Rachel Tabudlong</td>
<td>HR Coordinator, PIO1, LAMP</td>
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<td>12.</td>
<td>Hazel Hibanada</td>
<td>Information Systems Analyst, PIO1, LAMP</td>
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<td>13.</td>
<td>Ferdinand Dy</td>
<td>M and E Assistant, PIO1 LAMP</td>
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<td>14.</td>
<td>Karen Dacurawat</td>
<td>M and E Officer, PIO1 LAMP</td>
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<td>15.</td>
<td>Daciano Palami</td>
<td>M and E Officer, PIO1 LAMP</td>
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<td>16.</td>
<td>Enriquito Portula</td>
<td>Municipal Assessor, Palo, Leyte</td>
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<td>17.</td>
<td>Hannah Nasayao</td>
<td>M and E Officer, PIO1 LAMP</td>
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<td>18.</td>
<td>Ma. Lorela Acebedo</td>
<td>Special Assistant to the Prototype Manager, PIO1 LAMP</td>
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<tr>
<td>19.</td>
<td>Derky Portellano</td>
<td>Office of the Solicitor General</td>
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</tbody>
</table>
20. Mary Kristine Gardiola - Front Desk Officer, OSS, PIO1 LAMP
21. Pedro Mendiola - TA for Surveys, PA LAMP
22. Steve McFadzean - TA for Systematic Registration PA LAMP
23. Ma. Cynthia Lantajo - Municipal Planning and Development Coordinator (MPDC), Sta. Fe
25. Proto Brazil - Municipal mayor, San Miguel
26. Avelino Aparente - Executive Director, WESLEDEF
27. Gualberto Gariando - LAMP Academe Representative
28. Alert Alacilja - Asst. Regional Director, BIR
29. Eleanor Cana - Municipal Trial Court Judge, Dagami
30. Blanche Salino - Regional Trial Court, Clerk of Court
31. Loudes Tabite - Chairperson, Bgy Caninoan
32. Clarita Leuterio - PO, Barangay Caninoan
33. Cynthia Cruz - FF Cruz Surveying Company
34. Ursolo Sanico - Solar Surveying
35. Felisa Darantinao - Municipal Agrarian Reform Officer (MARO), San Miguel
36. Jose Marie Bernabe - FF Cruz Surveying Company
37. Andresito Deligero - Geodetic Engineers of the Philippines
38. Gerardo Imperial - LGU Dagami
39. Myrna Udtohan - LGU Pastrana
40. Jonnah Paterio - Office of the PENRO, DENR
41. Leovegildo Monge - PARSSO - DAR

Validation Workshop on Lessons in Project Management, Institutional Collaboration and Design of LAMP2
September 15, 2004
Innotech, Quezon City

1. Danilo Antonio - Project Management Office, LAMP
2. Robert Sario - Project Management Staff, NEDA
3. Eda B. Soriano - Project Evaluation Division, FASPO, DENR
4. Jeslina Gorospe - Project Coordination Division, FASPO, DENR
5. Gloria Arce - Project Management and Coordination Service, FASPO, DENR
6. Ofelia Abueg Sta Maria - Deputy Administrator, LRA
7. Noli Revistir - Project Accounts Management, FASPO, DENR
8. Emil Pugongan - PIO2, LAMP
9. Julita Asuar - PIO1, LAMP
10. Ramon S. Unay - PIO1, LAMP
11. Brian S. Garcia - PIO1, LAMP
12. Rolandro Castro - Personnel Division, DENR
13. Nestor Mijares - Assistant Director General, NEDA
14. Alwynn Javier - Project management Office, LAMP
15. Floradema C. Eleazar - M and E Adviser, PA LAMP
16. Jeniffer Petilla - Public Investment Staff, NEDA
17. Leelanee Reyes - PMO, LAMP
18. Paula Jane Pacalso - PMO, LAMP
19. Jill Campo - PMO, LAMP

PCR Validation Workshop
September 2-3, 2004
Innotech

1. Carina Cardena - Assessors Office, Sta. Rosa City
2. Alberto Dia - Assessors Office, Sta. Rosa City
4. Lorna Fatalla - Land Titling Office, Quezon City
5. Edgardo Galeon - PENRO - DENR Tacloban City
6. Elpidio Simon - CENRO - DENR Maasin City Leyte
7. Reynaldo Villas - DAR, Tacloban City
8. Avelino Aparente - WESLEDEF, Tacloban City
9. Federico Cuervo - Cuervo Appraisers
10. Atty. Ralph Iriarte - Provincial Assessor, Leyte
11. Loides Fabilla - Barangay Chairman
12. Evelyn Juaniillo - FASPO, DENR
13. Nino Roger Haber - Land Titling Office, Quezon City
14. Louella Naag - Land Titling Office, Quezon City
15. Oscar Francisco - NAPC – NGO Representative
16. Ed Rancio - NAPC
17. Langley Segundo - NAPC – IP Representative
18. Erika Geronimo - AusAID
19. Robert Sario - PMS – NEDA
20. Jose Henry Talabis - CARP, DENR
21. Pedrito Torre - CENRO - DENR Palo, Leyte
22. Belinda Mercurio - Assessors Office, Sta. Rosa City
23. Atty. Allan Barcena - Regional Technical Director, DENR R-8
24. Jeslina Gorospe - FASPO, DENR
25. Kathlyn Umali - CARP- DENR
26. Hill Encierto - TF LARA – NAPC
27. Crizaldo Barcelo - Regional Technical Director, DENR NCR
28. Josephine Parilla - NAPC -WISE
29. Ernesto Adobo - Consultant (LAG Member), Quezon City
30. Anton Pulmano - Quezon City
31. Rose Cerenio - BAG President, Holy Spirit
32. Joselito Chan - LGU-Leyte
33. Milandro Ramos - TF LARA NAPC
34. Manuel Gerochi - Usec for Land Management, DENR
35. Rafael E. Camat - Asst. Secretary, DENR
36. Rommel Reyes - Legislative Liaison Affairs Office, DENR
37. Raymundo Lopez - Municipal Trial Court, Palo Leyte
38. Ric Domingo - TF LARA, NAPC
39. Berlin Berba - State Counsel, DOJ
40. Dante Sy - NTRC, DOF
41. Karen Eulogne - BAG, Holy Spirit
42. Anna Bonita Sta Maria - LRA
43. Jennifer Petilla - PIS-NEDA
44. Rachel Mallorca - RDCS-NEDA
45. Raymund Tuazon - Assessors Office, Sta. Rosa City
46. Gemmo Santos - Land Titling Office, Quezon City
47. Lanie Caranzo - DENR NCR
48. Noli Revistir - FASPO, DENR
49. Ronaldo Ignacio - BLGF, DOF
50. Reyldo Molina - FASPO, DENR
51. Wilfredo Obien - Finance Office, DENR
52. Danilo Antonio - DED, PMO LAMP
53. Genevieve Padilla - Planning and Coordination Unit, PMO LAMP
54. Alwynn Javier - M and E, PMO LAMP
55. Rhealyn Dealca - Technical Support Unit, PMO LAMP
56. Ericson Lazarte - Technical Support Unit, PMO LAMP
57. Ramon S. Unay - Prototype Manager, PIO1 LAMP
58. Brian S. Garcia - Systematic Adjudication, PIO1, LAMP
59. Solomon Faller - Community relations Services, PIO1, LAMP
60. Wayne Bacale - M and E, PIO1 LAMP
61. Alde Bureos - Support Services, PIO1 LAMP
62. Emil Pugongan - Prototype Manager, PIO2 LAMP
63. Henry Pacis - Deputy Prototype Manager, PIO2 LAMP
64. Kevin Serrona - M and E, PIO2 LAMP
65. Ian Lloyd - TA Team Leader, PA LAMP
66. George Collett - International M and E Adviser, PA LAMP
67. Steve McFadzean - Land Titling Adviser, PA LAMP
68. Barry Dick - Land Title Records Adviser, PA LAMP
69. Floradema Eleazar - National M and E Adviser, PA LAMP
70. Brenda Batistiana - Gender/SD Adviser, PA LAMP