



# **Land Administration and Management Project Phase 2**



**October 2006**

**Report C3**

**Prepared by:  
Land Equity International Pty Ltd.**

## Acronyms and Abbreviations

BIR	Bureau of Internal Revenue
BDC	Barangay Development Council
BDP	Barangay Development Plan
BLGF	Bureau of Local Government Finance
CAG	Community Action Group
CARL	Comprehensive Agrarian Reform Law
CARP	Comprehensive Agrarian Reform Program
CDA	Community Development Assistant
CDO	Community Development Officer
CIM	Cadastral Index Map
CSO	Civil Society Organization
DA	Department of Agriculture
DAO	Department Administrative Order
DAR	Department of Agrarian Reform
DBM	Department of Budget and Management
DENR	Department of Environment and Natural Resources
DILG	Department of Interior and Local Government
DAR	Department of Agrarian Reform
DOF	Department of Finance
DOJ	Department of Justice
DSWD	Department of Social Welfare and Development
GAD	Gender and Development
GOP	Government of the Philippines
HRD/M	Human Resource Development/Management
HRM&D	Human Resource Management and Development
IEC	Information, Education and Communication
IP	Indigenous People
IPRA	Indigenous People's Rights Act
IRA	Internal Revenue Allotment
KALAHI	Kapit-bisig Laban sa Kahirapan (Linked Arms Against Poverty)
KALAHI-CIDDS	Kapit-bisig Laban sa Kahirapan – Comprehensive Integrated Delivery of Social Services
LAA	Land Administration Authority
LAM	Land Administration and Management
LAMP	Land Administration and Management Project
LARA	Land Administration Reform Act
LGC	Local Government Code
LGU	Local Government Unit
LMS	Land Management Services
LPRAT	Local Poverty Reduction Action Team
LRA	Land Registration Authority
LSC	Local Steering Committee
LTDP	Long Term Development Plan
MDC	Municipal Development Council
MDP	Municipal Development Plan
MIAC	Municipal Inter-Agency Committee
NAA	National Appraisal Authority
NAMRIA	National Mapping and Resources Information Agency
NAPC	National Anti-Poverty Commission
NAPC BS	National Anti-Poverty Commission Basic Sectors

NEDA	National Economic and Development Authority
NCIP	National Commission on Indigenous Peoples
NTRC	National Tax Research Center
OSS	One Stop Shop
PAD	Project Appraisal Document (World Bank)
PCO	Program Coordination Office
PD	Presidential Decree
PDD	Project Design Document (AusAID)
PPGD	Philippines Plan for Gender-Responsive Development
PPIO	Provincial Project Implementation Office
RESA	Real Estate Services Act
ROD	Register of Deeds
RPT	Real Property Tax
SD&G	Social Development and Gender
TA	Technical Assistance
TOR	Terms of Reference
TWG	Technical Working Group
WB	World Bank

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## 1.0 Introduction

The administration and management of land is both a long term inter-generational issue and the a underlying cause of many of the short lived 'national crises' that momentarily capture the attention of the media, politicians and public alike, whether it be landslides caused by exploitation of forests, squatting, the movements of the National People's Army, the corruption of land redistribution operations etc.

Despite a large number of environmental, political, social and economic issues being underpinned by contest over the ownership and control of land and real estate resources, there is little institutional, political or general public urgency to reform the current system of land administration and management. Any reform recommendation represents a threat to either the entrenched land interests of the rich and powerful or hard won de facto land rights of the poor and vulnerable. Formalization or legality, in all its guises, requires governments that enforce, and are seen to enforce, legal and contractual rights uniformly, predictably and without favour. Without confidence in government's ability to act without fear of favour land and housing assets will not be offered up to formalization processes. In sum, there is no 'natural' constituency for land administration and management (LAM) reform, only islands of uncertainty over the impacts of any change. Uncertainty brings unwillingness to champion reform even from those responsible to carry the GOP's commitment to a long term LAM **Program**.

The central presumption of LAMP is that improved land administration and management is a pre-requisite for pro-poor, socio-economic development. The responsibility for Social Development is to ensure that LAM interventions explicitly recognise:

- a) The different types of land tenure for which security must be provided;
- b) That the capacity of citizens to benefit from improved LAM systems is determined by gender, geography, socio-economic circumstance, literacy, etc;
- c) That existing formal and informal institutions operate to enhance or constrain citizens' ability to exploit new opportunities provided through LAM; and
- d) That unless these differences, factors and institutions are explicitly recognised in design and operations, LAM interventions can have unintended consequences and perpetuate social exclusion and poverty.

This means that all activities must reflect three key principles of Social Development: inclusiveness, cohesiveness, and accountability.

**Inclusiveness** is achieved when men and women with different land tenures, socio-economic endowments and capabilities are able to participate in the processes through which LAM policy, institutional arrangements, instruments and procedures are defined and implemented in ways that promote equal access to opportunities, good governance and positive outcomes for the poor.

**Cohesiveness** is achieved by a systematic approach to LAM that has three attributes: a) the integration of land adjudication, registration, record management and valuation to underpin improved land management practices that are administratively, fiscally and politically sustained by higher and lower levels of government, b) provides incentives that foster effective partnerships between government and donor agencies, inter-sectoral collaboration, and concerted effort by

central government and LGUs, civil society and service providers, and c) restores trust between citizens and agencies responsible for LAM.

**Accountability** is achieved when the LAM system is fully institutionalized within the rule of law. This requires that LAM systems promote the legal mandates of governments at different levels and their functioning in ways that are transparent and operate in the public interest. In the Philippines' decentralized governance arrangements, this will require LAM interventions to promote the functioning of five key accountability relationships, namely: a) elected leaders and policy makers who are held accountable by citizens empowered by awareness of their entitlements, b) effective management by elected leaders of administrative officials responsible for LAM, c) good performance by LAM service providers/administrators for the clients of their services, d) citizens who operate within the formal system of LAM, and e) rule-based relations between LGUs and higher levels of government.

**The challenge for the Social Mobilization Strategy is to build a broad based understanding of how an inclusive, cohesive and accountable land administration and management system can underpin political stability, tenure security, economic growth and socio-economic improvements; and in so doing build a broad based and strong constituency for achieving the reform agenda.**

This document conveys the Social Mobilization Strategy intended to build broad understanding of the public and strong support from the key land sector stakeholders for land administration and management reform. LAM reform is a long term process requiring long term partnerships and commitments. This is the first social mobilization strategy for the LAM **Project** (LAMP 2). More strategies will be required as progress is made, lessons are learned and reinvigoration of LAM reform is called for.

## **1.1 LAMP 1**

The goal of the long term Land Administration and Management **Program** is to alleviate poverty and enhance economic growth by improving the security of land tenure and efficiency of land markets. The development of an efficient system of land administration, which is based on clear and consistent policies and laws and is supported by an appropriate institutional structure, is essential to this Program Goal.

The goal of Land Administration and Management **Project 1** (LAMP 1) from 2001-2005 was to develop an improved system of land administration and titling effectively serving the needs of the clients/users which is based on clear, coherent, consistent and gender-responsive policies and laws, supported by an appropriate institutional structure.

Policy studies conducted in 2002 summarised the need for reform:

The underlying causes of the present system's problems are many and diverse. Some problems, such as inefficiencies in land records management systems and inadequate spatial indexing of land titles are being addressed through the LAMP prototype projects. Many others, however, cannot be adequately addressed without fundamental reform of the land administration system as a whole. The structure of the present system has major defects and it is administered badly.

The system's major structural defects are:

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

Administration of the system is characterized by:

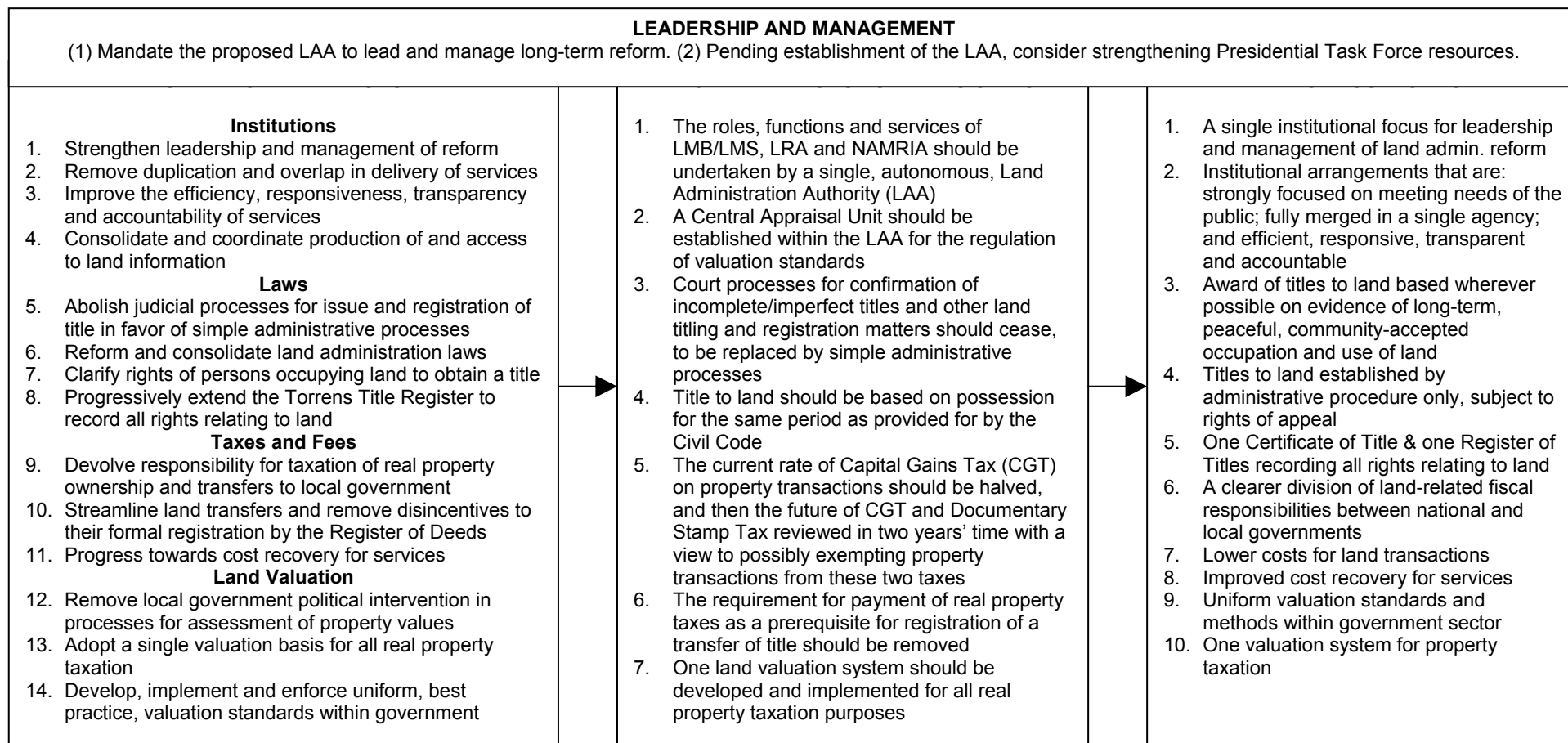
- lack of focus in both organization design and work practices on servicing the needs of user agencies and members of the public;
- excessive layers of management overhead;
- excessive numbers of staff assigned to 'support' activities;
- absence of effective incentives/penalties for good/bad performance;
- widespread perceptions of conflicts of interest and corruption;
- lack of integrated policy direction and effective inter-agency coordination.

Technical improvements to the workings of the land administration system can and should be made. However, without fundamental reform of both the structure of the present system and the way it is administered the benefits achievable from technical improvements will be strictly limited. The absence of integrated leadership and management of the system is perhaps the biggest single cause of the demonstrated failure to date to reform the system's widely recognized defects.

Source: Policy Studies Integration Report 2002

In order to address the LAM system's recognized defects the following Proposed Blueprint for Land Administration Reform (**Fig 1** Source: Policy Studies Integration Report) was proposed and aspects of the blueprint endorsed by LAMP Task Force for immediate action. Two pivotal recommendations to overcome the barriers to reform presented by the existing proliferation of agencies were activated. Based on a set of structural and operational principles LAMP 1 recommended the establishment of two autonomous authorities – the Land Administration Authority (LAA) and the National Appraisal Authority (NAA). Bills were introduced into legislation to give effect to these critical institutional reforms. Progress through the complex and difficult legislative process of Committees, the House of Representatives and the Senate, the bicameral arrangements and finally the President's sign-off, is slow, demanding and resource intensive.

**FIGURE 1: PROPOSED BLUEPRINT FOR LAND ADMINISTRATION REFORM**





## 1.2 LAMP 2

The goal of LAMP 2 (2006-2010) is to **reform** the land administration system so that it contributes to the country's socio economic development goals. The purpose of LAMP 2 is to accelerate the process of land administration **reform** and apply the lessons of LAMP 1 in selected regions, provinces and municipalities to support the progressive expansion of tenure security and the adoption of approved property valuation standards and procedures through sustainable partnership agreements.

The LAMP 1 lessons underscore the importance of building broad support for the LAM reform agenda to succeed. Resistance to reform due to entrenched interests by some national government agencies shows that the land sector agencies cannot be relied upon to be champions of reform in the sector. Given this reality and the difficult and lengthy Philippines legislative process, it is clear that awareness and support for reform must be built and sustained with the LAM implementing agencies, key stakeholders, the general population and that this support is brought to bear on the legislators responsible for passing institutional and legal reforms bills.

There are three aspects to building and sustaining awareness and support with the LAM implementing agencies, key stakeholders and the general public and then bringing this support to bear on the legislators responsible for passing institutional and legal reforms bills. These 3 aspects are: (i) increased knowledge and awareness; (ii) decreased resistance to reform; and (iii) active support for implementation of reforms.

**Table 1: Target Groups for Behavior Change and Strategies to Achieve Change**

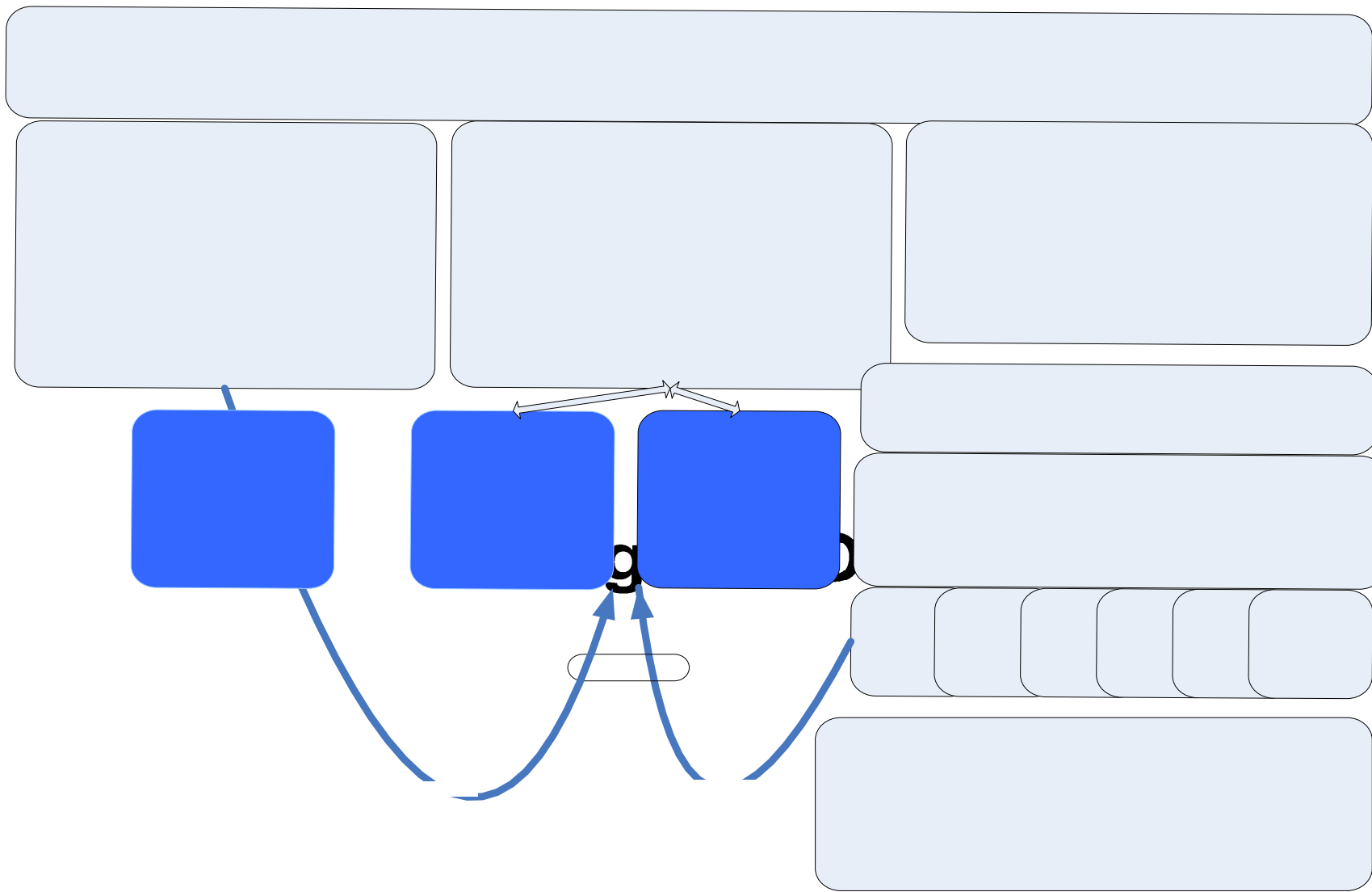
Target Groups	Increased Awareness	Decreased Resistance to Reform	Support for Implementation of Reform	Strategies (relevant components of social mobilization for LAMP 2)
LAM implementing agencies	X	X	X	<ul style="list-style-type: none"> <li>▪ PR Strategy</li> <li>▪ Advocacy Strategy</li> <li>▪ Stakeholder Participation</li> </ul>
Policy Oversight Agencies	X		X	<ul style="list-style-type: none"> <li>▪ PR Strategy</li> <li>▪ Advocacy Strategy</li> <li>▪ Stakeholder Participation</li> </ul>
Local Government	X	X	X	<ul style="list-style-type: none"> <li>▪ PR Strategy</li> <li>▪ Advocacy Strategy</li> <li>▪ Stakeholder Participation</li> </ul>
Professionals in Land Administration	X		X	<ul style="list-style-type: none"> <li>▪ PR Strategy</li> <li>▪ Stakeholder Participation</li> </ul>
Academic Institutions	X		X	<ul style="list-style-type: none"> <li>▪ PR Strategy</li> <li>▪ Stakeholder</li> </ul>

				Participation
Civil Society Organizations	X	X	X	<ul style="list-style-type: none"> <li>▪ PR Strategy</li> <li>▪ Advocacy Strategy</li> <li>▪ Stakeholder Participation</li> </ul>
Land Claimants and Tenants in the LAMP Provinces	X		X	<ul style="list-style-type: none"> <li>▪ PR Strategy</li> <li>▪ Stakeholder Participation</li> </ul>
General Public	X		X	<ul style="list-style-type: none"> <li>▪ PR Strategy</li> </ul>
Legislators	X		X	<ul style="list-style-type: none"> <li>▪ PR Strategy</li> <li>▪ Advocacy Strategy</li> </ul>

## 2.0 Social Mobilization for LAM Reform in LAMP 2

The Social Mobilization Strategy for LAM reform is the result of an iterative process attempting to work out how to bring together a range of activities occurring across different LAMP 2 components, in different national agencies, at provincial, city, municipal and barangay local government levels, with stakeholders ranging from the sophisticated and organised to the individual land claimant and tenant farmer. What each stakeholder requires of the LAM project and what the LAM reform effort requires of them is varied and complex. The social mobilization strategy is not the answer to every ones' needs or way of seeing the world it is merely a way of organizing and co-ordinating across the components in LAMP 2 to achieve the maximum impact with limited resources.

The Strategy has three components: 1) public relations; 2) policy advocacy; and 3) stakeholder participation. See **Fig 2** on next page. Each of the 3 components has a role to play in moving from creating **awareness** of the LAM sector, to acknowledging the need for reform of the sector, to a **commitment** to support the reform agenda, to specific **actions** in support of reform agenda.



**ATION S**

## **PUBLIC RELATIONS**

Raising the profile of land administration and management reform in the Philippines

### **3.0 Public Relations Component**

The Public Relations Component identifies activities that will be undertaken under the Communication and Public Relation Campaign Plan for the period 2006-2008. During the third quarter of 2006 IECA contractual staff will be employed to further the development of specific activities to achieve the campaign objectives with the assistance of technical advisers.

#### **Goal**

To ensure a single, coordinated response to the needs of LAM reform among stakeholders

#### **Campaign Objectives**

1. To promote the LAM Reform Agenda to stakeholder agencies
2. To identify and consolidate interagency coordination issues and agenda items for resolution and appropriate action among stakeholders
3. To muster support from stakeholders for Program of Action (agreed-upon essential action items for implementation with a two year time frame)

#### **Campaign Events**

1. Strengthening the Project Coordination Office on PR Campaign, and Implementation of IEC Interventions
2. Top Level Command Conference on LAM Reform Agenda (Department Secretary level and USEC/ASST Sec/Bureau Chief Level)
3. Interpersonal Advocacy among Top-level Officials (department and bureau levels)
4. Stakeholders Conferences and Planning Workshops
5. Deployment of a Speakers Bureau for LAM Reform
6. Formation and Strengthening of Inter-agency Communication Team for Agency-Specific PR Campaign on LAM Reform

### **3.1 Program Issues: Addressed to Internal Audiences**

On July 25-26, 2006, LAMP 2 organized a communication planning workshop which was attended by those responsible for communicating the LAM Reform Agenda in the stakeholder agencies, namely: Department of Environment and Natural Resources (LAMP 2, NAMRIA, Land Management Bureau, Public Affairs Office), Land Registration Authority- Department of Justice and Department of Finance (Bureau of Local Government Finance). In conceptualising this two-year plan, the communication consultants took off from the outputs generated during the two-day workshop. The participants raised the following major issues which guided the preparation of the Plan:

- Unclear understanding and appreciation of LAM issues and the needed reforms – LAM is low priority among congress people. They have other priority listings and different mindsets. For lobbying, there are not enough people to do it. The audiences may not also be responsive to the reforms because the products are not that attractive. Thus, there is a need to repackage it.

- Different reception of government agencies on the needed changes in the LAM sector – each agency has a different perception of LAM issues. There must be a common understanding and appreciation of LAM among agencies. On the bills, there are different perceptions about provisions. These must be levelled off.
- Agencies do not have automatic consensus on specific provisions on policy reform solutions - no consensus on these issues and provisions among agencies and stakeholders. How can we market the product if we do not like it?
- Absence of a LTDP on LAM – LAM has no long-term development plan, thus the project offers piece meal solutions. The LTDP could serve as a guide for implementers. Inter and intra agency coordination is poor.
- Absence of a Unified Land Code – rules and regulations, particularly regarding taxes, are conflicting with each other.
- How the bill becomes law/versions of the bill different – the political situation right now is not the right timing. The senate is not supportive of the bills. The conflicting views about the bill provisions among agencies do not help too.
- Absence of guidelines on provisions of support services – landowners are not appreciative of land which is not productive and it is not the role of LAM agencies to provide for support services to make these lands productive. Post-titling services will have to be availed of from other agencies.
- One valuation base – land valuation is highly technical information which has to be understood by everyone, LGUs particularly so messages will be understood and the role of each one will be clear and accepted.
- Philippine Reference System (PRS '92) – mapping is necessary for titling and the funds for these are in agencies which are not so coordinated.
- Lack of understanding and appreciation of the benefits of land tenure and security – there is a low participation rate among target beneficiaries. There is an option to remain in the informal system but we want the people to join the formal system. IEC can do this. There is little knowledge on the costs of titling. Tenure security is not well understood, even its benefits.

### **3.2 Communication and PR Plan: Internal Audience**

#### **I. Strengthening the Project Coordinating Office of LAMP 2 on PR Campaign, and Implementation of IEC Interventions**

##### **A. Communication Objectives**

1. To acquaint/reacquaint LAMP 2 officials and staff with LAM Reform Agenda issues (from past to present),
2. To acquire a common understanding of what has to be communicated to the larger (internal) audience) within DENR
3. To produce IEC materials and implement events in support of interpersonal and group communication campaign efforts of LAMP 2 personnel and DENR

to orient other stakeholders within the government infrastructure concerned with LAM

B. Target Audiences

LAMP 2 officials and staff

C. Core Messages

1. LAM Reform Agenda Issues (see program issue listing)
2. Situation Analysis of LAM Reform Agenda, to include status of LAM bills pending in Congress
3. Supporters and Oppositions among stakeholders and reasons behind such postures, to include classification as to whether active or passive or latent
4. Program of Action Mechanics, to incorporate turf and ownership issues
5. State of LAM in the country; need for reform in LAM; the 5 Ws and 1 H of LAM Reform

D. Activities

1. Conduct orientation seminar and workshop on LAM reform agenda
2. Formulate Program of Action (two years) for LAM Reform Agenda for stakeholders
3. Produce IEC support materials and hold an event for LAM Reform Agenda PR campaign (for concerned LAMP 2 staff)- See box below

Proposed IEC Support Material/ Intervention	Description
Audio-visual presentation	10-15 minute documentary on the state of land administration and management in the country, impact, and the proposed reforms
Primer on LAM	Handy, layperson primer on state of LAM in the country, impact, and LAM Reform
Wall News (Peryodikit)	Poster size print material containing LAM/LAMP news for posting on strategic areas in the offices of the affected agencies
Poster	Poster highlighting the deplorable state of LAM in the country and the need to correct this through LAMP 2

LAM Week and Exhibit	This is proposed to be spearheaded by LAMP 2 in partnership with the proposed Inter-agency Communication Team for LAM Reform Communication (IACT for LAM Reform). The week identified as LAM Week will be the opportunity to drumbeat LAM issues and Reform. Members of the IACT for LAM Reform will be asked to set-up exhibits in their respective agencies, highlighting their role. A “best” exhibit contest may be launched by LAMP 2. Likewise, LAMP 2 can also initiate a song-writing, slogan-writing, and essay-writing contest. Other activities which may be held during the week are: promotional t-shirts, Walk for LAM, etc.
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E. Time Frame

Months 1 – 2 for Reorientation

Months 3 – 9 for Production of IEC Materials

Months 10 – 12 for Holding of LAM Reform Week (subject to agreement by stakeholders)

**II. Top Level Command Conference on LAM Reform Agenda (Department Secretary level and USEC/ASST Sec/Bureau Chief Level) and Quarterly Updating**

A. Communication Objectives

1. To set the tone for the PR Campaign among top level officials and seek agreement and support for the PR campaign among stakeholders (government side)
2. To provide an orientation of top level officials on past and present LAM reform issues, to include the status of LAM bills in both houses of Congress
3. To regularly update the top level officials on developments in the LAM Reform Program and specific actions needed from them in support of the Program

B. Target Audiences

Department Secretaries, Undersecretaries, Assistant Secretaries and Bureau Chiefs from Stakeholder Agencies

C. Core Messages

1. LAM Reform Agenda Issues: Program of Action for the next two years.
2. Need for renewed commitment and expectations from the Agencies
3. Developments in LAM Reform Program and support needed

Note: Expected Output would be commitment to LAM Reform Agenda Program of Action by concerned agencies and common understanding of LAM reform campaign messages

#### D. Activities

1. Invite officials to a one-day command conference on LAM Reform Agenda (letter to be signed by DENR Secretary Angelo Reyes)
2. Prepare information and briefing materials and venue for command conference – materials to be given in advance to allow response or feedback on proposed program of action
3. Confirm attendance (ensure attendance of only top level officials – no substitutes or representatives)
4. Conduct briefing of Secretary Reyes as Lead convenor of conference
5. Conduct command conference
6. Obtain Memorandum of Agreement/Understanding on Lam Reform Issue Agenda and Commitment to Lam Reform Agenda Program of Action (verbal or written)
7. Produce and distribute Quarterly Management Reports

#### E. Time Frame

Months 2 – 3 for Command Conference

Months 6 – 24 for Quarterly Management Reports

### III. Interpersonal Advocacy among Top-level Officials – Department and Bureau Levels

#### A. Communication Objectives

1. To harness the credibility and community standing of agency officials for the LAM Reform Agenda PR campaign
2. To promote action plans for LAM Reform Agenda at the operational levels for maximum exposure to field level stakeholders

#### B. Target Audiences

**Primary audience** – Department and Bureau level officials of stakeholder agencies and in particular, the Public Affairs/PR units of the stakeholder agencies

**Secondary audiences** – field level officials and service delivery personnel of stakeholder agencies

#### C. Core Messages

1. Need to address LAM Reform Agenda Program of Action items
2. Significance of LAM Reform in terms of socio-economic and political perspectives
3. Role and functions of each and every service delivery individual and institution in the LAM Reform Agenda PR campaign
4. Main messages (based on LAM Reform Agenda items) to be imparted to beneficiaries and other stakeholders for information and advocacy purposes

#### D. Activities



1. Prime and orient key officials on purpose and strategy of field visits for LAM Reform Agenda
2. Hold field visits of top officials of stakeholder agencies to selected areas advocating LAM Reform messages (showing the flag type of activities) to field personnel
3. Hold local media appearances advocating same messages with the end in view of priming local audiences for LAM reform issues

E. Time Frame

Months 4 – 12

#### **IV. Stakeholders Conferences and Planning Workshops**

A. Communication Objectives

1. To provide a venue and platform for airing and sharing views on operationalizing LAM Reform Agenda issues
2. To allow for fine-tuning of technical, legal and financial/administrative procedures which cut across LAM Reform concerns among stakeholder agencies (pending LAM bills approval by Congress)

B. Target Audiences

Sectoral representatives of Stakeholder Agencies Planning, Finance, Legal and Public Affairs Offices (Inter-agency Technical Working Group)

C. Core Messages

1. Initiatives for LAM Reform Agenda which concern all government stakeholder agencies
2. Significance of interagency coordination for LAM Reform at this point in time
3. Ownership of LAM Reform initiatives

D. Activities

1. Hold continuing (quarterly or semi-annual) planning workshops for LAM Reform Agenda among stakeholder agencies (coordinated and sponsored by LAMP 2 but chaired on a rotating basis by stakeholder agencies)
2. Hold LAM Reform Information dissemination workshops sponsored by LAMP 2, focused on national and field developments on LAM reform items of interest (part of attention-getting displays)

E. Time Frame (Months 4 – 24)

1. May be started right after the Top Level Command Conference – for two year period
2. To commence after first planning workshop and continue for two years

#### **V. Creation and Deployment of a Speakers Bureau for LAM Reform**

A. Communication Objectives

1. To promote “ownership” of the LAM Reform advocacy among those in the stakeholder agencies, and
2. To provide support to LAM Reform communication and PR campaign activities,

B. Target Audiences

Target audiences of the LAM Reform Communication and PR campaign (Internal Audience initially)

C. Core Messages

1. State of LAM in the country and the need for Reform
2. LAM Reform Agenda and Issues (as specified in Program of Action)

D. Activities

1. Holding of meeting with IAC for LAM Reform re the activity
2. Identify senior staff from the affected agencies who will be trained to be speakers on LAM.
3. Design of training and production of speeches and AVPs and incentive system
4. Conduct of training on presentation skills and LAM
5. Deployment of trained speakers

E. Time Frame

Months 6 – 24

**VI. Formation and Strengthening of an Inter-agency Communication Team for LAM Reform (IACT for LAM Reform) for Agency-Specific PR Campaign**

A. Communication Objectives

1. To promote “ownership” of the LAM Reform advocacy among those in the stakeholder agencies responsible for communicating the Reform, and
2. To provide strong support to LAM Reform communication and PR campaign activities, through agency-based communicators who will initiate and implement materials IEC strategies in their respective agencies.

B. Target Audiences

**Primary** – Messengers of the LAM Reform Communication and PR campaign

**Secondary** - target audiences of the LAM Reform Communication and PR campaign (Internal Audience initially)

C. Core Message

LAM Reform Agenda Issues (as specified in Program of Action)

#### D. Activities

1. Get top management mandate and organize the IACT for LAM Reform (Inter-Agency Communications Team for LAM Reform)
2. Hold planning workshops among Public Affairs offices of stakeholder agencies on IEC materials for LAM Reform Agenda
3. Two to three workshops to be conducted in a two to three month time frame to fully thresh out extent and coverage of materials to be developed
4. Produce materials (six months from workshop period and continuing)
5. Conduct Communication and PR campaign in agencies(sponsored by LAMP 2) – Note: message packages for IEC support materials will be developed by the interagency committees

Proposed IEC Support Materials/Interventions	Description
News/Information materials for posting in Bulletin Boards	IACT member from each agency will be responsible for ensuring that news and information on LAM and LAM materials are regularly posted on the agency's bulletin boards
Articles in Agency Newsletters	IACT member from each agency will be responsible for ensuring that news and information on LAM and LAM materials are regularly posted on the agency's newsletters
Articles in Web site	IACT member from each agency will be responsible for ensuring that news and information on LAM and LAM materials are regularly posted on the agency's web site
Updates or inclusion of announcements/information on LAM during Flag Ceremonies, General Assemblies	IACT member from each agency will be responsible for ensuring that news and information on LAM and LAM materials are disseminated to the employees in these communication vehicles.
Coordinating Speakers Bureau Program	IACT member will be responsible for identifying and taking care of the needs of those who are assigned to the pool.
Anchoring participation in LAM Reform Week	IACT member will be responsible for ensuring implementing the agreed upon program for the LAM Reform Week in their respective agencies

6. Conduct of teambuilding, change management orientation workshops, IEC seminars, and other training to strengthen the capacity of the IACT for LAM Reform members.
7. Holding of quarterly meetings, and as needed.

#### E. Time Frame

Months 3 – 24

## **NEXT STEPS**

Each intervention described in this proposal needs to be conceptualized in detail. Work programs and budgets for implementation should be prepared. Message packages should be formulated for campaign messengers.

### **3.3 *IECA Plan in Leyte PPIO***

The IEC officer in the Social Development Unit at Leyte PPIO has developed an information, education, communication and advocacy plan to support field operations in Leyte Province. Unfortunately the IECA Plan is contained in a large excel sheet file that is not attachable to this document.

An IECA Technical Working Group comprising staff of the PPIO and the One Stop Shop, the academe and the Region 8 DENR Public Affairs Office (RPAO) has been formed and membership expanded to bring into the working group people with specific expertise in relevant languages, media contact, technical skills, etc.

The Philippines and LAMP budget situation in the first three quarters of 2006 prevented the reproduction of information materials. Unfortunately field operations had to proceed without the advantage of up-dated and improved materials and equipment. In the last quarter of 2006 this is being rectified.

## **4.0 Policy Advocacy Strategy**

### **4.1 Introduction**

The pursuit and development of reforms in the policy, legislative and regulatory framework on land administration and management is a major component of the Land Administration and Management Project Phase 2 (LAMP2). The policy development component among other things involves continued development of policy, legislative and regulatory activities initiated under LAMP1 and formulation of policies on government land management. Among the key LAM reform policies being pursued in the LAMP2 policy development component is the national advocacy for LAM bills currently pending in the country's legislature. These include the proposed draft legislation on land administration authority (LAA), free patent amendment (FPA), national appraisal authority (NAA) and professionalisation of country's property assessment system (RESA)<sup>1</sup>.

Policy advocacy of these key legislative proposals, i.e. LARA, FPA, NAA and RESA bills, is also a major element of the over-all social mobilisation strategy for LAMP2. As part of its mobilization strategy, the legislative policy advocacy is aimed at building broad based stakeholder support for the LAM reform agenda through increased knowledge and awareness of LAM issues, decreased resistance to reform and active support for the reform agenda and its eventual implementation.

This strategy paper on policy advocacy aims to provide an over-all framework and approach to achieve the abovementioned objectives in the LAM reform agenda. It specifically focuses on presenting an integrated, holistic and coordinated legislative advocacy strategy for the four key bills on LAM reform within the existing limitations and contingencies of the policy development and legislative-making process.

### **4.2 Objectives**

#### **4.2.1 General Objectives**

The proposed over-all LAM Advocacy Strategy under LAMP2 shall centre on providing an operational framework by which the four (4) currently pending LAM bills shall be pursued in the legislative process. The LAM Advocacy Strategy shall serve as guide for the specific implementation of the respective advocacy implementation plans that maybe developed for each potential LAM bill within the general objective and direction of the over-all LAM advocacy strategy. Based on this premises, the general objectives for the LAM Advocacy strategy are:

- ❑ Provide a viable advocacy strategy and approach that would guide the implementation of specific advocacy campaigns and plans for the LAM bills and facilitate the passage of key LAM bills within the period of the

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<sup>1</sup> The list of legislative proposals submitted to Congress are: *Land Administration Reform Act* (LARA): HB4846(3<sup>rd</sup> Reading Approved by HOR), SB1052(Angara),SB1548(Santiago), SB1748(Magsaysay), SB1829(Lacson) and SB2037(Drilon); *Free Patent Amendment* (FPA):HB 2729(Solis); *National Appraisal Authority*(NAA):HB4354(Zialcita), SB2070(Biazon), and SB1951(Angara); *Real Estate Service Professionalisation Act*(RESA):HB4847(3<sup>rd</sup> Reading approved by HOR) and SB2060(Biazon).

LAMP2 Project;

- ❑ Provide a unifying theme and message that would be integrated in all of the LAM bills specific advocacy plan that would be carried out by the key LAM partner agencies and stakeholders; and,
- ❑ Provide an integrating venue by which the LAM advocacy strategy for LAM bills support and complement the over-all social mobilisation strategy for LAM reform.

#### 4.2.2 Limitations

The LAM advocacy strategy may be limited by several factors that would affect its outcome. These include the following:

a. The May 2007 national and local elections - The forthcoming national and local elections scheduled in May 2007 effectively reduces the legislative timetable for passage of any measure in the current Congress by at least 5 months<sup>2</sup>. Official campaign period for half of the members of the Senate is early February 2007 and for all members of Congress in late March 2007. During this period, very minimal legislative work is done because most of the legislators are focused on their electoral bids.

Any move for the passage of any piece of legislation for this Congress should be completed (at least approved on Second Reading) prior to February 2007. Any legislation that is not passed by the end of the tenure of the current Congress in June 2007 will have to be refiled as a new bill in both chambers of the new Congress in July 2007.

b. Other national priority focus: change in form of government and passage of proposed 2006 budget - Another challenge facing the advocacy of the LAM bills is the current focus of the country's national policymakers on two 'controversial' and 'sensitive' issues: change in the form of government from presidential-to-parliamentary and passage of the proposed 2006 national budget. In both these issues, both chambers are highly divergent and conflicted in their positions. The focus of the key members of both chambers on the legislative and political debate on these two issues would take out on both their attention and time to address pending 'less urgent' policy concerns such as the LARA and RESA bills.

c. Absence of Malacanang endorsement of the LAM bills as priority and urgent bills - The limitations of the Congressional action on the LAM bills is further hindered by the absence of any public statement or endorsement of the LAM bills as a priority and urgent legislative agenda of the national administration. The current legislative agenda of the Congress is largely influenced by the list of priority bills endorsed by the President as 'urgent'. None of the 4 LAM bills have been endorsed by Malacanang as 'urgent bills'.

d. Possible shift in form of government - Whilst a shift in form of government might facilitate the legislative process in the country, the immediate effect of a shift in government structure is the expected delay in the legislative making policy of

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<sup>2</sup> Including the Christmas holidays, effectively five calendar months: December 2006-January 2007 (1 month) – Christmas season, and February 2007-May 2007 (4 months) – official campaign and election period, is cut from the legislative calendar.

government and drastic change in the over-all policy making environment. Should such a shift occur, this would obviously derail efforts for the passage of LAM legislation in the immediate horizon.

e. Continuing opposition of LRA to proposed LAM bill on LAA – The success of the approval of the LAA bill is highly affected by the strong apprehension of the LRA to certain provisions of the bill. This apprehension stems from the perceived ‘fear’ of LRA officials and employees on continued job security under the proposed Land Administration Authority that would be created under the LARA bill.

### **4.2.3 Priority LAM bills for the 13<sup>th</sup> Congress**

Based on the above-mentioned limitations and the short period of time remaining in the legislative calendar for the current Congress, the LAM bills that would be focused under the LAM advocacy strategy for the 13<sup>th</sup> Congress shall be the LARA and RESA bills. Both bills have been approved by the House of Representatives and transmitted to the Senate for deliberation. Both bills have been referred to the respective Senate committees and are awaiting discussion. The other two LAM bills – FPA and NAA, are still with the committees of the House of Representatives.

## **4.3 Proposed Advocacy Strategy for LAM Bills**

### **4.3.1 LAM Advocacy Strategy**

The LAM advocacy strategy shall be a two-step approach shall focus on highlighting LAM as an ‘urgent’ policy issue and the need for legislative approval of pending LAM bills (i.e. LARA and RESA) as a key solution to addressing the problem.

#### a. Issue-centred campaign

The proposed LAM advocacy strategy framework and shall be focused on two main objectives: a) mainstreaming of the LAM issue as an ‘urgent’ national policy agenda; and, b) ‘humanising’ LAM issue as a people’s issue. These two objectives are directed towards focusing the whole advocacy on the LAM issue and the role of the LAM bills in addressing the issue.

The purpose of being issue-centred is to instil in the mindsets of our key policymakers and decision-makers the importance of the problem and the necessity of addressing the problem. By mainstreaming the LAM issue as a national policy agenda, the demand for addressing the LAM problem shall become a long-term agenda that will remain beyond the existing Congress.

#### b. Senate and senators as main target audience

Because the key LAM bills are pending in the Senate, the LAM advocacy strategy’s short-term target shall be directed towards the Senate and members of the Senate. Mobilisation of stakeholders, particularly business/private sector and sectoral organisations, shall be created as advocacy/pressure groups on LAM issues. An aggressive and systematic multi-media campaign shall be implemented to generate

and highlight the issue on land administration and management as well as the impact of LAM issues to ordinary people and the country.

c. Unified, integrated, coordinated policy advocacy framework on LAM reform by the key LAM agencies.

A key approach of the LAM advocacy strategy will be a holistic and integrative presentation of the LAM issue. Previous advocacy of the LAM were centred on the specific bills without clearly establishing the inter-relationship of the various LAM bills with the complexity of the LAM issues being addressed. The proposed LAM advocacy strategy shall be based on LAM as a complex and multi-dimensional problem. Likewise, the LAM advocacy strategy shall be implemented on a common and unified advocacy framework that would serve as basis for the specific advocacy plans of the key LAM agencies.

Likewise, the strategy shall also focus on pushing the key LAM agencies as active advocates for the work on the LAM issues and reform agenda rather than a project-based advocacy work. This would ensure institutionalisation and ownership by the key LAM agencies, especially DENR, LRA and DOF, of the LAM reform agenda beyond the LAMP2 project life.

### **4.3.2 Component Elements of Advocacy Strategy**

a. Multi-level, multi-stakeholder and multiple platforms - The LAM advocacy strategy shall be implemented as a multi-level, multi-stakeholder and multiplatform campaign. The LAM advocacy strategy shall use a multi-level effort to generate strong external and internal momentum and support in the Senate. However, these activities shall be implemented at the different hierarchies of the policy-decision making and leadership process such as the Office of the President/Malacanang, key LAM executing agencies, Senate/Senators, LGU Leagues, among others. Part of the 'external' advocacy strategy is the mobilisation of different stakeholders into a multi-sectoral advocacy for the mainstreaming of LAM in the national policy agenda at both Congress and the Executive Department. The 'internal' work on the LAM strategy shall be initiated from within and among the Senate institutions and individuals.

Multiple platforms means the utilisation of various facilities and venues for advocacy both external and internal such as high-level discussions and technical working arrangements and cooperation with the Senate, technical briefings and orientation, privilege speeches, media events and other social marketing activities to push for the LAM policy agenda in the Senate.

b. 'Niche' marketing and 'issue' positioning of LAM issue; putting a 'human face' into land administration problem.

'Niche' identification and marketing of the LAM issues shall be utilized to expand the support and commitment of key policy makers to the LAM reform agenda. The LAM issues shall be categorized into 'preferential' issues or 'personal' advocacies of key policymakers. As such LAM shall be articulated as issue advocacies on social justice, good governance, effective resource management, local and national development, and historical/generational concern.

These issues shall be tied to specific concerns, effects and experiences of specific sectors and individual citizens. These include LAM issues related to agrarian reform



beneficiaries, indigenous peoples, upland settlers, overseas Filipino workers, regular homeowners/homebuyers, informal settlers, among others.

c. Identification and development of LAM champions in the Senate and others

A major implementation component of the LAM advocacy strategy is the identification and development of LAM champions in the Senate and other key sectors, particularly the DENR and LRA and LGU Leagues. The development and identification of the LAM champion shall be based on the 'niche issues' identified for the LAM agenda.

Likewise, key champions or advocates for the LAM reform agenda shall be mobilized from the key LAM agencies – DENR, NTRC/BLGF and LRA. Cooperation and partnership shall be established with the LGU Leagues to serve as LAM champions on local development and improved local governance. The LGU Leagues and key LAM agency champions shall form part of the external advocates for LAM that would be mobilized to support the LAM Senate champions in the chamber.

d. Mobilisation of stakeholders; establishment of multi-sectoral LAM advocacy and reform movement or coalition

Another key implementation component of the LAM advocacy strategy is the formation and mobilisation of a multi-sectoral LAM advocacy movement from the various LAM sectors and stakeholders. To be composed of various NGOs, CSOs, sectoral and people's organisations, this multi-sectoral LAM advocacy coalition shall be established for the general advocacy of citizens for a more efficient and effective LAM system in the country and pushing for its mainstreaming in the national policy agenda. The activities of the multi-sectoral advocacy movement would be a more active public advocacy campaign involving discussions and interaction in the Senate committee hearings, participation in social mobilisation, media events, lobbying work and letter-campaigns to key members of the Senate.

e. Intensive, deliberate and aggressive multi-media campaign

An intensive, sustained and aggressive multi-media campaign shall be a major element of the LAM advocacy strategy to create a 'strong and urgent' environment for the LAM issues and reform agenda. Use of various media activities, facilities, venues and events inside the Senate and the general public will be implemented to push for the LAM agenda issues.

## **4.4 Implementation Strategy**

The implementation strategy for the LAM advocacy is divided into several levels:

**Level One:** Senate consolidation and expansion (June – September 2006)

In this stage, follow-on work shall be done with the Senate to establish and identify new venues for pursuing the LAM agenda in the Senate, specifically 'champions' for LAM. It shall also include identifying other processes by which the issue discussion of LAM can be initiated with the Senate, i.e. Senate committee and staff briefings, and identification of technical and communication linkages with existing Senate offices and units, i.e. Senate PIMRO and Senate Secretariat officials. This is outside the main ground working and linkage building with Senators and their staff.

**Level Two: Consolidation of key LAM agencies on LAM advocacy strategy and policy support to LAM reform as the institution's priority policy reform agenda and the primary role of the key LAM agencies as main implementor of the LAM advocacy strategy (June -August 2006)**

A critical component of the over-all LAM advocacy strategy is the consensus and unity of purpose by the key LAM agencies, i.e. DENR, LRA and NTRC/BLGF on the LAM reform as a priority reform agenda. This effort shall focus on formalizing the LAM reform agenda as the institution's priority reform agenda. Such a declaration would ensure the continuity of the agency's advocacy and commitment to the LAM reform agenda beyond the life of the Project or 13<sup>th</sup> Congress. Likewise, unity in the over-all advocacy approach would ensure that individual efforts by specific LAM agencies will be seen within the over-all framework of the LAM system in the country and not as a stand alone picture of the issues and concerns related to that LAM sector.

What should be clear in this strategy, however, is that the key LAM agencies shall be at the forefront of the implementation of the LAM advocacy strategy in the Senate. The Project, i.e. LAMP2, shall provide the necessary and relevant guidance, technical advice and resource support, including training and capacity building needed by the LAM agencies in the course of the implementation of the advocacy strategy.

**Level Three: Conduct of aggressive, direct and focused multi-media communications advocacy campaigns for LAM advocacy. (August – December 2006)**

This period shall cover the escalation and high-profile communications of the LAM issues in the Senate and in the general public. The central focus of the media/communications campaign will be to highlight the LAM issues and reform agenda as it relates to the 'niche' issues and concerns of ordinary citizenry. This shall be worked out in terms of highlighting the issues on LAM in the country and the response of the Senate on this matter. It shall also concentrate media and communication activities, i.e. press briefings, exhibits, orientation, field visits, media events, privilege speeches, which can be held or conducted in the Senate. Simultaneously, parallel media events, briefings and activities shall be conducted with the LAM agencies, i.e. DENR, LRA and BLGF/NTRC, on the various information and issues related to LAM issues.

**Level Four: High-level inter-personal groundwork and interaction with key Senators and staff and creating venues for LAM issues within the legislative processes. (August 2006 – February 2007)**

This activity shall be the foundation of the advocacy work for LAM issues in the Senate and shall be continuing effort under the LAM advocacy strategy. Such engagement and interaction shall be targeted towards specific Senators, i.e. champions and possible supporters/opposers, and doing individual briefings and discussions and technical support to them. It shall also entail continuous follow-ups and engagement with key Senators officers/staff, including regular meetings, informal and formal briefings/updates and communications.

**Level Five: Cross-cutting mobilisation of other sectoral support to LAM, i.e. LGU Leagues, business/private sector and basic sectors and formation of multi-sectoral movement for LAM reform (August 2006 – February 2007).**

The cross-cutting mobilisation of different sectors is an inherent strategy of the advocacy work for the LAM issues. However, the enhancement of the sectoral

mobilisation for LAM is that they shall be actively involved in the interaction and engagement with the Senate, including possible presentations with Senators and their staff, attendance and participation in the public hearings and media briefings/orientations, and even, sectoral mobilisation where appropriate.

A major sectoral work that would be done under the advocacy strategy shall be the partnership and mobilisation of the LGU leagues and business/private sector groups for the LAM advocacy in the Senate. Possible technical and cooperation arrangements will be instituted between the LAM agencies and the LGU Leagues and business/private sector groups. Based on these arrangements, mutual support and resource assistance and common/joint media/communication and activities/events shall be conducted.

In the case of NGOs, CSOs and other basic sector/people's organisations, they shall be similarly engaged in the mobilisation for LAM issues particularly the articulation of the "common people's" perspective on the issues affecting LAM system in the Philippines. A multi-sectoral movement for LAM reform maybe created to serve as main platform for the advocacy and articulation of LAM issues of the basic sector and serve as venue for coalition, alliances and cooperation with other affected sectors. The NAPC, DENR NGO Desk and party-list groups would be important conduits and facilitators for the mobilisation of the NGOs/CSOs and people's organisations for LAM reforms.

#### **4.5. Key Activities, Timetable and Options**

(Please see Table 2 and Figure 3 below)

Target Stakeholder	Level of Awareness	Objectives	Key Advocacy Activities	
			Expected Outputs/Outcomes	Operational/ Implementation Arrangement
<b>1. SENATE</b>				
a. Senate leadership	Low	<input checked="" type="checkbox"/> Heightened awareness and understanding of LAM issues as urgent national and people's issue; <input checked="" type="checkbox"/> Mainstream LAM in main Senate legislative agenda	<input checked="" type="checkbox"/> Identification and mobilisation of LAM Senate champion <input checked="" type="checkbox"/> Bill(s) tackled in the Senate; i.e. Committee action on pending LAM bills (LARA and RESA); <input checked="" type="checkbox"/> Formation of Senate staff technical working panel; technical policy discussions/ briefings <input checked="" type="checkbox"/> High profile discussions of LAM issues with individual senators; <input checked="" type="checkbox"/> Aggressive and sustained media/multi-stakeholder mobilisation <input checked="" type="checkbox"/> Bill(s) included in the Senate legislative agenda, i.e. privilege speeches on LAM issue.	<b>Social Justice*</b> <input checked="" type="checkbox"/> Flavier (retiring) <input checked="" type="checkbox"/> Estrada (T1, 2 <sup>nd</sup> half) <input checked="" type="checkbox"/> Madrigal (T1, 1 <sup>st</sup> half) <input checked="" type="checkbox"/> Magsaysay (T2, 1 <sup>st</sup> half) <input checked="" type="checkbox"/> Arroyo (T1, 2 <sup>nd</sup> half) <input checked="" type="checkbox"/> Pangilinan (T1, 2 <sup>nd</sup> half) <input checked="" type="checkbox"/> Biazon (T2, 1 <sup>st</sup> half) <input checked="" type="checkbox"/> Cayetano (T1, 1 <sup>st</sup> half) <input checked="" type="checkbox"/> Drilon (retiring)  <b>Economic/Revenue Generation/Good Governance</b> <input checked="" type="checkbox"/> Enrile (T1, 1 <sup>st</sup> half) <input checked="" type="checkbox"/> Recto (T1, 2 <sup>nd</sup> half) <input checked="" type="checkbox"/> Villar (T1, 2 <sup>nd</sup> half) <input checked="" type="checkbox"/> Osmena (T2, 2 <sup>nd</sup> half) <input checked="" type="checkbox"/> Angara (1 <sup>st</sup> term, 2 <sup>nd</sup> half) <input checked="" type="checkbox"/> Roxas (T1, 1 <sup>st</sup> half) <input checked="" type="checkbox"/> Gordon (T1, 1 <sup>st</sup> half) <input checked="" type="checkbox"/> Santiago (T1, 1 <sup>st</sup> half)  <b>Local Government</b> <input checked="" type="checkbox"/> Lapid (T1, 1 <sup>st</sup> half) <input checked="" type="checkbox"/> Lacson (T1, 2 <sup>nd</sup> half) <input checked="" type="checkbox"/> Pimentel (T2, 1 <sup>st</sup> half) <input checked="" type="checkbox"/> Jinggoy Estrada (T1, 1 <sup>st</sup> half) <input checked="" type="checkbox"/> Revilla (T1, 1 <sup>st</sup> half) <input checked="" type="checkbox"/> Lim (T1, 1 <sup>st</sup> half) <input checked="" type="checkbox"/> Recto  <b>Effective Resource</b>
b. All Senators	Low			
c. LAM bill Sponsors/ Authors	<input checked="" type="checkbox"/> Medium level of familiarity; <input checked="" type="checkbox"/> No concrete or public articulation of LAM issues			

			<input checked="" type="checkbox"/> Inter-chamber technical collaboration (i.e. HOR/Senate counterpart committees)	<b>Management</b> <input checked="" type="checkbox"/> Cayetano <input checked="" type="checkbox"/> Madrigal <input checked="" type="checkbox"/> Pangilinan <input checked="" type="checkbox"/> Recto
<b>2. Key LAM Agencies</b>				
a. DENR	<input checked="" type="checkbox"/> DENR leadership identified LAM as priority agenda in 12-point programme <input checked="" type="checkbox"/> Low public articulation of LAM issue	<input checked="" type="checkbox"/> Active public advocacy and articulation of LAM issues and proposed reform agenda <input checked="" type="checkbox"/> Internal consensus building among key LAM units within DENR	<input checked="" type="checkbox"/> Consensus building activities within DENR, i.e. management, policy, legislative, and LAM units; <input checked="" type="checkbox"/> DENR issuance of LAM as priority legislative agenda and systematic programme for advocacy in Congress;	<input checked="" type="checkbox"/> Public statements and issuances on LAM issues by DENR Secretary/USec <input checked="" type="checkbox"/> Buy-in and mobilisation of key DENR agencies in advocacy of LAM issue, e.g. LMB/ NAMRIA/DLLO/Policy unit/ PAO

	<input checked="" type="checkbox"/> Key management support to LAM issue but with resistance from key LAM units (i.e. LMB and NAMRIA)	<input checked="" type="checkbox"/> Prioritization of LAM issue as Department's priority legislative agenda	<input checked="" type="checkbox"/> Coordinated communication/social mobilization and advocacy work among DENR units on LAM issues and other LAM agencies; <input checked="" type="checkbox"/> Cooperative actions with key LAM agencies for common support to LAM as priority and urgent national issue <input checked="" type="checkbox"/> Identification and mobilization of lead advocate and 'champion'	<input checked="" type="checkbox"/> Creation of LAM technical resource pool with other key LAM agencies, i.e. BLGF, LRA, LMB, NTRC, NAMRIA, etc.
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b. DOJ	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Low awareness and articulation by DOJ Management of LAM reform agenda and issues;</li> <li><input checked="" type="checkbox"/> LAM discussion largely centered only with LRA.</li> </ul>	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Active public advocacy and articulation of LAM issues and proposed reform agenda, at least with LRA.</li> <li><input checked="" type="checkbox"/> Common public advocacy and articulation on LAM issue and reform agenda with DENR</li> <li><input checked="" type="checkbox"/> Buy-in and integration of advocacy work into over-all LAM strategic approach</li> </ul>	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Consensus building and network building between LRA and DENR/LMB on common LAM advocacy agenda</li> <li><input checked="" type="checkbox"/> Facilitation of discussion and public articulation on LAM issues</li> <li><input checked="" type="checkbox"/> Identification of key institutional 'champion'</li> </ul>	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Participation in LAM technical resource pool with other key LAM agencies, i.e. BLGF, LRA, LMB, NTRC, NAMRIA, etc.</li> <li><input checked="" type="checkbox"/> Joint LMB-LRA cooperation arrangement on advocacy for LAM reform and issues</li> </ul>
c. LRA	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> High awareness of LAM issue but resistance and conflict with specific provisions of proposed LARA bill</li> <li><input checked="" type="checkbox"/> Limited participation in public advocacy of LAM reform agenda and issues</li> <li><input checked="" type="checkbox"/> Divided LRA management interest on pursuit of LAM reform agenda</li> </ul>			

d. DOF/NTRC/BLGF	<input checked="" type="checkbox"/> Low-to-medium awareness of DOF management on LAM issues and reform agenda; <input checked="" type="checkbox"/> High awareness and active commitment of key LAM-related units, i.e. BLGF and NTRC	<input checked="" type="checkbox"/> Common public advocacy and articulation on LAM issue and reform agenda with other key LAM agencies, i.e. DENR and LRA <input checked="" type="checkbox"/> Buy-in and integration of advocacy work into over-all LAM strategic approach <input checked="" type="checkbox"/> BLGF/NTRC -key advocacy partner in over-all mobilisation of business/private sector stakeholder in LAM issues and reform agenda	<input checked="" type="checkbox"/> Active role in public advocacy and integration of advocacy work on NAA and RESA with LAA/FPA <input checked="" type="checkbox"/> Consensus on common advocacy strategy platform and implementation of joint media/public activities on LAM issue agenda <input checked="" type="checkbox"/> Guidance in conduct and implementation of specific advocacy activities on NAA/RESA <input checked="" type="checkbox"/> Identified and active mobilisation of institutional 'champion'	<input checked="" type="checkbox"/> Active participation in LAM technical resource pool with other key LAM agencies, i.e. BLGF, LRA, LMB, NTRC, NAMRIA, etc. <input checked="" type="checkbox"/> Joint cooperation arrangement with DENR on advocacy for LAM reform and issues
<b>3. Malacanang</b>				
a. Presidential Management Staff	<input checked="" type="checkbox"/> LEDAC identification of LAM as part of legislative agenda <input checked="" type="checkbox"/> Medium-level awareness of LAM issue (by Sec. Mike Defensor) <input checked="" type="checkbox"/> No public	<input checked="" type="checkbox"/> Generate clear policy statement and declaration on LAM reforms agenda as national administration priority agenda	<input checked="" type="checkbox"/> Inclusion of LAM reform agenda in PGMA 2006 SONA statement <input checked="" type="checkbox"/> Malacanang certification of LAM bills (i.e. LARA and RESA) as urgent.	<input checked="" type="checkbox"/> High profile networking with Office of the President/PMS and NAPC/Council



	<p>pronouncements by Malacanang on LAM issue and reform</p> <p><input checked="" type="checkbox"/> High focus on 'sensational' national policy agenda, i.e. Cha-Cha and 2006 budget.</p>			
b. NAPC	<p><input checked="" type="checkbox"/> Low awareness with new NAPC leadership</p> <p><input checked="" type="checkbox"/> High awareness with NAPC Basic Sectors members but low public advocacy of LAM issue and mobilisation in reform agenda/ Senate</p>	<p><input checked="" type="checkbox"/> Active mobilisation of sectoral organisations in advocacy of LAM reform agenda and issues in Senate</p> <p><input checked="" type="checkbox"/> Inclusion of LAM issues and agenda into NAPC priority agenda;</p> <p><input checked="" type="checkbox"/> Strong public articulation of LAM issue and agenda into National government's anti-poverty agenda</p>	<p><input checked="" type="checkbox"/> Statement of support LAM Reform as a cross-sectoral agenda;</p> <p><input checked="" type="checkbox"/> Participation and mobilisation in broad multi-sectoral advocacy organisation on LAM issue and reform agenda, i.e. '48 Yrs/NoW NA' movement</p>	-do-
<b>4. LGUs</b>	<p><input checked="" type="checkbox"/> Low awareness; resistance to certain provisions of LAM bills, i.e. appointment of assessors and standardization of property tax assessments</p> <p><input checked="" type="checkbox"/> LGU Leagues recognizes LAM issue as priority</p>	<p><input checked="" type="checkbox"/> Generate support for LAM issues as local development issue</p>	<p><input checked="" type="checkbox"/> Cooperation and advocacy partnership linkages with major LGU Leagues, i.e. ULAP, League of Provinces, Cities, Municipalities and Liga ng mga Barangay</p> <p><input checked="" type="checkbox"/> Public declaration</p>	<p><input checked="" type="checkbox"/> Joint sponsorship of LAM summit</p>

	agenda for increase in local revenue generation and development		of LAM issue as priority agenda/concern for local development and governance	
<b>5. General Public</b>	<input checked="" type="checkbox"/> Generally low public articulation of LAM issue and agenda despite persistent individual/personal experiences by all of LAM problems			
a. Business/Private Sector	<input checked="" type="checkbox"/> Limited advocacy of LAM issues from sector except for specific private sector interest groups, e.g. real estate brokers and developers, appraisers.	<input checked="" type="checkbox"/> Mobilisation as active partner in advocacy specially in context of economic/market significance of LAM issues and good governance	<input checked="" type="checkbox"/> Identification of key champions and expansion of business/private sector advocacy collaboration in cooperation with BLGF/NTRC	<input checked="" type="checkbox"/> PCCI/Makati Business Club <input checked="" type="checkbox"/> Creba/SHDA/Appraisers <input checked="" type="checkbox"/> Professional Regulations Commission
b. Sectoral organisations/NGOs/CSOs	<input checked="" type="checkbox"/> Mostly limited to sectoral representatives in NAPC Council but not actively mobilized for legislative advocacy on LAM issues <input checked="" type="checkbox"/> Limited exposure to other sectoral organisations with interests on LAM sector issues and concerns	<input checked="" type="checkbox"/> Active mobilisation of sectoral organisations for LAM reform advocacy movement, i.e. '48 Yrs/NoW NA' Movement	<input checked="" type="checkbox"/> Identification of key sectoral organisations and 'champions' <input checked="" type="checkbox"/> Formation and mobilisation of multi-sectoral advocacy group	<input checked="" type="checkbox"/> '48Yrs/NoW NA Movement' <input checked="" type="checkbox"/> NAPC Basic Sectoral Council <input checked="" type="checkbox"/> DENR NGO Desk <input checked="" type="checkbox"/> Local Assessors/RDs groups <input checked="" type="checkbox"/> Party-list groups

# Proposed Advocacy Strategy

**Stakeholder Concerns and Demands**

**LAM as 'human' issues of:**

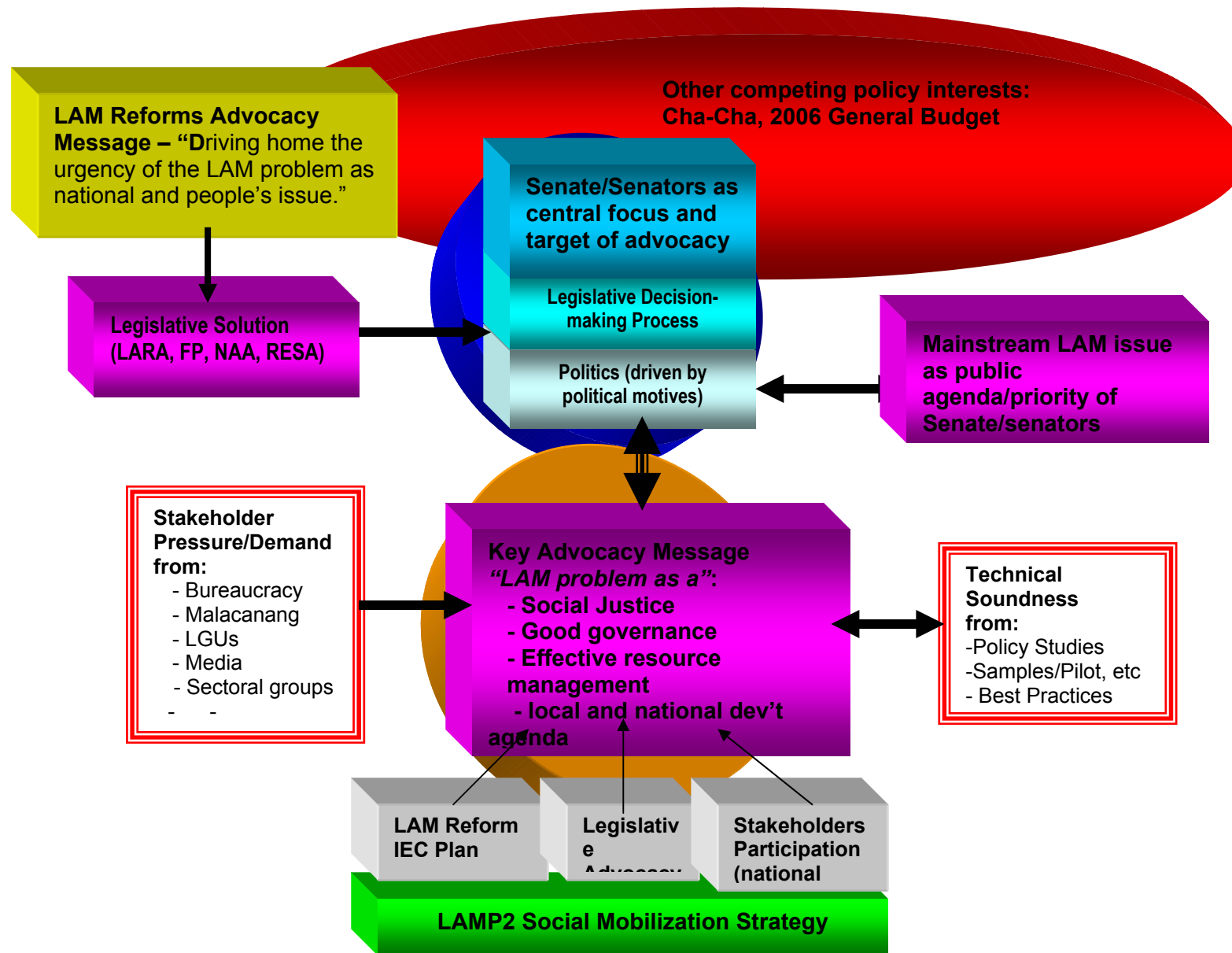
- **Social Justice**
- **Good governance**
- **Effective resource management**
- **Local and national dev't**
- **Inter-generational**

**LARA**

**FPA**

**NAA**

**RESA**



## 5.0 Stakeholder Participation Component

Agency roles and responsibilities for LAMP 2 are set out in the DENR Memorandum Circular 2005-018 and the LAMP 2 Project Management Manual. At the highest level oversight of policy development and program implementation is vested in the National Steering Committee (NSC), previously the LAM Presidential Task Force

Local Steering Committees (LSC) will be established in each new project province. The Committees will be chaired by the provincial governor and will include in its membership the directors of the implementing agencies, mayors and representatives of the civil society. The LSC will monitor progress in the implementation of the project and ensure that there is good coordination among the implementing agencies at the provincial and local level.

The PCO is authorized under DENR Memorandum Circular 2005–018 to organize interagency technical working groups (TWG) to provide technical advice to relevant PCO Units. The TWGs will serve as the review group for the various policy recommendations put forward by different components. The TWGs will be composed of **representatives from the government, the private sector and civil society**.

The PCO is required to implement a framework for stakeholder participation in all aspects of project activities, ensure that these are carried out by project actors at all levels and review and monitor compliance.

For the PCO to fulfil these requirements (TWGs and stakeholder participation) it is proposed that the framework for stakeholder participation is consistent with and builds on that developed in 2005 during the Scoping Study for the Long Term Development Plan (LTDP). This strategy was guided by: (a) GOP policy on stakeholder participation in poverty reduction programs; (b) lessons from LAMP 1; and (c) the social development principles.

### (a) Policy of the Government of the Philippines:

Stakeholders involvement in the preparation of the LTDP is consistent with Memorandum Circular No. 33<sup>3</sup> of the NAPC that enjoins stakeholders (i.e. from the government, basic sectors, professional groups, private sector, academe, and donor agencies) to converge in all poverty reduction efforts. This policy recognizes that government cannot address poverty and social inequality alone, and that the LTDP should be coordinated whenever possible with the programs of other donors, government agencies, civil society and private sector.

### (b) Lessons from LAMP 1:

LAMP 1 underscored the need for institutional and legislative reforms to address the multiple problems facing the LAM sector in the Philippines. However, not all land administration agencies have been championing the reform actions recommended. This situation indicates a lack of synergy and consensus among stakeholders. LAMP 2 in general and the development of the LTDP present important opportunities to rebuild ownership and commitment to the long-term vision for the LAM sector and the reform agenda needed to support its achievement.

### (c) Social Development Principles:

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<sup>3</sup> Memorandum Circular No. 33, which was issued on November 28, 2002 by President Gloria Macapagal-Arroyo as the Chairperson of the NAPC, institutionalized Kapit-Bisig Laban sa Kahirapan (KALAHÍ), translated in English as *Linked Arms Against Poverty*, as the government's program for poverty reduction.

Social Development in LAMP is based on the principles of inclusion, cohesion and accountability. These principles will be applied in all components of LAMP 2 and in developing and implementing the LTDP.

Consistent with these points the stakeholder participation strategy has the following features.

## **5.1 Thematic Technical Working Groups**

For LAMP 2 there will initially be six thematic groups corresponding to, but not exactly matching each project component. The thematic TWGs will be composed of various stakeholder groups whose interests and concerns are consistent with that theme. (See **Appendix 3: Membership of Thematic Technical Working Groups during LTDP Scoping Study**) The thematic TWGs do not have a fixed or closed membership and may be joined by new stakeholders at any stage. The six multi-stakeholder thematic working groups are:

- LAM Program framework (including policy coordination)
- Institutional reform and capacity building, including professional education and development
- Land management
- Land administration
- Valuation, fees and taxes
- Social development and gender.

The task of the LAM Program Framework thematic group is to review and agree the overall Vision, Goal and component structure of the long term LAM Program and to weave together all of the other components within a consolidated LTDP to ensure consistency of policy development activities across all components. The membership of this thematic TWG group will thus be comprised of representatives of the other thematic groups.

The task of the remaining five thematic groups is to assist with policy, institutional and operational procedures development in each of their respective components. Social development and gender is a thematic component that cuts across all components.

The thematic TWG for social development and gender (SD&G) will develop the framework and strategies for mainstreaming social development and gender concerns in all components of LAMP 2. Once this task has been done, the thematic group will assign members to join the other thematic groups. The task of these members, who will be distributed to the other thematic groups, is to ensure that their agreed SDG mainstreaming framework and strategies are integrated and mainstreamed in the different components of the LTDP. The SDG thematic group will meet again to monitor and evaluate the progress of their work with the other thematic groups of the LTDP.

The Thematic TWGs may form sub-groups as and when required to address particular tasks or specialist areas. For example Component 2 will form specialist Education and Training Committees. Some members of the Education and Training Committees may also be on the Institutional Reform and Capacity Building Thematic TWG. At a minimum the work and recommendations of the Committees would be reported to the Thematic TWG.

Across all LAMP 2 components major policy and operational developments will be subject to a **stakeholder analysis** process. The Thematic TWGs for each component will assist with policy development stakeholder analyses to identify any forms of exclusion and/or potential negative impacts on any stakeholder group. Where the stakeholder analysis identifies significant actual or potential impact on a particular group, a specific consultation process

will be agreed with that group. For example, when a policy subject reaches into Indigenous domains consultation should be conducted with IPs consistent with the Indigenous People Policy Framework for LAMP 2.

Regular (i.e., quarterly) consultations will be held with all thematic TWG. This joint meeting provides the opportunity to up-date stakeholders on LAMP 2 progress, present the results of new research and/or evaluations, deliver new information materials (Quarterly Bulletin), invite stakeholders to present items/issues relevant to LAMP, etc.

## **5.2 Provincial Consultations**

LAMP 2 will be progressively rolled out to new provinces. The participation of stakeholders in these new provinces is important to inform policy development, build sustainability of the LAMP agenda within provincial, municipal and barangay local government and to create support for the legislative reform agenda. In view of these aims, the thematic TWGs in coordination with the Provincial LSCs will hold multi-stakeholder consultation workshops on significant issues every six months. The focus on regular provincial consultations does not preclude individual components from conducting Regional consultation as required to consult with appropriate government counterparts.

The number of members of the thematic groups who will be involved in the Provincial workshops will be based on need (i.e., number of resource persons needed) and on available resources.

The participants in the provincial consultation workshops will be selected from the constituents of the Thematic TWG membership and on the advice of the membership of the LSC. LAMP will thus seek the assistance of the members of the thematic groups and the LSC in identifying and inviting their constituents in the Province to the workshops.

Groups that are engaged in the tenure security field operations, such as the Municipal Local Poverty Reduction Action Team (LPRAT) and the Municipal Development Committee (MDC), would be invited to provincial consultations as well as NGOs and tenant representative groups.

Where vulnerable stakeholders (e.g. tenant occupants) are not organized as a representative/advocacy group, small stakeholder groups discussions will be conducted.

**(Note:** the agreed consultation arrangements for the LTDP, including the 3 Island Regional Consultations for the draft LTDP, are in addition to the LAMP 2 consultation process described in this Section.)

## **5.3 CSO Participation in LAMP 2**

One of the key lessons of LAMP 1 was the critical role that stakeholders play in bringing about reform in the Philippines. One of these stakeholders is the civil society sector. To engage the civil society sector in LAMP 1, the PMO coordinated with the basic sectors component of the NAPC. Of the 14 basic sectors of NAPC, seven were identified as having a stake in land administration reform; farmers, indigenous people, urban poor, women, fishers, workers in the informal sectors and the non-government organizations. In 2005 the PMO broadened its engagement with the civil society sector by the participation of other organizations not directly involved in NAPC, in the scoping study for the LTDP.

There are three key reasons for sustaining a strong partnership with Civil Society Organizations:

1. It is a legal imperative. The right of the people to participate in government programs and projects is enshrined in the 1987 Constitution and is reiterated in several enabling laws (LGC, CARL, IPRA, UDHA etc).
2. It is a way to tap the distinctive competencies of CSOs in policy advocacy and in mobilizing community participation; two important areas for LAMP 2.
3. It is a way of maintaining the availability of the NAPC channel to the President for LAMP's legislative/advocacy work. Though the NAPC structure is not fully functioning at this present political juncture, it has to be kept available for LAMP once the political situation stabilizes.

In acknowledgement of the critical role of the civil society sector in LAM reform the PCO will continue its engagement with civil society in LAMP 2. The LAMP 2 strategy for engaging civil society sector in the LAM reform process shall have the following features:

### **5.3.1 Defining the common development agenda – therefore, the basis of partnership – of LAMP-DENR and the civil society sector.**

CSOs will support LAM reform only if they deem it to be in consonance with and contributive to their development agenda. The development agenda of the civil society sector is summarized in the five core poverty reduction strategies of the KALAH! program, namely:

- Asset reform (land security and access to productive resources);
- Human development services (access to basic services);
- Livelihood and employment opportunities;
- Social protection and security from violence; and
- Participation of the basic sectors in policy setting and programs.

In addition to these core strategies, included in the core development agenda of the civil society sector are environmental protection and food security. Land use, which is a land management concern, is related to these development agenda.

In this light, the strategy will include activities that will:

- Urge DENR, LAMP-PCO and PPIOs to transparently and continually determine the extent to which their envisioned LAM reform process can be harmonized with the development agenda of the civil society sector.
- Allow civil society to assess the relation of the LAM reform agenda with their development agenda.
- Involve civil society organizations in the formulation of the LAM long-term development plan, in the formulation and lobbying of proposed legislations in support of LAM reform, and in developing strategies in mobilizing community support for land tenure security.

### **5.3.2 Tapping existing mechanisms for government-civil society partnership at the national and local levels**

At the national level, the broadest and most well-organized network of CSOs, encompassing 14 basic sectors, is the civil society component of the National Anti-Poverty Commission (NAPC). The structure of the NAPC Basic Sectors includes a Sectoral Representative Council (SRC), composed of the Sectoral Representatives of the 14 basic sectors. The SRC serves as the coordinating and supervising body of the NAPC basic sectors. The SRC is headed by the Vice-Chair for the Basic Sectors, who is elected by and from among the 14



sectoral representatives. Each basic sector has a Sectoral Council, which is composed of 15 to 24 individuals elected during a Sectoral Assembly of around 100 nationwide or regional or provincial sectoral organizations.

Although the NAPC basic sectors component, particularly the Sectoral Representatives Council, is not functioning at this particular political juncture, the LAMP PCO will continue to relate with members of the Sectoral Councils of the seven basic sectors.

Moreover, there are networks of civil society organizations, which do not participate in the NAPC. Networks of CSOs, outside of the NAPC structure who, are deemed to be capable of providing assistance and support to the LAM reform advocacy will also be identified, and will be invited to participate in LAMP 2.

At the local level, the Local Government Code or RA 7160 has put in place mechanisms for government-civil society partnership in local development and governance. These include the local development councils and local special bodies at the provincial, municipal, and barangay levels. The municipal local development council is also tasked to facilitate the local convergence mechanism for poverty reduction, which Memorandum Circular No. 33 of the NAPC (issued on November 21, 2002) enjoined all stakeholders to support. Through this mechanism, stakeholders, led by their respective local poverty reduction officers (LPRAO), as mandated by Memorandum Circular No 2001-109 (issued by DILG on August 21, 2001), will formulate and implement a Local Poverty Reduction Action Plan (LPRAP).

### **5.3.3 Inclusive and pluralistic**

The strategy for engaging civil society will be sensitive to the political dynamics between and among CSOs as well as to the level of relationship of government and civil society at the national and local levels. This means that LAMP-PCO and LAMP-PPIOs will ensure that they relate with different political formations of CSOs that are open to building partnership with government for LAM reform. At the national level, this implies the need to identify networks of CSOs who are not represented in the NAPC structure, but are open to supporting the LAM reform agenda. At the local level, this means that the PPIOs will consult also CSOs in the project sites on the need to partner with other networks of CSOs aside from those represented in existing government-civil society partnership mechanisms.

### **5.3.4 Providing opportunities for CSO representatives to consult their constituencies regarding key policy reform positions**

CSOs generally adhere to the bottom-up process of development. Consulting their constituencies, especially on matters with significant implications to their respective sectors, is thus within their political culture. LAMP 2 will respect this culture.

### **5.3.5 Stages of CSO Participation in LAMP 2**

Partnership with CSOs for LAMP 2 will be in three stages. The first stage is the building of partnership through finding common development agenda and areas of collaboration. The success of this stage determines the vigour by which the second stage can be pursued. Similarly, the third stage is dependent on the accomplishment of the second stage. Each stage need not, however, be fully completed before the next stages. Some concerns, such as the LARA, can be pursued ahead as the consensus building process has been accomplished during LAMP1. Fig 4 illustrates the three stages.

**Fig 4: Stages of CSO Participation in LAMP 2**



Objectives	At the end of this stage, LAMP-PCO/PPIOs and CSOs should have reached consensus on their common development agenda and areas of collaboration at the national level and in the provincial and municipal project sites.	At the end of this stage, LAMP PCO and PPIOs in collaboration with CSOs and other stakeholders should have successfully pursued the passage of laws and policies supportive of LAM reform, development of LAM human resource within CSOs, and setting up of structure for participatory land registration (land titling and recording) and post-land titling procedures.	At the end of this stage, LAMP PCO and PPIOs in collaboration with CSOs and other stakeholders should have set in place the systems and mechanisms for effective, efficient, inclusive, cohesive, and accountable LAM systems and procedures.
Outputs	Memorandum of Cooperation between LAMP-PCO/PPIOs and CSOs for a joint advocacy for ICA LAM reform at the national level and at the provincial project sites.	<ul style="list-style-type: none"> <li>▪ Passage of LARA, FPLA, NAA</li> <li>▪ Mechanism for participatory land registration procedures and collaborative post-land titling interventions established.</li> <li>▪ Consensus on the Land Administration Code reached among LAM stakeholders</li> <li>▪ CSOs actively and effectively participate in the thematic groups at the national and provincial levels</li> </ul>	<ul style="list-style-type: none"> <li>▪ LAA established with participation of CSOs in the stakeholder advisory body</li> <li>▪ Land Administration Code passed and implemented with participation of CSOs</li> <li>▪ Mechanism for CSO participation in land registration (titling and recording) systems and procedures in urban and rural project sites operational.</li> <li>▪ LDCs as local convergent mechanism for post-land titling projects operational with participation of CSOs.</li> </ul>
Activities	<ul style="list-style-type: none"> <li>• Focus Group Discussions within DENR-LAMP to define the extent to which their envisioned LAM reform can be harmonized with the development agenda of the civil society sector.</li> <li>▪ Conduct of studies and preparation of papers on contentious areas of LAM reform (e.g., qualifications of FP holders, lifting of restrictions on the use of FPs, poor sectors to benefit from efficient LAM systems and procedures).</li> <li>▪ Orientation Workshop on LAMP 2 for CSOs.</li> <li>▪ Focus Group Discussion with leaders of indigenous people on the LARA and the IPRA.</li> <li>▪ Workshops (through thematic TWGs) with CSOs at the national and provincial sites for consensus building on the FPLA, LTDP, NAA, RESA.</li> <li>▪ Workshops with CSOs in the provincial sites on their roles in tenure security and the convergence process.</li> </ul>	<p>To be subcontracted:</p> <ul style="list-style-type: none"> <li>▪ Setting up of mechanism for joint lobbying</li> <li>▪ Lobbying for passage of LARA, FPLA, NAA, RESA, Land Administration Code</li> </ul> <p>PCO:</p> <ul style="list-style-type: none"> <li>▪ Analysis of training needs of CSOs for more effective participation in the thematic TWGs</li> <li>▪ Actual training of CSO representatives for more effective participation in the thematic TWGs</li> <li>▪ Consensus building on the Land Administration Code</li> </ul> <p>PPIOs:</p> <ul style="list-style-type: none"> <li>▪ Mechanism for CSO participation in facilitating participatory land titling process established.</li> <li>▪ Local Development Council (LDC) in the municipal sites tapped as mechanism for collaborative post-land titling interventions.</li> <li>▪ Local Poverty Reduction Action Plan of LDC includes post-land titling projects in project sites.</li> </ul>	<p>PCO/LAA</p> <ul style="list-style-type: none"> <li>▪ Implementation of LAA Transition Plan</li> <li>▪ Setting up of the stakeholder advisory committee</li> <li>▪ Analysis of training needs of members of stakeholder advisory committee for effective participation in the LAA and in LAM reform.</li> <li>▪ Training of members of the stakeholder advisory committee for effective participation in the LAA and in LAM reform.</li> <li>▪ Lobby for the passage of the Land Administration Code</li> </ul> <p>PPIOs:</p> <ul style="list-style-type: none"> <li>▪ Analysis of training needs of members of LSC and municipal LDCs in the project sites.</li> <li>▪ Training of the members of LSC and the municipal LDCs as multi-stakeholder mechanisms for monitoring and evaluating land registration and post-land titling activities and outputs, as a mechanism for stakeholder participation in the reform of LAM systems and procedures in the provincial and municipal project sites.</li> <li>▪ Regular meetings of the thematic groups for continual monitoring and evaluation of the different aspects of LAM reform.</li> </ul>

