

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

## **LAMP, PROTOTYPE 1**

### **Social Development under Integrated Pilot**

#### **PROGRESS REPORT Deliverable 39, Output 2.3**

July 2004

REPORT C50



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## Table of Contents

Section	Heading	Page
	Glossary of Abbreviations	
	<b>Executive Summary</b>	<b>1</b>
<b>1.</b>	<b>Introduction</b>	<b>3</b>
1.1	Objectives	3
1.1.1	<i>Key Objectives of SD within Integrated Pilot</i>	3
1.2	Technical Assistance by SDA for the Period ending August 11, 2004	4
<b>2.</b>	<b>Progress</b>	<b>6</b>
2.1	Staff Preparation for Social Development	8
2.2	Partnership Building: Convergence for Land Tenure Improvement and Development	8
<b>3.</b>	<b>Social Assessment of Pilot Barangays</b>	<b>11</b>
3.1	Land Claimant Characteristics	12
3.1.1	<i>Land Claimants as Percentage of Target Beneficiaries</i>	12
3.1.2	<i>Land Size and Land Distribution</i>	12
3.1.3	<i>Age Range of Land Claimants</i>	14
3.1.4	<i>Residency of Land Claimants</i>	15
3.1.5	<i>Gender Profile of Land Claimants</i>	18
3.1.6	<i>Land Claimants' Perceptions and Plans on Use of Title</i>	19
3.2	Land Ownership Profile of Barangay Council	20
3.3	Selected Socio-Economic Indicators	21
3.3.1	<i>Income and Amenities</i>	21
3.3.2	<i>Farm Productivity</i>	22
3.3.3	<i>Land Tenure Concerns</i>	22
<b>4.</b>	<b>Lessons and Recommendations from Integrated Pilot</b>	<b>26</b>
4.1	Monitoring Parameters	26
4.2	Reach of Target Participants	27
4.3	Time Frame	27
4.4	Staff Preparation for SD	28
4.5	Improving Participation Rate	29
4.6	Mitigation of Potential Negative Impacts	47
4.7	On CO Components and Strategies	47

4.7.1	<i>Information, Education and Communication</i>	47
4.7.2	<i>Convergence and Partnership Building</i>	47
4.8	Cost Analysis	50
4.9	Management and SD Component	52
<b>5.</b>	<b>Conclusions</b>	<b>57</b>

### **List of Tables**

<b>Table 1</b>	SDA Activities	5
<b>Table 2</b>	SD: Areas of Change under Integrated Pilot	6
<b>Table 2.1</b>	Context of SD Strategy: Linking Land Titling and Land Management to Poverty Reduction	8
<b>Table 2.2</b>	Partnerships Status	10
<b>Table 3</b>	Comparative Land Distribution Profile	13
<b>Table 3.1</b>	Age Range of Land Claimants	14
<b>Table 3.2</b>	Residency of Land Claimants	16
<b>Table 3.3</b>	Profile of Non-Residents	17
<b>Table 3.4</b>	Gender/Joint Status of Land Claimants	19
<b>Table 3.5</b>	Land Ownership Among BC	20
<b>Table 3.6</b>	Selected Socio-Economic Indicators for Pilot Barangays	21
<b>Table 3.7</b>	Mortgage Incidence	24
<b>Table 3.8</b>	Tenancy Status in Pilot Sites	25
<b>Table 4</b>	Progress Report Areas of Inquiry	26
<b>Table 4.1</b>	Comparison of Participation Rates	30
<b>Table 4.2</b>	Profile of Potential Workable Lots, San Miguel	31
<b>Table 4.3</b>	Reasons for Non-Participation	32
<b>Table 4.4</b>	PIO1 Response to Short Studies on Non-Participation	33
<b>Table 4.5</b>	Nature of Lacking Documents	42
<b>Table 4.6</b>	Dispute Settlement Profile	43
<b>Table 4.7</b>	Lessons on Dispute Settlement Scheme	44
<b>Table 4.8</b>	Comparative Personnel Cost	50
<b>Table 4.9</b>	Fees Collection Record	51
<b>Table 4.10</b>	Lessons and Impact on Methodology	53

### **Figures**

<b>Figure 1</b>	Integrated Pilot: Flow Chart for Free Patent Application	7
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**Annexes**

<b>Annex 1</b>	SD Evaluation Indicators
<b>Annex 2</b>	SD Monitoring Forms

## 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 Organizing/Community Organizer
CRS	-	Community Relations Service
CSO	-	Civil Society Organizations
DAR	-	Department of Agrarian Reform
DBM	-	Department of Budget Management
DSWD	-	Department of Social Welfare and Development
LAG	-	Local Advisory Group
LAHCAN	-	Lamrag Ha Canino-an
LCRS	-	Local Community Relations Service Assistant
LIL	-	Learning and Innovation Loan
LGU	-	Local Government Unit
LPRAT	-	Local Poverty Reduction Action Team
LSPP	-	LAMP Social Program Plan
LT	-	Lupon Tagapamayapa
MAO	-	Municipal Agriculture Office
MARO	-	Municipal Agrarian Reform Officer
MPDC	-	Municipal Planning and Development Coordinator
NGO	-	Non-government Organization
OLT	-	Operation Land Transfer
PCA	-	Philippine Coconut Authority
PO	-	People's Organization
ROD	-	Registry of Deeds
SD	-	Social Development
SAT	-	Systematic Adjudication Team
SCU	-	State Colleges and Universities
SDU	-	Social Development Unit
SNS	-	Survey Notification Sheet

## EXECUTIVE SUMMARY

This is a Progress Report for Deliverable 39, Output 2.3 that aimed to pilot test and evaluate effective community and landholder participation in transparent land adjudication and titling. It is an initial assessment on the inputs, costs and outcomes of Social Development under the Integrated Pilot.

The pilot is part of the broader LAMP Social Program Plan 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.

The Integrated Pilot is the latest study on mass titling methodologies through Free Patent. It puts together lessons from various components during the past period.

The Introduction provides a background on the shift from Community Relations to Social Development (SD), an important context of operations for the Integrated Pilot.

Section 2 notes key changes on SD in field operations and reports on the status of implementation as of the end June 2004. It contains a flow chart of key activities and a work plan.

Section 3 draws on benchmark data based on social investigation and land tenure profiles conducted to provide better understanding of social and economic context of the pilot barangays in 3 municipalities.

The social assessment reinforces findings from Social Assessments 1 and 2 and data from earlier CO pilots which show a disturbing rural situation characterized by landlessness; high indebtedness; a predominance of small landholdings that tends towards further fragmentation; low productivity; and low levels of LGU resources and development initiatives.

While land claimant, external and staff-related factors for participation were identified, affordability was a major concern affecting land claimant participation in the completion of supporting documentation and in registration of documents. The social context helps account for the difficulties of achieving the 80% participation target for mass titling. The economic situation also poses constraints for the achievement of broader goals of the LAM Program regarding economic growth and poverty reduction.

Section 4 reports initial assessment highlights of the pilot based on evaluation parameters that are sensitive to efficiency, effectiveness, sustainability, acceptability, social and gender responsiveness etc., of the titling process. The section also compares the pilot vis-à-vis earlier CO pilots in terms of cost, time and results such as levels of participation, benefits, and sustainability measures. The bases for an Integrated Pilot were supported.

### **Efficiency**

The pilot shows ways to be more efficient through functional integration of CO roles. Cost reduction measures for CO were also identified. It demonstrates levels of efficiency that can be reached through integration of staff roles as well as the integration of titling at base camp level, and of LGU partnership and social development and community organization principles and techniques.

### **Effectiveness**

These also underscore areas where the use of Community Organizing (CO) principles and techniques can address specific problems encountered in community mobilization, in raising participation levels and in addressing social concerns in titling. Furthermore, the process identified the socio-economic, attitudinal and other factors that tend to affect quality and level of stakeholder participation.

### **Sustainability and Convergence**

Piloting demonstrated the advantages of integration where an earlier focus on community mobilization for titling was expanded to Social Development, which became an underlying principle in mass titling operations. It also upheld indications of a critical role for LGUs in the titling process as well as in post-title development. Using the municipal-wide approach, results indicate the benefits of convergence and positive prospects for mobilizing local government not only in land tenure improvement but also in strengthening mechanisms for development and delivery of social services.

As time is needed to show results, the impact of sustainability measures that are in place remains to be seen. However, as early as now, the social assessment and perceptions of partners indicate that project strategies to enhance post-title results require a more vibrant developmental context for mass titling to be maximized for economic growth. Local development planners/workers observe that the allocation of resources merely for poverty alleviation is a palliative.

The national and local development priorities call for measures that go beyond the mold of poverty alleviation. Thus, the database on community characteristics underscores the character of appropriate development strategies and priorities. Advocacy on this has potential of influencing perspective on local and national development.

Resources that earmarked for a post-title agenda should therefore be seen in this light.

### **Relevance**

The section identifies social issues that need to be addressed and further studied in the next phase to improve reach of and impact on target participants of mass titling. If properly addressed, this could enhance the value of titling as a social development loan. It also summarizes lessons that further innovate on piloted community mobilization practices and that respond to the project's vision to be an instrument of poverty alleviation.

Once again, it makes the point that despite the achievement of greater efficiencies in the pilot, there remain fundamental questions about the effectiveness of mass titling as a factor in poverty reduction. These have implications on rollout criteria for site selection and on scope and nature of post-title agenda.

Overall, the report highlights the need to be sensitive to the complexities of land tenure adjudication in light of its socio-economic context. Moreover, it shows that it is strategic to share LAMP's database and analysis on the nature of rural poverty for decision makers and local executives to fashion an appropriate response.

## **1. Introduction**

The CO pilots of 2003 in Pastrana, Leyte, demonstrated the advantages and value of expanding the scope of Community Relations Services (CRS) that primarily focused on Community Mobilization for titling to the more holistic concept of Social Development (SD).

The Integrated Pilot implemented the recommended option to shift from CRS to Social Development to capture concern for the social dimension of project implementation as a step beyond community mobilization for titling.

Customer/Community Relations Service connotes a client/beneficiary-agency relationship. It does not capture the nature, scope and quality of relationship that the project hopes to establish with stakeholders as partners in titling and in attaining the project's long-term goal of contributing to poverty alleviation and sustainable development.

The latter hopes to ensure that titling and development initiatives under LAMP contribute to poverty alleviation, enhance inclusion, increase social capital, build ownership, and eliminate or at least reduce adverse social impacts.

A key feature of the shift involved the use of social assessment and tools to understand how people will affect, and be affected by, development interventions. It is carried out in order to identify key stakeholders and establish an appropriate framework for their participation in project selection, design, implementation, monitoring, and evaluation.

Thus, social assessment is a process for ensuring that development operations: (i) are informed by and take into account the key relevant social issues; and (ii) incorporate a participation strategy for involving a wide range of stakeholders. Through data collection and analysis, social assessments enable project planners in consultation with other stakeholders to prioritize critical issues and determine how to address them.

The range of stakeholders includes those negatively or positively affected by the outcome or those who can affect the outcomes of mass titling and land tenure improvement.

### **1.1 Objective**

This is an initial assessment of the implementation of Social Development under the Integrated Pilot, which was implemented starting March 2004.

Observations will be made in relation to critical operational concerns and evaluation standards for SD.

#### **1.1.1 Key Objectives of SD Pilot within Integrated Model**

The integrated model operates from base camps from where the entire titling process is managed. Multitasking is implemented such that community mobilization and social development principles and functions are shared by all including technical staff.

The pilot has a target production of about 2,000 titles by December 2004 to be achieved by adjudicator outputs of at least 5 interviews per day for unsurveyed areas and participation rates reaching 80%.

Key characteristics of the model which differentiated it from earlier pilots, include:

- Municipal-wide
- Scope expanded from titling to land tenure improvement
- Expansion of community mobilization to integration of Social Development as an underlying principle for mass titling
- Project-level adoption of partnership building strategy through convergence for land tenure improvement and local development
- Institutionalization of post-adjudication phase as an element of convergence strategy

Being tested or observed under Social Development are:

- A viable time frame for social preparation and post adjudication phases
- The performance of SD as an underlying principle and a set of techniques for the entire operations
- Fine-tuning flow chart and proposed community-organizing strategies for landholder mobilization and impact mitigation
- Roles and functions - Community Action Group, Lupon Tagapamayapa in dispute settlement, technical staff and social mobilization roles under a multitasking strategy, etc.
- Partnership dynamics with LGUs, the DAR as well as of convergence and post-adjudication component under integrated titling operations, Continuing Roles of DAR, NGO and Civil Society, CO Strategy for People's Organising while being Process and Target Oriented, Role of NGO
- Requirements for implementation as well as issues and concerns that affect participation rate and attainment of SD objectives.

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. Annex 1 identifies evaluation parameters, change criteria and evaluation indicators used for the assessment of the pilot as was done with the comparative evaluation of the CRS pilots.

## **1.2 Technical Assistance by Social Development Adviser for the Period Ending June 2004**

Towards piloting for the period, TA provided assistance towards accomplishment of SDU PIO 1 deliverables for the period.

Since Social Development was functionally integrated, assistance was provided not only to the SDU but also to the entire field operations team.

Activities were in the following areas:

**Table 1**  
**SDA Activities**  
**Integrated Pilot**

Activity	Output
<ul style="list-style-type: none"> <li>▪ Updating of Operations Manual and Lessons and Methodology Report to include initial learning from Integrated Pilot</li> </ul>	Input provided in write up and in review for changes
<ul style="list-style-type: none"> <li>▪ Provide inputs towards Training Manual</li> </ul>	Handout on LGU Partnership; Overhead Presentation for Orientation of LGUs
<ul style="list-style-type: none"> <li>▪ Assist in the integration of SD in field operations coaching, monitoring and conduct of periodic assessments with the designated field staff</li> </ul>	Plans reviewed; assistance provided in some community activities; feedback and recommendation provided on specific field work activities
<ul style="list-style-type: none"> <li>▪ Development of forms to enhance utility of information by field management</li> </ul>	Operationalized use of forms to store benchmark information per barangay  Arrangement made for M and E to systematize maintenance of baseline data gathered for future evaluation  SD-sensitive MIS forms developed
<ul style="list-style-type: none"> <li>▪ Assist staff in the preparation of operations plans to implement tasks and in the diagnosis of bottlenecks and responses</li> </ul>	Updated plans of specific activities of MCF  Facilitated San Miguel mid-term diagnosis and replanning workshop; operations plan adjustments prepared
<ul style="list-style-type: none"> <li>▪ Enhancement of post-adjudication plan and advocacy for consideration of social assessment in the preparation of appropriate local/regional development plans</li> </ul>	Operationalization of existing strategies in MCF plans  Groundwork with some officials promoted integration of concept in municipal plans
<ul style="list-style-type: none"> <li>▪ Progress Report to include an initial evaluation (March – June) of SD under Integrated Pilot</li> </ul>	Progress Report on Deliverable 39
<ul style="list-style-type: none"> <li>▪ Provide feedback on site's IEC requirements so LAMP and participants' concerns are taken into consideration in the manner and content of IEC activities in the pilot site.</li> </ul>	List of Frequently Asked Questions; Feedback on issues, IEC needs
<ul style="list-style-type: none"> <li>▪ Promote gender awareness in CO work</li> </ul>	Monitoring of implementation by staff
<ul style="list-style-type: none"> <li>▪ Assist with other requirements from SD Unit</li> </ul>	Input towards NGO assessment, review of various social studies, mission preparations, etc.

## 2. Progress

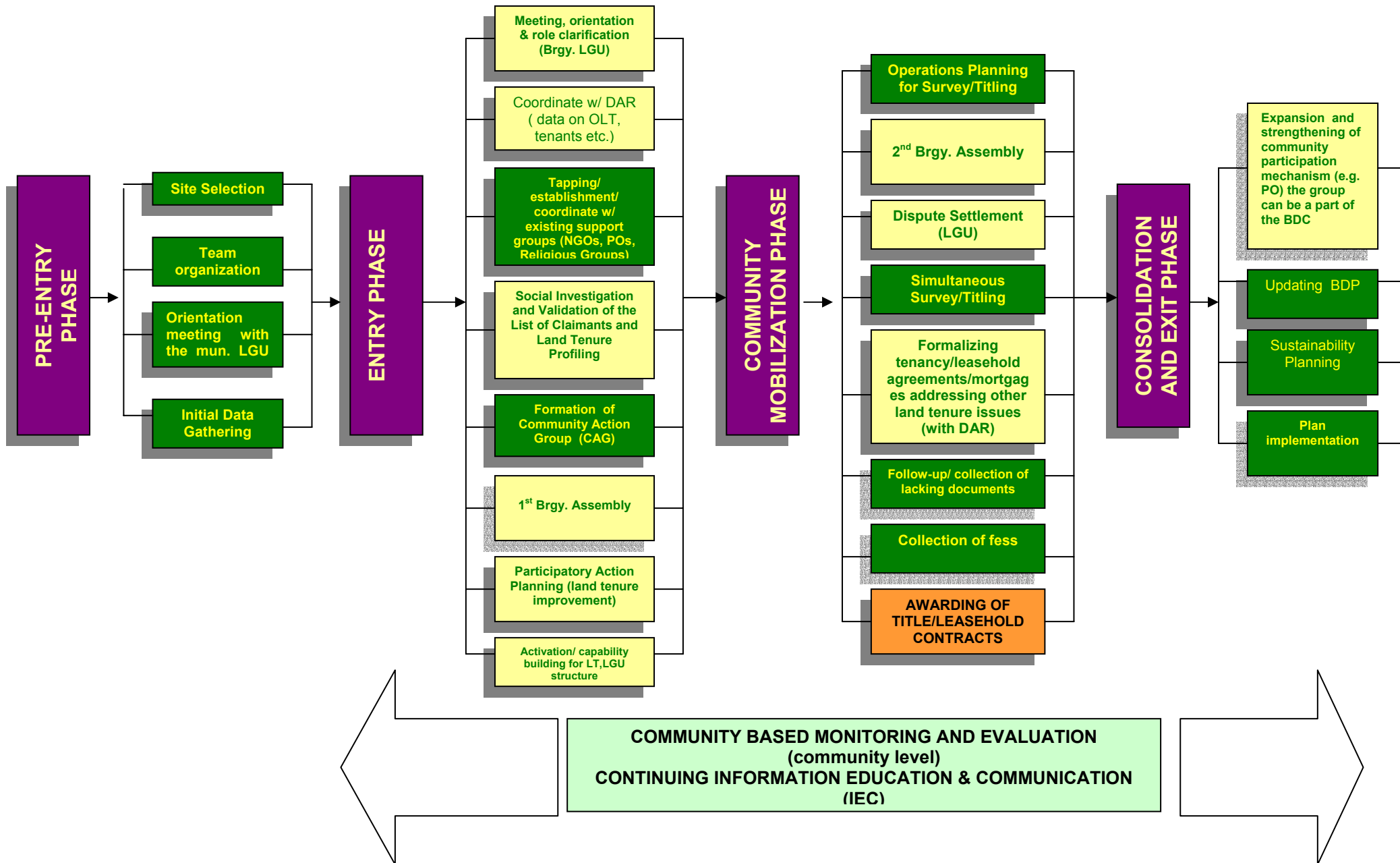
The flowchart of field operations reflects the concept of integration. Social Development is built into all the key stages of titling. Some innovations versus earlier CO pilots are indicated below. These mostly relate to organizational structure and functional integration. Key procedures and processes were unchanged.

**Table 2**  
**Areas of Change under Integrated Pilot**  
**Social Development**

<b>CO Pilots</b>	<b>Integrated Pilot</b>
<b>Staff Functions and Organizational Structure</b>	
Community Relations Services Chief (CRS) heads CRS Unit; supervises CRS and LCRS staff	SDU has oversight functions on SD; daily operations of field staff are under SA Leader
CO staff performed CO functions	Multi-tasking: field staff tasked to perform CO functions and to possess social skills
No Local Community Relations Service (LCRS) staff	LCRS is converted to Community Development Assistant consistent with government item for similar functions primarily to depart from confusing association with LCRS functions under top-down
Assigned CRS staff performs CO functions under CRS Chief	CO staff are designated as Community Development Officers; report to SAT Leader; supervision for SD under CRS (now SDU) Chief
CO does municipal level coordination and CO work	Municipal level coordination is assigned to Municipal Community Facilitator (MCF); reports to SDU Chief and SAT leader
<b>Time Frame</b>	
3 months for titling per barangay; 6 – 9 months for post-adjudication	Two-week social preparation phase for titling cancelled as totally inadequate; at least two months set for social preparation for titling; another 9 months for post adjudication at municipal and community levels; Total support of 1 year per municipality
DAR entry into barangay during/after adjudication period	Ideally, simultaneous entry of DAR and LAMP in barangay
<b>Partnerships</b>	
Municipal level structures established as function of CO	Municipal level partnership established at the outset
<b>Free Patent Flow Chart</b>	
Operations planning and regular coordination with BC and CAG before and during titling	Prescribes planning and monitoring meetings with BC led by adjudicator
Dispute resolution first by BC/Lupon Tagapamayapa (Capilla) then referred to SAT	Dispute resolution by SAT then passed to Lupon
<b>CO Practice</b>	
Community-based training	Municipal-wide training (Gender, Lupon Tagapamayapa)

# TITLING PHASE

## FLOWCHART FOR LAND TITLING AND TENURE IMPROVEMENT



## 2.1 SD Mainstreaming and Staff Preparation

An operations manual for integrated operations was drafted at PIO1 and continually updated as procedures were tested during the period under review. CO concepts and processes as these relate to field procedures were here introduced for mainstreaming based on key elements that were presented to and endorsed by stakeholders in a conference in end March.

Simultaneous design finalization and implementation characterized early operations of the Integrated Pilot in the three municipalities of San Miguel, Santa Fe and Pastrana, in the light of the March evaluation of last year's CO pilots. The schedule did not allow for adequate lead-time for plan and staff preparation on adjusted concepts and methodologies. However, a 1-week orientation was conducted on proposed changes to existing methodologies as contained in an emerging operations manual. Technical staff did not receive special orientation on SD and CO processes.

This may be considered a limitation, as the shift from community mobilization concepts under CRS to Social Development was a major milestone. It altered principles of operations as these relate to stakeholders, expanded requirements to include social assessment, etc, changed roles and functions of staff and scope and techniques of community engagement.

Given this as the context of the Integrated Pilot, progress along key SD components and result areas follows.

## 2.2 Partnership Building: Convergence for Land Tenure Improvement and Local Development

The Convergence Strategy is based on the principle that titling is only an enabling condition for economic growth. Poverty reduction is a multi-sectoral concern involving LAMP, landowners, government and civil society.

**Table 2.1**  
**Context of Social Development Strategy**  
**Linking Land Titling and Land Management to Poverty Reduction**  
**Analyzing Possible Stakeholder Roles**

Projected Benefits of Titling Project	Role of Partners			
	LAMP	Community	LGU	Agencies/ SCU/CSO
1. Provide security for credit	Titling and social preparation	Title used as social capital	Appropriate post-title support services Clarification of values on land and development	Social preparation Support services provider
2. Support land and property tax assessment	Ensure rational basis for valuation	Landowners pay taxes	Valuation and tax assessment	-
3. Security of public land	Require public land registration	Respect public lands	Registration of public land	Enforce security of public land (highways, etc)
4. Improvement of land use	Provide LGU with data generated	Improve land productivity/intensity of use	Zoning and land use plan and regulations; Incentives for private development; Land development initiatives; Improve environmental value	Support services delivery

			of land: water source management, etc.	
5. Increase productivity of land	-	Intensive use of land; use of improved technology	Appropriate farming technology; Policy formulation: incentives for land development and disincentives for idle lands; Improve climate for investment	Support services delivery; development projects
6. Security of development projects	-	-	Land management/ development initiatives	-
7. Improve performance of land property markets	Review requirements for land information by various users; Install data base management system	Title used as social capital	Data base maintenance; Investigate who are customers for land and what basic information they require re ownership, value and use of land	
8. Facilitate land reform	Implement DAO of DAR on land retention	Increase land productivity	Agriculture support services	Support services
9. Recovery of titling cost		Payment of fees; Counterpart in project implementation	Enabling policy: support to first time titlers	-

The SD strategy under the Integrated Pilot called for DAR partnership and LGU leadership at the municipal and barangay levels. A status report follows:

#### **DAR**

There are differences in the level of implementation that was attained per municipality. While arrangements and procedures for field cooperation were worked out with DAR, setbacks were encountered in operationalizing action plans. A number of factors contributed to slow response by DAR, including Saturday schedules for some field activities, lack of personnel and wide areas of coverage, absence of records, etc. Since procedures were for cooperative field arrangements, systematic turnover of DAR concerns has not been worked out.

The pattern that is emerging is for follow-up action on tenancy rights by DAR. This is reflected in sustainability plans that are prepared at the barangay level.

#### **LGU and Activation of Local Development Bodies**

Municipal LGU partners have accepted to take on greater roles in titling and in the establishment of post-title support. A slow down occurred with elections and its aftermath as new officials had to be engaged, in some resulting in changes in focal persons. The thrust is in Municipal Interagency Coordination (MIAC) and Local Poverty Reduction Action Team (LPRAT) activation is the provision of more vibrant support to the implementation of barangay development plans.

The new Sta. Fe Sangguniang Bayan has confirmed support for the project and identified action for concerns raised by the project. Action planning with the SB together with the MPDC and DSWD is scheduled for the 3<sup>rd</sup> week of July.

### **Community Role in Titling and Post-Titling**

A Community Action Group (CAG) was supposed to be formed at the outset to assist BC in community mobilization and to ensure representation of sectoral interests in the titling process and then in post-adjudication activities. This was not organized in many areas; where these were convened, these were not put to good use due to short time frame that did allow for the proper operationalization of the structure.

Given the two-week time frame for social preparation in the first 10 sites in San Miguel, CAG was organized in just three sites. Under the circumstances, CAG organizing was perceived to be a liability especially that it was not properly activated to perform proposed functions. However, these were later organized in Pastrana and Sta. Fe to partake in post-adjudication activities.

### **Role of BC in Titling Process**

Support of barangay LGUs to project implementation was variable. A significant factor in the attainment of high levels of cooperation was directly related to the facilitation skills of field staff in operationalizing measures to ensure LGUs' active role in land claimant mobilization, monitoring and problem solving.

At the barangay level, Pastrana base camp was able to establish more effective working relations with barangay officials than counterparts in San Miguel

### **Barangay Development Planning**

Post-adjudication support through Barangay Development Planning has occurred in a number of barangays. In Pastrana, the municipal government initiated the review of all barangay development plans to make these more responsive to the needs of local communities.

**Table 2.2  
Partnership Status  
Integrated Pilot  
PIO 1, Leyte**

Partner	Indicator	Status		
		San Miguel (10)	Santa Fe (8)	Pastrana (10)
DAR	% barangay with DAR SI/orientation	0	25%	34% municipal-wide (29 barangays)
	% with leasehold arrangements	0	25%	40% (CO sites); other sites underway
	% with ARCs	0	25%	Capilla with Maricum, Colawen, Lanauan (approved)
				Dumarag, Cabaohan, Manaybanay, Canino-an (in process) thru LPRAT
			Listing of tenants by BC submitted to MARO; MARO to conduct orientation after final listing of tenants; completion of ARB for ARC maunching	
NGO	% NGO barangays with sustainability measures	-	17 barangays with BDPs; for updating (RTIDS)	Reported but not documented

NAPC	Participation in convergence network	None	None	Membership in LPRAT; facilitation of inclusion of Pastrana for KALAHI CIDSS
Municipal LGU	Focal Person Assigned	✓	✓	✓
	MIAC/LPRAT activated	✓	✓ (Reorganization and planning meeting on Aug. 3)	✓
	Municipal Action Plan Formulated	✓	✓	✓
	Municipal Action Plan Implemented	Strategic planning workshop conducted	Operations plan prepared	✓
	Land administration and management Policy Measures Taken (indicate)	X	Collaboration between Municipal Assessor and LAMP for updating of tax declarations	X
Barangay LGU on titling activities	% BC's doing land claimant mobilization	100%	80%	75%
	% BC's monitoring and problem solving	-	80%	50%
	% Lupon Tagapamayapa involved in land dispute settlement	-	70%	20%
Community Action Group on Land Tenure Improvement	% Level 1	50%	(Rating of BC members as CAG) 90%	50%
	% Level 2	-	70%	40% (CO sites)
	% Level 3	50%	70%	
	% Level 4	-	60%	

- Level 1- oriented on roles in tenure improvement; Level 2 – assist in land sectoral/claimant mobilization; Level 3 – oriented on roles on local development; Level 4 – active in performing proposed roles and functions

### 3. Social Assessment

The social assessment puts together selected indicators on poverty and land tenure to provide a context for evaluation and for scanning social issues and operational concerns.

Essentially, the social and land tenure profile reinforces data presented for earlier pilots. The situation in poor communities and fifth class municipalities shows the challenge of converting title to social capital.

**Box 1**  
**Pilot Site Characteristics**

- Continuing fragmentation of generally small landholdings – subsistence level
- High incidence of landlessness, thus excess labor with no employment opportunities
- High levels of indebtedness
- Poor agriculture productivity for main crops; no alternative options
- Limited LGU resources for delivery of social services
- Lack of access to existing development and social services
- Lack of urgency of titling in the perceived hierarchy of needs
- Fear of negative impact by tenants and occupants

### 3.1 Land Claimant Characteristics

What is the profile of project beneficiaries? What is the project's reach of target beneficiaries?

#### 3.1.1 Land Claimants as Percentage of Target Beneficiaries

The sites show a high percentage of non-landholders; therefore the project has a target clientele of less than half of the household population in the pilot site. It is 64% for 6 sample barangays in San Miguel where data are available and over 90% in at least 2 barangays. The rest are landless, informal tenants, co-heirs who are not in current use of land, and land occupants. They tend to be involved in seasonal farm work and odd off-farm jobs. (Please refer to **Table 3.5** for data on non-landholding households.)

The land distribution curve is seen in the land ownership profile of barangay officials on **Table 3.4**. An average of 44.9% of barangay officials owned land in the three municipalities. It was as low as 22.8% in San Miguel.

#### 3.1.2 Land Sizes and Distribution

Land sizes are small for viable agricultural production. Often, these are inadequate to serve subsistence needs of families including those with more than 1 parcel. (Please refer to **Table 3**.)

In Dagami, outside of pilot municipalities, 80.4% are less than 1 hectare of which close to 62% is less than 0.5 hectare. There are many agricultural lots that are as small as 1,000 square meters or less. For Dagami, just over 1% exceeds the 5-hectare limit of DAR and only 0.14% exceed free patent application limit of 12 hectares.

In San Miguel, about 83% have less than 3 hectares, which in the category of landless by DAR. It is all of 95% in Pastrana. However, there are barangays with still relatively large parcels of land such as Guinciaman and Bahay.

Increasing farm productivity under such circumstances with the tendency for further fragmentation due to sharing by heirs makes it hard to produce daily requirements of the family much less surplus for the market. It does not help that lots are not intensively cultivated and tenants are discouraged from planting new coconut stands and fruit trees in fear of proprietary claims in the future.

**Table 3**  
**Comparative Land Distribution Profile**  
**Integrated Pilot**

Barangay	Total	Land Sizes					
		< .5	.5 - .9	1 - 3	4 - 5	6 - 11	12 +
<b>Dagami</b>							
Banayon		155	27	27	0	0	0
Cabuloran		117	27	43	2	0	0
Caloctugan		1					
Maliwaliw		74	26	35	3	0	0
Abaca		151	58	43	4	0	2
Sirab		100	25	16	1	0	0
Victoria		13	52	38	1	0	0
San Benito		107	3	20	1	0	0
Calutan		49	20	13	0	0	0
Digahunyan		77	15	17	0	1	0
<b>Total</b>	<b>1363</b>	<b>844</b>	<b>253</b>	<b>252</b>	<b>12</b>	<b>1</b>	<b>2</b>
<b>Percentage</b>		<b>61.92</b>	<b>18.54</b>	<b>18.47</b>	<b>.87</b>	<b>.07</b>	<b>.14</b>
<b>Pastrana</b>							
Capilla		20	11	18	0	1	0
Caninoan		33	15	32	2	1	0
Dumarag		29	26	44	4	2	0
Cabaohan		75	46	36	9	0	0
Socsocon		10	18	21	3	2	0
Jones		25	44	49	7	0	0
Halaba		9	4	4	0	0	0
Calsadajay		73	51	50	3	0	0
<b>Total</b>	<b>777</b>	<b>274</b>	<b>215</b>	<b>254</b>	<b>28</b>	<b>6</b>	<b>0</b>
<b>Percentage</b>		<b>34.25</b>	<b>26.87</b>	<b>31.75</b>	<b>4</b>	<b>1</b>	<b>0</b>
<b>San Miguel</b>							
Bairan	295.05	45	50	33	9	4	3
Canap	377.70	99	47	74	8	3	7
Cabatianuhan	386.26	57	31	77	10	5	7
Patong	277.18	6	90	71	11	3	1
Malaguinabot	188.07	6	54	37	6	4	1
Bahay	1,267.16	30	47	47	39	17	29
Impo	350.29	14	154	52	49	5	4
Cayare	214.12	154	52	49	5	4	1
Santol	449.71	14	23	47	3	5	4
Libtong	162.64	30	18	37	10	0	2
Kinalumsan	187.33	30	18	37	10	0	2

Caray-caray	311.95	29	24	58	8	9	3
San Andres	146.82	10	24	58	8	9	3
Santa Cruz	108	125	64	36	8	5	1
Bagacay	175.71	21	24	36	8	5	1
Pinarigusan	43.17	10	2	15	1	0	0
Mawodpawod	186.43	70	34	52	3	1	1
Malpag	222.71	55	33	22	4	2	1
Guinciaman	151.81	54	30	117	26	28	15
<b>Total</b>	<b>7314.87</b>	<b>1072</b>	<b>739</b>	<b>902</b>	<b>169</b>	<b>107</b>	<b>80</b>
<b>Percentage</b>	<b>100</b>	<b>14.66</b>	<b>10.10</b>	<b>12.33</b>	<b>2.1</b>	<b>1.7</b>	<b>1.1</b>
<b>Percentage vs. No. of workable lots</b>	<b>2228</b>	<b>48.11</b>	<b>33.19</b>	<b>40.45</b>	<b>7.9</b>	<b>4.8</b>	<b>3.6</b>

Source: PIO 1, LAMP

### 3.1.3 Age Range of Land Claimants

From available records, it can be seen that the age group above 56 years dominates the class of land claimants. This is 64% of which more are non-residents in San Miguel. For Pastrana, it is 69.5% and it is 97% if also including those belonging to ages 46 and above. As in San Miguel, most are non-residents.

Income levels show that residents and non-residents mostly have incomes that are below the poverty line. Residency does not represent class lines. On the other hand, the significantly higher figure for non-residents indicates that the elderly may prefer to live in the urban barangays for access to services. The age profile may have a bearing on productivity.

The formal transfer of land to heirs is expected in the coming years. Whether this is done as a formal transaction may also depend on the ease and affordability of transfer proceedings.

**Table 3.1**  
**Age Range of Land Claimants**  
**Integrated Pilot**  
**PIO1, Leyte**

San Miguel	Age Range									
	Below 25		26-35		36-45		46-55		56+	
	R	NR	R	NR	R	NR	R	NR	R	NR
Biaran					3			2		12
Canap			1	1		2		2	1	5
Cabatianuhan				1	2		4	2	1	11
Patong				3	2	7	2	2	1	20
Malaguinabot						1	1	1	6	4
Bahay				1	1	2	2	5	12	17
Impo					1	1		2		10
Cayare			2			1	3		5	4
Santol						1	1	3	4	8
Libtong						1	2	3	4	2
Kinalumsan						1	2	1	1	4

Caray-caray								2	2	3
San Andres						1				4
Sta. Cruz							4	1		1
Bagacay								2	2	3
Pinarigusan									1	2
Malpag										1
Capilihan										1
<b>TOTAL 237</b>	<b>0</b>	<b>0</b>	<b>3</b>	<b>6</b>	<b>9</b>	<b>18</b>	<b>21</b>	<b>28</b>	<b>40</b>	<b>112</b>
<b>Percentage</b>	<b>0</b>	<b>0</b>	<b>1.27</b>	<b>2.53</b>	<b>3.79</b>	<b>7.6</b>	<b>8.86</b>	<b>11.81</b>	<b>16.88</b>	<b>47.25</b>
<b>Pastrana</b>										
Jones	1	0	0	1	1	7	2	23	19	38
Sococon	0	1	0	3	0	3	6	15	2	34
Arabunog	0	0	0	5	0	7	2	26	8	28
Patong	0	1	0	6	0	10	1	18	6	46
Halaba	0	1	2	16	3	15	10	21	21	48
<b>Total (457)</b>	<b>1</b>	<b>3</b>	<b>2</b>	<b>31</b>	<b>4</b>	<b>42</b>	<b>21</b>	<b>103</b>	<b>56</b>	<b>194</b>
<b>Percentage</b>	<b>0.2</b>	<b>0.66</b>	<b>0.44</b>	<b>6.8</b>	<b>8.75</b>	<b>9.2</b>	<b>4.6</b>	<b>22.54</b>	<b>12.25</b>	<b>42.45</b>
								<b>96.64%</b>		

Source: FPA (as of August 31, 2004 for San Miguel and July 2004 for Pastrana) R – Residents NR – Non-residents

### 3.1.4 Residency of Land Claimants

Residency affects land claimant mobilization for titling and has a bearing on post-adjudication objectives.

Non-resident claimants characterize Pastrana where close to 70% live outside the barangay although 42% of this live within the municipality and therefore are able to till the land and can be more easily reached with appropriate mobilization strategies. High rates of non-residency can be partially accounted for by ownership of more than 1 parcel of land. Pastrana claimants have an average parcel of landholdings of 1.79. Since most land claimants belong to the senior citizen bracket, it would appear that they exercise their option to reside in urbanizing barangays, where they can have easier access to health and other services.

San Miguel and Santa Fe represent a generally higher rate of residency at over 60%. For Santa Fe, this is coupled with higher average parcels of land (2.63) owned by non-residents. Close to the same number live in and outside municipality, while for San Miguel, most non-residents reside in neighboring barangays.

**Table 3.2**  
**Residency of Land Claimants**  
**Integrated Pilot**  
**PIO 1, Leyte**

Municipality	Resident		Non-Resident						
	F	%	Within Municipality		Outside Municipality		Total Non-Resident		
F			%	F	%	F	%	F	%
<i>Barangay (N)</i>									
<b>Pastrana</b>									
Capilla (32)	21	65.62	10	31.21	1	3.12	11	34.37	
Canino-an (114)	68	54.38	30	26.31	13	17.33	34	29.82	
Dumarag (75)	20	40.00	32	42.66	13	17.33	45	60.00	
Cabaohan (150)	48	32.00	33	22.00	69	46.00	102	68.00	
Socsocon ((63)	6	19.04	36	57.14	21	33.33	57	90.47	
Jones (88)	27	30.68	29	32.95	32	36.36	61	69.31	
Halaba (98)	19	19.38	59	60.20	20	20.40	79	80.61	
Arabunog (62)	6	8.06	38	61.29	19	30.64	59	91.93	
Patong (68)	11	16.17	31	45.58	27	39.71	58	85.29	
Calsadahay (113)	35	30.97	66	58.40	12	10.61	78	69.02	
<b>Sub-total (863)</b>	<b>270</b>	<b>31.2</b>	<b>364</b>	<b>42.17</b>	<b>230</b>	<b>26.65</b>	<b>594</b>	<b>68.8</b>	
<b>San Miguel</b>									
Bairan (97)	49	50.5	37	77.0	11	22.9	48	49.4	
Canap (161)	104	64.5	35	61.4	22	38.5	57	35.4	
Cabatanuhan (103)	57	55.3	31	67.3	15	32.6	46	44.6	
Patong (66)	43	65.1	5	21.7	18	78.2	23	34.8	
Malaguinabot (46)	22	47.8	13	54.1	11	45.8	24	52.1	
Bahay (146)	57	39.0	80	89.8	9	10.1	89	47.8	
Impo (49)	8	16.3	24	58.5	17	41.4	41	83.6	
Cayare (207)	144	69.5	23	36.5	40	63.4	63	30.4	
Santol (56)	39	69.6	9	52.9	8	47.0	17	30.3	
Libtong (246)	190	77.2	28	50	28	50	56	22.7	
Kinalumsan (56)	41	74.5	7	46.6	8	53.3	15	27.2	
Caray-caray (104)	67	95.1	26	70.2	11	29.7	37	35.5	
San Andres (63)	18	28.5	33	73.3	12	26.6	45	71.4	
Sta. Cruz (147)	134	91.1	2	15.3	11	84.6	13	8.8	
Bagacay (54)	21	38.8	27	81.8	6	18.8	33	61.1	
Pinarigusan (26)	9	34.6	16	94.1	1	5.8	17	65.3	
Mawodpawod (93)	64	68.8	10	34.4	19	65.5	29	31.1	
Malpag (70)	43	61.4	18	66.6	9	33.3	27	38.5	
Guinciaman (65)	27	41.5	25	65.7	13	34.2	38	58.4	
Capilihan	-	-	-	-	-	-	-	-	
<b>Sub-total (1,855)</b>	<b>1,137</b>	<b>61.2%</b>	<b>449</b>	<b>62.5%</b>	<b>269</b>	<b>37.4%</b>	<b>718</b>	<b>38.7%</b>	

Source: Land Tenure Profile (as of September 13, 2004 for San Miguel)

### 3.1.4.1 Profile of Non-Residents

Land claimants generally have more than 1 parcel of land. It is 2.6 in Santa Fe. However, since these are generally small parcels of land and since many live in neighboring barangays, landowners are able to till the land. Over 40% of non-residents till their own land in Pastrana; 28% have tenants. It is over 51% in Santa Fe where close to 20% have tenants.

It is also the case that small landowners till other parcels under harvest-sharing schemes; over 65% of non-residents have farming as their primary source of income, with employment coming up next.

Copra yields are low due to lack of farm maintenance and inputs and many old coconut stands. Non-resident claimants do not encourage the replacement of old trees due to a fear that the introduction of permanent crops by tenants might bolster their claim to the land.

**Table 3.3**  
**Profile of Non-Residents**  
**Integrated Pilot**

Municipality/ Barangay (Number of Workable Lots)	Number of Non- Resident Claimants	%of Non- Residents Tilling Land	Average Number of Landholdings	% Non- Residents with Tenants	% with Farming as Source of Income	Land Use
<b>Santa Fe</b>						
San Roque	222	74	3	20	Employment Farming	Riceland
San Juan	113	69	3	15	Farming	- do -
Cutay	65	73	2	15	Farming and copra	Riceland and cocoland
Catoogan	63	46	2	25	- do -	- do -
Victoria	76	19	2	15	- do -	- do -
Katipunan	153	53	3	20	- do -	- do -
Bulod	46	38	3	20	- do -	- do -
Buculanad	71	39	2	29	- do -	- do -
<b>Average</b>		<b>51.38</b>	<b>2.63</b>	<b>19.88</b>		
<b>Pastrana</b>						
Capilla (52)	29	56	1.6	11.53	81.29	Rice/cocol and
Caninoan (116)	86	74	1.95	6.03		- do -
Dumarag (103)	39	38	1.6	43.68	52.00	- do -
Cabaohan (241)	117	49	1.74	23.96	50.66	- do -
Socsocon (101)	72	71	1.66	73.68	82.53	- do -
Jones (150)	26	17	1.75	24.82	60.00	- do -
Halaba (102)	70	39	2	16.66		- do -
Arabunog (108)	18	18	1.66	44.21		- do -
Patong (117)	25	21	1.89	21.92		- do -
Calsadajay (220)	48	22	2.1	16.34		- do -
<b>Total (1,383)</b>	<b>580</b>	<b>42</b>	<b>1.79</b>	<b>28.28</b>	<b>65.29</b>	
<b>San Miguel</b>						

Bairan	48	(26) 54.1%	2.0	38.1	Farming	Riceland
Canap	57	(31) 54.3%	2.8	5.0	Farming & tuba gathering	Rice/cocol and
Cabatanuhan	46	(26) 56.5%	2.2	38.8	Farming	Riceland
Patong	23	(46) 50%	2.8	60.6	Farming & tuba gathering	Rice/cocol and
Malaguinabot	24	(10) 41.6%	1.9	60.8	Farming	Riceland
Bahay	89	(26) 29.21%	2.0	19.8	Farming	Riceland
Impo	41	(15) 36.59%	1.1	87.7	Farming & tuba gathering	Rice/cocol and
Cayare	63	(10) 25.39%	3.2	9.1	Private & government workers	-
Santol	17	(10) 58.8%	3.2	25	Farming	Riceland
Libtong	56	(6) 10.7%	4.3	0	Private & government workers	
Kinalumsan	15	(6) 40%	3.6	27.2	Farming & tuba gathering	Rice/cocol and
Caray-caray	37	(5) 13.5%	2.8	25	Farming	Riceland
San Andres	45	(8) 17.7%	1.4	42.8	Farming	Riceland
Sta. Cruz	13	(2) 15.3%	11.3	3.4	Farming & tuba gathering	Riceland
Bagacay	33	(13) 39.3%	1.6	18.1	Farming & Fishing	Riceland
Pinarigusan	17	(15) 88.2%	1.5	0	Farming & Fishing	Riceland
<b>Average</b>			<b>2.99</b>	<b>28.83</b>		

Source: Daily progress report and land tenure profile (as of September 7, 2004 for San Miguel)

### 3.1.5 Gender and Shared Ownership Profile

In Pastrana, a slightly higher percentage of land claimants are women, reflecting customary practice of women retaining ownership claim to land that has been passed on from their side of the family. Sharing among heirs is the most common practice in both San Miguel and Pastrana. Conjugal applications were generally lower than separate applications indicating that is relatively low acquisition of land.

San Miguel shows the extent of sharing among heirs where the average of 42% of lots was split among heirs; sharing was as high as 73% in two barangays. There were significantly more male and female applicants in this town.

The generally fragmented sizes of lots make it unviable as an economic proposition. Thus, it sometimes happens that heirs take turns in the use of the lot. Experience in San Miguel and the Participation Study cites that lots divided by heirs is a potential bottleneck in tilling because there is a chance that co-heirs cannot be quickly contacted for subdivision or that there could be disputes that may need to be settled.

**Table 3.4**  
**Gender/Sharing Status of Land Claimants**  
**Integrated Pilot**  
**PIO 1, Leyte**

Municipality/ Barangay	# of Claimants	# with FPA	Male		Female		Conjugal		Heirs	
			F	%	F	%	F	%	F	%
<b>Pastrana</b>										
Capilla	32	54	14	43.75	17	53.12	1	3.12	-	
Socsocon	63	64	18	28.10	15	23.40	4	6.3	27	42.2
Jones	100	117	32	27	38	32	17	15	30	26.00
Halaba	104	137	35	25.00	57	41	0	0	45	32.8
Arabunog	64	82	21	26.00	13	16.00	15	18.00	33	40.00
Patong	70	88	23	26.10	13	16.00	15	18	33	40.00
Calsadahay	113	202	17	11.50	24	21.23	12	10.61	60	53.09
<b>Sub-total</b>			<b>160</b>	<b>22.86</b>	<b>177</b>	<b>26.78</b>	<b>72</b>	<b>10.1</b>	<b>228</b>	<b>33.44</b>
<b>San Miguel</b>										
Bairan	97	61	23	37.70	12	19.67	4	6.56	22	36.06
Canap	161	42	12	28.57	5	11.90	0	0	25	59.50
Cabatanuhan	103	45	17	37.77	11	24.44	5	11.11	12	26.60
Patong	66	69	6	8.69	10	14.49	3	4.34	50	73.40
Malaguinabot	46	25	6	24.00	3	12.00	5	20.00	11	44.00
Bahay	186	63	27	42.86	10	15.87	5	7.90	21	33.30
Impo	49	32	8	25.00	7	21.86	6	18.75	11	34.30
Cayare	207	47	12	42.55	15	31.91	7	14.89	13	27.60
Santol	56	31	10	32.26	1	3.22	9	29.03	11	35.40
Libtong	246	43	15	34.88	12	27.91	3	6.97	13	30.20
Kinalumsan	55	12	1	8.33	0	0	3	25.00	8	66.60
(Caraycaray)	(87)	26	13	50.00	6	23.08	0	0	7	26.90
San Andres	63	26	4	15.38	1	3.85	2	7.69	19	73.00
Santa Cruz	147	61	13	21.31	19	31.14	7	11.48	22	36.00
<b>Total</b>	<b>1482</b>	<b>583</b>	<b>167</b>	<b>28.64</b>	<b>112</b>	<b>19.21</b>	<b>59</b>	<b>10.12</b>	<b>245</b>	<b>42.02</b>

Source: PIO 1, LAMP As of July 2004

### 3.1.6 Perceptions and Plans on Use of Title

The Participation Study (Mangada, et al., July 2004) confirms earlier findings that the perceived primary value of title is to have evidence of tenure security. Use of title to access credit is seen as a prospect by an insignificant few in light of limitations in skills and opportunities for enterprise development.

On the other hand, the Mortgage Study (Banez-Sumagaysay, July 2004) indicates that with or without titles, land claimants prefer informal credit to institutional loans with fixed terms.

### 3.2 Land Ownership Profile of Barangay Council

Less than 45% of barangay officials, who are expected by the project to play lead roles in land tenure improvement, own a parcel of land. In some places, effective control of land may be reduced due to mortgage as in the case of Capilla, where 5 of the 6-landowning members of the barangay council have long-term mortgages on their land. It is as low as 28% in San Miguel and lower still in some barangays in Pastrana at 9%.

Only 39% of pilot barangays in Pastrana have officials that have landholdings. In Santa Fe, the figure is almost doubled at 73%.

Because they are not direct beneficiaries of the project, this might be of interest to the community facilitator because it is likely to have implications on readiness and level of participation of officials in titling activities.

The observation was supported in the case of Sta. Fe. The staff was able to generate significantly higher participation rates than in the two municipalities with considerable support from land claimants 62% of who resided in the barangay. Moreover, majority (73%) of barangay council members also owned land compared to 45% and 39% for San Miguel and Pastrana, respectively.

These are factors that were seen by staff as having contributed to improving participation rates not only for survey and adjudication but also in document completion.

**Table 3.5**  
**Land Ownership Profile of Barangay Council Members**  
**Integrated Pilot**  
**PIO 1, Leyte**

<b>Municipality/Barangay</b>	<b>Number of Landowners</b>	<b>Percentage</b>
<b>Pastrana</b>		
Capilla	6 (5 lots mortgaged)	55
Canino-an	8	73
Dumarag	3	27
Cabaohan	6	55
Socsocon	-	-
Jones	6	55
Halaba	2	18
Arabunog	1	9
Patong	1	9
Calsadajay	10 (but shared with co-heirs)	91
<b>(110) Sub-total</b>	<b>43</b>	<b>39</b>
<b>Santa Fe</b>		
San Roque	9	81
San Juan	10	91
Cutay	8	73
Catoogan	8	73
Victoria	7	64
Katipunan	10	91
Bulod	4	37
Buculanad	8	73
<b>(88) Sub-total</b>	<b>64</b>	<b>73</b>
<b>San Miguel</b>		
<b>Sub-total (for 18 barangays)</b>	<b>49</b>	<b>24.7</b>
<b>Grand Total</b>	<b>142</b>	<b>44.9</b>

Source: PIO 1, LAMP

### 3.3 Selected Socio-Economic Indicators

#### 3.3.1 Income and Services

Poverty incidence is indicated by lack of access to electricity. While the areas are energized, a low percentage could afford the facility - only 30% in San Miguel - again except for Santa Fe where 91% of homes have electricity. However, even with Santa Fe, household incomes are below the poverty line for the region, which is P5700 per month for a family of four.

**Table 3.6**  
**Selected Socio-Economic Indicators**  
**Integrated Pilot**  
**PIO 1, LAMP**

Municipality	Average Monthly Household Income	% for Major Source of Income (specify top 2)	% with Electricity	% Non-Landholding Households (Number of households minus number of resident land claimants)
<b>Santa Fe</b>				
San Roque	5,000	Government and private employee	95	
San Juan	5,000	- do -	95	
Cutay	1,000	Farming	85	
Catoogan	1,000	Farming	95	
Victoria	1,200	Farming	85	
Katipunan	2,400	Government and private employ	95	
Bulod	3,300	Farming	95	
Baculanad	1,000	Farming	85	
<b>Sub-total</b>	<b>17,900</b>		<b>91.25</b>	
	P2,237.50	62.60 % of barangays -farming 37.5% – government and private employ	91.25	Not available
<b>San Miguel</b>				
Bairan	5,000.00/harvest	87% farming		
Canap	5,000.00/harvest	75%(farming); 25%(fishing)		
Cabatianuhan	10,000.00/harvest	95% farming	75%	15.9%
Patong	5,000.00/harvest	80%(tuba); 20%(farming)	28%	
Malaguinabot	7,000.00/harvest	90% farming		
Bahay	8,000.00/harvest	95% farming		
Impo	4,000.00/harvest	80%(tuba); 20%(farming)	13%	93.4%
Cayare	7,500.00/month	80%		
Santol	5,000.00/harvest	75% farming		
Libtong	8,000.00/month	85%	98%	
Kinalumsan	5,000.00/harvest	78 farming	70%	55.1%
Caray-caray	4,5000.00/harvest	82 farming	20%	45.3%
San Andres	4,000.00/harvest	80 farming		

Sta. Cruz	8,000.00 (fishing) 4,000.00 (farming)	85%(fishing);15%(farming)		
Bagacay	3,000.00/monthly	75% fishing		
Pinarigusan	9,673/annual farming income 318/monthly fishing income	85% fishing	26.25%	91.25%
Malpag	714.00/monthly fishing income/6,000.00 annual farming income	75% (farming) 25% (fishing)		
Mawodpawod	1,000.00/monthly income(fishing) 15,000.00/harvesy (farming)			
Guinciaman	15,000/annual farming	80% farming	23.3 %	85.3%
Capilihan	18,690.90/annual farming income	80% farming		
<b>TOTAL/ Average</b>			<b>30.4</b>	<b>64.38</b>

Source: Barangay Profile (as of August 31, 2004)

### 3.3.2 Farm Productivity

Free Patent is for agricultural areas. While farming is a major source of income for most, income from the land has to be augmented by non-farm activities. Interviews show that subsistence farms do not support the annual rice requirements of most households. It is not the major source of income for some urbanizing communities. Average production at no more than 85 cavans of palay per hectare is at least half the expected production level for irrigated farms. This is currently exacerbated by problems of rat infestation.

The production pattern is accounted for not only by the small sizes of landholdings and absence of diversified/intensified production but also from lack of application of appropriate rice farming and coconut production techniques. Even coconut lands are generally not cleared of brush, thus limiting productivity and may be classified as idle lands.

### 3.3.3 Land Tenure Concerns

#### 3.3.3.1 Mortgage

At least 14% of workable lot in Pastrana and 6% in San Miguel were reported as mortgaged. Data come from initial land tenure profile, which were obtained from key informants, and are usually exceeded upon real count.

Mortgage affects participation levels for mass titling. It is cited as one of the reasons for non-completion of documents. In San Miguel, only about a quarter of identified mortgaged lots were applied for, even less complete their documents in time.

Findings of Mortgage Study of July 2004 show that mortgage did not prejudice application by mortgagor. Filing of application is in the name of the mortgagor. Since mortgagees were relatives or friends, it was found that mortgage did not speed up land loss due to default payments and titling by mortgagee. Documented cases of land loss during titling in CO pilots, Caninoan and Capilla, were not the norm.

While the pattern that was uncovered did not always involve loss of mortgaged land (35%), this can be attributed to the non-enforcement of loan agreements in favor of mortgagors. The possibility of loss may increase in future as land values increase with titles and lenders may choose to enforce agreements on default.

Most lands are mortgaged at low amounts the easier to redeem these but low incomes and certain mortgage arrangements preclude prompt payment of debt. This indicates the need for mortgage redemption mechanisms, safety nets for health and education.

Mortgage also correlates directly with low land productivity. The high incidence of unredeemed mortgages highlights the vulnerability of borrowers who are unlikely to redeem in the absence of livelihood options and health safety nets. The incidence of second mortgages attests to this lack of capacity to pay. Default also often occurs at rates that are way below fair market price.

The use of mortgage is significant. Borrowed money is not used or intended for production.

Mortgage negatively affects participation in titling. The benefit of title is not likely to be achieved for mortgaged lands. There is the added irony that the cost of titling to government may even be higher than the cost of redeeming mortgaged lands.

While there is demand for alternative credit, there is also a prevailing value system not to pay government loans. It is appropriate to address these concerns in CO.

Mortgage affects the relevance and impact of titling. This can be addressed in a limited way during the titling process unless measures are taken that directly address the situation – through mortgage redemption schemes, etc. Even under convergence, none of the pilots has yet worked up concrete measures to mitigate directly the problem of mortgage.

Thus, the other option is to account for situations that militate against attainment of benefits of titling in site selection. Unless, a mortgage redemption scheme is a feature of project support through convergence, site selection can steer away from areas where there is high mortgage incidence.

**Table 3.7**  
**Mortgage and Participation**  
**Integrated Pilot**  
**PIO 1, Leyte**

Municipality/Barangay (N)	Mortgaged Lots		Mortgaged Lots with PLA		Mortgaged Lots with Completed Documents	
	F	%	F	%	F	%
<b>*Pastrana</b>						
Capilla (52)	11	21.15				
Canino-an (116)	34	29.31				
Dumarag (103)	8	7.76				
Cabaohan (242)	27	11.15				
Socsocon (101)	5	4.9				
Jones (144)	15	10.63				
Halaba (180)	19	10.55				
Arabunog (95)	8	8.42				
Patong (39)	39	34.21				
Calsadajay (208)	24	11.53				
<b>(1,352) Sub-total</b>	<b>190</b>	<b>14.05</b>				
<b>*San Miguel</b>						
Bairan (97)	7	7.21	2	28.57	1	14.28
Canap(195)	5	2.56	0	-	0	-
Cabatanuhan (144)	4	2.77	2	50	2	50
Patong (116)	7	6.03	2	28.57	1	14.28
Malaguinabot (34)	2	5.88	0	-	0	-
Bahay (186)	5	2.68	2	40	2	40
Impo (55)	12	21.81	2	16.66	2	16.66
Cayare (207)	2	0.96	0	-	0	0
Santol (53)	-	-	-	-	-	-
Libtong (302)	3	0.99	0	-	0	-
Kinalumsan (51)	6	11.76	0	-	0	-
(Caraycaray) (85)	7	8.23	1	14.28	0	-
San Andres (66)	8	12.12	2	100	2	100
Santa Cruz (144)	2	1.38	2	100	2	100
Pinarigusan (30)	1	3.33	-	-	-	-
<b>Total (1,765)</b>	<b>71</b>	<b>6.3</b>	<b>15</b>	<b>27%</b>		<b>20.37</b>
<b>Average</b>						

Source: PIO 1, LAMP \* Source: Land Tenure Profile vs. SAT Progress Report for other municipalities

The study of mortgage in LAMP sites by Banez-Sumagaysay shows the following:

- While there are a few who are into accumulation of land, mortgagees are private individuals with surplus who perform a social function in the absence of accessible lending institutions, of safety nets in time of illness, of source of capital for children's education; additional sums are obtained for daily needs;
- They are preferred to formal lending institutions, which are perceived to have inflexible terms.
- Borrowed sums are used in emergencies, education and daily needs – consumption, rarely for production purposes
- Borrowed sums are generally low depending on capacity of mortgagee, capacity to pay of mortgagor
- There are variable arrangements – mortgagee may have use of land with 50-50 sharing system or vice versa

- Given poverty, there is loss of capacity to pay
- Mortgage default occurs at lower than prevailing fair market prices
- There is expressed need for alternative credit sources for health and education as well as for additional livelihood options to enhance capacity to repay

### 3.3.3.2 Tenancy Status in Pilot Municipalities

Pastrana shows a pattern where less than half (49%) tills the parcels of land that they own.

On the other hand, data from San Miguel show that direct tillers are more likely to apply for free patent than those whose land are being tilled by tenants, resident or non-resident. They account for 77% of the applications.

A small (2%) percentage of non-residents with tenants account for Free Patent applications. Out of 503 FP applications, only 3 resident claimants have tenants on the land.

Data from the three municipalities have different sources so are not directly comparable. Pastrana, whose source is the land tenure profile, which was gathered from key informants, is indicative of the extent of tenancy arrangements in the locality. On the other hand, data from San Miguel were prepared from the record of applications, thus do not show the extent of tenancy in the area.

As there is a sizable percentage with tenants, it may be worthwhile to pursue the causes for San Miguel result in light tenants rights to apply for land tilled, if qualified.

**Table 3.8**  
**Tenancy Status in Pilot Municipalities**  
**Integrated Pilot**

Municipality/ Barangay	Number of Workable Lots	# with FPA	Lots with With FPA						
			Lots with tenants Frequency (%)		Tenanted lots with FPA		Lands Tilled by Claimant		
			Resident	Non- Resident	F	%	F	%	
<b>*San Miguel</b>									
Bairan	97	51	0	1 (10%)	1	1.96	43	84	
Canap	195	42	0	2 (5%)	2	4.76	38	90	
Cabatianuhan	144	39	0	0	0	0	33	85	
Patong	116	70	0	0	0	0	63	90	
Malaguinabot	34	25	0	0	0	0	20	80	
Bahay	186	63	2 (3%)	2 (3%)	4	6.35	32	50	
Impo	55	32	0	2 (6%)	2	6.25	2	6	
Cayare	207	33	0	0	0	0	30	90	
Santol	53	29	0	0	0	0	25	86	
Libtong	302	21	0	0	0	0	21	100	
Kinalumsan	51	12	0	0	0	0	7	58	
Caraycaray	85	26	0	2 (8%)	2	7.69	22	85	
San Andres	66	26	0	0	0	0	25	96	
Santa Cruz	144	34	1	0	1	2.94	25	74	
<b>Sub-total</b>	<b>1,765</b>	<b>503</b>	<b>3 (.59%)</b>	<b>9 (2%)</b>		<b>2.1</b>	<b>386</b>	<b>77</b>	
<b>**Pastrana</b>									
*Socsocon	98	64	1	1.6	17	27	N/A		

*Jones	141	117	0	0	30	26	81	69
*Halaba	180	137	4	3	51	37	71	52
*Arabunog	94	82	0	0	47	57	27	33
*Patong	113	88	2	2	30	34	37	42
<b>Sub-total</b>	<b>626</b>	<b>588</b>	<b>7</b>		<b>175</b>	<b>36.2</b>	<b>136</b>	<b>49</b>

\*Source: Daily Progress Report as of July 2004

\*\*Source: Preliminary Land Tenure from Profile

#### 4. Findings and Key Lessons from the Integrated Pilot

The set of evaluation indicators, which are in Annex 1, is the basis for consolidating lessons and observations from the Pilot. These were the same that were used in the final evaluation of the CRS Pilots.

##### 4.1 Monitoring Parameters

The monitoring parameters used in the following analysis are sensitive to process, reach of target participants, delivery of inputs and outputs, etc.

**Table 4**  
**Progress Report Areas of Inquiry**  
**Base Camp Operations**  
**PIO1, LAMP**

<b>Some Parameters</b>	<b>Areas of Interest</b>	<b>Strategies, Activities and Components under Review</b>
<i>Process</i>	Level and quality of participation; empowering? Timing; Culture/gender sensitive? Least cost given	For each activity (e.g. social investigation and establishment of benchmarks, Community-based monitoring, barangay assemblies, survey, land dispute settlement, etc)
<i>Reach of Target Participants</i>	Were these identified? Are they reached? Are strategies to reach landowners effective and cost efficient? Is distribution of benefits from titling equitable? Are there groups that may be disadvantaged by titling? What is project response?	Validation of landowners Land tenure profiling Advocacy for rights of landless
<i>Social Acceptability</i>	What are the factors affecting acceptability of project? What are perceptions of landowners and non-participants?	Entire project or specific components
<i>Delivery of Inputs</i>	Quality, timeliness Personnel designation and preparation Logistics – transport, etc. Incentives Strategies	Social assessment in the design of community mobilization strategies  Cost centers – training, IEC in terms of channels and content, functions and competencies of staff
<i>Delivery of Output</i>	Targets delivered/plans implemented?	CO output for validation, survey, adjudication
<i>Use of Output</i>	CO output as input to survey and adjudication Relevance of title to poverty alleviation; title as social capital; equity considerations	By survey, SAT Potential use of title
<i>Effects of Interventions</i>	Benefits Intended and unintended results	Outcome of all activities/components

## 4.2 Reach of Target Participants

### ***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. This effectively reduces the relevance and potential impact of the project as an instrument of poverty alleviation.

The sites 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.

The land distribution in municipalities such as in Leyte presents policy implications on the reach of target beneficiaries. Project assumptions of benefiting the majority of small rural landholders are put in question. The high percentage of landlessness challenges the relevance of the project as an instrument of social equity.

At 50% participation rate, potential target participants are further reduced by many factors that promote exclusion. However, all these tend to unduly raise the cost of mass titling. This then forces questions on site selection as a means to maximize the economic and financial rate of return of the project.

## 4.3 Time Frame

### ***Time Savings***

The pilot affirmed that CO could 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 experience in Santa Fe further shows that similar techniques can produce the land claimants' master list in the absence of a CIM list.

### ***Time Requirement***

Adequate time for social preparation is an important requirement in implementing the integrated pilot.

### ***Caveat on Shortened Social Preparation Period***

A two-week social preparation period to achieve participation levels produced better results in Pastrana (47%) than in San Miguel (15%). In both base camps, however, certain processes were skipped with impact on quality of outputs.

Experience in the earlier CO pilots showed that a 2-3 month period was an ideal lead-time for LGU to be able to take on the lead role in supporting the community mobilization aspects of land titling. This period then also becomes a preparatory phase for post-adjudication activities.

As projected, there are certain processes that could not be crunched; the Integrated Pilot demonstrated that preparation for titling and land tenure improvement should not be shorter than 2 months. Processes like reaching non-resident claimants, social investigation and group discussion with landless, tenants, mortgagors, community integration and rapport building, CAG formation, can then be easily sacrificed. These in turn affect participation and the identification and resolution of any social issues that may affect titling. The two-week lead time that was observed simply represented the coordination period for adjudication.

Coordination with barangay councils also suffered a set back under heavy time pressure. Participatory monitoring and feedback schemes that could have helped correct bottlenecks were not established.

Such a time frame did not allow adequate time for reaching land claimants, an average of 48% lived outside the barangay, establishing profiles to better understand the particularities of the social context, setting up participatory mechanisms for implementation and monitoring, identifying and preparing those that might be negatively affected, coping with competing schedules such as fiestas, elections, etc.

It was stipulated that there were aspects of social preparation that could not be crunched into a very short time frame. The initial experience relative to a 2-week time frame for social preparation highlights this position.

#### ***Time Frame to Support Convergence***

MCF presence for post-adjudication activities at the barangay and municipal levels is useful in providing impetus for operationalization of convergence schemes.

The differential in time frame for CO-CD, as against community mobilization 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 1 year. The most effective arrangement is an action plan that determines the heightened role of existing municipal staff/agencies in support of barangay development plan implementation.

However, based on gestation period of plans, the CO cycle and the integration of LAMP in various municipal committees, a post-adjudication phase of 6 months in a barangay and municipality is inadequate unless the municipal LGU actively manages implementation of post-title agenda. A phase-out period of at least another 6 months would be helpful within which to consolidate municipal government mechanisms and plans for convergence and barangay development.

This time frame is based on the assumption that a local champion assumes leadership and that municipal government and convergence structures, through NGO, DSWD CO, etc., are able to assume facilitation roles and can provide full support to organizational development and Barangay Development Plan implementation.

Thus, a period of at least 1 year in a municipality is provided for under this plan to allow for phase out and to ensure proper turn over of facilitation functions of LAMP in convergence structures.

However, it has to be recognized that such a time frame does not assure sustainability. It is highly dependent on the assumption of facilitation roles by POs, which may not have reached high levels of maturity by the end of the period, and LGUs, which may not be equipped to continue facilitation functions at the barangay level.

As members of convergence structures, NGO partners can provide training on CO or perform CO functions during the post-title phase.

#### **4.4 Staff Preparation for SD**

A highlight of the Integrated Pilot is that community organizing was not a function of a unit. Social Development was stressed as an underlying principle and a body of strategies and techniques for project implementation.

The Integrated Pilot experience shows that technical staff can perform CO functions but that a SD orientation and training on CO principles and skills is necessary. A basic course of SD and CO shall be provided for field staff and is part of PIO's Training Manual.

Consistent with the concept of multitasking, Pastrana showed that the job of adjudicators is not so technical that the Community Development Assistants were able to provide assistance; adjudicators who were engineers were also tapped in the performance of survey validation tasks.

These may be considered in drawing up criteria for hiring. Qualifications for adjudicators can de-emphasize knowledge in law but instead add a modicum of social awareness and social skills.

Functional integration has import on the organizational structure. SD will not be a field unit but a supra-field function to be responsible for training and to oversee organizational implementation of SD concept and of CO processes by field staff.

## 4.5 Improving Participation Rate

The viability of mass titling is in being able to achieve cost effective participation rates.

### ***Rate of Participation***

Participation was monitored at key stages in order to manage the process. Overall, it is defined in terms of completion of documents.

In its first barangays, the base camps obtained rates that are below the log frame target of 80%, demonstrating the factors that need to be managed in a roll out.

There is a variance in participation rates between the two base camps at 24% completion of documents in San Miguel and 47% for Pastrana. The rate for San Miguel was even lower than at the Dagami base camp, which attained participation rates of 37% under a pre-integrated model.

Santa Fe consistently mobilized 100% participation in simultaneous SNS/adjudication. It obtained the highest free patent application rates at 79% even while survey and adjudication was still on going in half of the barangays. From here, drop off in document completion is 20%, lower than in the other municipalities.

Field personnel noted that it is easier to mobilize land claimants for free patent application in unsurveyed areas such as Santa Fe. But even here, drop off at document completion while not as steep as in the other municipalities is still sizeable. The pattern is expected to be sustained into the next stage that incurs cost by the land claimant.

Santa Fe, due to consistently perfect SNS/adjudication rates, confirms that proposed processes are effective. It also shows that better participation rates can be expected in less depressed municipalities as seen in the average sizes and number of lots owned, etc. In addition, the comparatively exceptional rates that were obtained in Cutay and Baculanod are also attributed to overwhelming advocacy support by the Barangay Council.

Drop off is accounted for by land claimant circumstances and attitudes, specifically those that related to affordability and perceptions of documentary requirements.

On the other hand, San Miguel shows the difficulties that need to be surmounted in previously surveyed areas. There are misperceptions that were acquired about costs, processes and unreliable service in the case where an earlier survey did not lead to titling. On the other hand, there are perceptions, too, which can be addressed in the information and education campaign, that survey is sufficient to confirm tenure security and prevent future occurrence of disputes on boundary and ownership.

Moreover, **Table 4.2** for San Miguel indicates how land tenure and other land claimant characteristics could effectively reduce an area's expected number of workable lots. On closer analysis, only 65% are actually workable lots, for both residential and agricultural lands. Of the total number of workable lots, 65.4% was agricultural while the rest was residential. As a fraction of total lots, patentable lots were just 42.58%. Patented lots, pending patent applications, CARP lands, government lots, contested lots and those exceeding patentable limits, accounted for non-workable lots. The level of workable and patentable lots should be useful information in site selection.

**Table 4.1**  
**Comparison of Participation Rate**  
**Integrated Pilot**  
**PIO, LAMP**

Municipality	Identifying Data			Participation Index				
	No. of Barangays	No of Workable lots	Average Adjudicator Output/day	% of SNS	% FPA	% Document Completion	% Transmitted to ROD	% Registered Patents
<b>Santa Fe</b>								
San Roque		323	5	100	168	52.00	Not yet	
San Juan		150	5	100	74	49.30	- do -	
Katipunan		202	5	100	85	42.00	- do -	
Cutay		103	5	100	66	89.00	- do -	
Catoogan		129	5	-	50	*50.00	- do -	
Victoria		105	5	-	54	*34.00	- do -	
Bulod		63	5	-	43	*43.00	- do -	
Baculanod		105	5	-	85	*85.00	N/A	
Total	8	1180	5 (unsurveyed)	100	*79 (4 barangays on going; 4 completed barangays with 100%)	55.5% (58.1% if excluding 4 barangays with on-going SNS)		
<b>Pastrana</b>								
Capilla		52	5	100	52	71.2		
Caninoan		116	5		74.1	63.8		
Dumarag		103			73	62.7		
Cabaohan		242			78.5	53.7		
Socsocon		101			62.3	36.6		
Jones		141			85	65		
Halaba		180			72.2	72.4		
Arabunog		95			76.8	52.1		
Patong		114			41.2	70.3		
Calsadajay		208			58.17	43.00		

*\*Note: For Barangay Katipunan, Catoogan, Vicotoria have on-going simultaneous SNS/adjudication, which end July 23, 2004. Barangays Bulod and Baculanad on-going SNS/adjudicaton.*

**Table 4.2**  
**Profile of Potential Workable Lots by Barangay**  
**San Miguel, Leyte**

Barangay	Total Lots	Patented	At PENRO	DAR-CARP land	Government Lots	Over 5 hectares	Contested	Others	Workable Lots	Agricultural	Residential
Bairan	200	55	5	20	2	10	4	1	97	73	24
Canap	259	21	16	8	7	6	8	0	196	154	41
Cabatianuhan	243	58	18	15	3	4	1	0	144	107	41
Patong	186	17	8	8	1	6	0	0	146	144	37
Malaguinabot	111	47	9	7	1	6	7	0	34	32	2
Bahay	332	22	33	62	5	14	7	3	186	186	0
Impo	121	15	10	13	15	5	8	0	55	48	7
Cayare	270	36	0	0	9	2	11	1	302	50	252
Libtong	361	36	5	5	5	3	9	0	207	74	133
Santol	121	4	8	38	7	7	4	0	53	46	7
Kinalumsan	105	11	17	-	3	-	8	0	55	38	17
Caray-caray	131	11	17	-	5	0	6	0	83	56	27
San Andres	81	6	5	2	3	-	-	1	64	59	5
Santa Cruz	217	23	16	-	5	-	13	16	144	51	93
Bagacay	102	4	14	-	2	-	5	4	73	67	6
Malpag	125	2	5	-	2	-	0	0	22	22	0
Pinarigusan	27	1	2	-	2	-	0	0	22	22	0
Mawod-pawod	162	-	-	1	-	-	-	-	126	85	41
Capilihan	52	0	1	3	0	-	1	1	46	25	21
Guinciaman	284	49	28	22	14	19	22	-	130	96	34
<b>TOTAL</b>	<b>3491</b>	<b>418</b>	<b>229</b>	<b>211</b>	<b>94</b>	<b>91</b>	<b>114</b>	<b>31</b>	<b>2268</b>	<b>1483</b>	<b>785</b>
<b>Percentage</b>	<b>100</b>	<b>11.97</b>	<b>6.55</b>	<b>6</b>	<b>2.69</b>	<b>2.6</b>	<b>3.26</b>	<b>0.9</b>	<b>64.96</b>	<b>42.48</b>	<b>22.42</b>

Source: San Miguel Base Camp from CENRO Verification of Lot Status as of August 2003 and Numerical CIM List

### Factors Affecting Participation

Participation Study (Mangada, et al) cited the following factors that influence low participation as lack of financial resources, difficult and numerous documentary requirements, lack information on the project requirements and costs, mortgage lots, disputes or sharing with heirs. Financial constraints affected both residents and non-residents. The question of affordability deserves special consideration from an operational and policy perspective. Proposed responses to issues are on Table 4.4.

**Table 4.3**  
**Reasons for Non-Participation**  
**Survey Result, Participation Study**

	Residents			Nonresidents			
	Did not appear for interview	Interviewed but did not submit complete documents	Completed documents but did not pay fees	Did not appear for interview	Interviewed but did not submit complete documents	Completed documents but did not pay fees	Total
Financial constraints	4	11	5	1	7	2	30
Busy with other concerns	1	2	1	5	2	1	12
Lacks documents	3	9	0	5	11	0	28
Resides far from place	0	0	0	2	0	0	2
Lacks information on project, schedules, requirements, costing	7	1	4	5	1	4	22
Non-coverage	0	2	0	2	0	0	4
Disputes and problems with parcels (mortgaged, etc.)	3	6	0	5	4	0	18
Others (sickness, have to wait for other siblings, unwillingness, daughter attending)	3	0	0	3	3	3	12

Source: Ladylyn Mangada, et al., Participation Study, LAMP, PIO 1. July 2004

**Table 4.4**  
**PIO 1 RESPONSES TO SHORT STUDIES AND ACTIVITY EVALUATION**

<b>Factors</b>	<b>What is the situation?</b>	<b>What are the issues?</b>	<b>What changes are proposed?</b>
<b>PARTICIPATION STUDY</b>			
<b>Cost of participating</b>	<b>Fees charged by the project</b>  <b>[Itemise the fee components]</b>	Cadastral fee is a major component  Interest rates of 6% per year are payable on the base cost.  Variable fees ads uncertainty. Need for a flat fee	1. Ask DENR via PMO to remove the interest rate on cadastral costs by administrative order  2. Amend the law to eliminate cadastral costs entirely and set up a flat fee for systematic adjudication
	<b>Other costs from participating in the project</b>  <b>[List other costs associate with participating]</b>  E.g. fare to secure CTC – P30 from Capilla, documentary stamp – P100/lot (4 stamps x P25 - 28), or more depending on lawyer, transaction, etc.	Affordability problems for majority with incomes below poverty line  Not in highest rung in hierarchy of spending priorities  Seasonality of cash  CTC, documentary stamp not available in barangay  Municipal treasurer may not allow barangay to sell CTC due to concern on accountability	1. Limit documentary requirements  2. Barangay can arrange to sell CTC, documentary stamp in barangay  3. Early provision of information on cost with LGU campaign to encourage saving for early compliance with cost requirements. An explanatory leaflet on direct and indirect costs?  4. Update the poster on costs
	<b>Cost of preparing and notarizing documents</b>  Notarization – P250 – P600 (Capilla) Fare to find lawyer – P30 or more	No access to affordable notarial services	The Region has agreed so simplify processes where a notary is not available.  Commission for an adjudicator to perform some attestation services
	<b>Back taxes – claimants feel they</b>	Perception is not accurate - it is not necessary	1. Briefing and information packet on basic

Factors	What is the situation?	What are the issues?	What changes are proposed?
	<b>must pay back taxes</b>	<p>to pay back taxes</p> <p>Information presented to the community still leaves uncertainty</p> <p>Much of the mobilizing is done by the barangay and so it is imperative that barangay staff have accurate information about the project available at their fingertips</p> <p>Municipal LGUs require payment of taxes despite LAG resolutions</p>	<p>orientation materials and frequently asked questions for barangay LGU</p> <p>2. Information can be repeated in various forums in barangay</p>
<b>Other?</b>		<p>The project is dependent on the knowledge of the barangay officials as they have a key role in mobilizing the community</p> <p>Lack of Information Kit</p> <p>Lack of effective transition from the SD staff to the adjudicator in mobilizing the Barangay council and members of sub-teams</p>	<p>Information kit to be developed and provided to all barangay council participants.</p> <p>Timeline already revised to clarify steps to ensure community organizing rather than top-down approach is used. Third council meeting implemented to ensure adjudicators liaise. Daily meetings and weekly review meeting set up during adjudication to ensure effective utilization of the barangay.</p>
<b>Lack of documents</b>	<b>Tax declaration</b> – claimants feel they must obtain a tax declaration in their own name and know that they can't do this without paying back taxes – a big cost	Wrong perception; wrong or vague information given by the project during community mobilisation	<p>New practice reducing the extent of documentation needs to be implemented in the base camps and incorporated into the information packages.</p> <p>Speakers notes for the assemblies to clearly cover the correct information to be presented</p>

Factors	What is the situation?	What are the issues?	What changes are proposed?
	<b>Some flexibility in arrangements</b>	Need to review the level of documentation required and issue clear instructions to adjudicators and SD staff	Regional meeting approved the use of affidavits corroborating the claim. This has been circulated at base camps.. Instruction to be given to adjudicators on the new process [Friday 9 and Saturday 10 July]
	<b>A claimant with 30 years' occupation and cultivation can claim without producing deeds.</b> Evidence of the lack of disputes and in corroboration of the possession, made by disinterested persons in the form of affidavits, may be acceptable	Review this issue at a regional meeting and receive endorsement	Endorsed and to be implemented [update manual]
	<b>The issue becomes unclear where the claimant must rely on the cultivation of a predecessor.</b> This occurs where the claimant has less than 30 years' occupation.	Best evidence of the transfer of title is a duly registered deed but these are not always available in agricultural areas.  Where a registered or notarized deed cannot be provided, can we simplify the administrative guidelines to permit a patent to issue if the 30 years' occupation of the claimant and predecessor can be verified by affidavit	
	<b>The adjudicator spends two weeks per barangay adjudicating and collecting lacking documents</b>	Two weeks in a barangay is inadequate time to adjudicate an follow up on lacking documents  The follow-up process on lacking documents is inadequate	Recent change to allocate a third week for following up the lacking documents  Recent change to clarify lacking documents – includes daily meeting with barangay council and chairman, and a weekly strategy meeting with the same

<b>Factors</b>	<b>What is the situation?</b>	<b>What are the issues?</b>	<b>What changes are proposed?</b>
<b>Assemblies – communication process - Lack of information about the project and the titling process</b>		The information given at assemblies is not sufficiently detailed about (i) the fees and costs (ii) the documents required (iii) the procedures followed	1. Two barangay assemblies and 3 council meetings 2. Detailed speakers notes for assemblies and meetings to ensure uniformity of message
		One barangay assembly is not adequate for communicating the required information to the community	Periodically update list of Frequently Asked Questions  Take various media to communicate critical information – i.e. wall news/notices, orientation of BC/CAG on key issues as those expected to communicate messages
<b>Lack of information about the interview date</b>	Adjudicators omit to prepare schedule of interviews	Tight schedule; lack coordination with BC;	Provide adequate lead time of not less than 1 week; Conduct Operations Planning with BC/CAG at least a week before interview
	Failure by base camp to prepare notices of interview	List of claimants not completely validated (San Miguel)	Plan with BC and CAG for key activities and strategies
	Failure to mobilise the barangay effectively to mobilize the community, for example, to deliver the notice of interview	BC resentful to be treated not as partners  BC often has limited resources to deliver notices to non-residents	Orient adjudicators on CO principles and social skills before start of community work
<b>Some disputed lots</b>	Settlement among heirs some of whom may be absent	Subdivision of property	
	Dispute settlement at SNS/ adjudication	Data from initial land tenure profile not used for early settlement of disputes	Dispute settlement encouraged before SNS/adjudication

Factors	What is the situation?	What are the issues?	What changes are proposed?
		New procedure prescribes that adjudicators have first crack on case; unsuccessful settlement attempt to be turned over to LT  Only 1 or 2 Lupon Tagapamayapa members trained	Community based training of Lupon in coordination with MILGO to allow for more members to be attend
<b><i>Too busy to come to barangay hall</i></b>	Significant percentage come for interview on Saturday  Experiment on after-office interview in barangay (by 1 adjudicator) proved effective in San Miguel	Timing vs. seasonal farm activities  People sometimes made to wait for staff/cancelled appointments  Low priority of titling	Consider seasonal context in planning schedules with BC  Office procedures can adopt to seasonal skeds – i.e. be open to Saturday, evening interview schedules, etc
<b><i>Interpersonal skills of field staff</i></b>	Some feedback of negative perception by officials and land claimants – e.g. no rapport with BC, treat barangay officials like staff, leave barangay with no word, etc.	Some belief that establishing and maintaining rapport and coordinating with barangay partners is a function of CDO/CDA  Some adjudicators lack orientation on community organizing/social development	Institutionalize multi-tasking  Prepare technical staff for CO functions  Criteria for hiring adjudicators to include some people skills
<b>TENANCY STUDY</b>			
<b><i>Fear of tenants that titling leads to insecurity of their tenure</i></b>	Tenancy Study shows that 57% of interviewed were share tenants; 43% under alternative leasehold (through direct negotiation, by succession or by DAR mediation)  Tenancy rights are subleased without consent	Titled land may be sold without making provisions for disturbance of tenants  Questions on honesty in sharing	Firm up leasehold agreements  IEC on rights  Annotation of leasehold on title
<b><i>Low productivity of</i></b>	Rice and coconut lands are under	Often, no inputs provided by absentee owners	LGU to encourage increased productivity thru

Factors	What is the situation?	What are the issues?	What changes are proposed?
<b>tenanted lands</b>	producing  Coconut stands are old  No farm inputs for rice production	Most tenants are not allowed to plant permanent crops (e.g. coconut and trees) for fear of encouraging tenant's claim/interest on land	incentives/disincentives  Convergence groups/LGU study options and launch education campaign on rights and increased productivity  IEC on response to issues/questions  MAO to promote intensified/integrated farming techniques
<b>Unclear: project stand versus right of tenant to apply for tilled land</b>	50% of those interviewed for Tenancy Study were tenants for over 30 years	Does project inform qualified tenants of their right to apply for tilled land? Under what conditions? What are implementing guidelines for recognizing tenants right by law?	Recommendation on guidelines to be worked out  Pilot to understand factors and to prepare for impact management of course of action
<b>MORTGAGE STUDY</b>			
No safety nets in the case of illness	Plans of convergence network do not yet promote specific measures to directly address health/insurance requirements	Mortgagors usually do not complete documents in titling process  Limited government resources for indigent support for Philhealth  No access to alternative credit sources	Pursue planning by MIAC on social issues  Advocacy to increase health insurance coverage by LGU; explore community health insurance schemes and rural industry and economic development alternatives
No credit access for education, daily expenses	High percentage of mortgage due to education and daily expenses  Link up with alternative credit sources tried under convergence but communities consider interest rates not affordable	People have no loanable properties  Mortgage under different terms. Some further reduce landowner's capacity to pay when the tiller is the mortgagee	Poverty alleviation schemes need to be supported with economic plan to absorb excess labor from land, develop regional/local industries and markets, address population management concerns, etc.; not to put all resources into poverty alleviation programs, which experience proved to be palliative, at best

Factors	What is the situation?	What are the issues?	What changes are proposed?
			Mortgage and other social issues to be presented for municipal planning: MCF to groundwork and put on agenda of MIAC, MDC, MPDC at Operations Planning Stage
Low productivity of land	<p>Many idle or lands that are not maximized</p> <p>Swamp lands a significant percentage of land area</p> <p>Link up with development projects of other agencies (e.g. PCA group credit scheme not favored)</p>	<p>Lack of capital/low level of investment on land</p> <p>Lack technology</p> <p>Cultural values about intensive gardening/farming</p> <p>No LGU policy providing incentives and disincentives for idle lands</p> <p>Undeveloped markets for alternative production</p>	<p>MAO in convergence with SCUs and other service providers for appropriate strategy and more vibrant assistance on agritechnology</p> <p>Discuss bottlenecks in plan implementation at MIAC/LPRAT</p> <p>Tie up with MAO, university extension programs for technology transfer</p> <p>Productivity and economic potential as site selection criterion</p> <p>LGU to consider policy moves on land management</p> <p>Diversification, development of rural industry</p>
Small pieces of land (80% below 1 hectare of which more than 60% below 0.5)	Production levels not enough to supply rice requirements for the year	Affordability affects participation in titling	Advocacy for macroeconomic response to poverty reduction: skills development and job creation, population management not just poverty alleviation programs
<b>Characteristics</b>			
Many mortgages have stayed for years at low sums; amounts below market value	Many could not redeem even after mortgage has lapsed	<p>Informal mortgagees are preferred to formal credit</p> <p>There are fears that titling might change</p>	IEC on rights and options of mortgagors; titling under name of mortgagor; SAT enjoined to be sensitive that titling does not speed up transfer to mortgagee

Factors	What is the situation?	What are the issues?	What changes are proposed?
		<p>(make more stringent) current informal arrangements</p> <p>Mortgagee tills land, taking away mortgagors source of income and capacity to pay; mortgagor is effectively tenant on own land</p> <p>Second loan to redeem first increases risk of not being able to redeem land</p> <p>Mortgagee might speed up foreclosure during titling</p> <p>IEC on other credit instruments, to avoid use of land as collateral</p> <p>Loan instrument is deed of sale with right to repurchase</p>	<p>Study setting up of mortgage redemption scheme</p> <p>Improvement of economic conditions not poverty alleviation/palliatives</p> <p>Stakeholder analysis and LGU advocacy to reform mortgage practice – e.g. foreclosures to approximate fair market value, percentage of harvest pays principal where mortgagee is in possession of land, study what can be done about terms of payment, what to do when redemption period is past, etc.</p>

### **Contacting Non-Residents**

The average percentage for non-resident claimants for the three municipalities is 47.8%; for Pastrana, it is close to 70%. Over 90% live outside the barangay in such places as Socsocon and Arabunog. 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.

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.

### **Fall-off in Participation Rate due to Affordability of Documentary Requirements**

As in CO sites, results show an initial high level of interest but low compliance with document submission. Field observation and participation study show that rural land claimants are unable to afford the fees and charges for free patent.

The Participation Study (*Mangada, L. et al, Factors Affecting Participation of Land Claimants in the Land Titling Activities of PIO1: Final Report, July 2004*) that was conducted during the period also stressed affordability as a factor in participation drop-off. Despite avowed willingness to pay and to pursue application at some future time, the most commonly cited cause for being unable to complete documents is the perceived cost of securing documentary requirements.

This was discovered to be both a function of affordability and information dissemination because even certain documents, such as tax declaration that was no longer required, were seen as deterrents. Tax declaration was especially troublesome because obtaining this would require the payment of back taxes. LAMP has taken responsibility for securing tax declarations. However, certain municipal governments have also encouraged the payment of back taxes as a revenue generating measure despite LAG agreement for a moratorium on back taxes.

Based on this feedback, arrangements were firmed up to waive other documentary requirements.

However, the matter of affordability raises design considerations. A relevant question given that optimum participation levels will be difficult to reach in poor municipalities is: does the project continue to prioritize titling in poor municipalities knowing that titling would be achieved at a higher cost? Should the project raise cost of titling in such sites due to the need for post-adjudication support to promote poverty reduction?

Moreover, projected benefits are expected to have a longer gestation period with uncertain impact on increased productivity or economic activity. Should the project prioritize titling of idle lands? Swamps and unproductive rice and cocolands characterize much of the area. Coconut plantations do not seem to be maintained or upgraded.

Since this is a loan facility, thus an investment, it is recommended that site selection prioritize growth centers or productive lands where the project assumptions on economic growth can be realized. To do otherwise is to raise project cost with poor financial and economic rates of return, which itself contributes/will contribute to poverty as debt service comes due.

Site selection and its implications is a matter that should be brought up with local officials and regional development planners. Policy initiatives can then be undertaken for improved management of idle lands.

Other provinces of Leyte and Samar possess similar characteristics as potential radiation sites. Moreover, Samar is characterized by out migration due to marginal and degraded agricultural lands. This does not augur well for titling as being able to make a significant difference in the local economy.

Calbayog, Samar has the advantage of a development-oriented chief executive who might be able to implement an appropriate development plan to take advantage of titling as an investment towards economic activity. All these need to be considered in prioritizing for immediate expansion.

**Nature of Incomplete Documents**

Figures in **Table 4.5** show that low-cost requirements such as Community Tax Certificate and Documentary Stamp are bottlenecks as well. (These are no longer accounted for in the table for Pastrana since these were removed as requirements sometime during the Integrated Pilot.)

**Table 4.5  
Nature of Lacking Documents  
Integrated Pilot  
PIO 1, Leyte**

	FPA	MSA	SPA	Affidavit	Deed of Sale	CTC	Latest Tax Declaration	DOC	DS	DC
<b>Pastrana (957)</b>			<b>26</b>	<b>102</b>	<b>48</b>		<b>134</b>			
<b>Percentage</b>			<b>2.7</b>	<b>10.66</b>	<b>5</b>		<b>14</b>			
<b>San Miguel</b>										
Bairan	51	10	2	3	4	7	4	0	13	0
Canap	42	0	0	3	4	15	4	0	15	0
Cabatianuhan	39	6	1	2	6	6	6	0	16	0
Patong	70	0	2	5	7	17	11	0	51	0
Malaguinabot	25	0	2	5	0	2	3	0	7	0
Bahay	63	0	1	6	3	0	6	0	29	0
Impo	32	0	0	3	5	12	2	0	29	0
Cayare	33	14	1	4	6	13	10	0	24	0
Santol	29	2	0	0	6	9	0	0	9	0
Libtong	21	22	2	2	1	6	6	0	9	0
Kinalumsan	12	0	0	1	0	4	0	0	8	0
Caraycaray	26	0	3	2	0	14	4	0	20	0
San Andres	26	0	0	3	2	0	0	0	0	0
Santa Cruz	34	27	7	4	11	15	0	0	44	0
<b>Sub-total</b>	<b>503</b>	<b>81</b>	<b>21</b>	<b>43</b>	<b>55</b>	<b>120</b>	<b>56</b>	<b>0</b>	<b>295</b>	<b>0</b>
<b>Percentage</b>		<b>16%</b>	<b>4%</b>	<b>8.5%</b>	<b>10.9%</b>	<b>40%</b>	<b>11%</b>	<b>0</b>	<b>59%</b>	<b>0</b>

**Non-Affordability of Miscellaneous Sales Agreement (MSA)**

Residential areas consist 22.45 % of lots. These represented a sizeable loss of potential workable lots for free patent in urbanizing barangays in San Miguel. (Please refer to Table 4.2.)

There is limited number of MSA applications filed due to reasons of affordability. An indicative price range is P3,000 – P5,000 for 10 x 15 square meters in Barnagay Kinalumsan.

The MSA is not applicable for the built up areas in the pilot sites, which are not new land for government disposition. These are privately owned and have been paid for or otherwise transferred through various instruments. More affordable options for residential lots need to be presented.

### **Disputed Lots and Participation**

Lots in dispute represent 2.5% of potential lots for titling in 5 barangays in San Miguel where 80% (12/15 cases) were ownership disputes; these represented 8.7% (39/444 workable lots) in three barangays in Pastrana where ownership disputes accounted for 20.5% of cases.

In San Miguel, a surveyed area, only 1 (1.4%) of 69 pre-identified disputes was resolved. Moreover, only 7% of disputed lots were submitted for FP application. The land tenure profile is only indicative of the number of disputes in a barangay. These represent only common cases and therefore do not represent the totality of potential land disputes in an area. But it indicates that disputes are a potential cause of drop-off in participation.

The role of the Lupon Tagapamayapa was not a strong feature of the resolution process. Two members were trained per barangay.

**Table 4.6**  
**Dispute Settlement Profile**  
**Integrated Pilot**

Municipality/ Barangay	# of Disputes Identified upon Profiling	Boundary Dispute		Ownership Dispute		Total Actual Disputes	Mode of Resolution	
		#	% Resolved	#	% Resolved		By Adjudicator	By Lupon Tagapamayapa
<b>San Miguel</b>								
Bairan	4	0	0	0	0	0	0	0
Canap	6	0	0	1	0	1	0	0
Cabatianuhan	1	0	0	1	0	1	0	0
Patong	2	0	0	1	50%	1	50	0
Malaguinabot	6	0	0	1	0	1	0	0
Bahay	7	0	0	0	0	0	0	0
Impo	2	0	0	0	0	0	0	0
Cayare	5	0	0	0	0	0	0	0
Santol	5	0	0	0	0	0	0	0
Libtong	9	0	0	0	0	0	0	0
Kinalumsan	8	0	0	0	0	0	0	0
Caraycaray	8	0	0	1	0	1	0	0
San Andres	1	0	0	0	0	0	0	0
Santa Cruz	5	0	0	0	0	0	0	0
<b>Sub-total</b>	69				1 (1.4%)	5 (7.2%)		

### **Dispute Settlement**

The dispute settlement scheme that was adopted under the Integrated Model let adjudicators have a first pass at mediation. If this did not work, dispute was referred to the Lupon Tagapamayapa.

This is in contrast to an earlier CO model whereby early identification of disputes allowed the Lupon to do mediation before the adjudication period. In Pastrana, the adjudicator resolved all disputes; 14% remain to be mediated. The same was true in San Miguel. It is unlikely that the Lupon will be in a position to resolve the remaining ownership disputes that were not successfully facilitated by the adjudicators.

The role of the adjudicator was dominant due to the brief time frame for social preparation. While the land tenure profile identified disputes early on, the two-week preparatory period did not encourage action by the Lupon Tagapamayapa. Boundary disputes were settled on the ground during the survey SNS in Pastrana.

On the other hand, the training scheme for Lupon Tagapamayapa during the Integrated Phase was municipal-wide. To reduce cost, it allowed for just 2 representatives per barangay. This did not encourage confidence by the designated LT to take on mediation in the barangay. This is in contrast to the community-based training that was held for the LGU CO pilot sites, which empowered Barangay Council and LT members to be able to do dispute mediation.

Value added for the community-based training scheme is that it allowed more LT and barangay officials to attend as part of capacity building support by the project. It is expected that knowledge and skills acquired would be relevant even after LAMP. The CO pilot scheme also encouraged that the role of Lupon training be mainstreamed with the Municipal Interior Local Government Office.

Lupon Training on land dispute mediation could be arranged as an additional module to existing training modules of MILGO.

**Table 4.7**  
**Lessons on Dispute Settlement Scheme**  
**Integrated Pilot**  
**PIO1, LAMP**

Situation	Result	Options
<ul style="list-style-type: none"> <li>▪ Dispute settlement by adjudicator</li> </ul>	<ul style="list-style-type: none"> <li>▪ Low batting average for successful mediation by adjudicator (San Miguel)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Set aside time for early settlement upon identification of disputes by LT</li> </ul>
	<ul style="list-style-type: none"> <li>▪ No role by Lupon</li> </ul>	<ul style="list-style-type: none"> <li>▪ Not to train Lupon if process does not require their participation</li> <li>▪ Support role to Lupon</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Unresolved cases by the adjudicator are referred to Lupon</li> </ul>	<ul style="list-style-type: none"> <li>▪ Ownership disputes are unlikely to be within jurisdiction of LT</li> </ul>
<ul style="list-style-type: none"> <li>▪ 1 or 2 members of Lupon per barangay is trained en mass at the municipal level</li> </ul>	<ul style="list-style-type: none"> <li>▪ Lack of confidence to perform settlement functions</li> </ul>	<ul style="list-style-type: none"> <li>▪ Do not train Lupon</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Adjudicator dependent</li> </ul>	<ul style="list-style-type: none"> <li>▪ Community-based training to include more participants</li> </ul>

***Characteristics of Non-Resident Claimants***

Non-resident claimants account for as high as 92% of land claimants in some barangays. Non-resident claimants have an average of 1.3 parcels of land. It is 2.6 for Santa Fe. In the pilot barangays, most have a combination of rice and cocoland. With a 50 – 50 sharing arrangement on coconut produce, ocular inspection indicates that in many cases, there is hardly any investment on the land to increase its yield.

The idle status and low productivity of such lands raises the cost of titling. This has implications on site selection. Since the project is expected to yield economic returns in the short to medium term, idle lands that have no prospect for productivity or where there are no immediate prospects for economic activity need not be prioritized for titling.

### ***Land Ownership Status of Barangay Council***

Land tenure profile shows that most Barangay Council members are not land claimants, confirming a general state of landlessness in rural areas. This is useful information for community facilitators because it is likely to affect the level of participation of barangay officials in community mobilization. While they often consider roles in project implementation as an official function, operating systems are discussed that are sensitive to the distribution of workload such that it does not adversely affect livelihood activities of specific individuals in a sustained manner.

Operationally, this means that they do not have a direct stake in titling. The role of the Barangay Council in land claimant mobilization can thus be spread out with the mobilization of CAG, which can have significant representation from the landowner sector.

### ***Attitudes and Perceptions***

While affordability is a factor that is often cited, other reasons relate to land tenure and client characteristics such as low motivation to complete documents due to mortgage, the prospect of having to pay taxes henceforth as an unintended negative effect, a preference for informal credit because one can negotiate terms and payment periods, etc.

Apart for the lack of urgency inspired by titling, a wait and see attitude is also noted. Title distribution in Dagami was occasion for others to bring forward their papers for adjudication.

### ***Mortgage and Participation Rate***

Mortgage affected workable lots of the Integrated Pilot with Pastrana having over 14% and San Miguel with over 6% of workable lots.

This has an impact on the titling process by affecting participation in the completion of documents. Data (Table 3.6) show that mortgagors represent a block of those whose participation falls off after adjudication.

### ***Survey Status***

Another factor relates to survey status. Mobilization for adjudication tended to be more difficult in long-surveyed areas. In contrast, people were interested in firming up boundaries and would thus show up for survey/SNS, thus adjudication.

In focus as a critical factor are the social skills of community facilitators and adjudicators.

These following observations were supported by several studies that were commissioned to help shed light on participation and social issues.

### ***Fees Collection***

The pattern is that of further reduction in participation rate at fees collection stage.

Procedures for community-systematized collection schemes were not arranged where the gap between titling process and title issuance was long.

This can be integrated in IEC and community-based procedures that adequately inform land claimants on costs and encourage prompt payment of fees. Causes for non-compliance can then also be discussed at the barangay committee and community levels to aid the search for ways and means.

### ***Staff Preparation***

Staff-related factors contributed to this variance. San Miguel had an average daily adjudicator output in a surveyed area of from 0.6 to 2.5 as of May 12 before a diagnostic and replanning workshop was conducted, after which the average was raised to 2.5. This is in contrast to Pastrana and Santa Fe where the rate was consistently maintained at pre-tested targets of 5 for unsurveyed lots and 10 for surveyed. Depending on site conditions, there were instances when these rates were exceeded.

Proposed procedures for social investigation and land tenure profiling were not adopted early on such that adjudication started without the benefit of validated lists in certain barangays. Adjudicators were unable to establish rapport with officials, leaders and land claimants under conditions where community development assistants had to move on to other barangays. The use of profiles to plan out site-specific strategies needs to be enhanced.

#### **Staff Characteristics for SD**

Critical analysis/awareness is a factor in the effective implementation of the concepts, procedures and intent of Social Development. Social investigation is an on-going process. Social issues that may impact on the outcome of the project need to be closely monitored.

While guidelines for SD implementation have been developed, these could not be “codified” or in any way made permanent. Many can stand improvement and continual upgrading within the overall framework of improving effectiveness and efficiency in the context of social and cultural sensitivity, transparency, self-reliance, etc. Thus, it is of utmost importance that adjudicators, CDOs and CDAs have high social awareness and initiative and possess the faculty of critical thinking, characteristics that must be sought when hiring and nurtured in the organizational culture and through a staff development program.

#### **4.6 Mitigation of Potential Negative Effects**

Social Development, which stipulates elimination of negative impacts, includes non-landowners in the process. In LGU CO, participation occurred in efforts to address their concerns provisionally 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).

Under the Integrated Model, this process to study impacts on non-land claimants became the casualty of shortened time frames. Moreover, while arrangements existed with DAR for study and action on tenants and non-landholder concerns, simultaneous DAR-LAMP activity in most barangays did not prosper. In most cases, tenancy orientation occurred after SNS adjudication (3/4 in Santa Fe).

This affirms a decision during SD design not to force simultaneous time frames for land adjudication and action on tenancy. However, a scoping of tenancy and related problems should occur before adjudication to ensure that related issues are addressed during the titling process.

Discussion of sharing arrangements with landowners such as through the formalization of leasehold contracts can extend after the adjudication process.

There are perceptions by landowners and tillers alike that leasehold does not always favor the tiller of the land.

CO shall facilitate dialogue to discuss issues on land tenure and others.

Most lands are mortgaged at low amounts the easier to redeem these but low incomes and certain mortgage arrangements preclude prompt payment of debt.

This indicates the need for mortgage redemption mechanisms, safety nets for health and education. While there is demand for alternative credit, there is also a prevailing value system not to pay government loans. It is appropriate to address these and similar concerns in CO.

## **4.7 SD Component Strategies**

### **4.7.1 Information Education Campaign**

Not to codify because procedures are evolving, guidelines added as learning proceeds

Integrated operations confirm the following results relative to IEC, a key strategy in project implementation. These have been reported in various evaluation exercises throughout the pilot's life:

#### **Medium**

The barangay assembly and Interpersonal communications with barangay officials and neighbors as the highest source of information shows the need to keep communication channels such as barangay officials, community action group, etc. well informed on the project and well versed on the responses to key issues and messages. Posters were also cited. This implies not to rely on printed materials for mass distribution considering that this is not the preferred mode where there is a high rate of illiteracy in rural areas such as Leyte.

The participation study noted that the barangay assembly was the most popular source of detailed information by 94% of 152 respondents, followed by posters, 78%; house visits, 43%; barangay officials, 47%; neighbors and friends, 13% and LCRS, 11% and radio/tv, 3%, respectively. However, non-residents relied on CDA, neighbors and friends. Brochures were less effective as there were many who reported keeping and not reading these.

The serving of notices to formally inform land claimants on schedules can consider above information by augmenting notice delivery with purposive discussion with land claimants on issues, potential problems and perceptions that may affect participation

Radio spots are helpful for notifying nonresident claimants in nearby municipalities; however, the cost of maintaining a radio program is not commensurate to gains due to low listenership and the client preference for other modes of obtaining information. Only 3% heard of the project through radio.

#### **Message**

An IEC plan must systematically address issues that are identified at the onset and in the course of field operations. Thus, apart from a basic information kit for staff, partners, and to some extent land claimants, IEC requirements should be treated as dynamic. Any issues and concerns should be systematically addressed after consultation with partners on the delivery of the message/s. Factors for non-participation, misperceptions, problem areas and the like are periodically evaluated by implementers; responses are prepared accordingly.

Some concerns for clarification involve fees, costs, the idea of Free Patent being free, documentary requirements, and responsibility of staff and of land claimants as beneficiaries of proceeds of a national debt to make best use of loan.

Some of the issues that came up in San Miguel are in the table for participation study.

### **4.7.2 Convergence/Partnership Strategy**

The Convergence Approach has been adopted in principle and was piloted at the municipal and barangay levels.

#### **LGU**

The LGU has the mandate to take the lead in convergence. It is too early to assess sustainability of convergence structures and mechanisms. There are indications of weakness including the short (3-year) term of mayor, changes in staffing after elections, dynamics between municipal development staff and barangay officials, lack of resources and expertise for development management, thus some dependence on external facilitation, lack of personnel for CO-related functions, etc.

The LGU and convergence groups have leeway to initiate action on social and related issues in project implementation. This has yet to be maximized – e.g. policy or action to address observed lack of investment and productivity of lands by resident and non-resident land claimants, mortgage, etc.

### **DAR**

Base camps may need to revisit arrangements for cooperation with DAR on field endeavors given limited personnel and other constraints. Since LAMP personnel in performing their functions also need tenancy data, it might be explored if DAR could provide tenancy profiles of prospective barangays before entry into the barangay.

It was earlier recommended that tenancies be annotated in the back of titles.

### **NAPC Role**

The National Anti-Poverty Commission, a national partner on advocacy and consensus building is the implementor of a national fund (\$30M) for poverty alleviation. NAPC assisted in the follow-up of Pastrana as a recipient of CIDDS Kalahi. However, no specific arrangements have been made with NAPC for concrete support in the implementation of poverty alleviation projects in the region. Concrete support to community development in pilot sites is a potential area for discussion with NAPC that can be undertaken at the project level.

### **NGO Role**

WESLEDEV, a NGO participated in the conduct of community organizing in two barangays in Pastrana under contract arrangements. The pilot was concluded in June.

The pilot was a study to demonstrate the comparative advantage of the NGO in community organizing for mass titling and establishing post title support.

The NGO was able to facilitate mobilization of the LGU and communities for their roles in titling following strategies that were developed in other CO sites. Leaseholds were formalized after proper discussion with affected sectors and the DAR. WESLEDEV had a positive contribution in facilitating organization of convergence structures in Pastrana. Networking and advocacy are NGO strengths that were put to use in the pilot municipality.

However, due to delays in project implementation, the NGO did not have a chance to carry forward CO pilot to demonstrate sustainability measures through PO formation and other interventions. Capability building only occurred in relation to titling through community orientations on titling-related concerns and processes.

Assessments did not review accomplishments in relation to the above objectives for NGO piloting. However, reports indicate that the NGO was unable to carry out organizational strengthening in relation to CO's action and reflection praxis. What this confirms is that PO empowerment and strengthening through tried and tested CO processes need time to occur.

PO formation, without necessary preparation upon phase-out is not expected to be an instrument of sustainability.

### **Role of Community Action Group (CAG)**

CAG formation was not properly tested under the Integrated Pilot. The functions for which CAG was organized were also not adequately performed. Under time pressure, focus was on preparation of land claimants for titling.

The Community Action Group is an ad hoc group to help empower vulnerable sectors in land tenure improvement. It helps ensure adequate response to issues and concerns of the various groups it represents. In the longer term, it can be the basis for self-help initiatives and more active civil society involvement in local governance.

The reasons for which it is desirable to convene a CAG remain – e.g. treatment of concerns of vulnerable groups, role of PO/private sector in post-adjudication activities and organizing, most barangay officials are landless, etc.

Meaningful activation of CAG can only happen with adequate time frame, though under able facilitation, the CAG would likely have been an important resource with limited time. It is recommended that CAG formation continue to be pursued in roll out barangays with a mind to both process and function, not simply that it is a stage in the proposed process.

### ***LAMP 2 Design: Proposed Financing Packages for Community Development***

A support package for socio-economic development is being considered under LAMP 2 either as a built-in or as a supplementary facility.

The design of such a facility should consider the advocacy line that SDU has taken based on a reading of LAMP and DAR poverty and land tenure data. These indicate that such facilities are not expected to make a significant dent on poverty if anchored on standard poverty alleviation schemes that dispense limited assistance to individuals whether through NGO/local government.

The scenario indicates a need for a cohesive macropolicy to address poverty. Poverty alleviation programs may temporarily help soothe poverty conditions of those it can reach. It does not advance the creation of lasting solutions. Being one of the poorest regions, Leyte/Samar has been the recipient of most aid packages of NGOs and government since the 1986 with the Aquino administration. Development officers in the municipalities cite the limited impact of these to stress the basic weakness of the poverty alleviation approach to secure meaningful change.

Land tenure data highlight the scope of landlessness, thus the limited reach of mass titling, small but continuing fragmentation of land, fast growth of the poor and landless sectors, depth of poverty and the absence of safety nets for the poor that compound land loss. Those with land earn part of their income from non-farm sources.

The current strategy is agri-based as well as with a focus on poverty alleviation such as provision of basic services for health, education, basic infrastructure, small enterprises that cannot be sustained due to undeveloped markets, products or both. There are inadequate resources earmarked for rural industry development, creation of markets for products, etc.

All stress the need for a development plan that may have to feature population management, human resource development that takes out surplus labor from the land, as well as safety nets to address the immediate causes of land loss.

Organizational development and values reorientation is another requirement as with development of marketable products and creation of markets, etc. These are areas of potential assistance by civil society and NGOs under the convergence framework.

Data from the project can contribute in updating comprehensive development plans and in rationalizing the allocation of resources for macro-development strategies. This can go hand-in-hand with efforts at convergence that pulls together existing resources of a broad local development network.

## 4.8 Cost Analysis

Personnel cost accounted for the highest expense category of base camps. SD contributed 24% of this. It was slightly higher at 29% in Pastrana/Santa Fe that had unsurveyed barangays in 2 municipalities. This is lower than costs obtained under the CO pilots as well as in earlier pilots.

On the other hand, this cost does not reflect an innovation where Community Development Assistants helped in adjudication functions with positive result in Pastrana. The successful work contributed by CDAs in adjudication point out a potential area for savings. Hiring puts preference on those with social skills who can do both social mobilization and adjudication.

**Table 4.8**  
**Comparative Personnel Cost**  
**Integrated Pilot**  
**PIO 1, Leyte**

Municipality	Function	Personnel Cost		
		Cost	Functions as Percentage of Base Camp Operations	Percentage by Base Camp
Pastrana/ Santa Fe	Social Development	281,088.72	29.1%	
	Cadastral Index Mapping Team (surveyed/unsurveyed)	268,251.04	27.8%	
	Systematic Adjudication	415,128.08	43%	
Sub-total		<b>964,467.84.</b>	100%	58.4%
San Miguel	Social Development	118,310.72	17.2%	
	Cadastral Index Mapping	117,427.76	17.0%	
	Systematic Adjudication	452,390.60	65.7%	
Sub-total		<b>688,123.08</b>		41.6%
<b>Grand Total</b>		<b>1,652,590.92</b>		<b>100.00</b>

### Cost Reduction under Social Development

#### **Support to Capability Strengthening**

Capability building represents a potentially significant area of difference between participatory and top-down strategies.

LGU-CO design features the integration of additional components that when monetised represented considerable savings for the project – production of barangay benchmark information that could be used for evaluation purposes, reduced training costs, etc.

Some of these areas of potential savings were not realized under the Integrated Pilot. Some training events were conducted off-site that greatly increased training costs while reducing number of participants, which in turn is expected to reduce impact of training.

Training such as those for Gender and Development, the Lupon Tagapamayapa, etc. are best done on site in coordination with LGU counterparts. This would also allow for follow-up and involve bigger numbers to build critical mass for change. This is especially true for such topics as Gender and Development.

Off-site training of community participants not only raises costs steeply, making it uneconomic for widespread replication, it is also not consistent with CO principles of self-reliance and the like.

### **Transport Arrangements**

Mobilization of significant numbers of claimants who reside in other parts of the municipality is a reality. Motorcycle rental cannot be a solution to be mainstreamed because it is prejudicial to the government. The cost of renting a motorcycle at P400/day can buy one motorcycle in 5 months or so. A Department of Budget Management exemption may be sought to rationalize the dilemma caused by a prohibition on capital outlay.

### **Multi-tasking**

As demonstrated in Pastrana, adjudication for free patent is not highly specialized; it can be performed by CDA or by field staff with non-legal background. Multitasking can lower the cost by allowing certain adjudication functions to be taken on by CDO/CDA; on the other hand, adjudicators acquire social skills to complement SD staff.

### **Fees Collection for Release of Title**

A cost center is the collection of fees, which is done by office staff through house-to-house visit after delivery of notice. At the moment, the project spends more in fees collection (staff and transport cost) than it is able to raise, again with operational implications.

Efficiency of fees collection is low due to affordability constraints, lack of time for preparation and motivation factors. Analysis of current fees collection mode and outcomes indicates the need to integrate this within the framework of community planning processes to reduce time/transport cost of staff and improve motivation and collection rate.

**Table 4.9**  
**Fees Collection Record**  
**PIO 1, Leyte**

<b>Period</b>	<b>Number of Barangays</b>	<b>Strategy</b>	<b>Number of Staff</b>	<b>Number Contacted</b>	<b>Number Paying</b>	<b>Amount Collected</b>
3 May	4	House-to-house	4	51 notices distributed	15	*P2,315.84 **P250
4 May	6	House-to-house; 1 assigned for follow-up	4	50	22	*P3,608.15 **P500
5 May	3	- do -	4	7	6	*P1,452 **P150
26 – 27 July	3	House-to-house	2	27	19	P6,727.51 – Cadastral; **P550; ROD Fee – P2,213.86
					<b>Total</b>	<b>P17,267.36</b>

\*Cadastral/ROD cost; \*\* Application fee

## 4.9 Management of SD Component

### ***Continuing Study of Issues***

Testing is by no means complete. LAMP 2 should establish a mechanism for continuously capturing emerging issues for discussion and decision-making, and to develop an overall framework for synchronization and harmonization among all project players. (PALAMP, Review of the LAMP Social Program Plan, August 2003, Report E22, p. 19)

### ***Management Information System and Social Development***

The following is a list of operational areas for establishing benchmarks and aspects of a Management Information System that are SD-sensitive.

Annex 2 has some summary forms that could capture what a manager would need to track to be able to ensure timely and effective intervention as operations progress. These are sensitive to scope of SD monitoring.

The first 5 items below relate to the maintenance of baseline by M and E. The rest are operational areas for SD monitoring:

- Land Tenure characteristics – number of households in barangay; number of land claimants by sex; land tenure characteristics of BC members, number of lots with disputes, number with settled disputes, ownership change, mode of acquisition, mortgaged – number of lots, number of land claimants, number of mortgages in barangay; tenanted, with informal occupants, land tenure security status of lots occupied by government facilities; mortgage details – whether mortgaged, to whom, payment/sharing arrangement; number of households vs. landed, without land; range of lot sizes, median; % covered by 10% of largest landowners; average and median number of lots owned
- Claimant characteristics – income, number of household members, number of land claimant households, number of non-land claimants within barangay, municipality, outside municipality; age ranges of claimants, sex, major sources of income, residency, sources of credit, perceptions and plans on productivity, land management, number applying by residency; poverty index - income,
- Land Application characteristics – by sex, conjugal, with heirs; number subdivided vs. number of resultant lots; number with heirs;
- LGU Finance – municipality income class, income for past 2 years, % IRA from share of real property tax for barangay and municipal levels
- Land Management – land uses, political boundary disputes, roads/public access, land tenure status of public facilities, policy initiatives taken
- Participation – lacking documents by residency; average adjudicator output per day; gender disaggregated
- Input – nature of inputs and cost of activities/components – e.g. IEC, Partnership Building, Social Investigation, etc; cost of counterpart generated; strategies – IEC, training by title, type, expense, attendance, number and sex of participants, counterpart generated, objectives and result
- Process – Establishment of community monitoring system; role of BC/CAG in mobilization and post-adjudication activities; local counterpart in activities; gender roles
- Outputs – participation rate and issues; ordinances and policies passed; participation level; plans prepared and actions taken

**Table 4.10**  
**Lessons and Impact on Methodology**  
**Social Development and Integrated Pilot**  
**PIO 1, Leyte**

Lessons – Issue	Impact on Methodology
<b>Strategy</b>	
Mass titling was not operationally linked to project goal of poverty reduction and economic growth; CRS focused on mobilization of land claimants and to some extent stakeholder participation with no stress on vulnerable groups, mitigation of negative impacts, sustainability concerns	<p>Shift and name change from CRS to SD is more responsive to social context of titling</p> <p>Change affects existing organizational structure: it is desirable and viable to integrate SD into SAT field operations, thus it shall not be maintained as a separate field unit but as a prototype-level function that ensures adequate integration of social dimension as an underlying principle in all areas of operations</p>
Top-down approach provides little opportunity to develop self-reliant groups to sponsor ongoing participation in the formal titling system. The CO-process is more expensive and slower	The integrated approach is recommended for Phase II. The cheaper option of top-down is not preferred because it does not provide adequate information about the target community.
Target participants comprise no more than half of household population. Poverty alleviation schemes generally inadequate to address the scope and depth of landlessness and poverty even with convergence; most lands for titling are unproductive; most development-support is for agriculture sector	<p>Site selection: not to prioritize areas with high percentage of idle lands, non-residents, low prospects of productivity because of degraded land – i.e. Samar; this raises the cost of the project because it does not generate economic returns in the short to medium term; Criteria for site selection may include relative size of target participants</p> <p>Indicated is the need for LGU and national strategy to jump-start economic growth in target provinces to ensure profitable socio-economic returns on loan; LAMP financial support package for convergence can also be channeled to this; LGU/development policy to encourage utilization of idle lands</p> <p>Based on LAMP data, advocacy role for appropriate rural development strategies and the allocation of national, regional and LGU resources for job creation and human resource development to absorb excess labor from agriculture, and for land and population management, etc.</p>
Social assessment shows need for post-adjudication support to convert titled land into social capital; however, there has been poor impact of convergence and poverty alleviation strategies	<p>A support package for socio-economic development is being considered under LAMP 2 either as a built-in or as a supplementary facility.</p> <p>The design of such a facility needs to consider the advocacy line that SDU has taken based on a reading of LAMP and DAR poverty and land tenure data. These indicate that such facilities are not expected to make a significant dent on poverty if anchored on standard poverty alleviation schemes that dispense limited assistance to individuals whether through NGO/local government dispensation. Part of resources can support regional human resource and industry development with downstream integration.</p>
<b>Operational Concerns</b>	
SD implementation requires orientation on Social Development and skills on Community Organizing techniques which some field implementers lacked	A basic introduction on SD as well as a sustained program for staff development shall be provided for all as well as on CO for field implementers

Lessons – Issue	Impact on Methodology
Project staff lack knowledge of the socio-economic profile of the target barangay; project does not have socio-economic data base for benchmark and impact evaluation	<p>The project should include social profiling as part of the community entry activities.</p> <p>Project should maintain a data base on selected poverty, attitudes and land tenure indicators</p> <p>Social assessment and production of benchmark shall be built into SD functions and not contracted out as a separate undertaking entailing additional cost</p>
CO demands greater lead time	Phase II methodology includes a lead-time of 8 weeks for community entry and mobilization.
Community training tends to be costly when conducted off-site; few community participants could attend limiting the chance of building critical mass and thus effective application of training output; it has engendered perception that the project has a lot of money	<p>Judicious use of training resources: community-based training raises number of participants, lowers cost, operationalizes partnership/cost sharing arrangements and CO principles</p> <p>Concept encourages LGU/ Partner agency roles such as by MILGO for Lupon Tagapamaya training, etc.</p> <p>Training Needs Assessment as well as Impact Assessment which was not undertaken in Phase I shall be incorporated in field processes</p> <p>Critical awareness needs to be encouraged for stakeholders responsibility in efficient loan utilization</p>
CDAs provide a cost-effective service	Phase II Methodology includes the services of Community Development Assistants recruited from the target municipality. Local CDAs can be used in more than one barangay, thus providing a good return on the training investment.
Land tenure information is sometimes not used to aid preparation of entry/CO strategies; data gathered do not build on data base; staff (in 1 base camp) spends time establishing own data base causing delay in use of data	<p>Phase II Methodology prescribes the collection, analysis and use of land tenure profiles. This means the preparation of CO action plans by the MCF as well as LGU and SAT plans by field team</p> <p>Updated MIS needed that prescribes common forms used, method for database updating and use</p>
<b>Partnership Building</b>	
Role of NAPC, NGO and Civil society is in the area of consensus/alliance building; NAPC is a big channel (\$30 M) of development assistance but role in local development is not yet well developed within LAMP	<p>Non-contractual basis for convergence with NGOs can be strengthened</p> <p>Role of NAPC in mobilizing support for development plan implementation institutionalized in local development bodies; such an alliance can be formalized at the project level</p>
Role of NGO in community organizing beyond titling not maximized at community level	Values education, capability building on community planning and management, etc. module as part of CO plan
Community mobilization is enhanced if the LGU is involved in planning and implementation activities	<p>In Phase II the project should work in partnership with LGU</p> <p>LGU to pursue developmental/policy action to reduce idle lands (i.e. incentives and disincentives for idle lands, improve land productivity, etc.)</p>
Some municipal staff have convergence fatigue; poverty alleviation strategies have not produced desired impact and have not been sustainable through the years; this has implications on sustainability of convergence mechanisms and project impact on poverty reduction	LAMP data base can be used for advocacy to show that poverty alleviation strategies/resources should not replace resources allocated for comprehensive development

Lessons – Issue	Impact on Methodology
	<p>LAMP support to post-title development can dedicate funds to support industry development to augment existing programs on poverty alleviation (microfinance, etc.) type of projects</p> <p>Plan encourages that MIAC have specific plans of support for barangay development plan implementation; MDC updates comprehensive land use plan considering implications of LAMP data on land and poverty</p> <p>Plan encourages that convergence with non-traditional partners and service providers – i.e. academe extension services, Visayas agriculture network, NAPC, etc.</p>
<b>Addressing Land Claimant Characteristics</b>	
<p>Low productivity in titling is affected by low motivation to participate due to lack of perceived immediate benefit and perceived negative effect of title – i.e. fear of need to pay tax payments in succeeding years, preference for informal borrowing, some lands mortgaged</p>	<p>IEC on rights, responsibilities and planning for appropriate options; IEC also stresses responsibility to make optimum use of loan by staff/selected municipalities and for participants to raise participation and realize projected benefits; convergence strategies to improve economic conditions; policy option to deprioritize similar areas in site selection</p>
<p>Affordability affects rate and pace of participation; there is low income and perception that the fees and expenses for titling are high vs. ability to pay</p>	<p>Consider prioritizing areas with economic potential/LGU commitment for economic growth in LAMP 2; cancellation of other documentary requirements</p>
<p>An average of close to 70 target participants do not live in the barangay; on the other hand, LGU has limited capacity to track non-resident claimants residing outside municipality</p>	<p>Arrange economical transport mechanisms to reach non-resident claimants; motorcycle rental to circumvent DBM rules on capital outlay is prejudicial to the project and must be renegotiated</p> <p>Indicated by participation pattern is the need to study characteristics of non-residents for implications on site selection and mobilization; may consider deprioritizing areas with high percentage of idle lands and unproductive non-resident lands</p> <p>It is possible that absence on the land is an indication that the land is degraded which would point once again to implications on selection criteria; a focus on titling idle or degraded land is not likely to contribute to productivity increase</p>
<p>Vast tracts of idle lands</p>	<p>More vigorous measures to increase productivity by convergence group; LGU explores policy options to encourage more investments on land by absentee and non-absentee owners; not to prioritize areas with many idle lands for LAMP 2 unless there is LGU program to maximize use of land.</p>
<p>There is fear of negative impact by tenants; there is the feeling that leasehold formalization might actually not be favorable to tenants; on the other hand, there is the tendency to promote leasehold formalization in potential ARC areas</p>	<p>For further study: address policy issues relative to rights of tenants and landless to claim land; viable alternatives to leasehold recommended for further study</p> <p>Facilitate process to discuss tenant options vs. landowners; LAMP-DAR cooperation to provide basis for informed choice and discussion towards more viable options</p> <p>This would require continuing assessment of DAR interventions in LAMP</p>

Lessons – Issue	Impact on Methodology
	Land law provides option to allow tenants to apply for land occupied within the last 30 years. It is a policy option of LAMP whether to be merely support titling of land claimants or be an asset reform program by allowing tenants the option to apply when qualified.
Mitigation of Impact on Mortgagors	<p>Methodology protects rights of mortgagors in titling process through IEC and SAT sensitivity to social issues – that titling does not speed up dispossession</p> <p>Mortgage redemption schemes and long-term livelihood options needed to be discussed in development planning – study for action by convergence mechanism</p> <p>CO and values education to stress value of land, self-help initiatives to address economic concerns</p> <p>Site selection vs. appropriateness of titling in areas : Project to consider irony that cost of redemption of land might be lower than cost of titling</p>

## 5. Conclusion

The Integrated Pilot, despite limitations at start up due to the absence of a pre-implementation phase, demonstrates that it is another advance from earlier studies towards a more socially responsive, efficient and effective field procedure.

The Integrated Pilot highlights where efficiency can be improved. It also underscores the problems in attaining the ultimate value of titles.

The first relates to improvement of procedures to increase participation in titling and to enhance impact on titleholders and the LGU and to mitigate potential negative effects. The second is about a better characterization of land claimants and the social structure -- contexts to improving the overall impact of mass titling.

While participation fell short of the project's 80% target for mass titling, there is now a better understanding of the mix of factors that account for the shortfall in turnout of completed free patent applications. The varying experience in the three municipalities highlighted specific elements at play.

Many factors conspired to keep participation generally below the 50% mark (in Pastrana and San Miguel). These are highlighted in Santa Fe where the half-level mark for completion of documents was exceeded at just 58% even while perfect participation rate was achieved for simultaneous survey and adjudication in all barangays.

This suggests that certain factors can be systematically addressed in titling – e.g. through improved information dissemination, by reducing documentary requirements, adjusting work schedules, enhancing field workers' social skills and mobilizing sense of ownership, thus support by the LGU in planning, implementing and monitoring, etc.

However, specific land claimant characteristics such as poor capacity to pay are not as easily influenced. Values, too, take time to alter. Affordability of the process and documentary requirements were key elements in the progressive drop off in participation at every stage of the titling process. While the latter was addressed by further simplifying documentation requirements, it also raises policy and operational questions in prioritizing future sites. It also reflects on capacity to make productive use of land.

Small, fragmented lands shared by heirs, mortgaged, tenanted and idle lands correlate to lack of participation. These also limit the potential of claimants to realize the ultimate value of land title as social capital. To change these require a responsive post-title development plan that is not a primary mandate of LAMP.

The low level of target participants (often no more than half of household population) due to landlessness and continuing fragmentation of land indicate a strategy that must draw out excess labor from the land. This points to questions on relevance, social equity and impact of mass titling.

Thus site selection must consider who and how significant a number mass titling benefits. This is important if the project wishes to keep within optimum levels of participation or to achieve its goal of promoting economic growth.

As expected, LGU role during and after titling can be isolated as a success factor. Convergence, a pivotal strategy to sustain results is dependent on local leadership or on a champion for measures to improve worth of titles and to leverage available resources for local development.

This is an enormous challenge.

But as the pilot demonstrates, linking titles to development is both strategy and process that must be sustained. At the community level, an attitude of self-responsibility also has to be strengthened where the poor have lost the drive to continually struggle against poverty. Livelihood options and safety nets are needed. This means that what is needed is more community development rather than titles, tending to expand the scope and cost of post-title interventions.

But even with convergence, sustainability is not assured. There are indications of inadequacy of municipal development efforts in light of inertia and lack of development management skills to compound lack of resources versus magnitude of poverty.

It is then strategic to prioritize areas where titles can be maximized to enhance development.

While this is so, the Integrated Pilot suggests the urgency of confronting the bigger issues of poverty and stunted economic growth amidst fast population growth. It confirms earlier findings that the scope and depth of poverty is likely to increase if only poverty alleviation measures are pursued with existing development resources at government's disposal.

Region 8 has been the focus of international development aid and of convergence efforts since the Cory Aquino administration. Government workers say there is little to show for it.

Resource allocation for development tends to fragment limited resources for micro-enterprise development with little long-term impact on lives and the causes of poverty. Emerging data stress the importance of a macro-development strategy to meaningfully address the causes of poverty.

Because LAMP generates field data, the implications of these can be raised as an advocacy for appropriate development.

If care isn't taken to account for these in site selection or in implementing an adequate post-title strategy, these could drive high the cost of titling as an investment in poverty reduction - but with little prospect of positive return.

Under extreme poverty, opportunities need to be provided to convert title into social capital. If titles do not lead to increased productivity, a loan of this magnitude easily contributes to poverty instead of to poverty reduction and economic growth.

# **Annexes**

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## **ANNEX 1**

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### ***SD Evaluation Indicators***

**Annex 1  
Evaluation Indicators**

Evaluation Parameters	Change Criteria	Indicators
<b>Pilot Objective</b>		
<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"> <li>• Improved community mobilisation processes: reduced time frame; reduced costs of community mobilisation</li> <li>• Improved quality of outputs and participation by BC/community</li> <li>• Gender integration</li> <li>• Productivity of community facilitator</li> </ul>	<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"> <li>• Post title support mechanisms in place (as function of CRS)</li> <li>• Improved access to support services</li> <li>• CIM information used in development planning</li> <li>• Land management policies and initiatives by LGU</li> </ul>
<b>Pilot Indicators</b>		
<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 (monetized and non-monetized)</p>
<p>Counterpart contribution of municipal government (monetized and non-monetized)</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 formalized
	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	
<i>Sustainability</i>	<b>Sustainability Measures</b>	
	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, linkaging, 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
	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

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## **ANNEX 2**

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### ***SD Monitoring Forms***

**Annex 2**  
**Compilation of Summary Forms for Progress Monitoring and Social Assessment**

**I**  
**Operations**

**Comparison**  
**Participation Rate vs. Base Camps**  
**PIO, LAMP**

Municipality	Identifying Data			Participation Index				
	No. of Barangays	No of Workable lots	Average Adjudicator Output/day	% of SNS	% FPA	% Document Completion	% Transmitted to ROD	% Registered Patents
Dagami	10	861		N/A				
Sta Fe								
San Miguel								
Pastrana								

**Performance Summary on SD**  
**Base Camps**

**PIO 1, LAMP**

Base Camp	Indicators						
	Average Daily Adjudicator Output	% Cost of SD Operations	% Post-Adjudication Activities**				DAR Action on Leasehold
			1	2	3	4	
San Miguel							
Santa Fe							
Pastrana	- 5 for unsurveyed - 10 for surveyed areas						

\*\*1 – Activation of development structures; 2 - CAG Formation; 3 – Highest Level of Participation in Community Mobilization and Monitoring by BC; 4 - BDP plan and implementation

**Nature of Lacking Documents  
Free Patent Application  
Integrated Pilot**

Municipality/ Barangay	Nature of Documents				
	SPA	Affidavit	DOS	EJS	LTD
San Miguel					
Total					
Santa Fe					
Total					
Pastrana					
Total					
Grand Total					
Percentage					

**Partnership Status  
Integrated Pilot  
PIO 1, Leyte**

Partner	Indicator	Status		
		<i>San Miguel</i>	<i>Santa Fe</i>	<i>Pastrana</i>
DAR	% barangay with DAR SI/orientation			
	% with leasehold arrangements			
	% with ARCs			
NGO	% NGO barangays with sustainability measures			
NAPC				
Municipal LGU	Focal Person Assigned	✓	✓	✓
	MIAC/LPRAT activated	✓	✓	✓
	Municipal Action Plan Formulated			
	Action Plan Implemented			
	Policy Measures Taken (indicate)			
Barangay LGU on titling activities	% BC's doing land claimant mobilization			
	% BC's monitoring and problem solving			

	% Lupon Tagapamayapa involved in land dispute settlement			
Community Action Group on Land Tenure Improvement	% Level 1			
	% Level 2			
	% Level 3			
	% Level 4			

- Level 1- oriented on roles in tenure improvement; Level 2 – assist in land sectoral/claimant mobilization; Level 3 – oriented on roles on local development; Level 4 – active in performing proposed roles and functions

Barangay Level Post-Adjudication Status  
Integrated Pilot  
PIO 1, Leyte

Municipality Barangay	CAG		Barangay Development Planning			
	% Formed	% Performing Functions	% Barangay Development Planning Conducted	% Barangay Development Council activated	% Barangays Implementing BDPs	% Addressing Tenancy Concerns

Community Meetings and Training  
By Barangay

Particulars	Date	Purpose	Attendance (Number by gender)	Output or Result	Training Expenses		Feedback
					Cost	Counterpart by Source	

(Sensitive to cost efficiency, effectiveness, participation and social acceptability, CO practice)

**Dispute Settlement  
Integrated Pilot**

Barangay	Number of Identified Disputes at Land Tenure Profiling	Boundary Disputes		Ownership Disputes		Total Actual Disputes	Locus of Resolution		# Lupon Members Trained
		Number	% Resolved	Number	% Resolved		% Resolved by Adjudicator	% Resolved by Lupon Tagapamayapa	

Source: Land Tenure Profile and SA Progress Report

**Barangay**

Parameter	Indicator	Schedule	Actual	
Timeliness of Activities	Land tenure profiling			
	Disputes identified before SNS			
	Disputes settled before SNS			
	Unsettled disputes (after adjudication period)			
	Political boundary dispute checked before 2 <sup>nd</sup> month			

**Status Report on SNS, Adjudication and Document Completion  
As of May 12, 2004  
Pastrana**

Barangay	Potential lots	SNS		Adjudication				Completion of Documents		Remarks
		#	%	#	%	Average Output per Adjudicator	Adjudicator	#	%	
1. Jones		156		130	83%	5	Cris		98%	
2. Socsocon		91		54	59%	5			24%	
3. Halaba										

Compare form against on "Status of Applications of Processing and Generation, San Miguel"





**Mortgage and Participation  
Integrated Pilot  
PIO 1, Leyte**

Municipality/Barangay	Mortgaged Lots		Mortgaged Lots with PLA		Mortgaged Lots with Completed Documents	
	F	%	F	%	F	%
<b>Pastrana</b>						

**Form 1  
Land Tenure Improvement  
Monitoring Chart  
Barangay**

Parameter	Indicator	Number	Percentage	Instrument
Identifying Characteristics	Number of lots			
	Workable lots			
	Number of land claimants			
		<b>Number</b>	<b>Percentage</b>	<b>Instrument</b>
Participation Level for Titling	Timely Monumenting (Scheduled duration)			
	Participation rate for SNS			
	Participation rate for interview			
	▪ Within interview period (barangay)			
	▪ Follow-up (1 month after)			
	▪ Base camp			
	Submission within 15 days			
	• Lacking CTC			
	• Lacking notarized documents			
	• Lacking tax declaration			
	Fees collected (?)			
Dispute settled by LT				
Gender Ratio: M/F/Joint				
Negative Impact on Vulnerable sectors	Mortgaged lands identified			
	Mortgaged lands titled under the name of mortgagor			
	Number of tenants identified referred to DAR			
	▪ Actions taken			
	Specific actions taken and number benefited (Specify) ▪ (Specify)			

	Concerns of landless identified			
	▪ Enumerate			
	▪ Indicate actions taken			
	Actions taken			
Quality of Output	Participation of BC			
	Political boundary confirmed			
Gender Integration	Percentage title application in women's name			
	Percentage joint ownership in title application			
	Representation in structures			

**III**  
**Land-Claimant Characteristics**

**Residency of Land Claimants**  
**Free Patent Areas**  
**Integrated Pilot**  
**PIO 1, LAMP**

Municipality/Barangay	Resident		Non-Resident						
	#	%	Within municipality		Outside Municipality		Total Non-Resident		% Non-Residnets with FPA
#			%	#	%	#	%		
San Miguel									
Sub-total									
Santa Fe									
Sub-total									
Pastrana									
Sub-total									

**Profile of Non-Residents**  
**Integrated Model**  
**PIO 1, LAMP**

Municipality/Barangay	Number of Non-Resident Claimants vs. No of Claimants	%Tiller of Land	Average Number of Landholdings	% with Tenant	Main Source of Income	Land Use
San Miguel						
Municipal Average						
Santa Fe						
Municipal Average						
Pastrana						
Municipal Average						
Integrated Pilot Site Average						

**Gender Profile  
Integrated Pilot  
PIO 1, Leyte**

<b>Municipality/ Barangay</b>	<b>No. of Claimants</b>	<b>Male</b>	<b>Female</b>	<b>Conjugal</b>	<b>Heirs</b>
Pastrana					
Sub-total					
<b>Santa Fe</b>					
Sub-total					
San Miguel					
Sub-total					
<b>Grand Total</b>					

Source: SAT EXIT REPORT

**Age Range  
Integrated Pilot  
PIO 1, LAMP**

Barangay	Age Range									
	Below 25		26 - 35		36 - 45		46 - 55		56 +	
	R	NR	R	NR	R	NR	R	NR	R	NR
Total										

R – Residents; NR – Non-Residents