

**PHILIPPINES-AUSTRALIA LAND ADMINISTRATION
AND MANAGEMENT PROJECT**

LAMP, PROTOTYPE 1

**Evaluation of Community Relations Service
Pilots**

FINAL REPORT
Deliverable 35, Output 2.3

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Table of Contents

Section	Heading	Page
	Glossary of Abbreviations	
	Executive Summary	
1.	Introduction	7
1.1	Background on CRS Pilots	7
1.1.1	<i>PIO Led Community Relation and Services (Top-down Approach)</i>	7
1.1.2	<i>LGU Led Community Relation and Services (Top-down Approach)</i>	7
1.1.3	<i>PIO1 Led Community Organising</i>	8
1.1.4	<i>LGU Led Community Organising</i>	8
1.1.5	<i>NGO Led Community Organising</i>	8
1.2	Comparative Scope of CRS Pilots	9
1.3	Status of Implementation vs. Pilot Work Plans	10
1.3.1	<i>PIO1 CRS and LGU CRS Pilots</i>	11
1.3.2	<i>PIO1 CO</i>	11
1.3.3	<i>NGO CO</i>	11
1.3.4	<i>LGU CO</i>	11
2.	The Socio-Economic Context of Titling and Tenure Improvement	13
2.1	Social Assessment of the Six Municipalities in the LAMP Pilot Area	13
2.1.1	<i>Income</i>	13
2.1.2	<i>Agricultural Land Characteristics</i>	19
2.1.3	<i>Borrowing and Lending Arrangements</i>	21
2.2	Barangay Level Social Assessment	23
2.2.1	<i>Barangay Canino-an</i>	24
2.2.2	<i>Barangay Capilla</i>	26
2.3	Key Features from the Social Assessments	31
2.3.1	<i>Level of Debt/Mortgages and Land Accumulation</i>	31
2.3.2	<i>Tenancy Issues</i>	32
2.3.3	<i>Absentee Land Claimants</i>	33
2.4	Implications for LAMP	33
2.4.1	<i>Implications for Land Titling Assumptions</i>	34

2.4.2	<i>Implications for Systematic Adjudication of Tenure Rights</i>	36
3.	Key Findings and Lessons from CRS Pilots	38
3.1	Evaluation Indicators for CRS Pilots	38
3.2	Differentiating Characteristics and Input Variations Among CRS Pilots	42
3.3	Analysis of Cost Structure of Pilots	47
3.3.1	<i>Summary of Recommended Areas for Savings</i>	50
3.4	Time Analysis	51
3.5	Participation of Land Claimants	53
3.5.1	<i>Participation in Technical Processes – Survey and Interview</i>	55
3.5.2	<i>Factors Affecting Participation in Adjudication</i>	55
3.5.3	<i>Factors Affecting Participation in Filling of Documents</i>	55
3.6	Analysis of Sustainability Measures	57
3.7	Analysis of Impacts	60
3.8	Lessons and Recommendations	67
4.	Methodology for 2004 Pilots and LAMP II	70
4.1	Objectives	70
4.2	Outputs	70
4.3	Field Implementers	71
4.4	Strategies	72
4.5	Time Frame	73
4.6	Components	73
5.	Stakeholder Workshop Outcomes	84
6.	Conclusions	85

Tables

Table 1.1	Comparison of Objectives of CRS Pilots	9
Table 1.2	Status of CRS Pilots March 2004	10
Table 2.1	Social Profile of Potential Land Claimants of the Six Pilots Municipalities	14
Table 2.2	Proportion of Households by Source of Income	15
Table 2.3	Percentage Distribution of Households by Total Annual Income from Farming	15
Table 2.4	Percentage Distribution of Households by Total Annual Income from Business	16
Table 2.5	Percentage Distribution of Households by Total Annual	17

	Income from Salaries / Wages	
Table 2.6	Percentage Distribution by Total Annual Income from Remittances	17
Table 2.7	Percentage Distribution of Households by Total Annual Non-Farming Income	18
Table 2.8	Percentage Distribution of Households by Total Annual Household Expenditures	19
Table 2.9	Percentage Distribution of Agricultural and Parcels Owned by Crops Planted	19
Table 2.10	Percentage Distribution of Agricultural and Parcels Owned by Crops Planted	20
Table 2.11	Size of Land Parcels of Households by Hectares	20
Table 2.12	Mean Amount of Loan by Purpose and Total Annual Households by Source of Credit	21
Table 2.13	Proportion of Households by Source of Credit	22
Table 2.14	Mean Amount of Loan by Purpose and Source of Credit	23
Table 2.15	Profile of Large and Multi-Parcel Landowners Capilla, Pastrana	29
Table 2.16	Comparison of Key Characteristics of the Four Community Organising Pilot Barangays	31
Table 3.1	Evaluation Indicators	39
Table 3.2	Differentiating Characteristics and Input Variations of CRS Pilots	42
Table 3.3	Comparison of Cost Structure of CRS Pilots	46
Table 3.4	Land Claimant Participation in Titling Process	53
Table 4.1	Summary Social CRS Methodology and Cost for Agricultural and Residential Land	76
Table 4.2	Work Plan CRS Flowchart	78
	Figures	
Figure 1	Distribution of Land in Canino-an	25
Figure 2	Land Distribution Pattern Map Showing Area under Effective Control of Five Families	28
Figure 3	Project Design Assumptions on Linking Mass Titling to Poverty Reduction PIO1 Leyte	34
Figure 4	Flowchart for Land Titling and Tenure Improvement	74
	Annexes	
Annex A	Accomplishments versus Work-plan of NGO Led CO	89
Annex B	Pilot Results Based on the Rural Community Organising Standard Success Indicators PIO1 and NGO Sites	94

Glossary of Abbreviations

AIP	-	Annual Investment Plan
ARC	-	Agrarian Reform Community
BC	-	Barangay Council
BDC	-	Barangay Development Council
BDP	-	Barangay Development Plan
CARP	-	Comprehensive Agrarian Reform Program
CIM	-	Cadastral Index Map
CLAMASA	-	Cabaohan Land Management Support Association
CLOA	-	Certificate of Land Ownership Award
CO	-	Community Organising/Community Organiser
CRS	-	Community Relations Service
CSO	-	Civil Society Organisations
DAR	-	Department of Agrarian Reform
DSWD	-	Department of Social Welfare and Development
GSIS	-	Government Social Insurance System
LAG	-	Local Advisory Group
LAHCAN	-	Lamrag Ha Canino-an
LCRS	-	Local Community Relations Service Assistant
LIL	-	Learning and Innovation Loan
LG	-	Local Government
LGU	-	Local Government Unit
LPRAT	-	Local Poverty Reduction Action Team
LSPP	-	LAMP Social Program Plan
LT	-	Lupon Tagapamayapa
MARO	-	Municipal Agrarian Reform Officer
NGO	-	Non-government Organisation
OLT	-	Operation Land Transfer
PCA	-	Philippine Coconut Authority
PO	-	People's Organisation
ROD	-	Registry of Deeds
SD	-	Social Development
SAT	-	Systematic Adjudication Team
SCU	-	State Colleges and Universities
SNS	-	Survey Notification Sheet
SSS	-	Social Security System

EXECUTIVE SUMMARY

This is the final Report for Deliverable 35, Output 2.3 that aimed to pilot test and evaluate effective community and landholder participation in transparent land adjudication and titling. It evaluates the inputs, costs and outcomes of the five methodologies that were piloted by the Community Relations Service Unit of PIO 1 in the last three years.

The pilots are part of the broader LAMP Social Program Plan¹ participative model of stakeholder involvement. The core focus of this approach is the direct link between policy, the two prototypes and the community development/engagement approach. This interlinked approach is designed to ensure that a technically efficient land administration system is developed that is transparent and respected by community users, but also underpins wider development and poverty alleviation outcomes.

Section 1 provides the background context for the pilots and reports on the status of implementation as of the end of March 2004.

Section 2 draws on a socio-economic baseline study of 800 households conducted across the six pilot municipalities to provide a social and economic context for LAMP's intended interventions. This broader social assessment is given more reality by drawing on information from the more detailed social investigations and land tenure profiles conducted in the Community Organising (CO) pilot barangays. The social assessment highlights a disturbing rural situation: high indebtedness; a predominance of small landholdings; low productivity; and a low level of LGU resources and development initiatives. Affordability appears as a major factor affecting land claimant participation in the completion of supporting documentation and in registration of documents. Moreover, the economic situation poses constraints for the achievement of broader goals of the LAM Program regarding economic growth and poverty reduction.

Section 3 reports evaluation highlights of the pilots based on a series of internal and external evaluations involving key stakeholders. Indicators were devised for standard evaluation parameters that are sensitive to efficiency, effectiveness, sustainability, acceptability, social and gender responsiveness etc., of the titling process. Section 3 compares the pilots in terms of cost, time and results such as levels of participation, benefits, and sustainability measures. Results indicate the benefits of convergence and positive prospects for mobilising local government not only in land tenure improvement but also in strengthening mechanisms for development and delivery of social services.

Piloting confirmed initial indications of a critical role for LGUs in the titling process as well as in post-title development. These also underscore areas where the use of Community Organising (CO) principles and techniques can address specific problems encountered in community mobilisation and in addressing social concerns in titling. Cost reduction measures were also identified. The section also summarises lessons that innovate on existing community mobilisation practices and that respond to the project's vision to be an instrument of poverty alleviation.

The pilots demonstrate levels of efficiency that can be reached through LGU partnership and community organisation principles and techniques. However, despite the achievement of greater efficiencies in the pilots, there remain fundamental questions about the effectiveness of mass titling as a key factor in poverty reduction in the pilot area. Overall, the evaluation process highlights the complexities of land tenure adjudication in the light of its socio-economic context and possible directions relative to both policy and operational concerns.

¹ See LAMP Social Program Plan August 2002 and Review of the LAMP Social Program Plan August 2003.

Section 4 carries the recommended CRS model for mainstreaming in both current operations and LAMP 2 design. It contains a flow chart of key activities and a work plan. In the LAMP Extension Phase the recommended methodology for CRS is being operationalised in the Integrated Model being piloted in three municipalities (Pastrana, Santa Fe and San Miguel) in 2004.

Section 5 summarises the outcome of a CRS stakeholder conference held on March 29 – 30. The conference aimed to achieve a common perspective on the socio-economic context of tenure improvement and poverty alleviation and on LAMP CRS approaches and outcomes. These became the basis for stakeholder endorsement of directions for the Integrated Pilot and (subject to review) LAMP II. Here, participants confirmed the context of titling and land tenure improvement and the implications of this on partnership arrangements. They approved the features of the recommended model for social mobilisation and convergence while suggesting new areas of agreement. Broad agreements were reached on the recommended model that has the following features: expanded scope from titling to land tenure improvement thus requiring stronger partnership with DAR; LGU leadership at municipal and barangay levels, convergence on land tenure improvement and local development and application of community organising principles.

Section 6 provides a summary of the overall report, drawing out key features of the evaluation of the pilots and recommendations for a CRS methodology in the Integrated Pilot for 2004, and following review, LAMP II.

1. INTRODUCTION

1.1 Background on CRS Pilots

The Community Relations Services (CRS) component of LAMP was intended to ensure participation in, and feedback on, innovations and alternative procedures being tested under the Prototypes. In this manner the Project was expected to remain responsive and relevant to community concerns on land related issues.

The CRS Unit in PIO 1 initially developed extensive procedures to mobilise land claimants for the various stages of judicial titling.² The number of times land claimants needed to be mobilised for judicial titling contributed to a more regimented (or what became known as the “top-down”) approach.

While the capacity of the CRS Unit to secure short-term goals, such as completion of documentation for patent application leading to title acquisition, was recognised, there was no opportunity in the “top down” approach to empower communities especially when the long-term goal was for people to be set on the path of economic growth. A path that requires interventions to ensure that titling does not lead inadvertently to even greater poverty. Following a CRS Review in 2002 it was recommended that a number of other approaches to community mobilisation and collective capacity building to access support services be piloted. The five approaches are outlined below.

1.1.1 PIO Led Community Relations and Services (Top-down Approach)

The PIO led CRS adopts the top-down approach whereby the PIO serves as the prime mover of activities from planning through to implementation of titling procedures.

Method

- Plans are made by LAMP and the community is only involved during implementation
- Implementation of activities and of the project is greatly dependent on LAMP personnel
- Local CRS staff are employed to facilitate the conduct of information dissemination and community mobilisation
- LGU has a limited role in information dissemination and community mobilisation
- LGU assist the SAT during interview of claimants and ocular inspection

1.1.2 LGU Led Community Relation and Services (Top-down Approach)

This approach supports local government’s mandate under the Local Government Code to control and supervise initiatives and activities in its area of jurisdiction. It tests barangay level LG willingness and capacity to take the lead, with the support of the PIO, in conducting the systems and procedures developed by the PIO for community mobilisation under systematic titling. LGU led CRS for Judicial Titling commenced in October 2002 in 7 barangays in Palo Municipality.

Method

- The LGU initiates the selection of the LCRS
- The LGU disseminates information about LAMP in the Barangay

² The Homestead Patent was tested first but soon proved inappropriate as a method of systematic titling. For more detail on the early CRS approach see the LAMP Social Program Plan August 2002 and the Review of the LAMP Social Program Plan August 2003.

- The LGU conducts Barangay assemblies, public mobile address, and home visits
- The LGU supervises and assists the LCRS staff in the serving of notices as well as in the follow-up of lacking documents

1.1.3 PIO Led Community Organising

The community Organising (CO) approach draws on community Organising principles to improve the participation of the LGU and the community in all stages of systematic registration of land claims and in the post-titling phase. The objectives are: to mobilise the community for titling; establish a post title support network; to prepare for post title development; and to strengthen the LGU structure for land management. PIO led CO has been piloted in Barangay Canino-an, Pastrana.

Method

- MOA is signed with the Municipal LGU with the Barangay Chairperson as witness
- CO activities are facilitated by staff deployed in the community by PIO (Community Organiser and a Process Documenter)
- Community stakeholders are involve in planning and implementation of the titling activities, guided by CO principles and procedures
- A core group is formed and provided with training to carry out the function of the LCRS and to eventually become a People's Organisation (PO) capable of sustaining land related and other development initiatives
- Emerging social issues on tenancy, landlessness, CARP related etc. are addressed as they relates to titling and poverty alleviation

1.1.4 LGU Led Community Organising

This approach aims to establish a mechanism that will strengthen the LGU structure for titling and land management. The approach takes advantage of the LG mandate under the LG Code. The LGU led CO pilot started in Barangay Capilla, Pastrana in May 2003.

Method

- Bottom-up approach that aims to strengthen the capacities of the community and LGU to implement titling and post titling activities
- LGU leads in planning and implementation with regular inputs from the community facilitator of PIO
- Community mobilisation is being undertaken through an empowering process that supports an increased role by the LGU in titling and post titling activities

1.1.5 NGO Led Community Organising

The NGO led CO pilot has two sub approaches: (1) where the NGO facilitates the formation of a People's Organisation to spearhead and sustain the titling and post titling activities; and (2) where the NGO builds the capacity of the LGU to implement the titling and post titling activities. The NGO led CO formally started its implementation in Barangays Cabaohan and Dumarag, Pastrana in December 2003.

Method

- A bottom up approach using the CO principles and processes
- Activities are being facilitated by the contracted NGO in coordination with the CRS unit of LAMP

1.2 Comparative Scope of CRS Pilots

There are slight variations in the scope of strategy of each of CO pilots. The PIO 1 and 1 NGO pilot aimed to organise land claimants, which would in turn be responsible for carrying out community development initiatives. LGU-CO pilot tested simultaneous strengthening of LGU institutions while using the titling phase as an entry point for the empowerment of vulnerable groups in the titling process. Recognising that CO is a long-term process, arrangements for continuing organisational strengthening was to be a function of LGU and other agency partners. On the other hand, LGU Community Organising aimed at a parallel approach of strengthening the LGU structure for titling and land management.

Table 1.1 provides a comparison of pilot objectives:

**Table 1.1
Comparison of Objectives of CRS Pilots**

Pilot	Objectives
PIO 1 CRS	<ul style="list-style-type: none"> • Community mobilisation for titling
LGU led CRS	<ul style="list-style-type: none"> • Community mobilisation for titling • Enhance LGU role in implementing CRS activities in the community
PIO 1 CO	<ul style="list-style-type: none"> • Community mobilisation for titling • Strengthen LGU for titling • Social preparation for post title development • Formation of PO structure
NGO CO	<ul style="list-style-type: none"> • Community mobilisation for titling. • Social preparation for post title development • Strengthening LGU for titling – 1 site • Formation of PO – 1 site • Full establishment of convergence mechanism at the municipal level
LGU led CO	<ul style="list-style-type: none"> • Community mobilisation for titling • Facilitation in establishment of municipal post title support network • Social preparation for post title development – focus on empowerment of vulnerable groups and affected sectors • Strengthen LGU for titling and land management • Barangay development plan implementation • Continuing organisational development as a function of post-title support network

1.3 Status of Implementation vs. Pilot Work Plans

The pilots have different time frames and are in varying stages of completion as indicated in Table 1.2.

Table 1.2
Status of CRS Pilots March 2004

Differentiating Characteristics	Status of CRS Pilots March 2004				
	CRS	LGU CRS	PIO1 CO	NGO CO	LGU CO
	<i>Lukay</i>	<i>Buri</i>	<i>Canino-an</i>	<i>Cabaohan/Dumarag</i>	<i>Capilla</i>
1. Titling Option	Free Patent	Judicial	Free Patent	Free Patent	Free Patent
2. Land Survey status	Surveyed	Surveyed	Unsurveyed	Unsurveyed	Unsurveyed
3. Status of Adjudication	Titles Distributed; no post-title phase	Prepared for 1 st interview	Corrections needed after adjudication phase	Adjudication phase	Post-adjudication phase
4. Implementation Date	September – Barangay entry, validation of list of claimants, barangay assembly February – March 2003 – Adjudication April – July 2003 – Processing at OSS	November – Dec 2002 – Barangay entry, validation of list, barangay assembly January – March 2003 – Adjudication April – October – Collection of fees November 2003 – present – Interview with the cadastral officer	March – December 2003 SNS/interview completed in September 2003 Survey verification by CENRO conducted February 2004	July – September 2003 December – present SNS/adjudication	May – December 2003 January – present – follow-up at barangay level; continuing assistance at municipal level SNS/interview completed in September 2003 Survey verification by CENRO conducted February 2004
5. Next Steps	Continuing adjudication at base camp Follow-up of pending applications	Initial Hearing Interview with the Commissioner of the Court Ex-parte hearing, etc.	Follow-up on PO plan	Community development activities	Follow-up on implementation of sustainability plan for barangay
6. Status of Adjudication Phase	Titles Distributed; no post-title phase	Prepared for 1 st interview	Corrections needed after adjudication phase	Adjudication phase	Post-adjudication phase

1.3.1 PIO 1 CRS and LGU CRS Pilots

Top down approaches are still in use in a number of barangays however they have adapted specific techniques from CO sites. These include CIM list validation procedures and an increased role for the LGU in land claimant mobilisation. Certain practices such as payment of honoraria to barangay and municipal officials and serving of snacks in barangay assemblies have been discontinued.

PIO1 CRS (Lukay) distributed its first titles in July 2003. Other barangays in Dagami are now registering free patents. While a set period is designated for payment of registration fees, in reality this occurs as and when land claimants are able to pay. The pilot does not feature a post-title plan.

The LGU CRS approach is in use in 7 barangays in Palo for judicial titling of residential areas (in the absence of an administrative option for residential areas). The judicial process is on-going, now over 18 months since commencement of proceedings. Judicial titling of agricultural lands has been suspended in favour of Free Patent titling.

1.3.2 PIO 1 CO

Adjudication was completed in September 2003. Pilot commenced in March for an effective time frame of 10 months. The two Staff members were reassigned to other assignments in January 2004. Continuing support to organisational development was suspended except for assistance in a municipality-led barangay development planning exercise.

Political boundary disputes uncovered additional lots outside of the completed survey. The inclusion of these lots in the survey may require additional time for adjudication.

1.3.3 NGO CO

The NGO CO pilot is still underway.³ Field activities started in July and discontinued due to contract payment delays in September 2003. Work resumed in December. Survey and adjudication commenced in December.

Two NGO pilots differ in approach, with one focused on developing a people's organisation while the other will strengthen the LGU. A land claimants' organisation was established in one pilot. Work has occurred towards formalising leaseholds in both barangays.

NGO CO features a convergence and post-adjudication support agenda. At the municipal level, support for the establishment of post-title development structures resulted in the creation of a Municipal Inter-Agency Coordinating (MIAC) body as well as the Local Poverty Reduction Action Team (LPRAT) composed of barangay chairmen and agency representatives. Facilitation was provided by PIO 1 through WESLEDEF, LAMP's NGO partner, with LAMP staff support. Various forums resulted in the inclusion of the municipality as priority sites in major anti-poverty alleviation programs of government including that of the DSWD, DAR, PCA and others.

1.3.4 LGU CO

Adjudication was completed in September 2003. Pilot effectively commenced end of May with a Barangay Action planning workshop. The Staff member was reassigned in January 2004. The period between October and December 2003 was focused on assistance for municipal network building and

³ See **Annex A** for a Report on the Accomplishments Versus Work-plan of the NGO led CO Pilot

other CRS duties. This implies a time frame of 6 months for barangay and municipal engagement. However, follow-up on the implementation of barangay development plan has not stopped with a level of effort of 0.2 person-months since January.

LGU CO is on track; the work plans were implemented with no basic change in concept and methodology. The proposed procedures for community mobilisation, which were based on an analysis of causes for bottlenecks in prevailing practice, were upheld. The inclusion of a convergence and post-adjudication plan, which were included in the design as components of a municipal mechanism to improve local access to development support services, proceeded as per design also. In coordination with WESLEDEF, consolidation and expansion of the municipal support network is on-going.

The LGU CO pilot reached the post-adjudication stage where the project facilitated the conduct of a participatory Barangay Development Planning workshop in the pilot site. On-going assistance is on two fronts – at the barangay and municipal levels. Assistance with forming linkages is underway for the implementation of the comprehensive development plan of the barangay as with assistance in the strengthening of the municipal anti-poverty structure. A lobby by the LGU CO barangay resulted in its declaration as an Agrarian Reform Community (ARC).

Part of the plan was to encourage improved land administration and management functions by the LGU. This could not happen during the time frame because training modules on land administration and management for LGUs are still being developed. The use of CIM database for land use planning could not be piloted because the municipality has just submitted a Land Use and Zoning Plan and updating of the CIM database is still underway.

2. THE SOCIO-ECONOMIC CONTEXT OF TITLING AND TENURE IMPROVEMENT

2.1 Social Assessment of the Six Municipalities in the LAMP Pilot Area

The purpose of the Social Assessment Phase 1, undertaken in early 2001, was to scan the social issues in the Prototype area to ensure that the design of the Prototype was responsive to the needs of the stakeholders in the area, to establish an appropriate framework for stakeholder participation, and to ensure that the Prototype activities do not have any negative social impacts. The researchers interviewed 12-19 people in each of five randomly selected Barangays in each of the six pilot Municipalities. Their household surveys and focus group discussions found that:

- Landowners are mostly in the upper age bracket with ages ranging from 51-71 years.
- Most of the landowners had resided in their communities for more than 20 years.
- All communities studied had access to electricity.
- Total earnings from own-farm income and other farm-income is less than their earnings from non-farm activities, which includes remittances from children or relatives working in other places.
- The average land holding of the respondents was 4.0 hectares.⁴
- The majority of respondents said that the only utilitarian value of titled land is proof of ownership that will ensure their security of tenure and that land would be smoothly transferred to their heirs.

Fieldwork for Social Assessment II Part I was conducted in 2003 but the draft Final Report was made available only in March 2004. Social Assessment II has provided a more thorough and useful picture of the socio-economic situation in the LAMP pilot areas. The researchers⁵ conducted a socio-economic baseline survey of 800 households: 501 rural/agricultural households and 299 urban/residential households in April 2003. An overall picture of key characteristics is presented in Table 2.1 and then a more detailed assessment of sources of income is provided in the following seven Tables. Information from the Social Assessment II is then backed by a more detailed social investigation of two barangays that were selected for Free Patent titling using community organising (CO) approaches. This is followed by a summary of the main trends/issues identified in the social assessment and investigation data.

2.1.1 Income

Based on the income and expenditure figures of the Socio-Economic Baseline Survey, the majority of the landowners belong to poor households. The median income from non-farming activities for **urban** households was P64, 927, while the median farming income was P10, 000, providing a combined **median** of P74, 927 per annum.

The mean income from non-farming activities for **urban** households was P111, 291, while the mean farming income was P12, 000, providing a combined **mean** annual income of P 123, 291. In daily terms this is P338 per day or US \$6.03

⁴ Note that this average size of land holding at 4.0 hectares is larger than that found in Social Assessment II and Social Investigation into 4 barangays in Pastrana Municipality.

⁵ *Draft Final Report Social Assessment II Part I Study of the Land Administration and Management Project (LAMP), Volume II Social Assessment of the Rural Prototype*, UP Planning and Development Research Foundation, Inc (UP Planades) March 2004.

For the **rural** households the median income from non-farming activities was P26, 550 while the median income from farming activities was P12, 000, providing a combined **median** income of P38, 500 per annum.

The mean income from non-farming activities for **rural** households was P59, 819, while the mean farming income was P16, 000, providing a combined **mean** annual income of P75, 819. In daily terms this is P208 per day or US \$3.71.

Table 2.1
Social Profile of Potential Land Claimants of the Six Pilot Municipalities

Variable	Most prominent feature in %	Aggregate %	Urban/Residential %	Rural/ Agricultural %	
Sex	Female	59	65.7	54.9	
Age	> 50 years	70	70.3	70	
Marital Status	Married	67.3	63.2	69.7	
Religion	Roman Catholic	99.6	99.3	99.8	
Dialect	Waray	98.3	96.3	99.4	
Length of current residency	Since birth	37.8	32.8	40.7	
Previous Residence	Within barangay	28.4	29.1	27.9	
Gender of H/H Head	Male	70	65.2	72.9	
Household Size	3-6	58.9	58.2	59.3	
Education Attainment	College	32.7	46.0	23.3	
No. of H/H members employed	1-2	66.4	63.5	68.1	
Main type of Work > 10 years	Student	25.3	25.6	25.0	
	Farming	15.8	5.6	23.1	
	Housekeeping	13.3	11.4	14.6	
Vehicle Ownership	Motorcycle/Tricycle	21.1	21.1	21.2	
Household Amenities	Water	Faucet	67.3	84.6	56.9
	Latrine	Toilet w/out flush	60.6	57.9	62.3
	Energy for lighting	Electricity	81.8	92.6	75.2
	Cooking Fuel	Wood	47.5	22.7	62.3
Information Sources	Radio	75.9	73.2	77.4	
	Television	69.0	84.3	59.9	

Source of Information: *Draft Final Report Social Assessment II Part I Study of the Land Administration and Management Project (LAMP), Volume II Social Assessment of the Rural Prototype*, UP Planning and Development Research Foundation, Inc (UP Planades), March 2004.

Sources of Income As expected, the majority of the rural households derived their income from farming (87.2 %). Most urban households, on the other hand, earned their keep from varied sources such as salaries and wages (49.5%) from non-farm work, small-scale businesses (30.4%) and remittances from family members. However, 46.8 per cent of urban/residential households reported earning income from farming. This may be accounted for by urban residents being: (1) absentee landlords; (2) holding a 'mortgage' over rural land parcels; and (3) tenants on rural land. In the first two cases the urban resident would derive income from their crop sharing arrangement with the tenant or mortgagor.

Table 2.2
Proportion of Households by Source of Income

Source of Income	Total	Urban / residential	Rural / agricultural
(N)	(800)	(299)	(501)
Farming	72.1	46.8	87.2
Salaries/wages	36.5	49.5	28.7
Business	23.5	30.4	19.4
Remittances	19.5	19.4	19.6
Pension	6.1	13.0	2.0
Service fees	3.1	4.3	2.4
Rents	2.4	3.0	2.0
Others	0.3	0.3	0.2
Not reported	2.0	3.0	1.4

* Multiple responses

Income from Farming Assuming the reliability of the data on income, one can conclude that a clear majority (70.6%) of farming households were engaged in subsistence farming, earning less than P30 000 annually. Average income from farming of urban-based households was estimated at P12 000 per annum. Rural households earned more from farming, P16 000 per annum on the average, as this was more likely to be their main occupation.

Table 2.3
Percentage Distribution of Households by Total Annual Income from Farming

Amount (P)	Total	Urban / residential	Rural / agricultural
(N)	(577)	(140)	(437)
Less than P5,000	12.7	15.7	11.7
P5,000 – 9,999	18.4	17.1	18.8
P10,000 – 14,000	15.6	19.3	14.4
P15,000 – 19,999	9.7	7.9	10.3
P20,000 – 29,999	14.2	12.1	14.9
P30,000 – 39,999	8.0	7.9	8.0
P40,000 – 49,999	5.0	5.0	5.0
P50,000 – 59,999	2.9	1.4	3.4
P60,000 – 69,999	4.0	4.3	3.9
P70,000 – 79,999	1.6	0.7	1.8
P80,000 – 89,999	1.6	2.1	1.4
P90,000 – 99,999	1.6	0.7	1.8

Amount (P)	Total	Urban / residential	Rural / agricultural
P100,000 & over	4.9	5.7	4.6
Total	100.0	100.0	100.0

Income from Business. Business proved to be a generous source of income for the urban and rural households. The median income was estimated at P35 000 among the urban households; and a lesser P30 000 for rural households. The majority of households engaged in business earned less than P40 000 per annum. These households were mostly into small-scale businesses such as sari-sari stores, coconut wine production and selling, etc. The significant proportion (15 percent) who reported relatively huge income from business, P100 000 or more were engaged in larger scale business ventures such as copra and/or rice buying and selling, grocery stores and rice milling.

Table 2.4
Percentage Distribution of Households by Total Annual Income from Business

Amount	Total	Urban / residential	Rural / agricultural
(N)	(188)	(91)	(97)
Less than P5,000	6.9	3.3	10.3
P5,000 – 9,999	7.4	4.4	10.3
P10,000 – 19,999	19.1	19.8	18.6
P20,000 – 29,999	10.6	11.0	10.3
P30,000 – 39,999	19.1	20.9	17.5
P40,000 – 49,999	2.7	2.2	3.1
P50,000 – 59,999	8.0	7.7	8.2
P60,000 – 69,999	3.2	2.2	4.1
P70,000 – 79,999	5.3	6.6	4.1
P80,000 – 89,999	2.1	2.2	2.1
P90,000 – 99,999	0.5	1.1	0.0
P100,000 & over	14.9	18.7	11.3
Total	100.0	100.0	100.0

Income from Salaries/Wages Among households deriving income from salaries/wages, median income was placed at P60, 000 per annum. The computed average income was higher among urban households (P73 000 per annum), that is, twice that of the rural households (P36 000).

Table 2.5
Percentage Distribution of Households by Total Annual Income from Salaries / Wages

Amount	Total	Urban / residential	Rural / agricultural
(N)	(292)	(148)	(144)
Less than P5,000	6.5	2.7	10.4
P5,000 – 9,999	3.1	2.0	4.2
P10,000 – 19,999	15.1	6.1	24.3
P20,000 – 29,999	7.5	7.4	7.6
P30,000 – 39,999	9.6	10.8	8.3
P40,000 – 49,999	5.1	5.4	4.9
P50,000 – 59,999	2.7	4.1	1.4
P60,000 – 69,999	4.5	6.8	2.1
P70,000 – 79,999	4.8	6.1	3.5
P80,000 – 89,999	1.7	1.4	2.1
P90,000 – 99,999	5.1	4.7	5.6
P100,000 & over	34.2	42.6	25.7
Total	100.0	100.0	100.0

Income from Remittances Mean income derived from remittances was placed at around P31,500. Again, the urban households tended to receive more remittances than their rural counterparts (P39,000 versus P27,000 per annum). This is probably due to the higher educational attainment, and therefore greater work opportunities, of the urban households.

Table 2.6
Percentage Distribution of Households by Total Annual Income from Remittances

Amount (P)	Total	Urban / residential	Rural / agricultural
(N)	(156)	(58)	(98)
Less than P5,000	30.1	22.4	34.7
P5,000 – 9,999	19.9	10.3	25.5
P10,000 – 19,999	17.3	20.7	15.3
P20,000 – 29,999	5.8	6.9	5.1
P30,000 – 39,999	4.5	6.9	3.1
P40,000 – 49,999	3.2	3.4	3.1
P50,000 – 59,999	0.6	1.7	0.0
P60,000 – 69,999	4.5	10.3	1.0
P70,000 – 79,999	0.6	1.7	0.0

Amount (P)	Total	Urban / residential	Rural / agricultural
P80,000 – 89,999	0.0	0.0	0.0
P90,000 – 99,999	0.6	1.7	0.0
P100,000 & over	12.8	13.8	12.2
Total	100.0	100.0	100.0

Total Non-Farming Income. Combined non-farming incomes, on average, proved to be much higher among the urban households (P111, 000 per annum) than those of the rural households (P60, 000 per annum). Combining the incomes from all sources, the urban households still earn more income than the rural households.

Table 2.7
Percentage Distribution of Households by Total Annual Non-Farming Income

Amount (P)	Total	Urban / residential	Rural / agricultural
(N)	(566)	(264)	(302)
Less than P5,000	10.2	4.9	14.9
P5,000 – 9,999	7.2	3.0	10.9
P10,000 – 19,999	12.5	6.4	17.9
P20,000 – 29,999	7.4	7.2	7.6
P30,000 – 39,999	9.5	11.0	8.3
P40,000 – 49,999	5.1	4.5	5.6
P50,000 – 59,999	4.9	6.1	4.0
P60,000 – 69,999	4.8	7.6	2.3
P70,000 – 79,999	3.7	5.3	2.3
P80,000 – 89,999	2.1	2.3	2.3
P90,000 – 99,999	3.4	3.8	3.0
P100,000 & over	29.0	37.9	21.2
Total	100.0	100.0	100.0

Total Household Expenditures. A larger percentage of the urban households (46%) than the rural households (26%) reported an annual total household expenditure of P100, 000 or more during the previous year (2002). Mean annual expenditure was computed at P133 000 among the urban households and a significantly lower P76, 0000 among the rural households.

Table 2.8
Percentage Distribution of Households by Total Annual Household Expenditures

Amount (P)	Total	Urban / residential	Rural / agricultural
(N)	(800)	(299)	(501)
Less than P10,000	2.1	0.7	3.0
P10,000 – 19,999	6.4	3.0	8.4
P20,000 – 29,999	8.5	4.0	11.2
P30,000 – 39,999	9.6	6.4	11.6
P40,000 – 49,999	10.4	8.0	11.8
P50,000 – 59,999	7.9	10.7	6.2
P60,000 – 69,999	6.5	4.0	8.0
P70,000 – 79,999	5.4	5.4	5.4
P80,000 – 89,999	4.1	4.3	4.0
P90,000 – 99,999	5.0	7.4	3.6
P100,000 & over	33.3	45.5	25.9
No response	0.9	0.7	1.0
Total	100.0	100.0	100.0

2.1.2 Agricultural Land Characteristics

Table 2.9
Percentage Distribution of Agricultural Land Parcels Owned by Crops Planted

Crop Planted	Percent
Rice	44.9
Coconut	45.5
Other	1.8
No response	7.8
Total	100.0
(N)	(784)

90.4 per cent of crops are accounted for by rice and coconut.

Table 2.10
Percentage Distribution of Households by Number of Agricultural Land Parcels Owned

Number of Parcels	Percent
None	33.5
1	48.5
2	11.0
3	4.1
4	1.6
5	0.5
More than 5	0.8
Total	100.0
(N)	(800)

33.5 per cent have no land parcels, 48.5 per cent have one parcel, and 18 per cent owned more than one parcel.

Table 2.11
Size of Land Parcels of Households by Hectares

Area (Hectares)	Percent
Less than 1 ha	54.1
1-3	37.4
4-6	4.3
7-9	2.6
10-12	1.1
13-15	0
More than 15 ha	0.5
Total	100.0
(N)	(784)

More than half of agricultural land parcels are less than 1 ha and 91.5 per cent of parcels are less than 3 hectares. According to the Department of Agrarian Reform (DAR) the desired land holding for a family of six should be at least 3 hectares of productive land. Assuming all the needed support services are available, it is estimated that the family will be able to live above the poverty line. DAR's classification considers a farmer who is cultivating only one hectare to be landless and to be qualified to apply for two more hectares under the Comprehensive Agrarian Reform Program (CARP).

Using DAR's classification 91.5 per cent of land parcels are inadequate for the sustenance of a family of six. Furthermore, 82 per cent of survey respondents had either no, or one, parcel of land. Therefore the number of rural household's that could feasibly be meeting their sustenance needs through owning multiple land parcels is small. This observation is supported by the more detailed investigation of two barangays reported in Section 2.2. 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'/ *prenda* arrangements.

Prenda (Spanish for loan) is common when there is a need for cash beyond that which can be obtained from selling a future crop. In typical cases, land is 'pawned/loaned' to someone else for a fixed term, for example 5 years, when the seller elects to 'buy' the land back. If the seller cannot pay back the amount,

the *prenda* may become an absolute sale. An upfront payment is made by the 'buyer' and the purchase proceeds by installment. Production from the land is retained by the 'buyer' or shared between the two parties. In the case of titling, the claimant is the original owner.⁶

The transaction is legally documented through a "deed of sale with right to repurchase", the present day version of the "*Pacto de Retroventa*" which the Spanish used to consolidate land. The transaction allows the seller to get money from the buyer in increments. In many cases the buyer encourages the borrowing of more money so that the seller becomes unable to repay the accumulated debt and is forced to sell it. Many *prendas* are not formally documented.

Small land parcels are not providing sufficient income for households to avoid increasing and eventually unsustainable debt.

2.1.3 Borrowing and Lending Arrangements

Table 2.12, which shows the trend in the mean amount of loan availed across various income groups indicates that generally, the amount of loan that households acquire is directly associated with their income regardless of the purpose of the loan proceeds – that is, households with higher income tend to borrow bigger amount of money. The main reason for this may be their higher capacity to pay, which gives them and their lenders some confidence in the transaction. Moreover, high-income groups tend to afford higher standard of living, which is tantamount to higher spending on basic needs including housing, health/medical services and other daily needs. On the whole, however, the amount of loan availed significantly varies according to purpose such that households tend to avail of bigger amounts of loan for capital inputs and house repair.

Table 2.12
Mean Amount of Loan by Purpose and Total Annual Household Income

Total Annual HH Income (Pesos)	Purpose of Loan					
	Emergency	Capital Input expansion	House Repair expansion	Education	Daily Needs	Other Purpose
< 5,000	1,000	4,960		100	417	3,250
5,000-9,999	5,856	1,978	7,000	11,714	935	7,500
10,000-19,999	3,633	7,250	7,500	4,250	686	4,000
20,000-29,999	5,095	3,458	10,000	5,730	4,647	3,125
30,000-39,999	6,188	14,620	9,660	7,438	7,233	35,500
40,000-49,999	10,000	30,250	20,000	1,567	4,950	7,500
50,000-59,999	30,000	22,888	22,000		2,100	5,667
60,000-69,999	17,667	5,000	16,214	5,250	13,968	
70,000-79,999	30,000	9,750	31,000	7,000	8,667	
80,000-89,999	14,333	5,000		5,500	6,750	3,050
90,000-99,999		16,500	7,250	10,342	50,125	
100,000 & over	21,957	79,470	48,903	39,800	23,807	24,769

⁶ Information provided by the LCRS and community informants and documented by the International M&E Adviser.

Source of Credit. The most popular sources of credit among the urban households were government financing institutions (60%), which included GSIS and SSS. This is quite natural considering that salaried workers in the formal employment sector tend to reside in the urban areas, which are accessible to their workplace. The most common sources of credit in the agricultural areas were cited as commodities/goods traders (26%), immediate relatives (26%), and friends/neighbors (20%), government financing institutions (18%) and “paluwagan” (13%). The informal sources popularly cited were believed to be charging lower interests. Several studies have shown that these informal leaders are popular because even if they charge high interest rates, transaction costs are almost nil, terms are flexible and paperwork is minimal or there is none at all. The least popular credit sources were the commercial and rural banks.

**Table 2.13
Proportion of Households by Source of Credit**

Source	Total	Urban / Residential	Rural / Agricultural
Commercial bank	2.7	4.1	1.8
Rural bank	4.6	8.3	2.2
Government financing institutions	34.5	60.0	17.9
Commodity/Goods trader	16.6	2.8	25.6
Cooperative	6.0	2.8	8.1
Relatives/Immediate family members	21.5	15.2	25.6
Friends/Neighbors	17.7	14.5	19.7
“Paluwagan”	9.5	4.1	13.0
Others	8.2	10.3	6.7
(N)	(368)	(145)	(223)

Table 2.14 shows that the amount of loan significantly varies according to the credit source. Thus, regardless of the purpose of the loan proceeds, the amount of loan availed of by urban and rural households from the banks and government financial institutions were higher. On the other hand, the average amount borrowed from other credit sources providing smaller amount of loans varied according to the purpose of the loan. For instance, friends and neighbours could lend on the average as much as P18 000 for house repair, around P6 000 for emergency purposes or capital inputs, and around P2 000 for education needs.

Table 2.14
Mean Amount of Loan by Purpose and Source of Credit

Total Annual HH Income (Pesos)	Purpose of Loan					
	Emergency	Capital Input expansion	House Repair expansion	Education	Daily Needs	Other Purpose
Commercial bank	1,500	45,000	50,000	75,000	35,500	20,000
Rural bank	19,000	302,500	10,125		15,000	27,500
Government financial institutions	22,467	34,359	41,685	37,661	37,733	32,120
Commodity/Goods trader	6,375	5,541	4,500	4,110	1,319	6,000
Cooperatives	7,500	16,523	39,333	2,741		
Relatives/Immediate family	5,675	5,372	6,500	1,955	1,789	6,286
Friends/Neighbors	6,082	6,643	18,000	1,900	948	2,040
Paluwagan	4,003	15,500	6,000	1,900	1,500	
Other sources	2,500	10,111	38,750	17,100	37,508	4,875

2.2 Barangay Level Social Assessments

Barangay level social assessment was performed in the CO pilots to:

1. Determine social context of and identify appropriate strategies to improve efficiency of titling processes and post-title requirements
2. Determine potential socio-economic impact based on empirical data from the pilot
3. Identify factors that affect responsiveness of the project to LAMP objectives and goal – i.e. economic growth and poverty reduction
 - To characterise who the project tends to benefit
 - To determine unintended effects

The Barangays are located in Pastrana, a fifth class municipality of Leyte. The Municipal government has a budget of P17 million; 75 per cent pays personnel. Thus, the 29 barangays in the Municipality get a very limited share of the municipal development funds. The Barangay LGUs in turn have a limited capacity to undertake development projects and in assuming broad cost-sharing arrangements for LAMP implementation. The building of links or networks by the LGU to access the services of other agencies for their constituents is also limited.

2.2.1 Barangay Canino-an

Barangay Canino-an's population is 518 consisting of 102 households. Forty-six (46) household, out of 102 are landowners. The remaining 56 households are either tenants or agricultural workers. The total land area of the barangay is estimated to be 99.4071 to 100 hectares.⁷

Barangay Canino-an is agricultural and most people derive their income from rice and coconut. Unfortunately both crops are not good earning ventures. The copra from coconut is bought by the traders at a very low price because the world market no longer favours coconut oil for cooking. Instead, coconut is supplied for domestic consumption and as a base for other products. Coconut production demands little capital outlay by its farmers.

Rice farming in Canino-an follows the high yielding inorganic farming system. The land is acidic and the natural fertility of the soil has been depleted. In order to yield a quantity that will break-even with costs, farmers need to apply considerable amounts of synthetic fertilisers and to use specially bred rice seeds. The majority of the farmers does not have available capital for these inputs and borrow from the local traders with interest pegged at 20% per month, minimum. This amount is payable after three to four months.

The average gross income for most farmers is below P24, 000 per annum. Many earn less than P1, 000 net per month because income from the rice harvest is used to pay debts first. There is a cycle of perpetual indebtedness to traders and moneylenders, especially if the harvest was affected by some calamity. The farmers in Canino-an sell their produce in the Municipal town, Pastrana. Here the price of rice is brought down by the actions of the rice cartels. Immediately after harvest when most of the farmers are forced to sell their product to pay back the borrowed money, rice prices are low. The cartels then increase the price of the rice when the farmers are forced to buy rice for their own consumption.

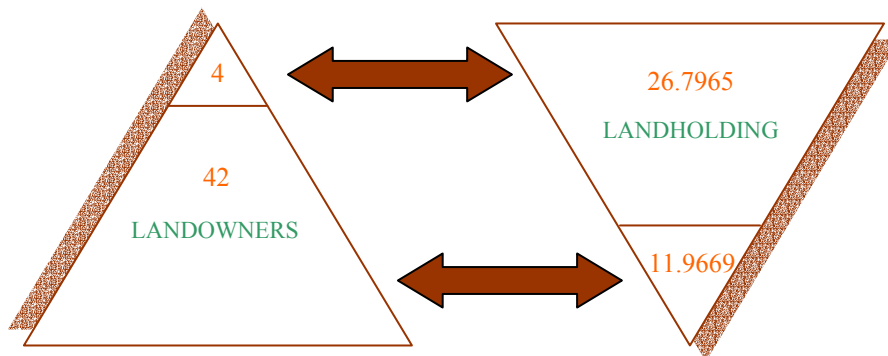
Land Tenure Situation

There were 76 land claimants for lots in Canino-an, with 46 claimants residing in the barangay and the remaining 30 living in nearby barangays. Of the non-land claimant households (56) about 26 households are under various informal tenancy arrangements and the remaining 30 households are agricultural laborers. Of the 26 tenant households, 20 lost their lands due to foreclosed mortgage. At present there are another 25 land claimants who could become tenants because redemption of their land in the next 3-5 years is only a remote possibility. Many of them continue to work their lands, technically as tenants on their land.

The 46 landowners resident in Canino-an have a total land holding of 38.7634 hectares, compared to 60.6437 hectares owned by 30 landowners residing outside the barangay. Out of the 38.7634 hectares, 26.7965 hectares are owned by four landowners. The largest landholding is 8.5121 hectares and the smallest is 3.1294 hectares. The remaining 11.9669 hectares are owned by 42 land owners, the majority owning less than a hectare.

⁷ The figures used here are based on the validated list done by the land claimants. The final and official list will be available after the survey report is finished and approved by CENRO.

**Figure 1
Distribution of Land in Canino-an**



The larger picture depicts a similar situation. Just 11 land claimants own or control through 'mortgage' 55.023 hectares.

Community Motivations for Land Titling

The project was welcomed by the LGU officers and some traditional leaders in the community. The thirteen core group members, all land claimants, took the lead in the mobilisation for survey. Most of the LGU members, headed by the Barangay Chairperson actively devoted their time to this activity too. It is also the case that they are those with bigger landholdings and after two previous failed attempts at survey they want the land surveyed and titled successfully. About seventeen (17) out of 46 resident land claimants who are owner cultivators, as well as the 30 non-resident land claimants are the people who are really eager to get their lands titled.

The 36 land claimants with 'mortgage' arrangements have concerns because redemption of their land from the mortgagees (lenders) is unlikely in the next three years. In fact during the LAMP titling activities one of the mortgagors failed to stop the mortgagee from foreclosing their mortgage contract. A Deed of Sale was issued and immediately the survey application was in the name of the name of the new owner. The land claimants with mortgaged lots would like their lots titled, however, their capacity to pay the various costs worries them.

Case Study of a Mortgagee

Mrs E, an original resident of Barangay Castilla, a neighbouring Barangay of Canino-an, married a man from Canino-an. She has four grown up children. Two are married and live separately and the other two live with her. Her husband works full time farming.

The previous CIM record showed that Mrs. E owned at least 2.2 hectares of land although the mode of acquisition was not indicated. The August 2003 validated list of land claimants indicates that she is the new owner of at least 11 lots with a total of approximately 8.5210 hectares. Local Informants say that Mrs. E acquired these lots through mortgage foreclosures. From other CIM records it was learned that Mrs. E has other properties in the Barangays of Yapad, Capilla and Manaybanay.

The rates of interest and the scheme of repayment she applies varies, depends on who is the borrower. Generally she applies the 20% per month rate for borrowed cash, with an agreement that cash will be returned after a certain period of time. If the amount borrowed is greater than P1000 land is used as

collateral, especially if the borrower is not her relative. At the present time she has 23.6084 ha of mortgaged land: many of these lots have been mortgaged to her for more than five years.

Mrs. E. requires the borrower to give her his/her Tax Declaration document and to sign a document indicating the amount of cash received. This process is accepted in the community as the normal mortgage arrangement. Mrs. E. does not take deny the owners access to work the mortgaged land, if they are her relatives or friends. Otherwise, the other mortgage practice is that the mortgagee totally takes over control to the land.

Who can borrow, how much and how long, depends on Mrs. E's judgment. She has her own land valuation standards according to the location and land classification. The basis for continued borrowing is when the amount borrowed has not exceeded her assessment of the market value of the land.

Case Study of a Mortgagor

In 1984, Mrs. S mortgaged part of her coco land to Mrs. E. She inherited this land from her father. She had always promised herself she would immediately return the money so she could redeem her mortgaged land but her economic situation makes it difficult for her to even pay on an installment basis. Initially, she borrowed P500 when her father got sick. A few years later, the loan has increased to P8,000 when her father died.

Mrs. S is 64 years old with 9 grown up children living close to her house, some are living with her. She shares this farm with her children who have their respective families. Mrs. S borrows farm inputs from the trader for 20% interest, payable after three to four months, or within one cropping season. Normally, the net income left with them is not even enough to keep the family from buying rice even for two months.

Mrs. S got sick and had no choice but to borrow again from Mrs. E. taking her loan to P12,000 accumulated over 19 years. Just before the survey started Mrs. S was in dire need of cash so she went to Mrs. E, however, Mrs. E declined. Mrs. E warned Mrs. S that she had borrowed more money than the land was worth. Further she told her that was considering charging interest on the cash she Mrs. S had borrowed, or, she could pay Mrs. S P2,000 taking her loan to the total assessed (by Mrs. E) value of the land – P14,000.

Mrs. E offered to buy the land from Mrs. S when LAMP was about to start the SNS. Mrs. S promised her father on his deathbed not to sell the land so she tried to find another lender to enable her to redeem her land from Mrs. E Mrs. S did find another mortgagee but Mrs. E. refused to handover the Tax Declaration to this person. Mrs. E has decided to continue the arrangement until Mrs. S will sell the land to her.

Mrs. S happens to be the cousin of Mrs. E., thus, the former finds the mortgage arrangement flexible in terms of the period of redemption. Being a cousin, she is allowed to continue working on the land. However, Mrs. S complains that the produce sharing arrangement she agreed to seem unreasonable.

2.2.2 Barangay Capilla

Capilla, with a population of 233 and 35 households, is the smallest political unit of Pastrana Municipality. Thirty-eight per cent of households are headed by women. The pilot site, covering 72.5 hectares, has 72 lots of which 52 are workable. Twenty (28%) of the lots are within an approved survey

for Operation Land Transfer, therefore outside LAMP coverage. OLT is a precedent of the CARP. Capilla is devoted to rice and coconut production.

**Site Characteristics
Capilla, Pastrana**

- Generally small landholdings – subsistence level
- Inequitable land distribution – few big owners of many parcels in and outside barangay; land acquisition through mortgage
- High incidence of landlessness, thus excess labour with no employment opportunities
- High levels of indebtedness: All (20/20) OLT lands are mortgaged or sold.
- Poor agriculture productivity for main crops and limited alternative options
- Limited LGU resources for delivery of social services
- Lack of access to existing development and social support services
- Lack of urgency of titling in the hierarchy of needs: primacy of economic concerns
- Fear of negative impact by tenants and occupants

Capilla Landowners Profile

The landowners of the workable area generally have small landholdings with an average parcel size of **1.16** hectares. However, the average size of landholdings is skewed by the presence of bigger land parcels, the largest being 3.6 hectares. Only thirty-six percent of land claimants have over 1 hectare. The majority have lot sizes ranging from a tenth to less than half-hectare. The smallest lot is 1042 square meters, which is insufficient to provide for the needs of an average family of 5. A few own other small parcels outside the barangay.

Inequities in land distribution can be noted with 3 landowners (4%) accounting for about 75 per cent of the total land area of the barangay. At least 50 out of 72 lots are under the effective claim of 5 families. One of the 3 landowners has appealed the proposed distribution of 23.7 hectares of previously surveyed OLT lots. Lots that remain unencumbered tend to be smaller than those that are mortgaged or that belong to the bigger landholders (refer to the following map at **Figure 2**).

Moreover, the multi-parcelled owners have other landholdings in neighbouring areas also under LAMP coverage. Consolidating unredeemed mortgages extended the landholdings of two. In every instance, large landholdings are distributed among children to avoid coverage under CARP. A profile of selected cases of multi-parcel ownership of land is at **Table 2.15**

Land acquisition was through inheritance or mortgage defaults. In the case of two owners, those that were bought were invariably through mortgage, which were obtained way below prevailing fair market prices (Recent sale prices of irrigated land was in the vicinity of P105 000 for 0.25 ha and another for 0.33 of a hectare. Mortgage value of irrigated land of similar size is in the vicinity of P30 000 to P40 000).

Figure 2. Land Distribution Pattern: Map Showing Area under Effective Control of Five Families

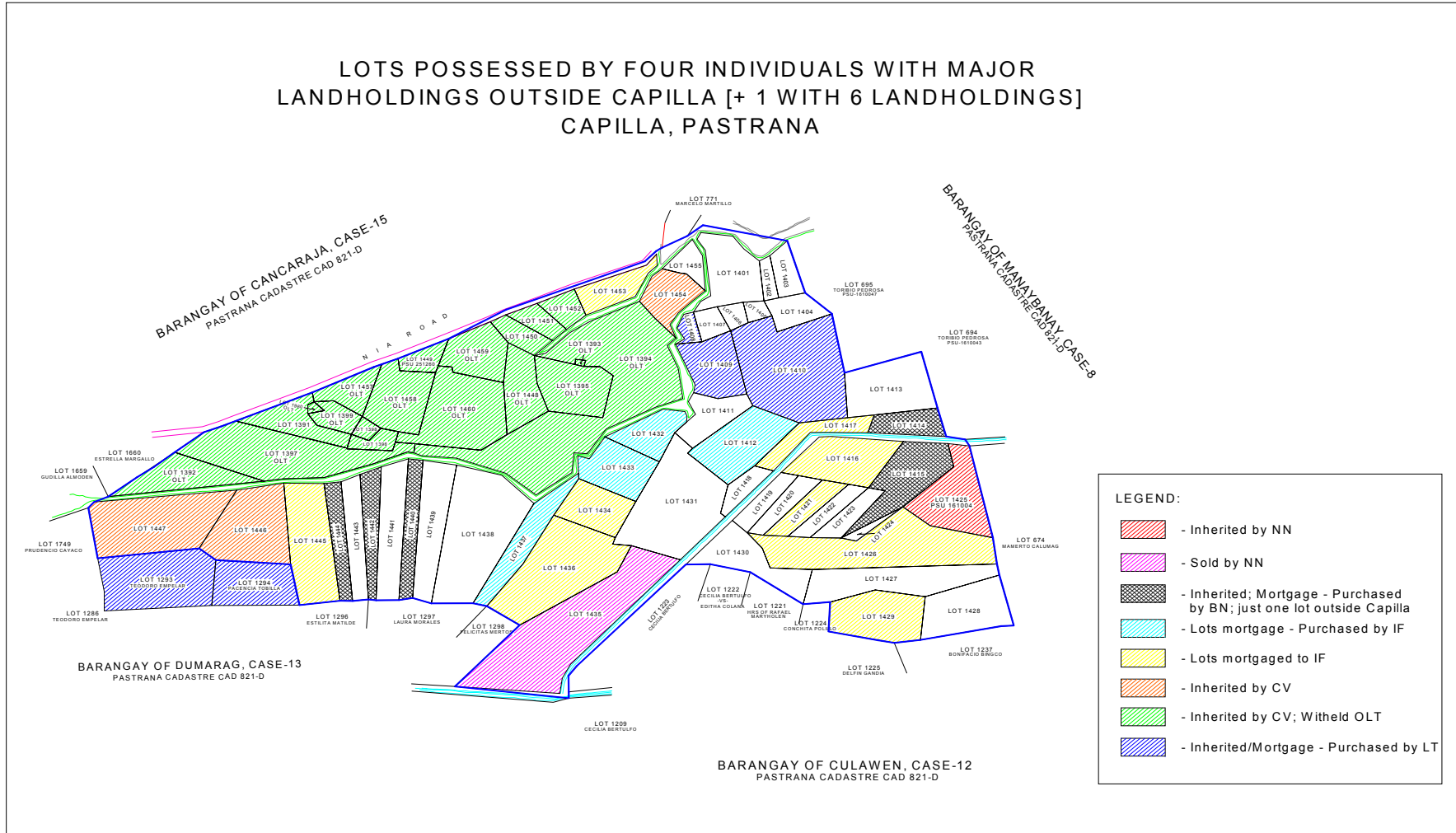


Table 2.15
Profile of Large and Multi-Parcel Landowners Capilla, Pastrana

Landowner	Location of Parcels/Description	Mode of Acquisition
CV	Capilla – 20 lots under OLT survey; not distributed; now under relatives names	Inherited from Ragaza - ascendant
	Capilla - 2 as administrator for EV	Inherited
	Capilla - 1	Inherited
	Manaybanay – number unknown	Inherited
LT (Resident of Canino-an)	Capilla – 3 lots	Purchased as foreclosed mortgage
	Capilla – 2	Inherited from husband's family
	Canino-an – 11	In CIM list, 1 bought, possibly under mortgage; the rest were foreclosed mortgages
	Canino-an – 13 lots	Under mortgage to LT
	Yapad – number unknown	*Foreclosed mortgage
	Manaybanay – number unknown	*Foreclosed mortgage
	Castillo, Palo – number unknown	*Foreclosed mortgage
IF (All properties with boundary disputes; title application thus filed under heir's name; resident of Culawen)	Capilla – 4	Foreclosed mortgage
	Capilla – 9	Under mortgage
	Capilla – 2	Lapsed mortgage but being renegotiated for redemption; mortgagor demands a wait of 14 years; P80,000 obtained for 1 lot of 2.4 hectares
	Culawen – number unknown	*Circumstances unknown
	Manaybanay – number unknown	*Circumstances unknown
BN	Capilla – 1	Inherited
	Capilla – 1	OLT waiver by relation
	Capilla – 4 (application under names of children)	Foreclosed mortgages at P20,000 – 40,000
	Culawen - 1	Purchased OLT land
NR (Resident of Culawen)	Capilla – 1 (3.6 + hectares)	Bought from Nombre estate
	Culawen – number unknown	*Circumstances unknown
NN	Capilla – 2 lots; 1 sold (over 5 has.)	Inherited
	Lanawan – (3 hectares)	Inherited
	Culawen (25 hectares)	Inherited
	Manaybanay – (8 hectares)	Inherited

* Source - PRA; Validation of CIM list still underway

Thirty-two percent of the land claimants live outside the barangay. One claimant lives abroad and another in Manila. Two of the non-residents own many parcels of land in neighbouring barangays as part of mortgaged acquisitions, only some of which are accounted for in Table 2.15.

The Income range for landowners in the Barangay is from P1 050 to P6 000 per month. The average monthly income among landowners is P3 500 or P42 000 per annum.

The perceived value of titles is to have security of ownership when transferring to heirs. It is also the means to secure the subsistence needs of small landowners. It is not viewed as a credit instrument to improve production but is mortgaged in times of emergency. Real property taxes are generally not paid. For small owners, the need to make annual tax payments is an underside of titling.

Profile of Non-Landholders

The 21 landless households comprise a sizeable percentage of the community's 35 households. Most (90%) have been settled in the area for more than 20 years. Three inherited informal tenancy arrangements. Non-landowners have no credit access except for petty loans from the sari-sari store; 11.4% are women-headed households. Average monthly income for non-land owners is P1, 500 or P18, 000 per annum.

This is a fast growing sector of the community. Forty-eight per cent of landless households have 5-11 children. The 52 per cent with less than 3 children are in the early years of their reproductive cycle. Many are out-of-school. All families are positive for schistosomiasis.

Most non-landowners engage in farm work (81%) or do odd non-farm jobs like carpentry, etc. Seasonal out-migration of labor does not occur nor are there other sources of financial support outside the barangay (e.g. remittances from relations). Farm work, which is seasonal, is compensated at P50/day with food for men and women. The landless households are far below the poverty threshold for rural areas. Economic productivity is further affected by a high incidence of schistosomiasis, with a number of breadwinners who are incapacitated by poor health.

Local Economy

The area is predominantly agricultural, with rice and coconut as the main crops. An estimated 14 per cent of the land area is unproductive marshlands. Although, the area is served with irrigation, the small land sizes of the majority are inadequate even for their subsistence needs. In the case of at least 3 heirs who share small parcels of land, the alternative to continual subdivision of lots to uneconomic sizes is that heirs take turns to till the land. In one such case, one of 4 heirs takes his/her turn on 2.68 hectares of agricultural land once every 2 years.

The level of investment in agricultural productivity by larger landholders is not significantly different from the low levels of inputs by small landholders who borrow capital during the planting season. This is partly because the parcels owned by the larger landholders are tilled by tenants/landless under sharing arrangement schemes whereby the tiller carries production costs and bears the risk of crop failure.

Social Services and Local Government Finance

In 2002, Capilla had a budget of less than P300 000 of which 60 per cent went to the honoraria of officials. IRA accounts for 99.3 per cent of this budget. Its share of real property taxes amounted to just P500 or 0.16 per cent of the local budget. The barangay does not have basic social services such as an elementary school, clinic, and potable water system. In 2002 the barangay was able to allocate 35 per cent for capital outlay, in 2003 none is available.

Table 2.16
Comparison of Key Characteristics of the Four Community Organising Pilot Barangays

Barangay	Canino-an	Capilla	Dumarag	Cabaohan
Area (Hectares)	100	72.5	246.2	168.8
Population	518	233	400	426
Households	102	35	84	73
Land owner (claimants)	46	32	68	139
Land claimants in Barangay	46	21	24	37
Land claimants outside Barangay	30	11	44	102
Tenants and Landless	56	21 families*	60*	48*
Total No. of Lots	Survey to be completed	72 Includes OLT	131	256
No. of workable lots	118	52	114	234
No. of mortgaged lots	25 (21%)	11 (21%)	11 (9.6%)	36 (15%)
Average Lot Size**	< 1 ha	1.166		
Main Crops	rice and coconut	rice and coconut	rice and coconut	rice and coconut
Average Annual Income	< P24, 000	P42, 000 landowners P 15, 000 non-landowners	P56, 000	P24, 000

* A number of the tenant and landless families who work in the barangay live outside the barangay – as is the case with land claimants also.

** Average lot size is skewed upwards by the existence of a few larger land holdings.

2.3 Key Features from the Social Assessments

2.3.1 Level of Debt /Mortgages and Land Accumulation

Of the respondent households 44.5 per cent of rural households and 48.5 per cent of urban households had experience of credit arrangements (Table 2.12). Credit is accessed by all income groups from those earning less than P5, 000 to those earning more than P100, 000 from a range of sources for a range of needs: emergencies, capital inputs, house repair, education, daily needs and other purposes. Rural households favour in particular commodity/goods traders (25.6%), relatives/immediate family members (25.6%) and friends/neighbours (19.7%).

It is clear that small lots sizes and low productivity do not provide households with an income above the poverty line. They do not have the capacity to meet daily sustenance needs and cope with emergencies, education needs, house repair etc. These expenditures are met with credit and its consequence, debt.

These debts may accumulate over a number of years, as with the case study of Mrs. S, or, be paid immediately at harvest time, as is common with commodity/goods traders. There is now considerable evidence to support the observation that land is being accumulated through 'mortgage' foreclosure or the *prenda* becoming an absolute sale as Table 2.15: Profile of Large and Multiple Parcel Landowners, Capilla and the case of Mrs. E in Canino-an clearly illustrate.

This accumulation is likely to continue; 21 per cent of workable lots⁸ are 'mortgaged' in each of Barangays Canino-an and Capilla, 15 per cent in Barangay Cabaohan and 9.6 per cent in Barangay Dumarag.

There are three possible scenarios when titling is introduced into 'mortgage'/*prenda* arrangements. The first is that buyers (mortgagees) could request repayment and if the seller is unable to repay the debt, force an absolute sale. The buyer then becomes the land claimant for the purposes of LAMP. The second is that the buyer does not force an absolute sale until the seller has a formal title to transfer (within or after the 5 year restriction period). The third is that the buyer does not force an absolute sale at all. In this case the buyer may effectively control a number of land parcels but may not wish to formalise these as he or she may exceed the hectare retention limit provided for in the CARL.

There have been claims made by members of the Local Advisory group (LAG) that even before the title is issued it is already 'sold' to the capitalist who is interested in the land after the five year restriction period for a Free Patent. Thus, the land is already in the market and the capitalist is just avoiding the preparation of documents. The LAG was also informed by one of the Municipal Mayors that there is no problem in the Municipality with land claimants affording payment of taxes because they can find financiers for titling. Meaning that there are capitalists who are willing to finance titling costs (presumably to place themselves in the position to buy the land at a latter date).

2.3.2 Tenancy Issues

The extent to which land in the pilot communities is tilled by tenants is beginning to emerge more clearly. There are two main forms of tenancy. The first form is where tenants have been occupying and cultivating the land for decades and/or their children have since inherited the tenancy. These tenants generally have no written tenancy agreements, retain less of their agricultural output than that required for leasehold agreements registered by DAR and are unaware of their rights as tenants (for example to have DAR register their tenancy as leasehold).

Many of these tenants are concerned about their security of tenure given both the absence of written agreements and the Project's recognition of absentee landlords as valid land claimants. They understood also that the absentee heirs of the landowners they had made verbal agreements with, would not have the same commitment to continuing the tenancy. LAMP is serving to highlight their vulnerability and tenure insecurity as tenants.⁹

⁸ Workable lots are those that are eligible for an application under the Free Patent – this excludes for example lots already titled, residential lots and government lots.

⁹ The proposed Free Patent Act that will amend sections of the Public Land Act (Commonwealth Act No. 141) supports "constructed possession" whereby the land claimant does not have to be physically "continuously possessing and occupying" the land, but can claim possession through documentary evidence (deeds of sale, tax receipts, affidavits). This

The existing version of the Free Patent Act provides some protection to tenants in that:

If there are tenants, share croppers, regular or seasonal farm workers on the land, the issuance of a free patent to the applicant shall be without prejudice to their rights under existing agrarian reform laws.

This means that tenants who are protected by existing agrarian reform laws will maintain their tenancy rights. Republic Act 3844 of August 1963 (Agrarian Land Reform Code) and the Amendment to this Act in 1971 by RA 6389 (Code of Agrarian Reforms) allow for the registration of tenancies with the Department of Agrarian Reform. Under these reforms DAR can recognise and register a tenancy applying standard conditions that include the requirement that if the landowner wishes to sell the land, he/she must make first offer to the tenant. If the tenant is unable to purchase the land they are entitled to "disturbance compensation". Since 1963 DAR has registered 500,000 leaseholds — a small number indicating that DAR has not pursued implementation of this law very vigorously. Nevertheless, it does exist as a formal means of registering secondary rights in land and DAR has been working with the PIO to issue leaseholds to tenants.

The second category of tenant is that of previous landowners that have sold or lost their land through mortgage foreclosure and are now tenants on the land they once owned. This category has increased in number and with the number of mortgages that are held over land parcels, is likely to continue to increase. The downward spiral of the landowner to tenant can have a further impact. The original landowner may have an existing tenant who is displaced/loses tenancy rights by the owner's new status as the tenant. Such cases have been reported but the frequency of this type of change in arrangements is unknown.

2.3.3 Absentee Land Claimants

One of the issues for systematic titling has been the time and effort required to locate absentee land claimants (i.e., those residing out of the barangay being titled). Consistent with the Social Assessment findings discussed in the previous two sections, members of the Leyte Academe involved in research in the pilot areas have commented that poverty stricken farmers have already been selling their land to wealthier families but continue to occupy the land as tenants. This is one reason why there are so many land claimants that reside outside (39.47% in Canino-an, 34.38% in Capilla, 64.70% in Dumarag and 73.38% in Cabaohan) of the barangays being systematically titled (and an increase in landlord-tenant relations). Efforts to locate absentee land claimants' push-up the overall cost of titling and raise equity questions about whether the costs of titling should be subsidised by the GOP for those claimants with multiple land parcels?

2.4 Implications for LAMP

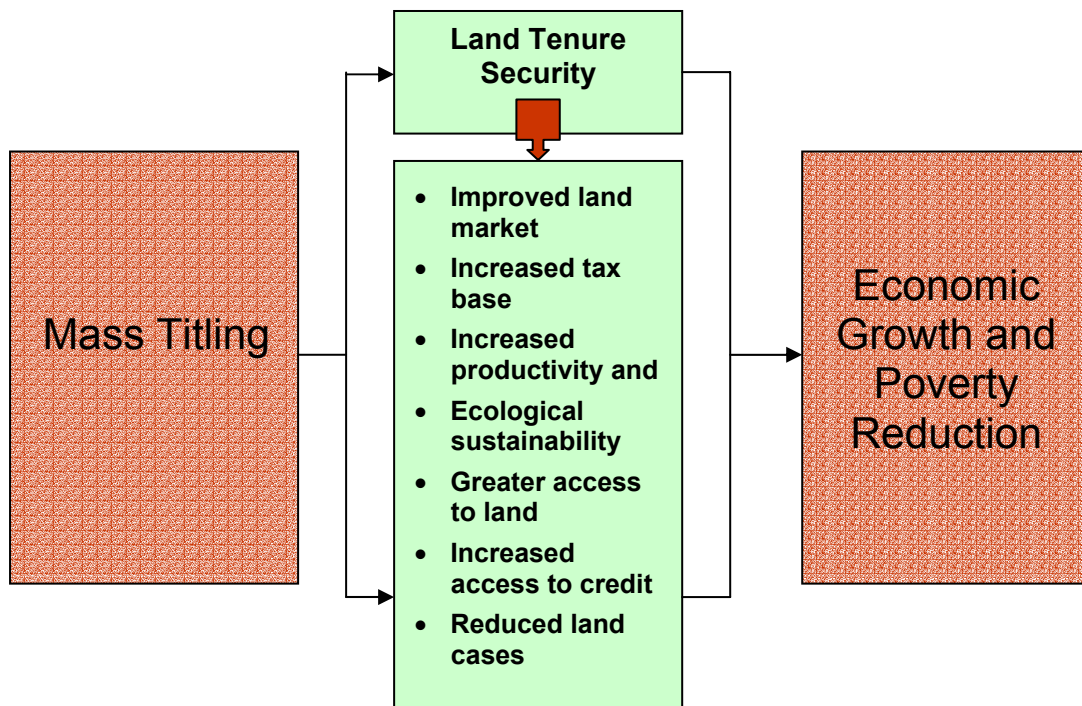
The experiences in PIO 1 underscore the complexities in predicting the beneficiaries of land titling and determining the economic motivations of the various land claimants. What we do know is that they are not a homogeneous group (i.e. occupant-farmers) and that landlord-tenant arrangements are common. There is increasing evidence of a significant level of indebtedness of occupant-farmers (e.g. cyclical indebtedness to the grain merchants and loans or 'mortgages' over land taken out in stress situations (e.g. hospitalisation).

formalises the right of the absentee landlord to make the land claim over any right of a tenant. Whether the Act should provide unrestricted title to landlords or whether it should provide for adjudication processes to weigh the evidence between eligible landlords and tenants, warrants further discussion.

2.4.1 Implications for Land Titling Assumptions

LAMP documents provide the following framework to link titling to poverty reduction. The social assessment provides empirical data to clarify how variables operate to attain expected results.

Figure 3
Project Design Assumptions on Linking Mass Titling to Poverty Reduction
PIO1, Leyte



Improved Land Market

The CARL requires tenancies to be registered as formal leaseholds and annotated on the title document. This may be a disincentive for land claimants to title, or, they may undertake original land registration and then revert to the informal land market for subsequent transactions — buying tenant collusion in the deal.

The Free Patent restricts land transactions for the first five years. Formerly, mortgages cannot be registered on the title document during this period. However, it is well known that mortgages already exist and if at a latter time they are annotated on the title document, there is potential for the title document to have both leasehold and mortgage arrangements annotated. A land administration system that formally registers mortgages and other encumbrances on the title provides greater land tenure certainty and confidence. Under the present CARP laws, an owner wanting to sell the land must first offer it to the tenant, if indeed the land is tenanted. Hence, the registration of leases to tenants is to be encouraged, so that the true interests in the land may be known to all.

Staying in the formal land market requires the regular payment of Real Property Taxes for registration of subsequent land transactions. The payment of back taxes is considered a major disincentive to first time titling.

The recommendation of the LAG is that interest and surcharges on back tax be waived and a maximum of five years back tax be paid, or, the amount owing be annotated on the title document. While payment of RPT is a legal requirement for all property (titled and untitled land), and titling encourages people to pay RPT, the land owners may revert to become informal if the costs of staying formal are too high.

Increased Agricultural Productivity and Access to Credit

It is presumed (along with land claimants being predominantly occupant farmers) a direct relationship exists between systematic titling and increased use of land as collateral for credit that will be used to improve land productivity. Land is already used for collateral for credit but infrequently for the purpose of improved land productivity. There is considerable literature to support the claim that titling is not enough to generate the assumed activities but must be situated in a broader program of capacity building and development support. The need to form linkages with other government/donor/NGO services is now accepted, however, study (limited) in this area indicates that GOP support programs are not easy to access, resources are limited and donor programs are chiefly targeted at agrarian reform communities.

There is no clear evidence from the pilot communities in Leyte that land claimants are eagerly awaiting title in order to use it for collateral for a loan to improve land productivity. More income is earned from off-farm sources than from agriculture.

Tables 2.13 and 2.14 show different patterns of lending between urban and farm based folk. The farming communities are very cautious taking small loans; the sample shows that about 20% of properties are mortgaged (prenda) but normally for small amounts. This is understandable due to the typically very high loan rates of 20% per month, their limited cash and limited access to institutional credit. Land titling would provide greater tenure security and hence, should provide lower risk and lower interest rates, but only if the people have ready access to alternative credit sources. Similarly, livelihood development schemes under the LGUs are a type of intervention that could increase on farm incomes and leverage from the increased tenure security. While land titling provides individuals with increased incentive to invest time, effort and money into their properties, it is believed that land titling is not enough to increase farm incomes, but should be followed by other interventions. This is taken up later in this report with the concept of the convergence approach.

Broader Tax base

The very low average annual income of the majority of people in the pilot area diminishes the likelihood of a short-term increase in tax collection and an increase in LGU own source revenue. In these very poor areas the cost of property appraisal and RPT tax collection could be more than the income gained.

Greater Access to Land

There are some better off families who have increased their access to land and number of land holdings through purchase and mortgage foreclosure. Through these land transfers and through population increase there is a growing number of tenants and landless families.

If this accumulation is formalised by titling of multiple lots, will the owners subsequently be subject to the CARP 7¹⁰ hectare limitation, or, will they title in the names of children and relatives in order to avoid CARP. Open to debate is the question of whether they should be given the opportunity/incentive to

¹⁰ Under CARP there is an upper limit of 7 hectares for rice and corn and five hectares for other crops. There is also an allowance for heirs of 3 hectares where they are directly involved in managing the land. Under the Philippine Constitution citizens are allowed to own 12 hectares of land.

make more productive use of the land and contribute to job creation for those who are no longer landowners.

The registration of tenancies under leasehold with an improved share of the crop accruing to the tenant could provide incentive for tenants to increase their capital inputs and land productivity. However securing tenancy rights may be at a cost to the goal of activating formal land markets as there will be an encumbrance on the title that could impact on ease of sale and use of the title as collateral.

Reduced Land Cases

A significant number of land parcels are reported to be in the name of 'others'. Social Assessment II found in their sample taken across the six municipal pilots that 27.2 percent in residential areas and 35.5 per cent in rural areas were in the name of 'other' than the current land claimants. This commonly means that the land parcel may still be in the name of parents or grandparents or other relatives (40.7 per cent of residential properties and 54.5 per cent of rural properties had been inherited).

Land titling provides the opportunity for land boundary disputes and inheritance uncertainty to be resolved and titles issued accordingly, thereby eliminating current and future uncertainty. However, for some cases the dispute on ownership cannot be resolved at the time of land titling, and the land parcel is registered with the annotation indicating a number of persons have ownership interest. In these cases, future action is required to be initiated by the interested parties to apportion or sub-divide the title.

2.4.2 Implications for Systematic Adjudication of Tenure Rights

The above analysis identifies a number of potential incentives and disincentives for land claimants and tenants to participate in systematic adjudication of tenure rights. Some implications for LAMP are:

- Identifying the rightful land claimant may be more difficult due to a large proportion of land claimants living outside the barangay;
- Recording mortgage information is important
- Size of the lots and value of the land versus cost of systematic adjudication – should lower cost methods be used?
- Lack of interest in participating in land adjudication for a range of reasons:
 - They distrust government agencies due to having made patent applications in the past, paid the fees, and not received a title
 - They have real property tax arrears that have to be paid
 - They have multiple lots under their control through mortgage arrangements but having formal title to all lots would put them above the upper retention limit for CARP.
 - They are the heirs of the original owner and resolving ownership issues among them is too difficult
 - They have fears that if they participate in the land titling process they will lose their land or be obliged to pay more taxes in the future

Others may be interested in titling their land but have experienced the following difficulties:

- They don't have deeds to explain the land transactions that have occurred in the past or they have documents but these are not notarised
- They live outside the barangay

- They are uncertain of their boundaries or are in dispute over their boundaries
- They don't have sufficient money to meet the various costs involved in titling
- They are heirs of the original owner and are in dispute over the land

In the design for the Integration Pilot mitigation measures were included to the extent that such were allowed by current level of resources/budget lines and by the level of consensus so far reached on policy issues and mass titling. It includes provisions:

- For an education program on rights issues for both landed and landless
- To support role of local governance – i.e. LAG/LGUs to address identified social, post-title development and land management concerns
- To support establishment of a post title support network
- To support development planning and organisational development to empower organisations to analyze situation and access external assistance

There is recognition that these address only part of the problem. The other part of the strategy is dependent on the project's orientation on critical policy issues and operational concerns relative to titling. There are a number of studies being undertaken to assist LAMP to better understand some of these issues. These include:

- Review of Laws, Policies and Institutional set-up on Tenancy in the Philippines
- Study on Participation in LAMP's Titling Activities
- Study to Assess Effects of Titling on Various 'Mortgage' Arrangements
- A One-Stop-Shop Exit Survey in PIO 1
- Policy Study on Access to Land Information in Government

The final Reports of these studies will be available in May/June 2004.

3. KEY FINDINGS AND LESSONS FROM CRS PILOTS

3.1 Evaluation Indicators for CRS Pilots

Objective of CRS Pilots

1. To test more efficient, effective, socially responsive and gender sensitive community mobilisation strategies
2. Test hypothesis, and ways, that CO and LGU involvement can enhance project implementation in relation to evaluation parameters
3. Identify requirements for implementation as well as issues and concerns that affect attainment of CRS objectives
4. Test specific aspects of partnership:
 - Convergence and post-adjudication component
 - Continuing Roles of DAR, NGO and Civil Society
 - CO Strategy for People's Organising while being Process and Target Oriented
 - Role of NGO

Evaluation indicators were selected that are sensitive to sustainability, efficiency, effectiveness, relevance and social acceptability. While, it is too soon in the life of the project to measure impact, benefits are noted where these occur. **Table 3.1** identifies evaluation parameters, change criteria and evaluation indicators used for the comparative evaluation of the CRS pilots.

**Table 3.1
Evaluation Indicators**

Evaluation Parameters	Change Criteria	Indicators
Pilot Objective		
<p>Output 2.3</p> <p>Under Existing Design</p> <p>(1) development of processes and</p> <p>(2) identification of barriers to EFFICIENT AND EFFECTIVE, COMMUNITY ACCEPTABLE AND GENDER-SENSITIVE titling process.”</p>	<ul style="list-style-type: none"> • Improved community mobilisation processes: reduced time frame; reduced costs of community mobilisation • Improved quality of outputs and participation by BC/community • Gender integration • Productivity of community facilitator 	<p>Cost include salary of facilitator, SAT, survey, transport expenses, training cost, food and other fund releases</p> <p>Unit cost of community mobilisation per title Total cost of community mobilisation for barangay</p> <p>Scope of activities of Community Facilitator</p> <p>Identification and mitigation of negative effects on other sectors</p>
<p>Added</p> <p>Social preparation for post-title development</p>	<p>Sustainability of titles and support structures</p>	<ul style="list-style-type: none"> • Post title support mechanisms in place (as function of CRS) • Improved access to support services • CIM information used in development planning • Land management policies and initiatives by LGU
Pilot Indicators		
<p><i>Effectiveness</i></p>	<p>Contribution to tenure security/Reach of Target Participants</p>	<p>Percentage of landowners of workable lands who submit title applications (disaggregated by sex)</p>
		<p>Percentage of non-resident owners submitting title applications</p>
		<p>Percentage of non-landowners getting improved tenure security/arrangements from landowners (disaggregated by sex)</p>
		<p>Percentage of public lands with improved tenure security (i.e. obtaining deed of donations during project life, etc.)</p>
	<p>Improved Process (level and quality of participation of LGU) in Community Mobilisation for Titling</p>	<p>Scope and level of contribution of BC (monetised and non-monetised)</p>
		<p>Counterpart contribution of municipal government (monetised and non-monetised)</p>

Evaluation Parameters	Change Criteria	Indicators
		Quality and percentage of land disputes settled by LT
	Improved quality of outputs of other units	Percentage of monuments in accordance with set quality standards
		Timeliness: Percentage of title applications submitted within a stated time frame
		Timeliness: Percentage of monuments established within designated period
<i>Efficiency</i>	Cost	*Total cost of community mobilisation
		*Total cost of investment for post-title (i.e training, linkages, etc.)
		Amount/percentage local counterpart
		Number of personnel assigned
	Time Frame vs. Scope of Strategy	Length of time of titling process
		Total length of time input for titling and post-title phases
	Timeliness of input to other units	Length of time for key activities – validation of list, monumenting, submission of documents, etc.
		Percentage delay in key activities (monumenting, submission of documents)
Productivity/Role of Community Facilitator	Enumerate time spent by activity of community facilitator	
<i>Social Acceptability</i>	Responsiveness of BC/MC	Time input of BC in project implementation
		Value of BC counterpart in project implementation
		Other forms of support
	Response of landowners	Percentage of workable lands applied for
		Perceptions on community mobilisation process
	Response of non-landowners	Action on perceived impact of project
<i>Relevance</i>	Identification and mitigation of negative effects	Improved tenure relations/binding agreements formalised
	Improved relevance of tenure security to poverty reduction	Number and type of economic activities initiated by barangay and landowners
	Direct and indirect benefits to non-landowners	Number and type of projects targeting non-landowners
<i>Impacts</i>	Improved distribution of benefits from titling	
	Benefits from titling	Percentage of land disputes settled out of court
		List of interventions affecting land use x number benefited (i.e. improved skills on efficient use of land)
		List of interventions affecting productivity x number benefited

Evaluation Parameters	Change Criteria	Indicators
	On vulnerable sectors	Actions taken to benefit vulnerable sectors – landowners
		Actions taken to benefit non-landowners
	Gender integration	Percentage ownership by women
		Percentage joint ownership
		Percentage participation of women in decision making and in key activities/structures
		Number and type of projects for women in BDP
	Use of title	Number (of landowners and non-landowners) with improved access to capital, market, management
Increased taxation base	Percentage increase in real estate tax	
Improved access to social/support services	Number and type of services accessed	
Sustainability	Sustainability Measures	
	Partnership Arrangements	Number and type of partnerships activated (enumerate – i.e. training by DILG, post title network establishment; activation of MAO for agritechnology demonstration, etc.)
	Organisational Development	Number of organisations established/strengthened vs. interventions taken (indicate if training, linking, etc.)
		Number benefited by external assistance to/linkages made by POs
	Institutional Development	List of barangay and municipal structures activated (Barangay Development Council, Lupon Tagapamayapa, etc)
		Barangay Profile prepared/updated
		Barangay Development Plan updated
		Land use plan updated
		Taxation plan updated
		Capacity building: List of training provided to LGU vs. number of hours x number of participants
		Installation of systems for participatory planning, monitoring and evaluation
	Improvement of Post-title Service Delivery	Number of BDP projects initiated
		Number and type of external assistance tapped for BDP and PO plan implementation
Support policies for titling, land management, and use planning and poverty reduction	List of policy and development initiatives passed by the Barangay Council, municipal government, LAG	

3.2 Differentiating Characteristics and Input Variations among CRS Pilots

A simple comparative evaluation of the CRS pilots is not possible as the objectives and characteristics of the different approaches varied. For example, though all the pilots shared the purpose of mobilising land claimants for titling, the CO pilots mobilised for titling and land tenure improvements (i.e., the target group was broader than land claimants). Even within the CO pilots there were variations in relation to the role of the LGU and the concept of People's Organising. The LGU-CO pilot defined target participants for capability building and institutional development as both the LGU, as a mandated institution, and the community with an emphasis on vulnerable groups that may be adversely affected by titling. The major focus of the PIO CO pilot and one barangay of the NGO CO pilot is PO building as a prerequisite for participation and sustainability.

Other differences involved various time frames; CO being a long-term process, which could drive up the cost of titling, the objective was to facilitate continuing support to POs and barangay LGUs by other development service providers after LAMP phased out. The NGO and PIO sites tested a 9-month period for adjudication and post-adjudication support to people's organisations and the LGU CO tested a shorter time frame of 6 months for adjudication, organisational strengthening and social preparation of LGUs.

Other differences were in terms of personnel and CO strategies relative to specific roles for people's organisations and local government units. **Table 3.2** highlights the differing characteristics of the pilot and summarises the Input Variations such as time frame.

Table 3.2
Differentiating Characteristics and Input Variations of CRS Pilots

Differentiating Characteristics	CRS Pilots				
	CRS	LGU CRS	PIO1 CO	NGO CO	LGU CO
	<i>Lukay</i>	<i>Buri</i>	<i>Canino-an</i>	<i>Cabaohan/Dumarag</i>	<i>Capilla</i>
Titling Option	Free Patent	Judicial	Free Patent	Free Patent	Free Patent
Land Survey status	Surveyed	Surveyed	Unsurveyed	Unsurveyed	Unsurveyed
Status of Adjudication Phase	Titles Distributed; no post-title phase	Prepared for 1 st interview	Corrections needed after adjudication phase	Adjudication phase	Post-adjudication phase
Number of workable lots	152	236	118	234/114	52
Number of claimants	142	201	76	139/68	32
Input Variations					
Objective	Community mobilisation for titling	Community mobilisation for titling	Social mobilisation for titling and local development through PO building	Social mobilisation for titling and local development through PO building	Social mobilisation for land tenure improvement and local development through institutional strengthening of BC and awareness raising of vulnerable groups with PO building as by-product

Differentiating Characteristics	CRS Pilots				
	CRS	LGU CRS	PIO1 CO	NGO CO	LGU CO
	<i>Lukay</i>	<i>Buri</i>	<i>Canino-an</i>	<i>Cabaohan/Dumarag</i>	<i>Capilla</i>
Target Clientele as designed (additional upon implementation in parentheses)	Land claimants	Land claimants	Land claimants (Tenants/leaseholds)	Land claimants (Tenants/leaseholds)	Land claimants Land claimant vulnerable groups – (mortgagors, tenants) Adversely affected – (landless)
Time frame (as designed)	7 months (actual)	6 months for Barangay entry – Community Mobilisation phase	9 months (10 months)	9 months	3 – 5 months adjudication phase depending on SAT time frame Post adjudication phase of at least 3 months (7.5 months)
Total CRS Cost – (Indicative for 1 barangay)	118,923	95,742	P321,040	P600,000 contract price for 1 site At least P56,142 LAMP cost for 2 sites	P204,137
CRS Cost per Application Filed	P837.5 or \$15	P476 or \$8.5	P4338 or \$77.5	P4794 or \$85% - Cabaohan P9236 or \$165 - Dumarag	P3780 or \$67.50
Concept of PO Organising	Not Applicable	Not applicable	Issue-based PO Organising - irrigation, etc PO needed for adjudication	Issue based Organising PO Organising during adjudication period	Titling as clear entry point for Organising Implementation phase as pre-Organising phase, PO as off-shoot of empowering vulnerable groups for titling and local development (Referred tenants to DAR/inclusion as Agrarian Reform Community; mortgage study and action plan; landless action plan in BDP; Poor organising as cooperative) Organisational strengthening in adjudication and in post-adjudication phase with external assistance from other agencies

Differentiating Characteristics	CRS Pilots				
	CRS	LGU CRS	PIO1 CO	NGO CO	LGU CO
	<i>Lukay</i>	<i>Buri</i>	<i>Canino-an</i>	<i>Cabaohan/Dumarag</i>	<i>Capilla</i>
Personnel Requirement	CRS LCRS for community mobilisation for titling	CRS LCRS for community mobilisation for titling	CO Facilitator Process Documentor	CO Facilitator Process Documentor Team Leader with functions in municipal mechanism activation	CO Facilitator as process documentor with functions in municipal mechanism activation
Role of LGU	Not defined	Selection of LCRS Support to CRS in community mobilisation Certification of SNS documents (BC with honoraria)	Lupon Tagapamaya (LT) for dispute settlement Unclear support to LGU strengthening – no support to barangay development planning	Simultaneous support to LGU/organisational development in Cabaohan PO Organising in Dumarag PO instead of LT ?	Simultaneous support to LGU/organisational development L T for dispute settlement Counterpart in cost on implementation BC and landowners with action plan for community mobilisation, addressing concerns of vulnerable groups and for local development Barangay Development Plan
Project Assistance to LGU	None	None	Not defined LT trained BC/PO given leadership training	Institutional development as an objective; LGU as target clientele for capability building	Institutional development as an objective; LGU as target clientele for capability building (PAME, BDP, LT, BDC activation, etc.)
Role of NGO	None	None	None	Facilitation role to organise claimants and LGU	As designed, open to non-contract partnership arrangement where locally-based NGO is available As implemented, collaboration in activation of municipal level structures
Role of Land claimants	None	None	Claimants core group organised Core group action plan not	Claimants core group organised	Land claimants organised for mobilisation for titling and problem analysis

Differentiating Characteristics	CRS Pilots				
	CRS	LGU CRS	PIO1 CO	NGO CO	LGU CO
	<i>Lukay</i>	<i>Buri</i>	<i>Canino-an</i>	<i>Cabaohan/Dumarag</i>	<i>Capilla</i>
			incorporated in Barangay's Annual Investment Plan		Action plan for post-adjudication development plan included in BDP Poor landowners and landless decided to organise as cooperative
Role of Landless in Adjudication	None	None	None	Performed functions as BC, LT	Performed functions as BC, LT Discussed their concerns vs. titling
Support to activation of municipal level structures for poverty reduction	None	None	Not defined	Defined	Defined

Table 3.3
Comparison of Cost Structure of CRS Pilots

Cost Centers	<i>Lukay</i>	<i>Buri</i>	<i>Canino-an</i>	<i>Dumarag</i>	<i>Capilla</i>
	PIO CRS	LGU CRS	PIO1 CO	NGO CO	LGU CO
Time involved in computation	Sept. 2002-July 2003	Nov. 2002-Mar. 2003	Mar. – Dec 2003	9 mos.	May - Dec 2003
Fixed Costs					
Supervision					
Information Materials	2,440.00	3,440.00	4,140.00	35,000.00	1,220.00
Supplies/Equipment	864.38	861.27	843.35	5,000.00	5,308.46
Transport					
Sub-Total	3,304.38	4,301.27	4,983.35	40,000.00	6,528.46
Personnel					
Team Leader	2,645.51	2,040.97	1,292.26	90,000.00	2,089.68
Assisting Personnel	15,944.24	3,355.35	133,239.43	135,000.00	1,498.79
Process Documentor			133,000.00	67,500.00	99,750.00
Encoder				15,750.00	
Local CRS	22,817.90	17,908.90			
Sub-Total	41,407.65	23,305.22	267,531.69	308,250.00	103,338.47
Variable Costs					
Honoraria of BC		4,800.00	-	-	-
Transport for Community Mobilisation	50,208.32	24,660.70	12,500.00	75,000.00	54,300.00
Barangay Assemblies	5,200.00	7,200.00		66,750.00	1,122.50
Training				70,000.00	
Community					
Adjudication Phase			8,280.50	3,600.00	411.70
Post Adjudication Phase					
Staff Orientation	17,948.54	17,948.54	9,591.40		9,591.40
LGU		11,784.00	17,879.00		28,844.63
Sending Notices	855.00	1,742.50	275.00		
Documentation Report				40,000.00	
CBME					
Sub-Total	74,211.86	68,135.74	48,525.90	255,350.00	94,270.23
TOTAL	118,923.89	95,742.23	321,040.94	603,600.00	204,137.16
Contribution from Brgy. LGU					39,600.00
Contribution from Mun. LGU					3,000.00
Contribution by Community					5,000.00
Production of Brgy. Benchmark					61,224.00
CO Levelling-Off Orientation - Workshop Apr 23-29, 2003				52,410.00	

3.3 Analysis of Cost Structure of Pilots

Cost analysis of the CRS pilots is performed with the following limitations:

- NGO costs are based on budget and not on actual expense.
- LGU CRS costs were computed for only the validation and initial community mobilisation phase. Mobilisation for 1st hearing, which was completed, and for other unfinished phases was not included.
- It does not account for Capability Building expense for CRS, which were paid for by PMO. There were at least two training events that were conducted in Manila for CRS. However, these can be considered a constant cost that can be distributed across sites for its intention to affect a shift to CO prior to the CO pilots.
- Supervision costs, which were common for all pilots, was not noted but was considered a part of fixed cost. However, LAMP supervision would represent additional cost to the NGO pilot.
- Comparison was made noting the difference in titling option and stage of implementation. This is noted where it accounts for difference and affects cost structure of pilot, as in the case of LGU CRS which is in the early stage of judicial hearing under the Judicial Titling option.
- Variable costs include transport, and community mobilisation costs such as barangay assemblies, communications and other features of strategy – payment of honoraria to LGU, etc.
- Capability building was divided into LGU/community and staff training and further sub-divided into adjudication and post-adjudication phases. A distinction was made as to phase (adjudication vs. post-adjudication) shows the relative cost of one against the other given the belief that a post-adjudication phase drives up the cost of the CO-option. All training costs, including those by LEI, were accounted for.

Comparative Cost Based on Scope and Objectives

The objectives, thus scope of work and strategies differ for non-CO and CO pilots. The time frame and scope of work of community mobilisation of land claimants expands to land tenure security improvement and facilitation of access to development support services. The expanded scope of work is designed to improve effectiveness and the overall responsiveness of the project to social concerns and to raise its potential to contribute to economic growth.

Figures show that non-CO pilots had total costs that were about half that of the CO pilot with the lowest budget. Three factors account for this difference:

1. The higher cost of personnel due to CO piloting;
2. CRS pilots were surveyed and CO sites un-surveyed, introducing process and time differentials and at a minimum increasing personnel and transport costs for the latter; and
3. The top-down models did not feature a convergence and post adjudication phase that added time and personnel costs (3 months for PIO 1 and LGU CO), which largely account for the cost structure of the post adjudication phase. Other costs for post-adjudication were kept to the minimum due to convergence strategies.

LGU CRS pilot (top-down) had the lowest cost at P95, 742. The pilot site was surveyed and subject to judicial titling; a long, drawn process, as against free patent for all of the other pilots. The LGU CRS site is residential as against agricultural for all other pilots and where only approximately 10 per cent of the land claimants live outside the barangay and within the municipality. This is not the case for agricultural areas, which have more than fifty percent absentee owners. This pilot is also at the earliest stages (1st

hearing) of a series of judicial hearings with at least 3 more to go. Costs for community mobilisation for the 1st hearing were not tracked for this report. Community mobilisation costs for adjudication will rise as the process proceeds. By its completion it is unlikely to be the least costly model. In fact cost trends indicate that the cost could at least double.

Among the CO pilots, LGU CO had the lowest cost while including at least as many features as the other CO pilots. This was achieved by streamlining field processes and by maximising the scope of work of the assigned personnel, thereby greatly reducing personnel cost with no sacrifice to quality of output.

Without the factor of personnel, which accounted for enormous variability across pilots, it can be seen that total variable costs did not vary drastically, except for the NGO pilot whose costs were based on budget claim rather than on actual expenses. This is true even with the addition of a Capability Building component for the LGU/community, a cost-sensitive feature of the CO pilots. This implies that the addition of effectiveness and sustainability measures can be achieved at comparable cost.

Personnel

Personnel accounted for over 50% of CO pilot costs. It is a non-recurring cost which is a function of field-testing. For instance, a Process Documenter (PD) was needed to be able to report results of 2 CO pilots (PIO 1 and NGO). In non-CO sites, CRS officers were not required to maintain process documentation reports and were shared among several barangays, thus significantly reducing cost, while for purposes of piloting, the CO pilots had at least one CO facilitator. On the whole, the situation indicates that the non-CO pilot cost for personnel can be approximated and that CO personnel requirements can be greatly reduced as it moves out of pilot mode. Not employing a PD reduced the cost for LGU CO as against other CO pilots. This identifies a potential area for savings if the PD function is built into that of the CO facilitator and other field staff.

The pilot with the heaviest personnel complement was NGO CO. This reflects the overhead cost of a separate management structure to implement the NGO-led pilot. It is also accounted for by slightly higher rates for the NGO's field implementers in contrast to government rates for the PIO 1 staff.

Community Mobilisation Expenses

The CO pilots eliminated the costs of LCRS, honoraria of barangay officials and provision of food at Barangay Assemblies. Snacks at barangay assemblies had a budget of P40-50/participant under non-CO pilots. While more meetings were conducted in the CO pilots, meeting expenses were absorbed by the community as counterpart contribution. On occasion, LAMP provided nominal contribution in kind – i.e. bread. LGU CO generated counterpart contributions for community mobilisation (venue, food and time for mobilisation) would translate to more than half of variable cost, if monetised. Assigned committee members did mobilisation for activities thus minimising transport costs in all CO pilots, although LGU CO costs increased when the rented motorcycle was not pulled out of the barangay as scheduled.

Transport Cost and Management Factor in Cost-Efficiency

Transport for land claimant mobilisation consistently represented the highest expense category under variable cost. This was partly accounted for by the high rate of non-resident claimants. It was highest for PIO CRS where it made up 68 per cent of variable cost and 89 per cent of the pilot's community mobilisation cost. It topped the expenses under variable cost of LGU CO at P54, 300 or 57 per cent of the variable cost and represents 100 per cent of community mobilisation cost. It cost almost twice as much all the capability-building activities where the pilot endeavoured to realise savings. The high cost for NGO CO is a budget estimate.

The motorcycle option would have realised significant savings for the LGU CO pilot. However, transport cost was skewed by the bills that accrued for a rented motorcycle to more than the cost of a new motorcycle.

For all of the pilots, the project did not opt to take a less costly transport option to improve cost efficiency. While notification of non-resident claimants proved to be a major activity for all pilots, since early on expensive rental transport arrangements were sustained. Moreover, rental vans dropped off passengers as these went through their routes, picking up others at an earlier time. This left less time for those that were dropped off last to complete field assignments contributing to reduction of efficiency rate of staff.

Capability Building at Community Level

Training cost at community level increased significantly with the CO strategy. The NGO pilot had the highest budget for training, though unlike other pilots, NGO costs are based on allocated contract cost. This was followed by LGU-CO at 40 per cent of the NGO's budgeted cost, even with more training events. In addition, the LGU CO training cost represented a fraction of the total cost of training because the community and the LGU contributed at least twice as much of this amount through counterpart in terms of food, venue and mobilisation of participants. This way, the pilot was able to conduct many more activities including forums with land claimants, mortgagors, landless, Barangay Development Planning and PMES. The municipal government of Pastrana also contributed to barangay tenure improvement costs. The lower cost of training for PIO CO is accounted for by less training events but this pilot had higher costs per training activity. LGU CO endeavoured to make training community-based.

CRS Unit Cost of Title Application

The pilot with the lowest CRS unit cost is LGU CRS at \$8.50, then PIO 1 CRS \$15, followed by LGU CO at \$67.50, PIO CO at \$77.5 and NGO CO, Cabaohan at \$85 and Dumarag at \$165.

As discussed, variable costs, which cover community mobilisation costs such as transport and capability building, did not vary dramatically between the pilots, except for the NGO CO sites. **The steep variance in unit cost was sensitive to the number of land claimants in a barangay and whether these were resident or non-resident.**

The capability building and convergence and post-adjudication components tended to raise CO budgets over non-CO pilots but there are indications that these could be managed within LGU CRS ballpark figure by rationalising transport and other CRS costs.

Cost of Recommended CRS Model

Indicative cost is P95 121 per barangay for both adjudication and post-adjudication phases was benchmarked against LGU-CO, the least costly CO pilot. This could increase depending on the number of CO facilitators per municipality.

Reduction from pilot cost of P204 000 was achieved by distributing budget for personnel to more barangays for both adjudication and post-adjudication phases. Correction was also made for costly and over-extended period of rental of motorbike for community mobilisation.

About P50 000 or more than half of indicative cost is accounted for by transport cost for community mobilisation and training expenses. This could be reduced to the extent that training is community-based – on-site and with counterpart from LGU and community and mode of transport for mobilising

non-resident claimants is rationalised, as through the use of a motorcycle that is assigned at the municipal level.

The community mobilisation phase including community-based monitoring accounted for 80% of the cost. This indicates that the post-adjudication phase, while helping ensure the sustainability of project gains is not significantly more costly given a time frame that is at least thrice as long as the adjudication phase. This assumes however that partnership arrangements and the LGU accept proposed higher levels of responsibility for activating and expanding local development partners and that LAMP does not directly implement community development projects.

LGU counterpart by way of personnel is not assigned a cost. This may not necessarily represent additional expense unless a focal person is hired for the purpose and cost shared by LAMP. If this happens, it is in order to encourage the role of CO facilitation in LGU development efforts. It is not solely a function of LAMP implementation. If this happens, cost will have to be factored into current estimates.

3.3.1 Summary of Recommended Areas for Savings

Miscellaneous

- Costs for printed information materials would be lower due to economies of scale if centrally produced by LAMP
- Budgets for barangay assemblies, transport for community mobilisation, and training can also be reduced through participatory principles.

Personnel

- Defining a discrete time frame for continuing assistance in community development and institutional strengthening reduces personnel cost. This allows for a social preparation phase of no less than 2 months to enable maximum participation in the land tenure improvement phase. An extended time frame for assistance in community development (e.g., 9 months) does not then become the basis for the engagement of an entire team in the barangay.
- Multi-tasking also reduces personnel cost. This is done by clearly defining reporting formats such that the CO facilitator and field staff do process documentation as part of their functions, the adjudicator can facilitate meetings with the landless, etc.
- The role of LAMP in community mobilisation is transferred to the barangay/land claimants.

Benchmark Barangay/Land Claimant Profile

- The social investigation that is conducted as part of land tenure field processes is able to produce social assessment and M&E benchmarks. Benchmarking need not be contracted out to external groups at high cost (e.g., SA II Part I).
- While benchmarks can be established as a function of field processes, these can feed into the maintenance of a higher-level database that is progressively constructed nationwide to provide baseline for longitudinal research on changes to land markets, productivity, poverty and the like. Such a database should later be able to test the assumptions of land administration projects by tracking changes over the long-term.

Community-Based Monitoring and Evaluation (CBME)

- CBME is implemented at the project and community levels. The community and LGU can assume CBME functions with no impact on cost.

Capability Building

- Capability building represents a major cost center for the CO strategy. Cost reduction is undertaken at different levels. At the barangay level, community-based and participatory training methodologies are applied. As much as possible, training is conducted in the barangay to reduce cost while allowing for more participants to attend. Counterpart contribution by the LGU and community is encouraged. In the process, the community also develops leadership and events management skills.
- Skills and other training towards Community Development or in the implementation of organisational/Barangay Development plans are coordinated with other agencies that are mandated to provide trade skills, organisational development and other forms of training. CO principles of self-reliance and counterparting are encouraged.
- Staff enhancement on social development and CO principles can continue through on-the-job training and periodic discussion of field issues.

Reaching Non-Resident Claimants

- Transport to follow-up non-resident claimants is an expense item that can be drastically reduced if appropriate modes of transport are obtained. Reduced costs could be achieved by, for example, purchasing 3 motorcycles at the municipal level and having these rotate through the barangays as systematic adjudication proceeds.
- A potential variation is that raised in the LGU-CO site. This entails LAMP contribution of counterpart funds for the purchase of a motorcycle by the barangay, which can later use the vehicle as an affordable, official mode of transport. (A 50%-50% scheme for LAMP-LGU was worked out at P20 000 for the LAMP counterpart. The contribution of LAMP would have been reflected as contribution to community development fund, in lieu of honoraria of barangay officials.)
- In addition, since more non-resident land claimants live within the municipality, a municipal-wide strategy for notification could also be developed in coordination with the municipal LGU.

3.4 Time Analysis

Time Efficiency

The pilots were designed to have variable time frames and start up dates. Actual implementation was affected by many external factors that tended to expand the original time frame for implementation. Variations in stages reached were affected by management factors such as delays in fielding survey contractors, lack of equipment by contractors, etc.

The shortened time frame for key activities such as validation of list of land claimants can generate savings in personnel and transport costs. Time and efficiency levels for validation of lists, monumenting and SNS-Adjudication were also improved. Key activities were planned with the barangay committees and all concerned. This resulted in an efficiency rate of 9 lots per day for monumenting and 5 lots per day for simultaneous SNS and adjudication. Survey achieved an average daily output of 10 lots per day. This is in contrast to average outputs of 0.2 per day in Lukay for adjudication without SNS. The enhanced participation levels, even with reduced time frames for each activity, was achieved by ensuring the presence of owners of adjoining lots, a requirement for monumenting and simultaneous SNS and adjudication.

However, savings in time for the adjudication period was not translated to shorter time frames for post-CRS titling processes. Whereas it took an average of two weeks to complete simultaneous survey and

adjudication for PIO 1 and LGU CO and another 2 weeks to finish the survey, the submission of survey result was delayed due to a policy to submit completed survey modules (for 3 or more barangays) instead of barangay by barangay. (Survey verification for sites by DENR occurred in mid-February 2004.)

Assessment of Time Requirement for Social Preparation

On the whole, experience in these two sites shows that 2 – 3 months is an good lead time for LGUs to be able to take on lead roles and for affected sectors to participate more fully in the process.

Using the adjudication phase to develop more participatory and empowering processes for both LGUs and vulnerable groups can maximise the period. Leaders can then be identified and their management and leadership skills enhanced. Field processes shall encourage the institutionalisation of social infrastructure for participatory development that is established (as monitoring mechanisms, committees and activated barangay structures such as Lupon Tagapamayapa, etc.) during the early phase.

The length of project exposure in a barangay will drive up the cost of the project. Thus the **convergence principle** is affirmed as with the systematisation of organisational development efforts. The implementation of a barangay development plan that reflects the needs of all sectors is an important sustainability mechanism. This is likely to strengthen leadership and management qualities of officials and community leaders as they implement projects, mobilise internal resources and link up and secure external assistance.

Staff time for post-adjudication support can be reduced to the extent that the LGU and a support network are able to assume the functions of a CO facilitator as communities build their own capacity for self-reliant action.

The pilots demonstrate that the variables to maximise period of LAMP assistance in CO facilitation and for sustainability of organising are:

- Highly capable CO facilitators
- Designation of a focal person by the LGU to reinforce participatory development mechanisms at the barangay and municipal levels
- Establishment of partnership with NGO and others to provide assistance in capability building and building linkages with potential support organisations and government agencies
- Support to community organisations and leaders who can assist in the implementation of organisation and barangay development plans
- Continuing reinforcement of barangay participatory planning, monitoring and evaluation processes
- Municipal support network to respond to organisational development, livelihood, technology transfer, skills development and basic services requirements of communities
- Appropriate capability strengthening and values enhancement program

While the project can retain a 9-month time frame for both adjudication and part-time post-adjudication support, it needs to be able to build the needed support network to take on the facilitation functions.

3.5 Participation of Land Claimants in Titling

Participation is seen in relation to milestones in survey and adjudication and in filing and payment of registration fees.

**Table 3.4
Land Claimant Participation in Titling Process**

Areas of Participation	Indicator	CRS	LGU CRS	PIO1 CO	NGO CO	LGU CO
		<i>Lukay</i>	<i>Buri</i>	<i>Canino-an</i>	<i>Dumarag Cabaohan</i>	<i>Capilla</i>
Site Characteristics						
	Number of Workable lots	244	236	118	114 – D 234 - C	52
	Percentage Inherited	N/A	N/A	N/A	N/A	69%
	Percentage shared by heirs	N/A	N/A	62%	N/A	None (2 but subdivision occurred during survey)
	Percentage disqualified because residential	Not applicable	Not applicable	13%	N/A	0%
Participation Rate						
Monumenting	Construction of markers by community	Not applicable	Not applicable	✓	X	✓
	Within scheduled period	Not applicable	Not applicable	100%	N/A	92%
	Total monumented by land claimant	Not applicable	Not applicable	100%	N/A	100%
Simultaneous SNS Adjudication/ Ocular inspection		Surveyed	Not applicable	97%	N/A	100%
SAT/Judicial Interview		80%	88%	97%	N/A	98%
Filing of Application		80%	60% interviewed within schedule	97%	Phase not reached	98%
Completion of documents	Total within scheduled period	N/A (N/A = Not Available)	Common lacking document – transfer documents, notarial fees	2.5%	N/A	13%

Areas of Participation	Indicator	CRS	LGU CRS	PIO1 CO	NGO CO	LGU CO
		<i>Lukay</i>	<i>Buri</i>	<i>Canino-an</i>	<i>Dumarag Cabaohan</i>	<i>Capilla</i>
	After 15 days	N/A	N/A	CTC - 52% Documentary Stamp - 47% Tax declaration - 23%; 105 - 100% in need of notarisation	N/A	87% applications needed docu stamp, CTC, tax declaration, notarisation of deed of conveyance
	Completion after 5 months (Current status for PIO1 and LGU CO)	N/A	N/A	7%	Not yet reached	67% complete but all in need of notarisation of deed of conveyance
Payment of fees		28% since July 2003	Not yet reached	Not yet reached	Not yet reached	Not yet reached

3.5.1 Participation in Technical Processes - Survey and Interview

Results show that CO processes tended to improve both rate of participation and quality of output of technical processes. A 100 per cent rate of participation was achieved for monumenting and a similar rate for SNS/adjudication indicating that this can occur regardless of the number of workable lots. In CRS sites, monumenting delays occurred such that survey contractors were sometimes forced to plant the monuments themselves to avert further delay. This defeated the purpose of the exercise to make neighbours confirm their shared boundaries. A 100 per cent rate was achievable in the CO sites because this task could be delegated to tenants who knew location of boundaries better than some heirs. In the same way, all participated in the SNS process, even those who did not intend to file land claim. The variance in the NGO experience can be partly attributed to problems related to project inputs. Survey contractors did not have the markers ready within the monumenting phase.

Early identification and action on land cases facilitated simultaneous survey and adjudication. For LGU-CO, all land ownership cases (40%) were reviewed ahead of the SNS/adjudication period. Boundary disputes (60%) were treated before or during the monumenting phase. New boundary cases cropped up and were mediated during the SNS/interview stage; the barangay and the Lupon Tagapamayapa mediated 100% of cases. Mediation at the barangay level saved cost for the land claimants and speed up the process of resolution, which would have been costly and time-consuming under the formal system. As to quality of decision, only one ownership case was appealed for review by higher authorities.

3.5.2 Factors Affecting Participation in Adjudication

- Motivation
 - Survey process formalises agreement on boundaries with neighbours.
- Awareness of benefits by LGU and land claimants
 - Clarity of direct and indirect benefits
 - It helped that LGU was aware of benefits and took advocacy role for titling
- Process
 - Schedules were set per sector
 - Participatory planning provided feedback on timing contexts and planning factors and encouraged commitment to schedules that were commonly set
 - Culture sensitivity – if possible, work around fiesta or important community events
 - Cooperation/appreciation of participatory process by technical team
 - Timing of activities and lead time for notification of schedules
 - Timely delivery of inputs (resources of contractor for monuments, survey equipment; mobility of staff/land claimant mobilisation committee, accuracy of validated list)
 - The Integrated Phase shows that staff work attitudes competency in participatory techniques are factors that affect participation.

Profile of Non-Participants

In LGU-CO, one of the two land claimants who did not appear for interview during the stated period was a mortgagee who said he could afford to title his lands. It is possible that he wished to evade the CARP retention limit being one who has acquired numerous parcels from foreclosed mortgages. At a later point, one of his heirs submitted himself for interview on behalf of the land claimant, his father-in-law.

The other was a landed claimant who actively participated in the process but who did not know much about property boundaries.

In PIO 1 CO, the three who did not appear for interview lived outside the municipality/province but were represented by administrators for the purposes of SNS.

Filing of Documents

The following variables for participation were noted: income, residence, land size, potential CARP coverage, mortgage status, status of documents, sharing with heirs, process set for filing and completion.

Affordability of Documentation Requirements

The gap in rate of application versus document submission is partly accounted for by incomplete documents and affordability of processing of required papers. This is seen in PIO 1 and LGU-CO where close to 100% filed applications but no more than 2.5% (PIO1 CO) and 13% (LGU-CO) could submit documentary requirements on time. In the case of the latter, land claimants were asked to bring their papers during the 1st barangay assembly. This was done in order to diagnose status of documentation of claims. As early as then, land claimants were encouraged to put together the various paper requirements for titling.

Notarial services for transfer documents proved to be a bottleneck. Even access to documentary stamps and community tax certificate tended to be a problem for poor landowners.

Mortgage and Motivation Levels

None of the mortgagors in LGU CO and PIO 1 CO sites have completed their documents after 5 months. Affordability is exacerbated by lack of motivation to spend on documentation and filing expenses. There are a significant number of mortgages that are not likely to be redeemed and where land claimants are not in effective possession of land. For these mortgagors, there is no immediate incentive for completing documents if it means additional expense.

Characteristics of Early Filers

Those few who could comply with submission date are those who had complete documents, which could afford to secure other requirements and where heirs had no unsettled ownership disputes. They tended to own relatively bigger parcels of land.

Payment of Registration Fees

From the sample sites, Lukay reached the stage for fees payment at July 2003; 28% have been issued titles. Nine months since the issuance of the 1st titles in Lukay processing of papers and fees collection is still on-going.

Ten barangays in the Dagami Municipality have reached payment of registration stage. As of March 31 2004, a decision has been reached to speed up the release of titles from Registry of Deeds (ROD) by annotating fees payable on the back of titles.

Average cadastral survey cost is P500 and registration fee and assurance fee of (1/4 of 1% of assessed value) together has an average of P150 (M and E Unit). In Dagami where new titles are about to be generated, a house-to-house campaign has been launched after notice of payment has brought in payers at an average of 2–3 per day. The most usual reason for inability to pay is that it competed with other expenditures for the month. Assigned fees collectors report that there was willingness to pay.

There is evidence of poor affordability and the lack of urgency of titling in relation to land claimants' hierarchy of needs.

For a period of 8 months ending February 2004, 26 per cent or 80 titles have been distributed with no annotated encumbrances; 74 per cent or 227/307 are lodged at the ROD for fees payment.

In addition, there are over 10,000 free patents pending at the ROD from DENR's regular cadastral survey program and from its free patent drive until the early '80's. A mix of factors such as notification problems and ROD requirements may account for non-pick up of the pending titles while there is a distinct possibility that possession may have changed since the last survey. This is based on the high percentage of changed names in CIM lists.

The backlog of patents for LAMP and DENR regular programs poses both operational and policy concerns. Participants have displayed willingness to pay and to participate in titling but affordability is in question.

While annotation of fees in the back of titles and other measures can be established to speed up registration, the backlog at ROD is an indication of the need for titling and the utility of titles. The overall value of titles tends to diminish in light of the socio-economic context of titling. Poor people who could not afford fees to register their lands are unlikely to:

- Pay annotated fees at a later time, if it is already mortgaged or if there is no immediate utility for title
- Be able to make their land productive without external support

The situation challenges expectations on the ease of utilising titles for collateral and raising capital for productive investment.

3.6 Analysis of Sustainability Measures

Elements of sustainability that are reviewed include partnership arrangements, status of organisational (PO) and institutional (barangay) development, capacity building measures and established programs and policies.

Organisational and Institutional Strengthening at Barangay Level

The LGU CO pilot had a strategic focus on the institutionalisation of existing structures such as the Lupon Tagapamayapa, the Barangay Council as well as the Barangay Development Council and its committees. Participatory Barangay Development Planning and monitoring and evaluation processes were strengthened. Moreover, the barangay has a sustainability plan that follows up on land tenure and titling concerns and reinforces the continuity of developmental processes that were set in place. Support to the barangay LGU went hand in hand with the strengthening of land tenure interest groups such as the landless, mortgagors and poor land claimants. While land claimants set up an ad hoc organisation to facilitate their role in titling, the vulnerable groups later decided to organise into a cooperative not as land tenure interest groups but as disadvantaged sectors in the community. Tenants in OLT areas live outside the barangay and their concerns were turned over to the DAR. The barangay also moved to have the place declared as an Agrarian Reform Community. Thus, PO-building was initiated with land security as the entry point but not only for land claimants.

Two CO pilots were PO focused (Canino-an and Cabaohan). In these two sites the claimants' association took the lead in facilitating the titling process, supported by the LGU. For instance, dispute settlement was through established committees and not through the activation of the Lupon. Issue-based organising was initiated in PIO 1 with PO tackling irrigation needs as well as titling. The PIO 1 site supported social analysis and the preparation of a PO development plan but not a Barangay Development Plan. (Barangay Development Planning occurred at a later time upon the initiation of the municipal government in compliance with DSWD KALAHI CIDSS requirements.) The PO plan was later integrated into the Barangay Development Plan.

The experience in CO sites indicates that while there is a need to empower disadvantaged sectors for titling and development, the presence of external CO facilitators can be maximised by a strategy that simultaneously strengthens LGU and PO building. Such a strategy builds on the mandate of the local government unit to govern and implement development programs and capitalises on government recognition of the role of people's organisations in development and community building.

Organisation building is a long-term process. POs in all sites are in the early stages of development. Except for a leadership seminar, experience in planning and social analysis, monitoring, mobilising for land tenure activities in the course of project implementation, there is still a long way to go to organisational maturity. **Table 3.5** on the Status of the NGO and PIO 1 pilots, shows that people's organisations could still be at the earliest stages of organising upon phase out of LAMP.

Organisational sustainability can be improved to the extent that measures are taken to prepare members to analyse and change unfavourable conditions, to implement plans in pursuit of their goals, get continuing support for organisational strengthening and gain confidence in problem solving and implementing priority projects.

Convergence Structures

The establishment of a municipal development support network in the pilot municipality of Pastrana can improve access to resources by communities. Civil society involvement through the National Anti-Poverty Commission (NAPC) sector representative and the NGO partner gave a boost to convergence efforts.

Access to resources is an opportunity for organisational strengthening of Barangay Councils and Committees and POs. Continuing organisational development of barangay institutions can be supported through the preparation of sustainability plans (organisational, barangay and municipal levels) that determine among others the capability building requirements of the groups and sources of assistance for these. External CO facilitation needs a phase out period. NGO partnership and a focal person in the LGU can assist in establishing links with service providers and in reinforcing critical awareness and participatory and developmental processes in all barangays.

Convergence is at its earliest stages in the pilot municipality. The vision is to ensure that established mechanisms survive political change and broadened to provide better access to more services.

Policy Development

Policies have long-term implications. LGU CO Barangay Capilla passed the most resolutions and undertook the most initiatives pertaining to land tenure improvement and local development. These include segregation of barangay roads and delineation of all public lots. Delineated barangay access was submitted to the municipal government for inclusion in the Municipal Land Use plan. A barangay ordinance was also passed on the destruction of survey monuments, a move that was also done in the NGO-LGU site. Other initiatives include a lobby to be allowed to sell Community Tax Certificate in the

barangay thereby allowing LGU to earn a share of 50% from sale. Leasehold contracts (also arranged in NGO barangays) and tenure security for landless were negotiated. Adopt-a-Landless family is in the Barangay Development Plan to encourage landowners to share use of under-maximised lands by the landless through leasehold or other arrangements. An issuance on mortgage stipulates that all mortgages are to be registered with the barangay. This would allow the barangay to track mortgages and to inform parties about their rights. Related moves include the payment of P25 filing fee for dispute mediation.

Of significance is the preparation of a Barangay Development Plan (BDP), which was submitted to the municipal government for inclusion in their Development Plan. It is the basis for activating various barangay development committees. Since the plan was based on an analysis of the socio-economic situation of the barangay, it features a detailed action plan for all components including continuing land tenure improvement, health, infrastructure, livelihood development, training including programs for attitudinal change, etc. This is in contrast to the Annual Investment Plans of other barangay submitted to the municipal government, which solely focused on infrastructure development. (The Municipal Inter-agency Coordinating Committee, the Municipal Development Planning Coordinator later provided support in participatory barangay development planning in all barangays.) The BDP incorporates plans by the landless as well as land claimants.

A barangay development plan was also prepared in the NGO-LGU site and is in the early stages of implementation. The PO-led pilots tend to have created plans that are more wide-ranging than their LGUs mandate. The disparity had a disadvantage. In the case of PIO 1 CO, the PO had to lobby for inclusion of its plan into the barangay annual investment plan. This reinforces the validity of a strategy that simultaneously develops POs and LGUs as mutually reinforcing.

3.7 Analysis of Impact

Comparison of Pilots on Impact Indicators

Parameter	Indicator	Lukay	Buri	Canino-an	Cabaohan/ Dumaraga	Capilla
Number of Households		N/A	N/A	102	84 – D; 73 - C	35
Improved distribution of benefits from tenure improvement	Number of workable lots	152	236	118	114 – D; 234 - C	52
	✓ Percentage with complete documents	80% interviewed	60% interviewed	97% interviewed; 7% with complete documents	81% interviewed – C 61% interviewed - D	100% interviewed; 67% with complete documents but in need of notarization
	✓ Resident land claimants	60%	91%	67%	65% - D 27% - C	65%
	✓ Percentage landless or tenants	N/A	N/A	55%	*71% - D *66% - C	50% or 76%, if including tenants residing outside barangay
	✓ Percentage of mortgaged land claims on workable lots	No data	No data	21%	10% - D; 15% - C	21% (100% of OLT lots mortgaged/sold)

Parameter	Indicator	Lukay	Buri	Canino-an	Cabaohan/ Dumaraga	Capilla
	Percentage of tenants benefited	No data	No data	DAR leaseholds expected	50 DAR leaseholds per barangay expected	20 – 36% for ARC inclusion – tenants live outside barangay; (no. added to households then divided)
	Percentage informal land occupants benefited	No data	No data	N/A	N/A	21 (60% of resident households); inclusion of barangay in Agrarian Reform Community Over 20 families receiving leaseholds in another barangay in lot owned by barangay captain
Benefits from titling process	Percentage of land disputes settled out of court	Not applicable	Not applicable	7/7 – by PO and barangay	6/9 – C 8/8 - D By PO committee	9/10 (by Lupon Tagapamayapa)

Parameter	Indicator	Lukay	Buri	Canino-an	Cabaohan/ Dumaraga	Capilla
	List of interventions affecting land use x number benefited (i.e. improved skills on efficient use of land)	None	None	Road right of way segregation	N/A	Road right of way segregation – 7 land claimants
	List of interventions affecting productivity x number benefited	None	None	Issue-based PO plan	N/A	5 Household pilot SIR – discontinued; Barangay Development Plan
On vulnerable sectors	Actions taken to benefit vulnerable sectors – landowners	None	None	Issue-based PO plan	N/A	Facilitation of notarization of documents; Landless/land claimant plans in BDP
	Actions taken to benefit non-landowners	Assistance in completion of required documents	Assistance in completion of required documents	DAR orientation on leasehold in April 2004	Leaseholds underway	Negotiation landless and land on affordable rents tenure security Livelihood and skills dev't action plan included in Barangay Development Plan Adopt-a-Landless Family in BDP

Parameter	Indicator	Lukay	Buri	Canino-an	Cabaohan/ Dumaraga	Capilla
Gender integration (Field level)	Percentage application in men's name	No data	50.2%	N/A	52% men claimants – C** 29%	55%
	Percentage title application in women's name	No data	37.3%	N/A	48% women claimants – C** 21	43%
	Percentage joint ownership	No data	12.4%	N/A	50% - filed applications – D	2%
	Percentage participation of women in decision making and in key activities/structures	No data	No data	Women leaders in core group	Women leaders in core group	38% (in BC); land claimants group headed by woman; women leaders in landless group
	Number and type of projects for women in BDP/PO Plan	No BDP	No BDP	Women as key beneficiaries	N/A	Women as key beneficiaries for livelihood, education, etc.
Use of title	Number (of landowners and non-landowners) with improved access to capital, market, management	N/A	Still adjudication phase	N/A	N/A	Credit accessed from CFI (NGO); Leaders employed by FF Cruz, training needs identified in BDP for coordination with agencies

Parameter	Indicator	Lukay	Buri	Canino-an	Cabaohan/ Dumaraga	Capilla
Increased taxation base	Percentage increase in real property tax	N/A	N/A	N/A	N/A	4x increase in real estate share of barangay compared to previous year at P500
Improved access to social/support services	Number and type of services accessed	Not applicable	Not applicable	Potential projects through convergence efforts – PCA, DSWD-KALAH, etc.		

N/A – Not available as of April 21, 2004

* Some tenants live outside barangay

** Potential women title applicants; filing not started yet

Effects along certain indicators may not be perceptible in the short term thus this section reports actions that were taken to secure projected benefits. The variables that were looked into are, reach of target participants thus also effects of assistance to vulnerable and other land tenure groups, improved access to social/support services, increased taxation, use of title for credit, etc, gender integration, action on concerns of vulnerable groups (i.e. landless who fear displacement upon sale). Other potential benefits of titling are improved productivity, decrease in land cases, and improved land management.

Emerging pattern shows that CO pilots tended to expand potential beneficiaries of mass titling. The LGU CO barangay has so far taken the most initiatives to respond to concerns raised by vulnerable groups. Across pilots, gender integration was realized by documenting women's land ownership rights and in ensuring women's participation in project activities.

Reach of Target Participants

Reach of target beneficiaries is a critical impact indicator on the effectiveness, relevance and sustainability of mass titling. Target participants for non-CO sites were land claimants who were assumed to comprise the majority of the population. Land claimants turned out upon further analysis to comprise a smaller percentage of households in most of the pilot barangays. The potential titling clientele was further reduced by mortgage incidence and affordability problems among small land claimants. These two factors helped account for relatively low compliance with application requirements as against participation levels at interview. Moreover, distribution of benefits favors a few landowners who tend to own bigger land areas.

The CO pilots expanded potential target beneficiaries by referring concerns of other land tenure groups to DAR. The expanded focus was needed because land claimants comprised no more than 50% of the household population in the CO barangays where data were obtained. The incidence of tenancy and landless reached over 70% in two sites. The emerging land distribution profile of sites necessitated DAR partnership to take action on concerns relative to tenancy and leaseholds.

The LGU CO barangay also attended to fears raised by land occupants. Specific measures were planned with facilitation by the Barangay Council. Some of these measures include a scheme where landowners with idle lands can "Adopt-a-Landless-Family". The Barangay Council encourages landowners of areas that are not intensively cultivated to allow use by informal occupants under leasehold or terms that are mutually agreed upon. Negotiations also occurred to discuss security of tenure and affordable rental by landless. The long-term effects of these initiatives remain to be seen. Certain initiatives such as the last one can have an underside, serving as a disincentive in the improvement of land markets, a projected positive effect of titling.

Gender Integration

In all pilots, it helped that the titling process informed women of their rights to land ownership. However, high percentages (as high as 55%) of title applications that were recorded under women's names also reflect existing patterns of land ownership in the area. Land passed on from a woman's ancestral line is deemed the woman's property regardless of marriage and decision-making patterns on land use and management. Major decisions on the exercise of ownership rights – to sell, mortgage, etc. were usually not surrendered to the husband although decision-making might be shared.

Only lands that were acquired by both spouses were considered conjugal property (from 2 – 50% of sample sites). Except for Dumarag, where 50% is jointly owned, the low level of joint ownership is consistent with inheritance as the general mode of acquisition. There is a relatively small proportion of acquired properties except by mortgage which tend to be distributed to heirs possibly to avoid coverage under DAR's land retention limit.

The idea was to mainstream gender in field activities. CO processes tried to ensure levels and quality of women's participation in LAMP activities. There was a conscious effort to get women representation in all activities and to meaningfully involve them in decision-making. Women were represented in core groups, meetings, training and workshops that could help to hone leadership and management skills. CO pilots added gender sensitivity in development planning resulting in responses to welfare needs of women in barangay development plans.

Gender integration also occurred in disaggregating selected field data to enable later follow-up of impact on women. All these were supported by gender sensitivity training of staff.

Improved Access to Credit

At this stage, only LGU CO site has been able to access credit from a micro-finance NGO without the need for security showing that micro-finance could be accessed regardless of tenure conditions. Explorations for credit access by the PO of PIO 1 CO was prevented by perceived high interest rates of the micro-finance group contacted. On the other hand, land loss due to use of land as collateral is a possibility under conditions of poor productivity and entrepreneurial skills of borrowers.

A challenge to the municipal inter-agency committee is the need for LGU/integrated action on the causes of mortgage. Ideas that shall be explored are links that would assist land claimants to redeem mortgaged lands under preferential/affordable lending rates. Improvement of health insurance coverage can provide a safety net against sale or mortgage of land in the event of health crises in the family.

Increased Productivity

Improvement in land productivity and land use is not a certainty at this point. Intensity of land use can be expected in the LGU CO site where owners of idle lands were encouraged to share use with the landless. In other sites, leaseholds are being formalized. Whether improved tenure rights of small landowners/tenants leads to productivity needs to be proved. Experience in agrarian reform shows that very small land sizes are a constraint to agricultural viability.

On the other hand, many land claimants expressed no investment plans after titling. This indicates that additional steps may be needed to encourage increased productivity of titled lands as for instance the LGU providing a proper policy environment through incentives for productivity and disincentives for maintaining idle lands.

Increase in Taxation

An increase in taxation is reported in the pilot municipality of Pastrana. This was also perceptible at the barangay level with the LGU CO site reporting a four-fold increase (from P500 – P2000) in its share of real property tax. This was due to compliance with documentary requirements of titling. Long-term effect on tax payments could not be ascertained. There are indications that benefits of increased taxation base might also depend on enforcement strategies (incentives/disincentives for compliance) of the LGU. In general, there is very low payment of taxes and poor affordability to pay by a significant sector. Moreover, taxation was regarded by land claimants as an underside of titling and may reflect on their willingness to pay for registration of title.

Decrease in Land Cases

A decrease in land cases is expected since disputes were resolved during the adjudication process. The immediate effect was to shorten the period and to lessen the cost of settlement to the parties. Worth monitoring is the result of decisions facilitated by the Lupon Tagapamayapa and LAMP surveyors and adjudications in light of a possibility that decisions may be influenced to favor the powerful.

3.8 Lessons and Recommendations

Assessment of Community Organising in Titling

The application of Community Organising principles works to improve efficiency, and effectiveness of titling by:

- Emphasis of the project on improvement in land tenure security
- Increase target beneficiaries and make it more socially responsive,
- Empowerment of vulnerable groups and exercise of external facilitation can mitigate potential for elite capture
- For best results, CO practitioners should be well versed with technical work flow and vice versa
- Support to community development is needed and can be achieved in convergence with special and regular programs/agencies and not as a function of direct implementation of community development projects
- Institutional strengthening of LGU and promoting people's empowerment and organisation through Community Organising are compatible and can be pursued as joint strategies; this proved to be more effective than a focus on just one or the other
- Sustainability (of formal registration, community organisations, institutionalisation of participatory processes) is not guaranteed in the limited time of LAMP intervention but can be improved to the extent that measures for sustainability continue to be reinforced by LGU and other partners

Assessment of Pilot Beneficiaries

- The target population, that was thought to be small landowners, is about 30 – 50 per cent of the rural population in the pilot sites. The rest are tenants and land occupants under various arrangements with landowners. The CO sites, where tenure profiles were gathered, show an inverse distribution curve with a few landowners controlling a large proportion of land area. This implies that a minority may be disproportionately benefited by mass titling. There is a high percentage of non-residents in agriculture areas. While some lands claimants are eligible to be titled, they may be at the brink of mortgage foreclosure due to growing debt and an inability to repay the mortgagee.
- Other targets for tenure improvement through DAR are informal tenants and leaseholders.
- Participation Rates – Results show an initial high level of interest but low compliance with document submission. PIO 1 CO and LGU CO showed that it is possible to achieve high levels of participation in key survey and adjudication milestones (construction of monuments by community, 100% SNS, 98% interviewed). However, while application rates are high, there is slow compliance with documentary requirements in support of application. This is believed to be due to rural land claimants being unable to afford the fees and charges of the free patent. In the residential areas higher average levels of income prevail correlated with a higher rate of compliance document submission.

Social Acceptability

- Though titling was not high on the community's hierarchy of needs, there was good participation due to communication of potential benefits and LGU support/timely dissemination of schedules for both resident and non-resident land claimants.
- Women's participation in activities ensured female heirs filed applications in their name and Barangay Develop Plans have women as a target beneficiary group.
- Non-claimants – LGU CO included non-landowners in process. Participation occurred in efforts to address their concerns through dialogue with land claimants, as Barangay Councilors and in planning to address tenure and poverty issues for inclusion in Barangay Development Plan. LGU

leadership explained that improved taxation was expected to benefit them directly (increased honoraria of officials with increased revenue) and indirectly (more budget for social services).

Cost Analysis

- Use of CO principles in community mobilisation in the adjudication phase at least doubled the cost of top-down methodologies. The variance was largely accounted for by personnel cost due to piloting and testing and less due to expanded scope and components. Capability building represented a significant area of difference between participatory and top-down strategies.
- LGU-CO design includes the integration of additional components that when monetised represent considerable savings for the project – production of barangay benchmark information that can be used for evaluation purposes, reduced training costs, etc.
- Many intangible and potential social and institutional impacts were not quantified. These are bound to increase the social and economic benefits derived from time-tested CO processes and investment in capability building - i.e. institutionalisation of transparency and participatory processes by LGU, strengthening of barangay structures and community organisations, increased linkages, opportunities for developing leadership and dispute settlement skills, Barangay Development Plans that have the potential to generate external assistance, etc.

Time Frame

- CO can help shorten time frame of adjudication process in such activities as validation of list. CO can facilitate conduct of simultaneous survey/adjudication/ocular inspection that collapses into one three steps of the titling process.
- The differential in time frame for CO-CD, as against community mobilisation for titling and tenure improvement, can be streamlined by designating a responsibility center to take on several barangays for continuing CO-CD processes and to assist in establishing the municipal LGU development mechanisms. This could be 1 CO facilitator or an NGO per municipality for a minimum of 9 months.
- People's organisations do not reach levels of maturity within a 9-month period. Continuing support for organisational strengthening needs to be arranged to improve prospects of sustainability.

Proposed Time Frame

- At least 2 months for social preparation; three months allows longer time for better observance of preparations for optimum participation and study of particularities of site.
- Optimum of 5 lots per day for Simultaneous SNS /interview/ocular inspection allows enough time for interview by 1 adjudicator; as claimants of neighboring lots are present to confirm boundaries, there is potential for increasing number of interviews.
- Post-adjudication phase of at least 6 months by LAMP and a longer period of at least a year by other partners would provide a fair chance of consolidating change strategy/adoption of development plan
- Care must be taken not to reduce the preparatory phase to the extent that quality and process are sacrificed.

Implications of Socio-Economic Situation

The magnitude of rural debt, the predominance of many small landholdings, low productivity, the low level of LGU development initiatives and resources indicate that titling by itself cannot lead to economic growth and poverty reduction. There is a need to:

On Convergence and Adjudication Process

- Review orientation of project-implementation such that adjudication is socially sensitive i.e. do our procedures empower the oppressors or reinforce unjust social structures?
- The interest of LGUs and vulnerable groups may not be aligned. Empowering vulnerable groups and strengthening social awareness of field implementers can help address concern of elite capture.
- Encourage debate on and review of development strategies to address the need to absorb excess labor from agriculture and the specific manifestations of poverty – causes of indebtedness, low productivity.
- Encourage convergence efforts and advocate possible action by partners i.e. LGU to take steps to encourage productivity of all including idle lands, enhance coordination to improve delivery of basic services and access to opportunities, promote industry, etc.
- Advocate (using empirical data on land tenure and poverty characteristics that LAMP has collected) for the implementation of appropriate development strategies that will maximise LAMP's CO processes without lengthening LAMP's involvement in each project sites.
- Emphasise local development and economic growth, rather than poverty alleviation.
- A focal person can help institutionalise participatory processes and facilitate barangay linkaging for support services.

On Site Selection

- Prioritising poor provinces and municipalities in site selection criteria for mass titling may not be the most cost effective; the site selection indicator ought to be the impact on local economic growth from land tenure security improvement. Then the ratio of economic benefit to cost is the highest. Note, that this definition not only encompasses issuing land titles. This analysis framework also recognises that there is a broad spectrum of low income people (the pilot sites are barangays with the 'poorest of the poor').
- Areas enjoying high economic growth are likely to derive more benefit from mass titling

Unintended Effects

There is a need to identify measures to address fears on and emerging indications on:

- Land speculation – borrowing for completion of titling requirements; lenders expect to be accorded first option upon sale;
- Formalisation of tendency towards concentration of land to few – this was an expressed fear by communities and by barangay and municipal officers at stakeholders' conference. This can happen through mortgage consolidation, sale to outsiders where proceeds of sale is not invested for productive purposes

4. METHODOLOGY FOR 2004 INTEGRATED PILOT AND LAMP II

4.1 Objectives

The project shall adopt a Social Mobilisation approach to ensure an efficient, effective, *socially responsive*, and gender-sensitive process for land tenure improvement. This means taking steps to provide necessary social preparation of communities for land tenure improvement and post-title development scenarios through people's empowerment processes and LGU partnership. Towards this end, LAMP shall study the local context of land tenure arrangements to see that the rights of vulnerable groups including sectors that may be adversely affected by titling are protected.

The strategy shall support strengthening of capacities of communities and local government units to develop the technical and material resources to implement mass titling at the barangay and municipal levels. Together with LGUs, it will also initiate social preparation of communities. It will provide impetus for LGUs to establish mechanisms for the delivery of post-title development services. It can help LGUs to explore ways of enhancing land administration and management in their localities.

Specific objectives are:

- Facilitate community mobilisation for land tenure improvement through empowering processes (by increasing role of barangay structures, people's organisations and concerned sectors in titling and land tenure improvement)
- Encourage LGU to establish poverty reduction mechanisms/programs to address post-title risks and specific poverty and local development concerns. This promotes convergence and action to address land tenure problems and for delivery of post-title services including credit, technology transfer on agriculture, skills training, health and social services, organisational development, etc.
- Encourage increased role of LGU and other stakeholders in land administration and management. This includes strengthening of barangay/municipal structures for development planning and land management.
- Support sustainability mechanisms by encouraging development or/strengthening of people's organisations

4.2 Outputs

The following outputs are expected at barangay and higher levels.

- Improved participation rate for mass titling, improved land tenure security of public facilities, for tenants through DAR and concerns of vulnerable groups and adverse claimants addressed
- The LGU and appropriate bodies representing concerned sectors are able to help facilitate community mobilisation for titling and land tenure improvement, including tenure security of public facilities
- Municipal LGU establishes mechanisms to increase benefits from titling
- Community Action Groups have action plans that are integrated in Barangay Development Plan

Target Beneficiaries

Land claimants are direct beneficiaries of mass titling. The project shall differentiate subgroups within this class. It shall be sensitive to concerns of vulnerable sectors such as mortgagors and tenants.

The project shall also address other land tenure concerns. This includes coordinating with the DAR on land distribution, tenancy and leasehold arrangements.

LAMP shall study any social and rights issues that may ensue from project implementation. It shall ensure processes that eliminate or mitigate any negative impact of titling on the landless. Moreover, vulnerable groups shall be accorded equal or preferential access to whatever development activities might be initiated.

LAMP's targets for institutional development are LGU structures including the Barangay Council, Lupon Tagapamayapa, and the Barangay Development Council. Community Action Groups shall also be strengthened in the process of project implementation.

4.3 Field Implementers

The project shall activate partnerships in implementing land tenure improvement and initiating community action to address poverty.

Local Government Units

The local government has a mandate to implement national development projects in its locality. LAMP shall support LGUs in taking lead roles in land tenure improvement and ensuring sustainable outcomes through local development.

Community mobilisation for titling, consistent with principles of CO, shall primarily be the role of the Barangay LGU.

The Municipal LGU shall activate development convergence mechanisms and expand its links to existing support network for poverty reduction to include national government agencies, state colleges and universities, private sector, NGOs, microfinance agencies etc. The local government shall have a focal person to coordinate land tenure improvement activities in its barangays. The focal person shall perform CO facilitation roles and shall work with NGO partners in ensuring sustainability of community development efforts through barangay development planning, linkages with other development initiatives and organisational development.

LAMP

LAMP shall have a CO facilitator who shall provide facilitation support to LGUs during the adjudication and post-adjudication phases. The project shall advocate for the establishment of municipal/provincial development convergence and support mechanisms where these do not exist. A CO facilitator, in collaboration with the municipal LGU and partners, shall ensure that the barangay LGU prepares a comprehensive barangay development plan as a sustainability measure. LAMP's technical team shall assist the LGU in land tenure improvement by helping it to assume its roles in validation, information dissemination and mobilisation, survey, land dispute mediation, filing of claims, and so on.

Department of Agrarian Reform

LAMP shall work hand in hand with DAR during the adjudication process. DAR shall look into the improvement of tenancy conditions and other related concerns relative to its mandate.

Civil Society

LAMP can take advantage of NGOs' comparative advantage as facilitators in empowering communities and in accessing development opportunities for local communities. CO shall facilitate LGU link up of community action groups with appropriate service and training providers.

The project shall establish partnerships with civil society including NGOs with a good track record in CO and development initiatives. Where they exist, NGO partners shall be an important part of the project's support for capability building to ensure more vibrant communities and municipal development support mechanisms. The NGO shall ensure that upon phase out, local LGU staff and community organisations/leaders can assume the CO's facilitation roles.

Community Action Groups

Community Action Groups shall be strengthened in the course of project implementation. Continuing support to organisational development shall be arranged as a function of a sustainability plan to be assisted by CO facilitators from the LGU, an NGO and from other support organisations and agencies.

4.4 Strategies

The key elements of strategy shall involve:

DAR Partnership

Land tenure improvement shall be carried out in close coordination with the Department of Agrarian Reform, which is enjoined to undertake its mandate in LAMP priority areas. LAMP and DAR shall cooperate in promoting tenure security and improved tenure arrangements in rural areas. These shall also support the LGUs' convergence efforts for improved access to development support services.

LGU Leadership

The project shall harness LGU mandate in implementing national programs. The municipal government shall take lead roles in ensuring project implementation in its barangays. It shall also ensure that necessary requirements are put in place to maximise the potential of land tenure improvement in economic growth and poverty reduction.

Thus, LAMP shall cooperate with other agencies or convergence mechanisms for land tenure improvement and for local development and poverty reduction. In addition, it shall promote improved LGU roles in land administration and management.

Promotion of Community Organising and Development Principles

CO is a social development methodology that is used to facilitate the process of forming self-reliant, self-determining communities, which are able to sustain their development activities. In this sense, CO is complemented with Community Development (CD), which addresses economic and welfare needs, for a community to be truly self-reliant and sustaining. Community Organising and development approaches are useful in effecting the paradigm shift to make local government units and communities partners and managers in land tenure improvement and in initiating and sustaining local development actions. This is a key to realising the aims of LAMP as an investment in poverty reduction.

4.5 Time Frame

The process requires a minimum time frame of 3 months for titling or a lead time of at least 2 months before survey and adjudication. An additional post-adjudication phase of 6 months is needed to firm up municipal convergence mechanisms and to provide initial support to barangay development and sustainability planning. It is understood that this is a phase out period for LAMP and a phase in for other partners for continued support to barangays and the municipal government.

4.6 Components

Social Mobilisation Principles in Mass Titling

Efficient and effective mass titling shall be promoted by encouraging local action BY LGUs and land claimants. In so doing, the rights of vulnerable sectors are safeguarded. Adverse impacts of titling on other sectors shall also be addressed in coordination with DAR.

Support for Capability Building and Institutional Strengthening

At the barangay level CO and institutional strengthening shall have two levels. It shall be directed at barangay structures i.e. Barangay Council and Barangay Development Committee, Lupon Tagapamayapa and at strengthening local organisations to implement land tenure improvement and development activities. The development/strengthening of Community Action Groups is supported in the course of project implementation.

At the municipal and higher levels, LAMP shall encourage the adoption of appropriate policies on land administration and management. It shall also support the activation of municipal development bodies and poverty reduction support mechanisms. It shall also provide direct assistance to the LGU in developing CO capabilities of assigned community facilitator. This shall occur through the application of CO principles and participatory training in coordination with LAMP's CO facilitator and NAPC's NGO.

Partnership Building and Convergence for Land Tenure Improvement and Sustainability

The project shall encourage the convergence of resources to achieve a discernible impact on poverty reduction initiatives in target localities. To this end, it shall encourage the activation of LGU coordinating bodies on development and poverty reduction.

TITLING PHASE

Figure 4. FLOWCHART FOR LAND TITLING AND TENURE IMPROVEMENT

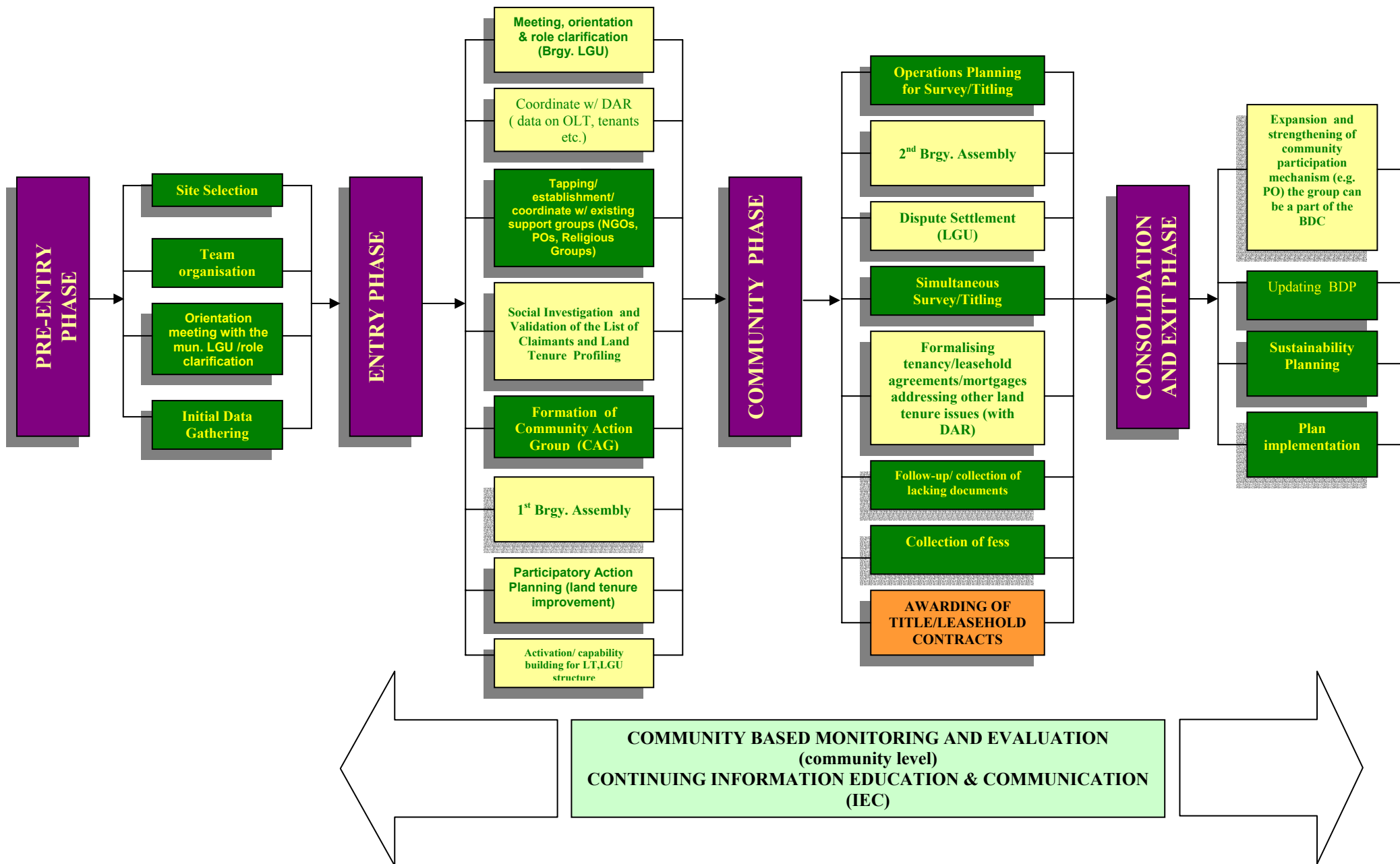


Table 4.1 describes the outputs, performance indicators and other requirements of each activity. **Table 4.2** summarises the CRS methodology and provides an indicative cost for each major component. A discussion on cost was done under the previous section under cost analysis.

Table 4.1
Summary Social CRS Methodology and Cost for Agricultural and Residential Land

Components of Methodology	Cost Analysis	Time Analysis	Advantages and Strengths	Disadvantages/ Weaknesses and Risks
	<i>Assumptions/Cost per Barangay</i>			
Community for Adjudication through CO and LGU Partnership	<ul style="list-style-type: none"> • Cost of CRS member per team @ 13,300 x 4 months / 3 barangays – P17,333 • Community and capability building for LGU/community expense – P50,000 <p>Indicative Total Cost: P67,000</p>	<ul style="list-style-type: none"> • Same time frame as technical component for community for titling – not less than 3 months; • Additional time frame for post-adjudication – at least 6 months involving 1 personnel for municipality and several barangays 	<ul style="list-style-type: none"> • Cost sharing with LGU and community • Vulnerable sectors' concerns addressed/aids in process of empowering poor – entry point for PO organising/strengthening • Systematisation of benchmarking; assumes cost for benchmarking which was otherwise contracted out • Increased stakeholder participation • Improved chances of sustainability through organisational and institutional strengthening thru analysis, problem solving and community s techniques 	<ul style="list-style-type: none"> • Close coordination with DAR needed • Elite capture • Two – three months social preparation with CO processes – integration, core group formation, social investigation, planning with affected sectors and capability building • Needs good facilitators to do social preparation for titling within allotted time • Many social issues and vulnerable groups – high mortgage rate, tenancy, concentration of land
Post-Adjudication Support for Community Organising and Development at barangay level (Post-adjudication phase)	<ul style="list-style-type: none"> • Cost of hiring focal person for titling and post-adjudication assistance to barangay – LGU counterpart • Cost of 1 CRS per municipality x 9 person months/average of 25 barangays – P4,788 • CO expenses - Share of training cost – P5,000/barangay • Contribution to cost of BDP workshop – P2,000/barangay for 2 days 	<ul style="list-style-type: none"> • Addition of post-adjudication period of at least 6 months for 1 CO Facilitator 	<ul style="list-style-type: none"> • Institutional strengthening of BC for Barangay Development and continuing action on land tenure issues • Organisational strengthening • Leveraging of LGU resources for external support implementation of BDP/organisational plans • Development planning facilitates access to external resources for local development 	<ul style="list-style-type: none"> • Cost sharing limitations of LGU • Short time frame for CO • Requires able and committed CO facilitators
Convergence for Land Tenure	<ul style="list-style-type: none"> • Designation of LAMP 	<ul style="list-style-type: none"> • Extends from titling to 	<ul style="list-style-type: none"> • Maximises CO strategy 	<ul style="list-style-type: none"> • Limited LGU resources or personnel

Components of Methodology	Cost Analysis	Time Analysis	Advantages and Strengths	Disadvantages/ Weaknesses and Risks
Improvement and Local Development	<p>personnel to support LGU activation of local development mechanisms</p> <ul style="list-style-type: none"> • Contribution to cost of workshops and training – P15,000 	post-adjudication period	<ul style="list-style-type: none"> • Leverages resources of LGU, LAMP for development assistance from other programs and agencies • Systematises coordination for local development and poverty reduction • Institutionalisation of poverty reduction and planning mechanisms 	
Community-Based Monitoring and Evaluation (Community level)	<ul style="list-style-type: none"> • Should entail no additional cost • Counterpart cost for evaluation workshops x 3, etc. – P1,000 	<ul style="list-style-type: none"> • Adjudication and post-adjudication phases 	<ul style="list-style-type: none"> • Strengthens participatory processes in project implementation • Quick action on field processes by community implementers - Improved quality of output • Monitoring results feeds into project's M and E 	<ul style="list-style-type: none"> • Technical assistance needed on preparation of forms by community
	Total P 95,121			

**Table 4.2
Work Plan CRS Flow Chart**

Phase	Key Steps	Key Activities	Key Output	Performance Indicators	Responsible Person/ Unit	Indicative Time Frame	Manual Where Process is Described
Pre-entry	Site selection (based on criteria)	<ul style="list-style-type: none"> - Secondary data for province in - Site reconnaissance - Site prioritisation 	<ul style="list-style-type: none"> - Specific barangay/ municipality selected bases on criteria 	<ul style="list-style-type: none"> - Site selection criteria applied 	<ul style="list-style-type: none"> - FSAT - CIM - Management 	<ul style="list-style-type: none"> - Conducted in month 0 - 1 day 	SAT-OM MGNT-OM
	Team organisation	<ul style="list-style-type: none"> - Assignment of staff - Selection of local CRS - Orientation and work planning 	<ul style="list-style-type: none"> - Team organised with members from CRS, SAT, survey, LCRS, support staff - Team leveled-off on activities 	<ul style="list-style-type: none"> - Team members meet qualification standards 	<ul style="list-style-type: none"> - Management 	<ul style="list-style-type: none"> - Conducted in month 0 	SAT-OM MGNT-OM CRS-OM
	Establish coordination with the municipal LGU	<ul style="list-style-type: none"> - Courtesy call and exploratory talk with municipal LGU - Attend SB meeting and present the project - Conduct of operations planning 	<ul style="list-style-type: none"> - Initial acceptance by municipal officials - MOA/ resolution of acceptance expressing commitment and support to the project - LGU focal person for LAMP assigned - Action plan prepared 	<ul style="list-style-type: none"> - Acceptance by the LGU - TOR and program of action prepared - Focal person assigned 	<ul style="list-style-type: none"> - FSAT Leader - CRS 	<ul style="list-style-type: none"> - Conducted in month 0 - 1 day 	CRS-OM
	Secondary data gathering	<ul style="list-style-type: none"> - Collection of necessary data from municipal level and barangay, CIM list ready 	<ul style="list-style-type: none"> - Available maps and data collected and compiled on municipality/ barangays 	<ul style="list-style-type: none"> - Checklist of available materials prepared 	<ul style="list-style-type: none"> - FSAT - CIM 	<ul style="list-style-type: none"> - Conducted in month 0 - 3 days 	CRS-OM

Phase	Key Steps	Key Activities	Key Output	Performance Indicators	Responsible Person/ Unit	Indicative Time Frame	Manual Where Process is Described
Community Entry Phase	Establish coordination and start to build rapport with community	<ul style="list-style-type: none"> - Courtesy call with the barangay officials - Meeting and project orientation of the barangay LGU 	<ul style="list-style-type: none"> - LGU decides to engage - Brgy. focal person assigned 	<ul style="list-style-type: none"> - MOA/ resolution 	<ul style="list-style-type: none"> - FSAT - CRS 	- Week 1	CRS-OM
	Establish coordination with DAR and other existing POs	<ul style="list-style-type: none"> - Exploratory talk and meeting with DAR key personnel (RD, PARO, MARO etc) - Conduct planning workshop with DAR - Sustaining collaboration with DAR - Quick scanning of existing groups for possible support - Meeting and coordination with POs and other organised groups (if existing) 	<ul style="list-style-type: none"> - Areas for collaboration with DAR identified - Agreements formulated indicating role and participation of DAR including assignment of personnel to focus on the project, on formalisation of tenancy, leaseholds, etc - Areas of collaboration with the POs and other existing groups identified 	<ul style="list-style-type: none"> - Clear strategies - Focal person assigned - Action plan - MOUs forged 	<ul style="list-style-type: none"> - Management - FSAT - CRS 	- Week 1 onwards	CRS-OM SAT-OM
	Social Investigation	<ul style="list-style-type: none"> - Integration with community - Key informant panel interview, Focus Group Discussion and other participatory techniques for land tenure and socio-economic profile with DAR 	<ul style="list-style-type: none"> - Validated CIM list and land tenure profile - Land tenure profile of barangay council and claimants vulnerable groups - Perceptions of claimants and vulnerable groups on projected effect of titling 	Data available and used to advise CO strategy	<ul style="list-style-type: none"> - CRS - SAT - DAR 	2 weeks	CRS-OM

Phase	Key Steps	Key Activities	Key Output	Performance Indicators	Responsible Person/ Unit	Indicative Time Frame	Manual Where Process is Described
	1 st Barangay Assembly	<ul style="list-style-type: none"> - Notification of land claimants - Conduct of Brgy. Assembly (see talking points during BAs etc) - Validation of the list of claimants 	<ul style="list-style-type: none"> - Claimants know the project, requirements, and their responsibilities - List of claimants validated including other land tenure issues 	<ul style="list-style-type: none"> - Land claimant profile prepared - Increased awareness on land claimant responsibilities 	<ul style="list-style-type: none"> - LGU/BC - FSAT - Committee 	1 day	CRS-OM
	Lupon Tagapamayapa Training	<ul style="list-style-type: none"> - On-site training of BC/Lupon Tagapamayapa on land dispute mediation 	<ul style="list-style-type: none"> - Familiarity with mediation techniques and appropriate land lands and resolution procedures 	LT able to mediate land cases in effective and timely manner	<ul style="list-style-type: none"> - FSAT - MILGO 	2 nd month	CRS-OM
Community Phase	Operations Planning for SNS/SAT	<ul style="list-style-type: none"> - Levelling off of the brgy. Council, surveyors, adjudicators and finalise schedule - Planning with all implementers (adjudicators, survey people including survey contractors, CRS, LT, BARC, LGUs, DAR - Formation of responsible committees - Posting and notification for barangay assembly 	<ul style="list-style-type: none"> - Plan for SNS and adjudication with schedule on monument preparation, monumenting of lots, SNS and interview - Committees formed (committee, monitoring committee etc) - Increased attendance in scheduled activity - Potential problem areas and strategies identified 	<p>Action plan prepared for land claimant for titling</p> <p>Action plan with responsibility center</p> <ul style="list-style-type: none"> - Percentage of attendance (target not lower than 80% participation rate) 	<ul style="list-style-type: none"> - FSAT - Survey contractor - DAR - LGU - LT - Committees (CAG and BC) - CRS-FSAT - LGU - committee 	1 day	CRS-OM

Phase	Key Steps	Key Activities	Key Output	Performance Indicators	Responsible Person/ Unit	Indicative Time Frame	Manual Where Process is Described
	2 nd Barangay Assembly	- Discussion on interview and survey strategy and requirements	Land claimants are informed of schedules, requirements of survey and interview Notice on indicative fees to be prepared	Timely participation	- CAG and Barangay committees - Survey Contractor - Survey - CRS - SAT	1 day	CRS-OM
	Land Dispute Settlement	- Invite concerned parties - Conduct amicable settlement	- Amicable settlement of disputes	- Number and quality of disputes amicably settled by Lupon Tagapamayapa before or during survey or adjudication	- LT/BC - Adjudicator	2 weeks or more after Lupon Training	SAT-OM
	Simultaneous survey and adjudication	(See survey and adjudication process)	High participation rate Good quality of outputs	Timeliness Participation rate Cost Role of community in social preparation	- FSAT	Month 3	SURVEY-OM SAT-OM

Phase	Key Steps	Key Activities	Key Output	Performance Indicators	Responsible Person/ Unit	Indicative Time Frame	Manual Where Process is Described
	Formalising tenancy agreements (See DAR-LAMP areas of collaboration)	<ul style="list-style-type: none"> - Identify potential leaseholder - Forum to review benefits of formalisation - Mediation of conflicts where needed - DAR prepares leasehold contract; perfection of contract - Registration of leasehold contract – Municipal Treasurer’s Office - Lease contract annotated on title by the ROD 	<ul style="list-style-type: none"> - Formalisation of tenure agreements 	<ul style="list-style-type: none"> - Number of benefited - Sharing arrangements improved 	<ul style="list-style-type: none"> - DAR - FSAT 	Month 3 – post-adjudication period	SAT-OM CRS-OM
	Collection of lacking documents	<ul style="list-style-type: none"> - Adjudicators to provide a regular progress report indicating progress of interview documents completion - Study of causes of non-completion - Strategy session to address causes - Follow-up by committee 	<ul style="list-style-type: none"> - Documents submitted on time 	<ul style="list-style-type: none"> - Percentage of documents collected within 2 weeks after survey/ adjudication 	<ul style="list-style-type: none"> - FSAT - BC-committee 	1 week – 2 weeks after SNS/Adjudication	CRS-OM

Phase	Key Steps	Key Activities	Key Output	Performance Indicators	Responsible Person/ Unit	Indicative Time Frame	Manual Where Process is Described
	Posting and Review of Survey Results	<ul style="list-style-type: none"> - Review of survey results for correction by land claimants and CAG/BC 	<ul style="list-style-type: none"> - Errors corrected in timely manner 	<ul style="list-style-type: none"> - Upon completion of survey 	<ul style="list-style-type: none"> - Survey Contractor 	1 week after completion of survey	CRS-OM
	Collection of fees	<ul style="list-style-type: none"> - Prepare computation of fees per lot - Computation to be posted in the barangay subject for title distribution - Notify patentees on the fees by serving individual notices or other strategies prepared by the designated committee - Collection of fees on-site 	<ul style="list-style-type: none"> - Fees collected early - Analysis of bottlenecks affecting payment of fees - Plan of action to address bottlenecks 	<ul style="list-style-type: none"> - Percentage of payers at scheduled date (2 weeks before scheduled title distribution) 	<ul style="list-style-type: none"> - FSAT - ROD - CENRO 	At least 1 month before scheduled distribution or as soon as fees can be determined	CRS-OM
	Distribution of title and leasehold contract	<ul style="list-style-type: none"> - Registration of title - Registration of leasehold/ tenancy 	<ul style="list-style-type: none"> - Leaseholds, if deemed favorable 	Number and percent favored	<ul style="list-style-type: none"> - FSAT - Management 	Month 6 or earlier/ later	SAT-OM MGNT-OM

5. STAKEHOLDER WORKSHOP OUTCOMES

A CRS Stakeholder Conference was held on March 29 – 30 to report on the evaluation of the community mobilisation for land tenure improvement pilots. The objective of the Conference was to build a common understanding among LAMP CRS partners on the:

- Socio economic context for land tenure improvements;
- Purpose and outcomes of the CRS pilots; and
- Proposed methodologies and partnership strategies for the Municipality wide Integrated Pilots and subject to field testing, LAMP II.

The proposed outputs of the conference were:

- Achievement of a common understanding/perspective on the socio-economic context of tenure improvement and poverty alleviation;
- Achievement of a common understanding of LAMP CRS approaches and the outcomes of the evaluation of the approaches; and
- Endorsement of directions for the Integrated Pilot and (subject to review) LAMP II and partnership strategies for convergence.

The participants were LAMP partners who had been significantly involved in field implementation. These included municipal and barangay LGU representatives, Municipal Agrarian Reform Officers from the 6 pilot municipalities and members of the Municipal Interagency Committee of Pastrana.

CRS reported the results of piloting top-down and variations of Community Organising (CO) methodologies. It also presented significant findings on the socio-economic context of titling and tenure improvement and the methodologies it tested to address the socio-economic context.

Through the workshop participants confirmed the context of titling and land tenure improvement as presented and the implications of this on partnership arrangements. They approved the features of the recommended model for social mobilisation and convergence while suggesting new areas of agreement.

Moreover barangay and municipal level representatives accepted the proposed Terms of Reference (See Annex 1) that give local government units bigger responsibilities in project implementation during adjudication and post-adjudication phases. However, while the municipal LGU representatives agreed that the role of a focal person for LAMP, through which CO functions are institutionalised in the LGU structure, is critical, they pointed out the difficulties for low-income municipalities in designating personnel to this position. This has implications on the sustainability of the focal person position once LAMP has withdrawn from the municipality and on the institutionalisation of arrangements to encourage participatory development processes and organisational development at the community level.

In conclusion the LGU workshop participants fully supported their proposed function to mobilise land claimants for titling activities. However, participants requested LAMP assistance in notifying claimants who live abroad or away from the island. The DAR workshop group expressed conformity to working hand in hand with LAMP in its sites. It was agreed however that the formalisation of tenancies and leaseholds is a process that shall be allowed its own time frame especially where mediation might be needed.

6. CONCLUSIONS

The CRS Pilots have provided a range of lessons relevant to community mobilisation for systematic land adjudication and registration. The key lessons have been adopted to provide a CRS Methodology for the Integrated Pilot being implemented in three municipalities (Dagami, Pastrana and San Miguel) in the 2004 LAMP Extension Phase. The Integrated Pilot will serve to test the new approaches and provides an opportunity for further lessons to be learned prior to proposed Phase II of LAMP.

The Pilots are not directly comparable across all elements. As the scope of each model varied, so too did the need for inputs and therefore cost, and the expected impacts. Nevertheless, this evaluation has taken these differences into account and identifies elements of each approach that have been successful in mobilising communities for registration of rights and those that are desirable for protecting vulnerable groups and achieving sustainable change in LAMP's target communities.

This is particularly important given the socio-economic context of LAMP's land security interventions. The Social Assessment Section of this Report showed that the pilot areas include some of the poorest communities in the country and highlighted a disturbing rural situation: high indebtedness; a predominance of small landholdings; low productivity; and a low level of LGU development resources and initiatives. More than half of the agricultural land parcels in the UP PLANADES survey are less than 1 hectare and 91.5 per cent of parcels are less than 3 hectares; 3 hectares of productive land being the desired land holding for a family of six to live above the poverty line (DAR). It is increasingly clear that the families on small land parcels (even with additional off-farm or non-farm income) cannot meet their daily needs and cope with additional expenditures (emergency, educational, house repair). The survey showed that about 20% of rural land parcels are mortgaged ('prenda'), usually for small loans. In rural barangays, some land owners have already lost their land through mortgage foreclosure/absolute deed of sale. There is land accumulation by the relatively better-off mortgagees, some of whom live outside the barangay where the land is owned (absentee land claimants), and this can lead to an increase in landlord-tenant arrangements.

The socio-economic situation underscores the complexities in, on the one hand, predicting the beneficiaries of land titling, determining the economic motivations of land claimants and, mitigating against adverse impacts on vulnerable groups. Therefore it becomes important that LAMP does not focus solely on mobilising land claimants for registration of title, but supports an approach that:

- Is inclusive of the whole community: land claimants, leaseholders, tenants, landless laborers etc;
- Undertakes social investigation with the community in order to understand and document tenure histories, socio-economic issues, gender sensitivities etc;
- Identifies and empowers existing structures and institutions that are sustainable beyond the project environment;
- Leads to the formation of purposive self initiated action groups; and
- Reaches outside the community for external assistance and development planning.

The CRS pilot evaluation in Section 3 provides comparative information to assess the various approaches that best meet the needs. The objectives of the CRS Pilots were:

1. Test more efficient, effective, socially responsive and gender sensitive community mobilisation strategies
2. Test hypothesis, and ways, that CO and LGU involvement can enhance project implementation in relation to evaluation parameters

3. Identify requirements for implementation as well as issues and concerns that affect attainment of CRS objectives
4. Test specific aspects of partnership:
 - Convergence and post-adjudication component
 - Continuing Roles of DAR, NGO and Civil Society
 - CO Strategy for People's Organising while being Process and Target Oriented
 - Role of NGO

The first point to be made is that the scope of work and strategies differ for non-CO and CO pilots. The time frame and scope of work of community mobilisation of land claimants expands to tenure security improvement and facilitation of access to development support services. So whilst the top-down approaches of the early CRS interventions successfully mobilised land claimants for interview and adjudication etc., top down approaches are not appropriate for the broader scope of a tenure security approach that is inclusive of the whole community and that undertakes social investigation.

Total variable costs (transport, capability building etc) common to all pilots did not differ a great deal (except the NGO pilot that is based on budget claim rather than actual expense). This implies that the addition of effectiveness and sustainability measures can be achieved at comparable cost. The major difference in cost between the pilots is in personnel costs; accounting for over 50 per cent of CO pilot costs. However, the high personnel costs are largely associated with the 'pilot' nature of the work (e.g., having a process documenter) and these costs can be greatly reduced in a non-pilot environment.

A second key point is that CO processes can improve both the rate of participation in, and quality of, technical processes. Early identification and action on land dispute cases facilitated simultaneous survey and adjudication and 100 per cent participation was achieved in monumenting because this could be delegated to tenants who often knew more about the location of boundaries than absentee land claimants or the heirs of original land claimants. In both the LGU led CO and the PIO led CO pilots the whole community participated in the SNS process, even those who did not intend to file land claims.

Thirdly, the participation gap between application and document submission is accounted for by incomplete documents and/or affordability of processing the required papers. This was seen in both PIO 1- CO and LGU-CO where close to 100% of claimants filed applications but no more than 2.5% (PIO1 CO) and 13% (LGU-CO) could submit their documentary requirements on time. In the case of the latter, land claimants were asked to bring their papers as early as the 1st barangay assembly. This was done in order to diagnose the status of documentation of claims and to encourage claimants to complete the various paper requirements for titling. Notarial services for transfer documents proved to be a bottleneck. Even access to documentary stamps and community tax certificate tended to be a problem for poor landowners. None of the mortgagors in LGU CO and PIO 1 CO sites have completed their documents after 5 months. Affordability is exacerbated by lack of motivation to spend on documentation and filing expenses. There are a significant number of mortgages that are not likely to be redeemed and where land claimants are not in effective possession of land. For these mortgagors there is no immediate incentive for completing documents if it means additional expense.

Fourthly, the approach of the LGU CO pilot was to focus on the institutionalisation of existing structures such as the Lupon Tagapamayapa (LT), the Barangay Council and the Barangay Development Council. In so doing participatory Barangay Development Planning and monitoring and evaluation processes were strengthened. Moreover, the barangay now has a sustainability plan that follows up on land tenure and titling concerns and reinforces the continuity of developmental processes that were set in place. Support to the barangay LGU went hand in hand with the strengthening of land tenure interest groups

such as the landless, mortgagors and poor land claimants. While land claimants set up an ad hoc organisation to facilitate their role in titling, the vulnerable groups later decided to organise into a cooperative not as land tenure interest groups but as disadvantaged sectors in the community. Thus, PO-building was initiated with land security as the entry point but not only for land claimants. In contrast, two of the CO pilots were PO focused (PIO 1-CO and NGO-PO). In these two sites the claimants' association took the lead in facilitating the titling process, supported by the LGU. For instance, dispute settlement was through established committees and not through the activation of the LT. Issue-based organising was initiated in PIO 1-CO with the PO tackling irrigation needs as well as titling. The PIO 1 site supported social analysis and the preparation of a PO development plan but not a Barangay Development Plan. (Barangay Development Planning occurred at a later time upon the initiation of the municipal government in compliance with DSWD KALAHI CIDSS requirements.) The PO plan was later integrated into the Barangay Development Plan.

The experience in CO sites indicates that while there is a need to empower disadvantaged sectors for titling and development. The presence of external CO facilitators can be maximised by a strategy that simultaneously strengthens LGU and PO building. Such a strategy builds on the mandate of the local government unit to govern and implement development programs and capitalises on government recognition of the role of people's organisations in development and community building.

Fifthly, the establishment of a municipal development support network in the pilot Municipality of Pastrana has set the scene to improve access to external resources. Civil society involvement through the NAPC sector representative and the NGO partner has boosted convergence efforts. Access to resources is an opportunity for organisational strengthening of Barangay Councils and Committees and POs. Continuing organisational development of barangay institutions can be supported through the preparation of sustainability plans (organisational, barangay and municipal levels) that determine the capability building requirements of the groups and sources of assistance for these. NGO partnership and a focal person in the LGU can assist in establishing links with service providers and in reinforcing critical awareness and participatory and developmental processes in all barangays.

In Summary, the CRS pilots have crystallised a social mobilisation approach to ensure an efficient, effective, *socially responsive*, and gender-sensitive process for land tenure improvement. This means taking steps to provide necessary social preparation of communities for land tenure improvement and post-title development scenarios through people's empowerment processes and LGU partnership. Towards this end, LAMP shall study the local context of land tenure arrangements to see that the rights of vulnerable groups including sectors that may be adversely affected by titling are protected.

The strategy shall support strengthening of capacities of communities and local government units to develop the technical and material resources to implement mass titling at the barangay and municipal levels. Together with LGUs, it will also initiate social preparation of communities. It will provide impetus for LGUs to establish mechanisms for the delivery of post-title development services. It can help LGUs to explore ways of enhancing land administration and management in their localities.

Specific objectives are:

- Facilitate community mobilisation for land tenure improvement through empowering processes (by increasing role of barangay structures, people's organisations and concerned sectors in titling and land tenure improvement).
- Encourage LGU to establish poverty reduction mechanisms/programs to address post-title risks and specific poverty and local development concerns. This promotes convergence and action to

address land tenure problems and for delivery of post-title services including credit, technology transfer on agriculture, skills training, health and social services, organisational development, etc.

- Encourage increased role of LGU and other stakeholders in land administration and management. This includes strengthening of barangay/municipal structures for development planning and land management.
- Support sustainability mechanisms by encouraging development or/strengthening of people's organisations

The following outputs are expected at barangay and higher levels.

- Improved participation rate for mass titling, improved land tenure security of public facilities, for tenants through DAR and concerns of vulnerable groups and adverse claimants addressed
- The LGU and appropriate bodies representing concerned sectors are able to help facilitate community mobilisation for titling and land tenure improvement, including tenure security of public facilities
- Municipal LGU establishes mechanisms to increase benefits from titling
- Community Action Groups have action plans that are integrated in Barangay Development Plan

Annex A. Accomplishment vs. Work Plan

Note: The NGO contract was officially approved in late October 2003, but preparatory work commenced in mid-July to August 2003. They suspended work in September to November 2003 and resumed work in December 2003. To date, they are working on its seventh month in April 2004, their actual work-days, and expected to finish in June 2004.

Pilot One – PO led , Barangay Cabaohan

Work Plan	Accomplishment after Six months
<p>The plan is to test a land titling procedure led by a community action group or a People's Organisation (PO) in Barangay Cabaohan;</p>	<p>Very satisfactorily, this pilot was able to test land titling procedure spearheaded by the formed Community Action Group.</p> <p>The community action group consistently led the implementation of monumenting and SNS. They facilitated dispute settlement and assisted in the interview and actual survey.</p> <p>An adhoc community action group was formed in December 2003 to lead land titling project implementation. Three months later they decided to transform their group from titling focused to a structure that can accommodate other land tenure issues. This group now call themselves Cabaohan Land Titling Management Support Association (CLAMASA). CLAMASA was supported by the Barangay Cabaohan LGU members and officers from the implementation phase up to present time, when they are wrapping up the land title application and collection of required documents.</p> <p>CLAMASA also leads other land tenure related activities in the present time, e.g. tenancy issue, support services for the farmers and the agricultural workers.</p>
<p>This pilot aims to see a significant improvement in the land claimants' participation in land titling and land tenure improvement activities using CO processes and principles as well as other participatory tools in accomplishing its targets;</p>	<p>A thorough orientation and discussion of the benefits the community will get from land titling convinced the land claimants who composed CLAMASA, to give their time. This was done in small meetings after the Barangay assembly was held. Otherwise the community has doubts about the project and hesitant to engage in the activities that required them of their time and resources.</p> <p>The commitment given by the barangay LGU by playing active role was a "leading by example" so that the other land claimants followed suit.</p> <p>The challenge to this group was mobilising more than 60% of the non-resident claimants. Distribution of responsibilities to various stakeholders especially the</p>

Work Plan	Accomplishment after Six months
	<p>relatives and friends of said land claimants was applied as a technique. The use of cellular phones available to some better off residents tasked to locate the non-resident land claimants, was a big factor in the efficiency of the work especially the non-residents' participation.</p> <p>Despite a relatively more number of participating land claimants compared to the other CO pilots, however, they were able to accomplish monumenting and SNS for 256 lots from 131 LCs, within two months time. However they have some pending work due to factors not within the community's control. The issue like absence of LAMP Adjudicator, the lack of markers supplied by the Survey contractors, and the unsettled political boundary dispute, are major reasons for their backlog.</p> <p>The completion of the required documents is one aspect that is problematic because of the financial capability of the majority of land claimants. To date only 15 land claimants were able to complete the required documents.</p> <p>The lack of money stops the land claimants' momentum to finish the titling process.</p> <p>The LGU's role: All LGU members provided at least ½ time of their workdays without expecting incentives from LAMP. They initiated dispute resolution actions even before it was picked up by PIO1.</p> <p>The LGU also tried to find alternative source when land markers were not available during monumenting. They were the ones who mobilised the non-resident land claimants who were not attending the activities.</p>
<p>It is expected that at the end of the 9th month, they are to fully involve the affected persons /beneficiaries of the project, in all undertakings to accomplish the plan.</p>	<p>Very satisfactorily met.</p> <p>Commitment building was accomplished so the community will fully own this endeavour.</p> <p>The CF conducted Preliminary Social Investigation so it provided them basic information essential to start the work.</p> <p>They formed the (CAG) which led the planning and implementation of entire land titling activities.</p> <p>The CAG initiated regular assessment and monitoring and solving problems encountered during implementation of the activities.</p>

Work Plan	Accomplishment after Six months
<p>Likewise, it is also expected that these CO processes will develop a community structure that has acquired skills and knowledge in problem solving to undertake other land tenure issues beyond the NGO's timeframe.</p>	<p>This pilot successfully accomplished this expected output.</p> <p>The implementation of the entire land titling activities (monumenting to actual conduct of survey) was consistently led by the community action group.</p> <p>An adhoc community action group was formed in December 2003 for the need of the land titling project implementation. Three months later they called themselves, Cabaohan Land Titling Management Support Association (CLAMASA). CLAMASA was supported by the Barangay Cabaohan LGU members and officers from the implementation phase up to present time, when they are wrapping up the land title application and collection of required documents.</p> <p>CLAMASA also leads other land tenure related activities in the present time, e.g. tenancy issue, support services for the farmers and the agricultural workers.</p>
<p>Moreover, it is expected that this community structure will have potential leaders that may spearhead in accomplishing plans formulated to respond to land tenure improvement related issues.</p>	<p>This pilot partially accomplished this objective. The remaining months may be devoted to attain objectives.</p> <p>So far, this pilot developed at least six potential PO leaders (first liners) who consistently experienced the technical process of land titling. While five second liners potential leaders can be further developed to take on leadership role in the near future.</p>
<p>LGU Capacity building for a better local governance work.</p>	<p>This objective was initiated and for further development.</p> <p>LGU acquired hands-on technical and leadership skills through their involvement in land titling activities.</p> <p>The LGU recognised the role of CLAMASA in the BDC. They worked hand in hand in making their AIP and BDP that was submitted to the MDC.</p> <p>Only two out of the six leadership-training modules prepared by the NGO were implemented yet. The LGU has yet to be oriented with the various laws on leasehold, mortgage, ARC and other programs for the other sectors.</p>

Pilot Two LGU led – Barangay Dumarag

Work Plan	Accomplishment
The plan is to test a land titling procedure led by the Local Government Unit in the barangay level.	<p>This pilot successfully accomplished this objective.</p> <p>The LGU members in this pilot implemented the land titling activities giving their full time work. All members experienced the technical work and learned some leadership skills from their hands on experience. Unlike in other PIO1 pilots that only the Barangay Chairperson performs and makes the decision, this pilot was able to mobilise, all the LGU members.</p>
This pilot aims to see the result and contribution of an NGO implemented land titling and land tenure improvement by capacitating the LGU barangay level to lead in applying participatory processes and principles in accomplishing land titling targets;	<p>This objective is partially met.</p> <p>The involvement of the various sectors in the implementation of the land titling activities is yet to be developed.</p> <p>The need develop a mechanism among the basic sectors to promote their welfare and interest on issues related to land tenure and other aspects.</p>
It is expected that at the end of the 9 th month, they are to fully involve the affected persons /beneficiaries of the project, in all undertakings to accomplish the plan	<p>Partially developed</p> <p>This pilot generated almost similar output as in the other CO pilots in terms of the land titling process. However, the NGO applied different strategies in responding to these policies level issues.</p> <p>Monumenting, SNS, and actual survey were accomplished in three months time with 95% to 100% participation.</p>
<p>Likewise, it s also expected that these CO processes will develop a capable LGU members and a strengthened LGU structure that practices democratic and consultative processes</p> <p>Likewise, it s also expected that these CO processes will develop a community structure that has acquired skills and knowledge in problem solving to undertake other land tenure issues beyond the NGO's timeframe.</p>	<p>Partially developed</p> <p>This LGU is willing to learn and apply anything that will solve the people problem The LGU's role:</p> <p>All LGU members provided at least ½ times of their workdays without expecting incentives from LAMP. They initiated dispute resolution actions even before it was picked up by PIO1.</p> <p>The LGU also tried to find alternative source when land markers were not available during monumenting. They were the ones who mobilised the non-resident land claimants who were not attending the activities.</p>
Moreover, it is expected that this LGU structure will tackle local governance issues.	<p>This objective has yet to be accomplished The LGU's role:</p> <p>All LGU members provided at least ½ time of their workdays without expecting incentives from LAMP. They initiated dispute resolution actions even before it was picked up by PIO1.</p> <p>The LGU also tried to find alternative source when land markers were not available during monumenting. They were the ones who mobilised the non-resident land claimants who were not attending the activities.</p>

Status of PIO 1 and NGO Pilots

Pilot Approach	Location	Status of Titling procedure	Remarks
PIO1-CO	Barangay Canino-an	<p>Pilot testing of original land titling procedure completed.</p> <p>Original target output: Monumenting, SNS, Interview and Actual Survey: August to October 2003 (3 months).</p> <p>Submitted 74 land title applications by LCs for 118 lots. Seventeen (17) land claimants completed requirements.</p> <p>CAG formed with sustainability plan of action. Action to all identified activities pending.</p>	<p>LAMP verifying Survey return of original SNS target. Survey result submitted in January 2004.</p> <p>Land titling Issues identified after final survey being investigated by LAMP. PIO1 assigned one part - time Adjudicator in the base camp and part-time CRS to finish the remaining work till end this month (March).</p> <p>Political boundary dispute settlement in the municipal level will be facilitated by LAMP.</p> <p>Scheduled for final evaluation of the pilot in May 2004.</p>
NGO: PO led CO	Barangay Cabaohan	<p>Pilot testing of land titling procedure almost completed (actual survey suspended due to a broken survey instrument, and interview pending due to PIO1's other priority</p> <p>Action plan for Monumenting, SNS, Interview and Actual Survey: January to March (3 months).</p> <p>Submitted 101 land title applications out of 131 LCs with 256 lots. Fifteen (15) LCs with completed requirements.</p> <p>CAG formed with sustainability Plan. Action to some identified activities implemented (processing of leasehold agreements to 50 potential lessees are with DAR Regional Office.</p>	<p>Interview and other remaining land titling work are entertained at the PIO1 base camp due to the other office priority work.</p> <p>No LAMP survey verifier present during actual survey.</p> <p>Political boundary dispute in the municipal level is facilitated by LAMP.</p> <p>End of NGO intervention in the community level is May 2004. Municipal intervention will be concluded by June 2004 as per LAMP contract.</p>
NGO: LGU led CO	Barangay Dumarag	<p>Pilot testing of land titling procedure almost completed.</p> <p>Monumenting, SNS, Interview and Actual Survey: January to March (3 months).</p> <p>Submitted 68 land title applications for 131 lots. ___ land claimants completed requirements.</p> <p>Fifty potential leasehold agreements for this area facilitated by CF.</p>	<p>Remaining interview and submission of documents done in the PIO1 base camp due to the other office priority work.</p> <p>No LAMP survey verifier present during actual survey.</p> <p>Settlement of two political boundary disputes in the barangay level pending.</p> <p>End of NGO intervention in the community level is May 2004. Municipal intervention will be concluded by June 2004</p>

Annex B. Pilot Results Based on the Rural Community Organising Standard Success Indicators

PIO1 and NGO Sites

Success Indicators	PIO1 –CO- Canino-an	NGO
<p>Organisational Development: Build community organisational structures e.g. Organisation of land claimants, group of tenants etc.</p> <p>Capacity Building to leaders. Developed: local leaders' capacity for post titling community intervention</p>	<p>Status: Beginning stage Built a CAG for titling. Has expanded and transformed to accommodate land tenure issues of the basic sectors (tenant, agricultural workers, women and youth) in community. The group formulated a sustainability plan. Sits in the BDC as the PO sectoral representative as per LGC 1991.</p> <p>Most members of LGU activated and strengthened by their involvement in land titling activities. They provided a good support to the CAG in the entire titling activities.</p> <p>Status: Beginning stage On the job technical training on land titling given to both the CAG and LGU was a big factor in accomplishing titling output as per set timeframe. Basic leadership training to CAG members and officers guided them in making a sustainability plan. There is potential for the CAG to apply new skills and knowledge when they implement their plan in the future.</p>	<p>Cabaohan – (PO led Pilot) Status: Beginning stage Built a CAG for titling, has expanded and transformed to accommodate land tenure issues for basic sectors (tenant, agricultural workers, women and youth) in the community. The group has tested developed structure and mechanism to facilitate leasehold issue in their dialogue with DAR for leasehold contracts.</p> <p>Barangay LGU strengthened by full involvement in entire land titling activities. Developed a proactive working relationship with the CAG through land titling, AIP and BDP formulation and submission to MDC. CAG sits in the BDC as the PO sectoral representative as per LGC 1991.</p> <p>Dumarag (LGU led Pilot) Status: LGU, Beginning stage, PO not developed Barangay LGU strengthened by full involvement in entire land titling activities. Some land claimants supported them in accomplishing land-titling objectives.</p> <p>LGU established and strengthened network with MDC by active working relationship. LGU submitted AIP and BDP to MDC.</p> <p>Cabaohan Status: Beginning stage On the job technical training on land titling given to both the CAG and LGU was a big factor in accomplishing a quality titling output. Some basic leadership training to LGU and CAG members and officers guided them in implementing land tenure action plan. They experienced advocacy and networking. The LGU practiced good governance by involving the CAG in decision-making and plan formulation.</p> <p>Dumarag Status: Beginning stage LGU only On the job technical training on land titling given to LGU was contributed in accomplishing a</p>

Success Indicators	PIO1 –CO- Canino-an	NGO
Simple organisational policies in place w/ clear decision making process	<p>Status: Beginning stage</p> <p>The CAG formalised and called them LAHCAN, when they expanded membership to other sectors. They selected set of officers and agreed on date of their regular meeting. They formulated a semblance of a “vision, mission goals (VMG), after a situational analysis was conducted. Guided by its VMG, they formulated their sustainability plan and incorporated in the BDP. They agreed they are consultative, will use consensus decision-making style. They plan to collect membership fee and capital build up.</p>	<p>quality titling output. They experienced advocacy and networking in the municipal level through BDP and AIP activities.</p> <p style="text-align: center;">Cabaohan</p> <p>Status: Beginning stage</p> <p>The CAG formalised and called themselves CLAMASA, when they tackled other land tenure issues. They selected temporary set of officers and agreed on date of their regular meeting. They plan to hold a situational analysis so they can formulate “vision, mission goals (VMG). They formulated BDP where they enclosed land tenure issues and plan of action. They agreed they are consultative, will use consensus decision-making style.</p>
<p>Agricultural Development and Ecological Nurturance</p> <p>*Groups identified and appreciate alternative agricultural practices that nurture the environment</p>	<p>Status: No progress, no input from CF</p>	<p style="text-align: center;">Cabaohan</p> <p>Status: No progress yet</p> <p style="text-align: center;">Dumarag</p> <p>Status: No input from CF</p>
<p>Linkage & Advocacy v</p> <p>Community organisation established linkage especially for accessing basic services</p> <p>Mobilised strengthened LGU to be able to respond to community needs.</p>	<p>Status: Beginning stage</p> <p>LAHCAN established a clear working relationship with the barangay LGU. They experienced and were exposed to municipal and provincial alliance building and mobilisation to line agencies for accessing basic services.</p> <p>Status: Beginning stage</p> <p>LGU informed of existing national program of government and were oriented how to get resources from the government. They have potential to access available resources that becomes available seasonal normally during election time.</p>	<p style="text-align: center;">Cabaohan</p> <p>Status: Beginning stage</p> <p>CLAMASA established a clear working relationship with the barangay LGU. They experienced and were exposed to municipal and provincial alliance building and held a dialogue with DAR for the leasehold agreement.</p> <p style="text-align: center;">Dumarag</p> <p>Status: Beginning stage</p> <p>LGU exposed to municipal and provincial alliance building and the convergence strategy to access resources.</p> <p style="text-align: center;">Cabaohan</p> <p>Status: Beginning stage</p> <p>LGU mobilised for the leasehold contracts. Informed of existing national program of government and oriented on how to access these resources.</p> <p style="text-align: center;">Dumarag</p> <p>Status: Plan stage</p>

Success Indicators	PIO1 –CO- Canino-an	NGO
		LGU mobilised and informed of existing national program of government and oriented on how to access these resources.
<p>Consciousness Raising Leaders and members have basic knowledge of local governance;</p> <p>Active members participate in community mobilisation on community issues</p>	<p>Status: Beginning stage CAG accessed information related to protection of their rights and promotion of their welfare, notwithstanding obligations as land claimants. This info gave them the chance to analyze their situation and the potential benefit if laws are enforced, e.g. leasehold agreement/sharing system.</p> <p>Mechanism to sustain not developed</p> <p>Status: Developed, for enhancement LAHCAN Total number of members - 25 Active female members - 16 Active male members - 9 1st liner women with potential leadership skills -10 Second liner women - 6 First liner male with potential leadership skills - 5 Second liner male - 4</p>	<p>Cabaohan Status: Beginning stage CAG accessed information related to protection of their rights and promotion of their welfare, notwithstanding obligations as land claimants.</p> <p>Dumarag Status: Beginning stage LGU accessed information related to policies on road and canal easement. Sanction to violation of land markers policies. This info gave them the chance to analyze their situation and the potential benefit if laws are enforced, e.g. leasehold agreement.</p> <p>Cabaohan Status: Developed 10 LGU members very active 5 first liner leaders (majority women) of CLAMASA 5 second liner leaders (majority women) of CLAMASA Dumarag</p> <p>Status: Developed, LGU only 10 LGU members very active</p>
<p>Resource Tenure Improvement: (RTI)</p> <p>Titles issued, other form of land rights installed to non-land owner</p>	<p>Status: Beginning stage</p> <p>Mapping of landless workers done. Tenancy issue raised and discussed partially. Solution identified but not implemented yet.</p> <p>RTI plan not formulated,</p>	<p>Cabaohan Status: Beginning stage RTI mapping initiated. Farmers' tenure and production data generated. Tenure of landless agricultural workers identified, tenancy data generated. Access and control over agricultural production identified and analyzed. Dialogued with authority on tenancy issues. About to consummate leasehold contract agreement.</p> <p>Dumarag Status: Plan stage Not fully developed and facilitated</p>
<p>Basic Services & Infrastructure:</p> <p>Issue mobilisation Other community issues are tackled</p>	<p>Status: Beginning stage</p> <p>The need for adequate basic services was raised by LAHCAN. Their rights to enjoy all these and the responsibility of the authorities, especially the line</p>	<p>Cabaohan Status: Beginning stage The need for adequate basic services was raised by CLAMSA. They were made aware of their rights to enjoy all these and the responsibility of</p>

Success Indicators	PIO1 –CO- Canino-an	NGO
<p>by the core group/people's organisation</p>	<p>agencies to provide, identified. Health care, social services water and sanitation were among the basic services urgently needed in the community.</p> <p>Mobilisation to respective agencies partly done</p>	<p>the authorities, especially the line agencies to provide. Health care, social services water and sanitation were among the basic services urgently needed in the community.</p> <p style="text-align: center;">Dumarag</p> <p>Status: Plan Stage</p> <p>The need for adequate basic services was raised by the LGU. They were made aware of their responsibilities and obligation as the facilitator of service providers.</p> <p>Health care, social services water and sanitation were among the basic services urgently needed in the community</p>
<p>Overcoming Gender & other biases</p> <p>The leadership structure encourage women to lead & actively participate in community activities; Leadership tasks are on actual and capabilities Women who are rightful owners of lands apply under their name.</p>	<p>Status: Beginning stage</p> <ul style="list-style-type: none"> * There are women and men members of LACHAN. * The selection of leaders based on qualification. *Women actively lead in the discussion during meetings and planning. * Women are active participants during the leadership training <p>LACHAN observed the DENR DAO removing gender bias in property ownership. Name of spouses were affixed in the land title application in conjugal ownership of properties.</p> <p>Gender issues related to organisation and community not discussed</p>	<p style="text-align: center;">Cabaohan</p> <p>Status: Beginning stage</p> <ul style="list-style-type: none"> *There are women and men members of CLAMASA. *The selection of leaders based on capability and qualification. *Women actively lead in the discussion during meetings and planning. *Women are active participants during organisational training. <p>*CLAMASA observed the DENR DAO removing gender bias in property ownership. Name of spouses were affixed in the land title application for conjugal ownership of properties.</p> <p>Gender issues not discussed yet</p> <p style="text-align: center;">Dumarag</p> <p>Status:Beginning stage</p> <p>LGU supported the implementation of the DENR DAO removing gender bias in property ownership. Name of spouses were affixed in the land title application for certificates, in conjugal ownership of properties.</p> <p>Gender Issues not discussed yet</p>
<p>Economic self reliance strengthening:</p> <p>The community organisations develop economic</p>	<p>Status: Beginning stage</p> <p>Causes of economic problems identified. Corresponding response to address the problems was raised. Identified potential economic project per sector</p>	<p style="text-align: center;">Cabaohan</p> <p>Status: Plan level</p> <p>CLAMASA has scheduled to identify viable projects.</p> <p style="text-align: center;">Dumarag</p> <p>Status: Plan level</p>

Success Indicators	PIO1 –CO- Canino-an	NGO
projects for increased income.	Capital Build up initiated Work seasonal calendar developed Barangay economic profile formulated Market forces affecting community economy identified Economic structure and its mechanisms not developed	LGU to discuss the economic projects they have identified and integrated in the BDC and AIP