

A REVIEW OF THE COMMUNITY RELATIONS SERVICES OF PIO 1, LEYTE



Report C7

November 2002

**Philippines - Australia
Land Administration and Management Project**



Acronyms

BC	- Barangay Council
CO-CD	-Community Organization-Community Development
CF	- Community Facilitators
CRS	- Community Relations Services
HRD	- Human Resource Development
IEC	- Information, Education, Communication
LAMP	- Land Administration and Management Project
LCRS	- Local Community Relations Services
LSPP	- LAMP Social Program Plan
NGO	- Non-Government Organization
OSS	- One-Stop-Shop
PDR	- Process Documentation Research
PIO 1	- Project Implementation Office 1 (Leyte)
SA	- Systematic Adjudication
SI	- Social Investigation
TA	- Technical Assistance

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Appendix 2 Process Documentation Research

A Review of the Community Relations Services of PIO 1, Leyte

1. INTRODUCTION

1.1 The Community Relations Services

The Community Relations Services component of the LAM project intends to generate the participation of the stakeholders in the planning and implementation of the Land Administration and Management Project (LAMP). Stakeholders' participation in LAMP is deemed important for two reasons: First, it supports the poverty alleviation by creating more effective, equitable and sustainable activities. Second, when people get involved in the project, they develop a sense of ownership of the project. This sense of ownership motivates them to sustain the project after the external assistance has ceased.

1.2 The LAMP Social Program Plan (LSPP)

The LAMP Social Program Plan (LSPP) defines participation as "a process through which stakeholders' influence and share control over the development activities and the decisions and resources that affect them." (LAMP Social Program Plan, p.13). The LAMP Social Program Plan states that participation occurs in four distinct ways:

- 1) Information sharing: One-way flow of information to the public.
- 2) Consultation: Two-way flow of information between the coordinators of the consultation and public and vice versa.
- 3) Collaboration: Shared control over decision-making.
- 4) Empowerment: Transfer of control over decision-making and resources to all stakeholders.

1.3 Term of Reference

The Terms of Reference (TOR) of this review of the Community Relations Services of PIO 1 requires the production of two important outputs. These are the following:

- 1) Evaluation of the existing community participation and development strategy and Community Relations and Services (CRS) that will be conducted and reported to stakeholder workshops as part of the innovation and learning cycle. Following the workshop a report will be submitted to PIO 1 and the TA Team Leader. The report will contain advantages and disadvantages with the existing processes of participation and understanding, lessons learned from the last nine (9) months and recommendations for improving the social strategy and processes during the next nine months; and
- 2) Ensure that PIO 1 has effective landholder and community participation in the land adjudication and titling processes. Of particular importance is the formulation, and assistance to the PIO 1 for implementation of a community participation and development strategy;

In order to produce the required outputs, this study will do the following: a) Look into the field operation/implementation of CRS to determine the extent in which the

participatory requirement as stated in the LAMP Social Program Plan (LSPP) has been fulfilled; and b) Recommend a program approach that would answer the need of PIO 1 for an effective landholder and community participation in the adjudication and titling process.

1.4 Methodology of the Review

The methods this study has used are the following:

- 1) Focus Group Discussion and individual interviews with LCRS and Officials of PIO 1 (Table 1).
- 2) Reviews of project documents such as the World Bank Aide Memoirs, LAMP Social Program Plan, Consensus-Building Plan, World Bank Project Appraisal Document on a Proposed Learning and Innovation Loan, various CBME related documents and the Final Report for Output 2.1, Activity 11 Systematic Registration.
- 3) Participation in the Local Advisory Group Meeting in Ormoc, Leyte. The Researcher used this occasion to get the perspective of LAG members, namely, the Acting LAG Chair, the Mayors of Alang Alang, Pastrana and San Miguel on the LAMP.

Table 1: Number of Informants Interviewed

Places	Individuals	Focus Group Discussion
One-Stop-Shop	1 Prototype Manager 4 Unit Heads	
Dagami	2 Adjudicators	1 CRS Assistant 12 LCRS 1 Base Camp Secretary
Libertad		1 CRS Assistant 3 LCRS 1 Base Camp Secretary
Anahaway		3 LCRS 9 Barangay Councilors
San Isidro		7 Barangay Councilors
Pastrana	1 CRS Assistant 2 LCRS 2 Adjudicators	
MacArthur Park (During Team-Building Seminar)		15 LCRS

2. THE CONTEXT OF CRS ACTIVITIES

2.1 The Judicial Titling Procedure in PIO 1

The PIO 1's experiment in Mass Judicial Titling Procedure began in 2001. The objective of the experiment was to develop and document community-accepted and streamlined land titling procedures suitable for mass implementation in a long-term titling program for the whole country.

Through the assistance of the Systematic Registration Adviser, PIO 1 developed the initial judicial titling procedures and methodologies. As its first activity, PIO 1 established a judicial titling design committee in August 2001 to provide inputs and to take the draft methodology and apply it to the local situation. The committee provided assistance in the planning of pilot locations and a timetable for field-testing. PIO 1 chose the following pilot municipalities: Dagami, Palo and Pastrana.

Public consultations were held through a workshop attended by 170 participants in November 7-8, 2001. In January and February 2001, PIO 1 conducted an orientation seminar for judges and clerks of courts in the pilot area. PIO 1 mobilized and trained a team of adjudicators in the Judicial Titling procedures. Pilot projects began in April 2002.

The second main activity was the training of field staff to build their capabilities to mobilize participating agencies.

The third activity was the conduct of field test and evaluation. It was decided to test cadastral proceedings in the three pilot municipalities. The original plan was for activities to take place in 14 barangays but eventually, only eight barangays were chosen.

2.2 Areas Covered by the Review

This review covers the CRS activities in the following municipalities.

Table 2. Pilot Municipalities

Municipalities	Barangays
1. Dagami	Hinulogan Bilirao Bayabas Caburiwan
2. Palo	Libertad Anahawan San Isidro
3. Pastrana	Macalpi-ay

Table 3. Barangay Profiles

	Hinulogan	Bolirao	Bayabas	Cabariwan	Macalpi-ay	Libertad	Anahaway	San Isidro
Area (sq.m)	2,431,175	1,731,931	1,240,727	918,751	1,451,549	4,940,000	1,653,137	1,592,767
Lots	293	184	127	81	172	634	391	383
No. of Adjudicators	2	1	1	1	2	1	1	1
Land Use								
Residential (%)	—	—	—	—	26 (15)	88	37 (9.5)	65 (15)
Agricultural (%)	240 (82)	163 (88)	113 (89)	70 (86)	142 (83)	531	349 (89)	313 (82)
Gov't Lots (%)	26 (9)	19 (10)	12 (9.5)	9 (11)	3 (1.7)	13 (2.5)	5 (1.2)	4 (1)
Other (%)	26 (9)	2 (2)	2 (1.5)	2 (3)	1 (0.5)	2	—	1
Titled (%)	111 (38)	9 (5)	2 (1.5)	6 (7.4)	8 (4.6)	247 (39)	128 (33)	143 (37)
Unreg. Patent (%)	—	—	—	—	—	—	—	—
Pending Patent (%)	3 (1)	17 (9.2)	7 (5.5)	—	—	101 (16)	—	1 (0.5)
Untitled (%)	279 (95)	58 (86)	118 (93)	75 (92)	164 (95.3)	221 (35)	263 (67)	249(63)
No. of Disputed Lots	22 (7.5)	2 (1)	3 (2.3)	2 (2.5)	No. of disputed lots	10 (1.6)		

3. JUDICIAL TITLING PROCEDURES

There are two types of Judicial Titling Procedure. These are the following:

- 1) Voluntary Judicial Titling Procedure- This is an application related to one parcel of land brought by the owner to the panel. Application can be made to the court by a claimant seeking validation of an imperfect title. The Claimant

then hires a counsel and presents documentary and verbal evidence to support claim.

- 2) Mass Compulsory Judicial Titling Procedure- This is the titling procedure PIO 1 uses in the activities under review. This procedure is initiated by the State for all the land in a barangay. These are also known as cadastral proceedings.

The Cadastral Act 2259 of 1913 requires that the title of lands be adjudicated and settled. It provides for mass judicial proceeding in which the government takes the initiative to prepare an application to the court. Under this procedure, an effort is made to minimize the impact of the court, by permitting the court functions to be delegated to a "Commissioner of the Court" resolve applications where there is no dispute.

The Commissioner has responsibility to review Answers already examined and reported on by the Cadastral officer. The Commissioner is empowered, but not required, to conduct an informal hearing if further evidence is required to support any application. The Commissioner can recommend to the court an appropriate order in relation to uncontested lots. It is expected that the court will simply endorse the recommendations of the Commissioner for land not in dispute and no verbal evidence will be presented in the court. This method has not been used in 20 years.

Table 4. Comparison between Individual Judicial Titling and Mass Judicial Titling

Individual Judicial Application	Mass Judicial Proceedings
1. Landowner applies	Government Applies
2. One landowner per application	Application includes all land in a barangay
3. Applicant arranges the survey and funds it.	Government applies for survey and funds it; contributions by claimants
4. Owner claims ownership and asks the court to confirm it.	State does not claim ownership but requests the court to determine titles for all land in the barangay.
5. Applicant arranges publication in the Gazette. Publication relates to one applicant	Government arranges publication in the Gazette. One notice lists all lands in the barangay.
6. Proceedings in Regional Trial Court	Proceeding in relation to non-contested claims are in the Municipal Trial Court
7. Applicant must prove ownership	If the title is non-contested, it is not necessary to prove the title as an order will be automatic
8. Court determination required	Court appoints a Commissioner to determine title and to report conclusions back to the court in the form of draft orders
9. Evaluation- Voluntary proceedings, one parcel at a time, is not a methodology suitable for mass land titling	Large-scale compulsory titling process has more attraction for a mass program than individual judicial titling. Its main drawbacks are detailed technical processes and reliance on the cooperation of a number of external agencies, including courts

3.1 Latest Developments in Judicial Titling Procedures

- (i) On April 26 2002 filing of petitions for the four pilot barangays in Dagami took place at the Dagami Municipal Court. Two court hearings had occurred so far-one for Bolirao (August 8,2002) and another one for Hinulogan (October 2002).
- (ii) One barangay, Macalpi-ay of Pastrana was the site for a homestead patent pilot project. Homestead patents were considered the only feasible option for administrative titling as Free Patents had expired in December 2000. Currently, a Senate Bill and a House Bill seek to extend the period of filing Free Patent applications. During the implementation of the two pilots in Libertad and Macalpi-ay, several

constraints were seen which made the Homestead Patent very unattractive as an option for mass titling. For instance, it has a bias against women being title-holders; the presumption that it is a grant of public land in effect disregards accrued rights; and the requirement of at least twelve months of cultivation before the patent is issued. But as for the remaining four barangays, PIO 1 has not been successful in pre-qualifying a survey contractor that fulfills the stringent requirements of the World Bank. Hence, PIO 1 decided to concentrate on Macalpi-ay.

- (iii) In Palo, (three barangays) the plan to submit the petition by June 2002 did not materialize due to complications relating to the survey of the municipality of Palo.

In the meantime, PIO 1 is waiting for the signing of the Free Patent Law by the President of the Philippines. The Free Patent Procedures are not only more simple but that it could rid the land titling procedures of cumbersome, tedious, bureaucratic and corruption-prone land titling practices.

4. CRS's ACTIVITIES IN THE PILOT BARANGAYS

The objectives of CRS program in PIO 1 are the following:

- 1) Information dissemination: Through the use of different information, education and communications materials such as brochures and pamphlets in both English and the Waray dialect, potential land claimants learn about the land titling activities under LAMP.
- 2) Identification of potential claimants who are interested in having their lands titled under LAMP.
- 3) Mobilization of claimants and other project stakeholders to participate in the land titling activities

As of September 2002, the CRS Unit has accomplished the following:

▪ Number of barangay assemblies organized-	10
▪ Number of small group discussions/meetings conducted-	29
▪ Household visits-	1,542
▪ Information materials produced and distributed-	2,540
▪ Airing of radio program-	150 minutes

The following describes CRS activities in the pilot barangays:

Barangay Entry

- 1) Pre-meeting contacts

The CRS staff makes the initial contact with the Barangay Council (BC) to pay a courtesy call and to inform its members regarding the LAMP and its implementation in their barangay. In addition, the CRS officials provide a brief explanation of the LAMP. They also request permission from the BC to convene a meeting of the BC where a fuller explanation of the LAMP project can be provided. During this pre-meeting contact the two groups firm up the dates of the BC meeting.

2) Council briefing

In the presence of the members of the BC, the CRS staff, the Systematic Adjudication (SA) Team Leader and the SA Coordinator explain the Adjudication process. They also explain to the members of the BC the importance of LAMP and its benefits and services. Finally, the LAMP staff explain the different titling options as well as the procedures and fees required by each titling option.

The staff explain to the BC their roles are in the implementation of the project. An example of these roles is for the BC to assist the Adjudicators during the inspection of the lands that are subject to titling. Then, a “system of assistance” is discussed. This system refers to the options by which the BC members can assist the Adjudication team. One option is for each member of the BC to assist the Adjudicators in his or her zone. Another option is to work in shifts based on ranking. By mutually agreeing to this local protocol, the first councilor (i.e. the one that got the highest votes during the last election) would be the first one to assist the Adjudicators. He/she is followed by the councilor who got the second highest votes and so on.

The CRS staff informs the BC of the criteria that will be used in the nomination and hiring of the Local CRS. This is followed by the nomination of people from the barangays for the position of LCRS. The CRS staff prepares a list of nominees and together with the BC members, the dates for the actual selection of LCRS.

3) Recruitment of LCRS

The CRS staff, representatives from the OSS such as the SAT Coordinator, SAT leader or the Survey Team Leader are the ones responsible for the hiring or recruitment of LCRS. They give the nominees a briefing on the project and discuss the role of the LCRS.

The following selection criteria are discussed:

- a) Physical ability- this refers to the capacity of the nominee to do physical work such as walking around the barangays to verify the list of claimants, contact stakeholders for meetings, etc.
- b) Speaking ability- this is the ability to communicate in a clear and simple manner with the stakeholders so that they would understand the project.
- c) Filing out the data sheet correctly.

After discussion of the selection criteria, the nominees are given 10 minutes to fill out the personal data sheet before interview. The PIO officers conduct the interviews and BC members observe the procedure, which lasts for no more than 20 minutes per nominee.

Results of the interviews are made known after week and those selected consisting of one LCRS per 100 lots, receive their field assignments. A resolution drafted by the CRS and signed by the barangay officials puts a stamp of approval on the LCRS who have been chosen.

4) Training of LCRS

In order to build the knowledge and skills of the LCRS, PIO 1 requires them to attend two types of training. First, they must attend a three-day training on communication

skills. This is intended to build and enhance their knowledge and skills in communicating with the people they will meet in the course of helping implement LAMP. Part of this training is a trip to a barangay where they practice how to interview people.

Second, approximately one week after the training on communication, the LCRS attend a one-day training on Systematic Adjudication. In this training on Systematic Adjudication, the LCRS learn map reading and how to fill out the daily monitoring sheet (DMS). DMS contains the lot numbers, names of the land claimants visited and their corresponding address. They also familiarize themselves with the documents that must be used during the validation.

Awareness Build-up

1) Validation of list of land claimants

Using the list supplied by CIM unit, the LCRS with support from the CRS Assistant, conduct house-to-house visits to validate the list of claimants. In addition, they urge claimants to visit the Base Camp and to attend the general assembly in order to know more about the process of titling. This validation process also covers the adjoining barangay.

2) Locate missing land claimants

The CRS staff locate claimants who live outside the barangay through letters or through the radio. These claimants are reminded to contact the OSS or the personnel working at the Base Camps if they are interested in having their lands titled. Informants confirmed the effectiveness of this method by citing cases of claimants who live outside the barangay making known their intentions to title their land.

3) Compilation of validated list

Under this activity, the CRS assistants compile the data gathered during the validation process. At present, the OSS office is working on the establishment of a computerized database.

4) Preparation and arrangement for conduct of initial barangay assembly

This activity is performed by the Assistant CRS assisted by the LCRS. Arrangements consist of assigning the appropriate venue and the date and time of the barangay assembly. In connection with this, the CRS office sends letters and announces the forthcoming event on the Radio.

The barangay councilors and the different religious groups assist in informing the general public about the event. Informants said that attendance of claimants ranged from 80%-87%.

5) Conduct of initial barangay assembly

The CRS staff conduct the initial barangay assembly. They are joined by the SAT Coordinator, SAT leader and the Adjudicators. These personnel explain to the claimants what the LAMP, its objectives and what benefits the barangay could expect from it. On the same occasion, the PIO 1 staff tell the people that the Systematic

Adjudication Team will convene another general assembly to announce the schedules of interviews.

6) Assessment of assemblies conducted

The CRS staff facilitate the assessment of general assemblies, together with the LCRS, in terms of attendance, questions asked, and the general participation of the people. This assessment is used to improve future assemblies. This is an important aspect of CRS activities for it allows CRS staff to evaluate, modify and improve the conduct of assemblies, which are intended to reach out to as many stakeholders as possible.

7) Conduct of small group discussion

The CRS staff arrange small group discussions for claimants who did not attend the barangay assembly. As in the general assembly, the CRS staff explain what the LAM project is about. The length of the meeting depends on the number of issues raised and the time needed to respond to them. One CRS assistant said that this forum could last for as long as three hours.

8) Conduct of house visits

House visits are aimed at reaching out to those who failed to attend either the general assembly or the small group discussion. Informants said that absences from general assembly meeting range between 15-20%. During house visits, LAM project is explained.

Community Mobilization

1) Conduct of second assembly

During the second general assembly meeting, the CRS staff, the SAT Coordinator and the SAT leader announce to the claimants the schedule of the forthcoming systematic adjudication. They entertain questions from those present. To ensure that claimants attend the second general assembly meeting, PIO 1 sends letters to them specifying the venue, date and the time of the meeting. Usually, interviews and the gathering of appropriate documents are scheduled in the morning while ocular inspection is done in the afternoon.

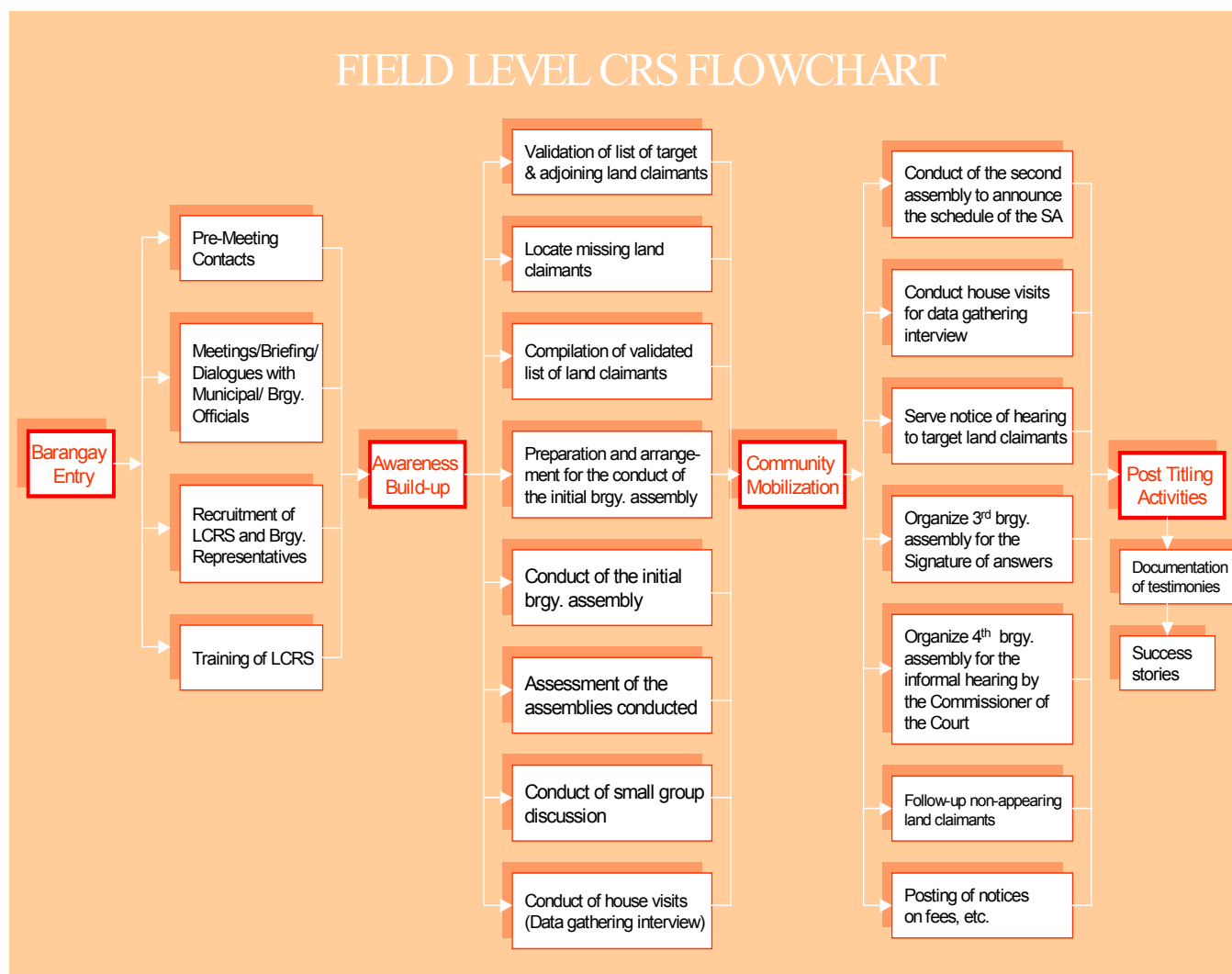
2) Conduct house visits

The Adjudicator assisted by the LCRS conducts house visits to gather data from claimants. According to one CRS assistant this procedure has been changed. Instead, data gathering interviews are now done in the barangay hall. (Note: Present CRS activities in Palo end here. Court hearings are still being awaited).

3) Initial court hearing in Dagami

Under this activity, the claimants are informed of the schedule of the initial court hearing. In order to ensure wide knowledge of the scheduled court hearing, the CRS staff placed posters in the barangay halls.

Table 5: CRS Flowchart



5. LESSONS LEARNED

5.1 The Judicial Titling Procedure¹

The following are the lessons learned from the experience of Judicial Titling in the pilot municipalities of Dagami, Palo and Pastrana:

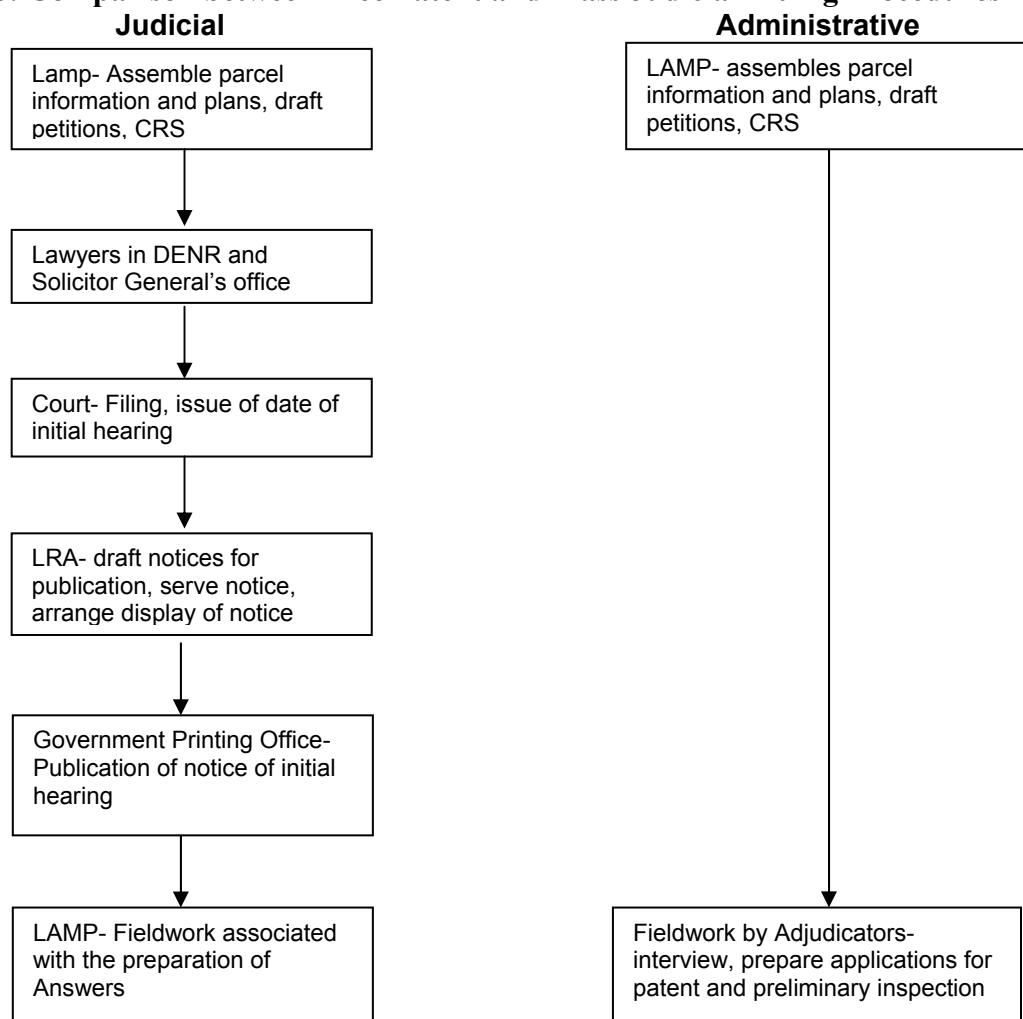
- 1) Although the Judicial Titling produces titles of better quality than homestead patent, and is more flexible in relation to multiple owners, nevertheless, it is a slow process, more technical and more demanding on the field staff. It is also more dependent on the cooperation of many agencies.
- 2) The Mass Judicial Titling procedure requires the mobilization of people on a barangay-wide basis. This process demands an approach that is bottom-up than top-down. It also demands that the Local CRS have the organizing and

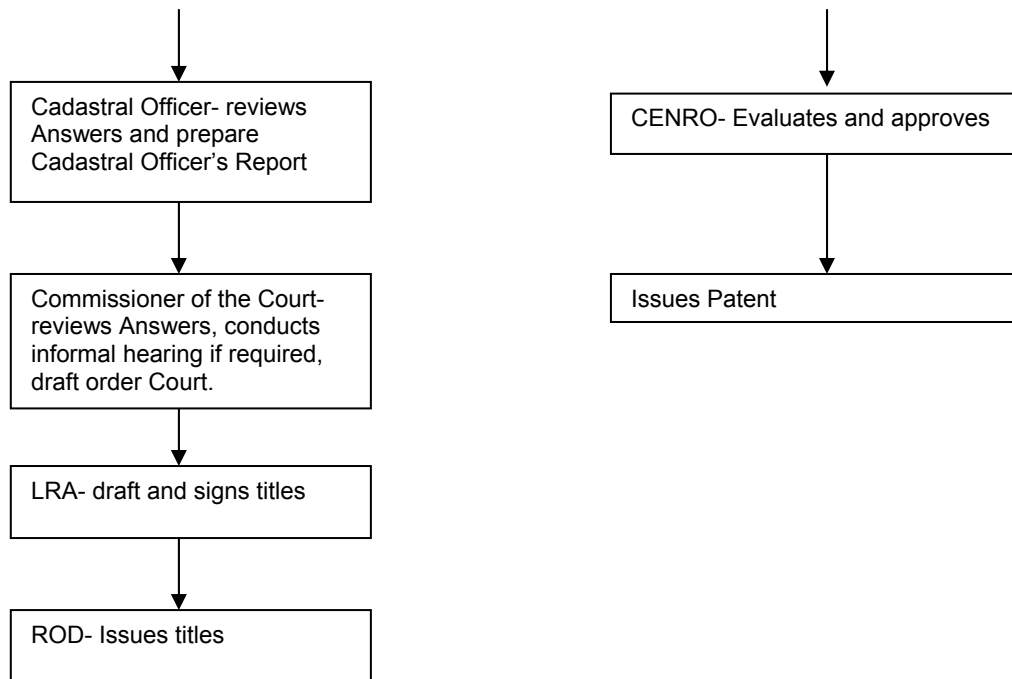
¹ For a more detailed discussion of the experience of PIO 1 in Judicial Titling procedure, please refer to the report prepared by Mr. Steve MacFadzean, Strategic Registration Adviser of LAMP entitled: “ Final Report for Output 2.1, Activity 11 ”, 30 June 2002.

facilitation skills that can move people to act in a collective rather than individual basis.

- 3) The attempts to produce titles are hampered by complicated requirements and the bureaucracies of different agencies involved.
- 4) The Judicial Titling procedure is administratively time-consuming since it involves a multiplicity of assessments and reports by the Adjudicators, the Cadastral officers and by the Commissioner of courts.
- 5) Notwithstanding the individual focus of judicial titling, it is important that 100% of landowners participate in judicial titling. Without their participation, there would be a legal problem, as the land is declared a public land, terminating any rights that have occurred to date.
- 6) Free patent titling procedure is more flexible and easy to comply with (**Table 6. Comparison between Free Patent and Judicial Titling Procedures**)
- 7) Free patents are suitable to agricultural and forest land but not to residential, commercial or industrial land, Church and State lands.

Table 6: Comparison between Free Patent and Mass Judicial Titling Procedures





5.1 The CRS Activities

The following are the lessons learned from the current CRS experience in PIO 1.

- 1) There is no inherent problem with the top-down approach being employed by the CRS Unit as far as securing land titles is concerned. This is demonstrated by the facts, that through this approach requirements for titles get secured and that court hearings are eventually held as in the case of Dagami. But a question could be raised whether the top-down approach would help build self-reliant group of stakeholders that could sustain the project when external assistance stops.
- 2) The dissemination of information through house-to-house campaigns, distribution of reading materials such as pamphlets, brochures, radio programs and the presence of LCRS in barangays confers on the project wide exposure. Moreover, the effectiveness of pamphlets and brochures in information dissemination can be improved if their contents are discussed in regular community meetings where people could ask questions and articulate their doubts and frustrations about the titling activities in their barangays.
- 3) The use of radio for spreading information about LAMP activities and in locating missing claimants has proven to be effective. However, in order to enhance the effectiveness of the approach, periodic evaluation of the approach should be undertaken preferably by an outside institution, that could offer objective recommendations.
- 4) It would be highly desirable if prior consultation with stakeholders are held before activities are undertaken since greater involvement of the people are assured when they are a part of the planning and decision-making procedures. Moreover, prior to the assembly meetings, the LCRS could hold small group meetings to encourage the people to suggest topics or issues that they like to discuss during the meeting. Putting the concerns of the people in the agenda will encourage greater participation in the discussion.

- 5) The stakeholders' participation is not only possible but also desirable in activities like arrangement of venues and agenda for general assembly meetings, validation of list of claimants, identification of missing claimants and in house-to-house campaign for more claimants. Ample experiences from development projects demonstrate that direct involvement of people in planning and implementing project activities enhances their sense of ownership of the project.
- 6) Although field activities are largely CRS driven, it is able to mobilize between 80%-85% primary stakeholders or claimants. However, in order to broaden participation, CRS must work on the secondary stakeholders like religious organizations, NGOs, POs and government agencies operating in LAMP.

There would be more equity if PIO 1 would give similar pay scale to all the LCRS in accordance with the Philippine Labor Law. Care should be exerted that the project does not unwittingly exploit unemployed young people in the name of "volunteerism."

- 7) The issue of whether or not to engage the services of former LCRS in other barangays in order to take advantage of the skills and experiences they have in titling process needs further consideration and the views of the community should be sought accordingly. Furthermore, the views of the community must also be heard on the different approaches or methods that will empower and generate maximum cooperation.
- 8) While there are definite advantages in having LCRS work in their own barangays, one of which is their familiarity with the local situation, the project ought to be aware of the limitations of this arrangement. First, the fact that a person works in his/her native place does not guarantee that he/she would be effective. This is validated by the experience of two LCRS from Dagami who admitted that they had difficulties mobilizing people from their own barangays because people did not take them seriously. They said that the fact that they are children of very poor families influenced the way their neighbors responded to them. Second, by limiting its choice within the barangays, the project denies itself the opportunity of hiring better and more qualified LCRS. Third, the project should learn from lessons drawn from the history of community organization activities in the Philippines. CO work has shown that many local communities have been positively transformed through the efforts of very qualified community organizers who were "outsiders." Finally, outsiders are not beholden to the local power structure and therefore free to be more creative in responding to the needs of local communities.
- 9) The CRS monthly and quarterly reports are mainly focused on numbers of barangays covered, meetings organized and number of claimants that attended meetings but very little articulation and analysis of issues and problems encountered, actions taken and the lessons learned in the process.
- 10) While the capacity of the top-down approach for securing short term goals like title acquisition is recognized, there is a lack of community empowerment opportunities in the current approach especially when the long-term goal is for people to be set on the path of economic growth. A path that requires interventions to ensure that titling does not lead inadvertently to even greater poverty.
- 11) In the light of the present phase of the project where more and more barangays are being covered for titling procedures, CRS should ensure that the titling

activities do not become “a game of numbers” and that needed capacity building and empowerment of the stakeholders also take place at the same time. At the moment, however, this is difficult to see since CRS does not have the required lead-time to build and strengthen local institutions.

6 . Recommendations

- 1) Recognize the merits of the top-down approach as used by the CRS Unit but documentation work must be done more rigorously to draw the lessons from it.
- 2) Strengthen the process documentation aspect of LAMP through training and hiring of competent process documentors.
- 3) Following the learning and innovation nature of LAMP, encourage the pilot testing of other approaches or methodologies to enhance the active involvement of stakeholders and to generate lessons for replication in other parts of the country.
- 4) As recommended by the LAMP Social Program Plan, utilize the CO Process in building the stakeholders’ collective capacity to address and resolve problems and hindrances related to land titling, access to support services and in raising their awareness of political, social, cultural, economic and environmental factors that hinder their development.
- 5) Set up CO-CD pilot projects to test the effectiveness of the CO method in titling activities and in accessing support services after the titles have been secured (Appendix 1).

Table 7. CRS Participation Chart

Phases	Activities	Participants	Nature of Stakeholders Participation
1. Barangay Entry	1. Pre-meeting contacts	▪ CRS officer	Explains projects
		▪ CRS assistant	
		▪ Barangay Chair	Receive information
		▪ Barangay Council	Gives permission for meeting
		▪ Members	Listen and receive information
	2. Council meeting	▪ CRS officer	Explains Adjudication process & defines roles of Barangay Council / Inform about criteria of LCRS selection
		▪ CRS assistant	
		▪ SAT Team leader	
		▪ SAT coordinator	
		▪ Barangay Chair	Listen and receive information
		▪ Barangay Council	
	3. Recruitment of LCRS	▪ CRS officer	Recruit LCRS
		▪ CRS assistant	
		▪ SAT Team leader	
		▪ SAT coordinator	
		▪ Barangay Council	Nominate names of applicants
	4. Recruitment of LCRS	LCRS	Attend Training
2. Awareness Building	1. Validation of List of Land Claimants	▪ CRS assistant	Validate list of claimants
		▪ LCRS	
	2. Locate Missing Claimants	CRS staff	
	3. Compilation of validated list	CRS assistant	
	4. Arrangement for conduct of initial Barangay assembly	▪ CRS assistant	
		▪ LCRS	
		▪ Barangay council	
		▪ Religious groups	
	5. Conduct of initial Barangay assembly	▪ CRS officer	Explains LAMP and titling roles
		▪ CRS assistant	
		▪ SAT coordinator	

		<ul style="list-style-type: none"> ▪ SAT Team leader ▪ Barangay council ▪ Claimants 	Listens / ask questions on LAMP and titling process
	6. Assessment of Assemblies	<ul style="list-style-type: none"> ▪ CRS officer ▪ CRS assistant ▪ LCRS 	
	7. Small group discussions	<ul style="list-style-type: none"> ▪ CRS staff ▪ Absentee claimant 	Listens / ask questions on LAMP and titling process
	8. House visits	<ul style="list-style-type: none"> ▪ CRS assistant ▪ LCRS ▪ Claimants 	Listens / ask questions on LAMP and titling process
3. Awareness Building	1. Second General Assembly	▪ CRS officer	Explain LAMP
		▪ CRS assistant	
		▪ SAT coordinator	
		▪ SAT Team leader	
		▪ Claimants	Listens / ask questions on LAMP and titling process
	2. House visits	<ul style="list-style-type: none"> ▪ Adjudication ▪ LCRS 	Gather data

APPENDIX 1

CO-CD Pilot Projects

Appendix 1: CO-CD Pilot Projects

In order to transform these ideas into concrete operational terms, this review proposes the following:

- 1) Set-up up two CO-CD pilot projects in two separate barangays. These pilot barangays would be chosen on the basis of selection criteria that PIO 1 would develop.
- 2) The first pilot barangay should be a pre-title barangay where no LAMP-related activities had taken place so far.
- 3) The second pilot barangay should be a “ post title ” barangay where the needs of the people are no longer focused on title acquisition but on the acquisition of support assistance to make their lands productive.
- 4) Or, in addition to the two pilot mentioned above, set-up another two pilots in Dagami that are due to receive titles in early 2003. One barangay that will have systemic judicial titling and another barangay that will have systematic free patent titling.
- 5) Process documentation research (PDR) would be a key feature of the CO-CD pilot projects. PDR will ensure that the lessons being generated by the pilot projects are documented and the replicable features of the experiment preserved.
- 6) Hire the appropriate numbers of community facilitators who would be assigned to the pilot projects.
- 7) Hire one process documentor¹ who would do process documentation of the two CO-CD pilot projects.

Objectives of CO-CD Pilot Projects

The specific objectives of the CO-CD pilot projects are the following:

- 1) Maximize participation of stakeholders in land adjudication and titling processes.
- 2) Enhance stakeholders' capacity to gain title and use it to their economic advantage.
- 3) Enhance feeling of ownership of the project.
- 4) Build sense of self-reliance and responsibility.
- 5) Maximize inputs of stakeholders in project planning and implementation.
- 6) Enhance stakeholder's sense of responsibilities.
- 7) Build/enhance stakeholders' capacity for:
 - planning
 - decision-making
 - conflict resolution of land-related problems.
 - resource mobilization
 - problem analysis

¹ This Review also recommends that PDR be done on the other pilot projects that are being implemented by the Palo LGU and an NGO, respectively. In this case, an additional process documentor should be hired for the purpose.

- linking/networking
- governance
- advocacy
- gender awareness and sensitivity

Flow Chart of Activities of the CO-CD Pilot Projects

I. Pre-entry

Site Selection- Prior to the entry of community facilitators (CF), candidate sites will be selected in a workshop to be attended by PIO staff, Technical Advisers and representatives from the NGOs. These are the suggested criteria for selection:

- a) The local people have a long history of cooperation and understanding.
- b) The place must not be polarized by political conflict that would make it difficult to motivate people to work together.
- c) The place must be relatively accessible to public transport even during rainy season to allow project staff regular visits to the place.
- d) The place must be free from history of intimidation, kidnapping and other illegal activities that would not guarantee safety for the project staff.
- e) There are at least two hundred or more land claimants in the place.

II. Community Entry

The following should be considered in the decision to enter a community and establish a helping relationship with the people.

- a) Clarity of purpose between PIO 1, the community facilitators (CF) and the people in the community should be ensured through meetings with formal and informal leaders; and
- b) The local community desires assistance in land titling and willing to work with the CF to achieve that objective.

1) Recruitment and hiring of Community Facilitators-The hiring of community facilitators will be done through a panel interview conducted by the Prototype Manager, the Heads of Planning, CRS, HRD and the Technical Assistant. The following qualifications are required of the applicants:

- Must be a graduate of any social science course. The candidate must have very good experience in community organizing and this experience is attested by good references.
- physically fit to stand the rigor living and working in poor communities.
- creative
- a good listener
- likes to work with poor people
- simple lifestyle
- can write field reports
- sense of humor

2) Training on CO Method

This will take 4 weeks. Participants will be the newly hired CF, CRS Assistants, LCRS and Process Documentors. The CO training will introduce the participants into the philosophy and concepts of CO, how it is applied to concrete situation, what its requirements are and the kind of skills and attitudes that CF's must learn.

3) Immersion/Integration with the community

Immersion/integration is establishing rapport with the people in a continuing effort to imbibe community life by living with them and undergoing the same experience as they do, sharing their hopes, aspirations and hardships as a way to build mutual respect, trust and cooperation.

The main purpose of immersion/integration is to get to know the culture, history, economy, leaders and lifestyles of the people.

This is done by participating in the social and economic, formal and informal, activities in the community. If the CF is not one with the community, he/she can never grasp the true dimension of the people's problems and will not be able to motivate them to work for change. Immersion/integration can happen through the following activities:

- a) Participation in direct production activities such as planting or harvesting rice, fishing, etc.
- b) House to house visits to talk about LAMP.
 - i. Conversing with people where they usually congregate (i.e. corner stores, banks of rivers where women wash clothes, barbershops, market or *talipapa*).
 - ii. Helping in household chores, looking after small children, fetching water, etc.

In the process of integrating with the community, the CF can do the following:

- a) Prepare survey instruments
- b) Document (journalize) daily activities
- c) Regular reflection session with the CF Supervisor

III- Awareness Building

1. Social investigation (SI)

Social investigation is the process of systematically learning and analyzing the various structures and forces in the community- economic, political, and socio-cultural. The resulting community portrait is the outcome of a scientific collation and synthesis of data gathered.

The objectives of SI are the following:

- a) Gather data on the geographic, political and socio-cultural situation of the community in order to identify and understand land-related problem, issues that need to solutions.

- b) Identify the classes and sectors present in the community in order to determine their interest and attitudes towards problems like land titling and other issues in the community.
- c) Identify potential leaders in the community
- d) Determine correct approach in organizing the stakeholder of LAM project.

The method of social investigation will be gender-sensitive. The CF will employ SI tools that gather data on the situation of women and men and the opportunities and threats to their development. Interviews may be conducted through:

- a) House to house visits
- b) Informal social gathering
- c) Focus Group Discussion

The specific approach that will be used in the social investigation will be the Participatory Approach. The method refers to the process of involving the community residents in the collection and consolidation of data or information for problem identification and strategy formulation. This is an effective method in raising the level of awareness of leaders and members of the community, so that they become aware of existing realities in their environment, and of their actual and potential capabilities.

The data to be gathered are the following:

- a) Geographic and demographic data: physical description of the area, population, etc.
- b) Available resources:
 - Human/gender
 - Natural/environment
 - Equipment/machines
 - Technology
- c) Major sources of income as well as secondary sources of income
- d) Tenurial arrangement
 - Number of owner-cultivators, tenants, landless workers, small fisherfolks
 - Types of tenurial arrangements
 - Extent of landlessness or lack of control over aquatic resources
 - Number of land claimants
- e) Production survey
 - Average yield during wet and dry season plus third crop
 - Technology used
- f) Environmental Scanning
 - Land use mapping
 - Soil analysis
 - Watersheds
 - Extent of ecological damage
 - Formal and informal community leaders
 - Potential leaders of the organizing process

2. Planning and Strategizing

After SI, the CF will present and discuss the research finding in both small (sector) and general assembly meetings putting emphasis on land/title related problems and get the reaction of the community in return. This process is intended to validate the information that has been gathered. Then the identified problems and issues will be prioritized during the sector meetings and presented to the general assembly for affirmation

This process is intended to teach the stakeholders how to prioritize problems, develop plan of actions and identified needed resources.

IV- Community Mobilization

1) Formation of Ad Hoc Committees

Forming ad hoc committees is an effective way of broadening stakeholders' participation. Ad hoc committees are task-oriented groups that automatically dissolve after their assigned tasks are done. These committees are excellent ways to test future leaders and generate participation from the stakeholders. Examples of ad hoc committees that will be organized are: a) Interview Committee to interview claimants; b) Survey Committee to assist PIO 1 Survey Committee; and c) Validation Committee, etc.

The members of the different ad hoc committees will be elected/selected during the general assembly. This will make the ad hoc committees accountable to the community. In addition, the ad hoc committees will report their accomplishments to the community on agreed dates.

2) Participation in Technical Activities

During this phase, the ad hoc committees will participate in surveys, validation, adjudication activities and others.

3) Core Group Formation

Core group formation is the process of bringing together the most advanced leaders identified during the immersion/integration, social investigation phases and in participation in technical activities.

This is an important stage in community organizing for it emphasizes the fact the CF is not the leader of the people. They have their own leaders both official and unofficial. Hence, the CF will not assume any leadership role in both small and large meetings or in representing the people with agencies like DENR, DAR or NIA. Instead, their own leaders will represent the people. The people make the actual decisions and actions.

4) Groundwork

Groundwork means to go around the community and motivate the stakeholders on a one-on-one basis and through informal group discussion to do help in the implementation of LAMP. Groundwork is a key activity in the work of the CF because it is at this stage that the CF, with the Core Group, continues to encourage the stakeholders to

participate in project activities. Groundwork contributes to the evolution of a community organization.

Groundwork is a continuous process. As long as the CF works in the community, groundwork would be his/her tool in keeping connected with the people and the issues they are most concerned about.

5) Regular Community Meetings

Regular community meetings are vehicles to assess and monitor project activities and find solutions to emerging problems. This activity is done continuously.

6) Formation of a People's Organization

The people will decide whether there is a need to form a People's Organization with legal personality. Such a decision would depend on some factors like a) realization that they could more easily access resources if they are formally organized, b) realization that by having a legal personality, they could be better represented in conferences, conventions, meetings and thus improve their linkage with other organizations.

7) Acquisition of titles

Note: The acquisition of titles may take place before or after the organization of the community into a people's organization.

V- Post Titling

During the post titling phase, the stakeholders will face challenges that are related to access to resources and opportunities. Examples of these resources are loans from banks and technical assistance from both government and private organizations. If they were successful in mobilizing resources, then the title would truly serve as a key to poverty alleviation. On the other hand, if they fail to get the assistance they need, then the title would remain a piece of paper.

It is expected that the lessons in community mobilization and organization that the people learned would be used to collectively access the things they need to improve their economic situation.

APPENDIX 2

Process Documentation Research

Appendix 2: Process Documentation Research

1. A 30 years old “technology” crafted by Social Science
2. Three types of documentation:
 - 2.1 Pre-project documentation (i.e. baseline survey)
 - 2.2 Post project evaluation
 - 2.3 Process documentation
3. Focus of documentation works
 - 3.1 Baseline documentation & post project evaluation record the “what” of the program/project
 - 3.2 PD documents the “how” and the “during” of the program/project.
4. Every project has a story to tell-
 - how it happens
 - why it happens
 - who began it
 - why he/she began it?
 - where is the project
 - what is the project about?
 - what is it accomplishing?
 - so what? Etc.
5. Process documentation is a “corrective” tool.
6. PD is a monitoring but not an evaluation tool. PD is part of M&E.
7. PD uses “participant observation” or a “fly on the wall” method.
 - Process documentor takes a snap shot of the reality without influencing of changing the reality;
 - He/she does not intervene in events no matter how “wrong” the event or the decision being taken.
 - “wrongness” or “rightness” is part of the environment being documented.
 - “wrongness” or “rightness” is part of lessons learned.
8. PD records the different components and milestones of the project and how they are being implemented.
 - detailed stories behind the milestones must be documented including the emerging issues and problems and how these are being “solved” or tackled.
9. Management of PD
 - a project committee process the emerging issues, problems and lessons and feed them into on-going operation to improve operation
 - regular committee meetings to discuss documents for quick decision by authorities

10. Problem of recall

11. Qualities of process documentor

- good listener
- objective/ not an advocate/ not judgmental
- skill in interviewing
- excellent oral and written communication in the English language
- skill in creative writing
- skill in organizing data
- analytical and with excellent capacity to detect inconsistencies and data gaps
- experience in participant observation method
- can probe and clarify answers
- capacity to focus on the work
- excellent capacity in researching written background materials
- preferably a graduate of social science like communication, sociology or anthropology.