

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

**EXECUTIVE SUMMARY  
FOR OUTPUT 3.1 ACTIVITY 13**

**Prototype Implementation II  
Quezon City**

**REPORT D1**

June 2002



**Land Administration and Management Project**

**Executive Summary for Prototype Implementation Office 2**

**Quezon City, Philippines**

**30 June 2002**

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**EXECUTIVE SUMMARY**

**Structure of the report**

The objective of Prototype Implementation Office 2 (PIO2) is to develop and test alternative approaches for land record management and associated institutional arrangements that will improve the protection of rights to land and public confidence in the system. The Prototype aims to address the issues related to the inconsistencies in the land records system among different agencies, the proliferation of fake, duplicate and missing titles, inefficiencies in the system of providing land related services to the public and the associated graft and corruption resulting from it, inadequate feedback from the communities on the nature and quality of services that the public requires from government, and the need to improve the overall land records management system in the country.

The Prototype operates in Quezon City and covers the following five barangays: Commonwealth, Payatas, Bagong Silangan, Holy Spirit and Batasan Hills.

The Prototype aims to achieve the following at the end of the learning and innovation phase:

- Improved land record management systems and procedures developed, tested and documented (this would cover procedures to detect fake, duplicate and missing titles and resolution of anomalies);
- Systems and institutional arrangements for streamlined, efficient and cost-effective delivery of land transaction services and associated information developed and tested, through the establishment and operation of a One Stop Shop;
- Community consultation, customer relations and services strategies developed and tested to support the operations of the Prototype and the longer term LAM Program; and
- A national land records management strategy formulated, based on lessons learned from the project.

The prototype is working in many different areas and has reached a milestone in the deliverables expected from the project. This report sets out the progress of the project as at the end of June 2002 and particularly in relation to deliverable 13 of the Inception Report.

The report contains a section on the overall progress, that shows the relationship between the activities in deliverable 13 and the actual activities that PIO2 carried out; then individual sections on all activities of the prototype up until the end of June 2003. Set out within each activity is major achievements and outputs, major lessons learnt, issues and constraints and major recommendations, for the short term PA-LAMP and the longer term LAM program.

### **A: Overall Progress of Prototype**

The Technical Assistance team has been providing assistance to the staff from the government agencies and the contractual staff in the development of the prototype in Quezon City. Prototype Implementation Office 2 (PIO2) is developing land administration and management procedures in an urban environment predominately covered by informal settlements. The title records held by the registry of deeds in this area were largely destroyed by fire in December 1988 and the records of other agencies are fragmented. PIO2 is attempting to bring together a set of records that will establish the ownership of parcels in the area and help restore public confidence in the land system.

Deliverable 13 sets out that:

The Contractor shall assist in the development of methodologies and processes to facilitate the identification of fake, duplicate, and missing titles, the resolution of the title anomalies, and the improvement of the title and associated records, in the Quezon City Registry of Deeds (ROD) for the Prototype 2 area. In partnership with the PMO and LRA/ROD, this work shall include but not be limited to:

Deliverable 13 task	PIO2 Activity	Status
Familiarisation with the current plans, progress and status of Prototype 2	All activities within the prototype	TA's have been involved in all aspects of the planning. TA representatives are involved in all progress and status meetings held internally and externally
Further evaluation of current procedures to detect fake, duplicate and missing titles, and to resolve the title anomalies;	Fake Title Investigation Office Validation Field validation CIM production	Insufficient activity carried out by the prototype. It is recommended that this activity be given higher priority. No counterpart was provided and the workshops postponed. There is a need to continue some of this work in the next phase of PA LAMP.
Assistance with the development and testing of new procedures, including interaction with the Build, Operate, Own (BOO) Project, that will streamline and expedite the processes;	All activities within the prototype.	The new procedures are set out in the report. Interaction with BOO has proven to be a problem with the lack of assistance from LRA and serious delays in the implementation of BOO. Informal meetings have been held with LARES who are providing the system. There is a need to move the BOO component into deliverable 22.
Technical assistance with the determination of processes to improve the comprehensiveness and integrity of land titles and key associated records;	CIM production Office Validation Field validation	New process have been trialled and added to the prototype and a baseline established.

Deliverable 13 task	PIO2 Activity	Status
Developing appropriate CIE and CRS activities for integration to the processes;	CRS Field validation	CRS activities within the prototype area have covered the CIE and CRS requirements. Also field validators have assisted in the process.
Further preparation of documentation and procedure manuals and the training of staff in procedures;	Survey and Mapping Survey Control Office Validation Field Validation OSS	Apart from procedure manuals and training carried out in these areas a draft operational manual was also prepared for the prototype.
Technical assistance with the integration of land records information, production of CIM, and identification of fake, duplicate and missing titles;	Fake Title Investigation Office Validation Field validation CIM production	An operational workflow has been developed for the prototype to integrate the production.
Technical assistance with the application of procedures to resolve within existing authority levels, the title and records anomalies that have been found, and adjust all records;	Fake Title Investigation Office Validation Field validation CIM production OSS	Extensive work has been carried out with the other agencies. When the OSS becomes operational these procedures will be put into place.
Assisting to present workshop findings and results from the project site areas	CRS Field validation OSS	Symposiums with the agencies and community dialogues have been carried out as well as OSS workshops.
Assisting to present the results and findings, through the PMO, to the IATWG and IACC; and	All activities within the prototype.	With the dissolving of the IACC presentations have also been prepared for the new task force.
Assist to develop and operationalise the One-Stop-Shop.	OSS	The OSS activities have been agreed to and a draft Memorandum of Agreement prepared. Process now depends on getting the site ready and the equipment procured.

## **B: Survey and Mapping**

The introduction to new technology will take place in the way of producing CIM from orthophoto maps which are based on the PRS92 Datum. All surveys are supposedly connected to BLLMs in other municipalities as no systematic cadastral survey was ever performed in Quezon City and this has caused many problems. There is no system of reference points when conducting surveys and although corner monuments are placed they soon disappear when construction of fences or buildings commence. In Quezon City the cost of surveying will always be high due to the existing survey methodology, past surveys and the lack of survey marks. There is no uniform mapping of parcels with the two lead agencies holding their own projection maps of plans they approve and no correlation between the two.

### **Major achievements and outputs of the Survey and Mapping**

- A Procedures Manual for Urban and Rural CIM Production has been produced;
- A standard CIM format acceptable to both prototypes has been designed, with 5 CIM being fully produced under PRS92 and production of the other CIM is moving forward.
- Barangay Holy Spirit has been completed by digitising but not on the PRS92 datum or in the agreed format;
- Photography has been flown, control near completed and Orthophotos should be available in August
- GPS control for two barangays has been completed.

### **Technical Transfer and New Practices**

- Basic Hand Drafting.
- A basic knowledge of automated drafting and applied to digitisation.
- The drawing of CIM in a uniform format under PRS92.

### **Major Lessons Learnt**

- There is a need for better management of PIO2 documentation of records and the movement of this documentation within the prototype;
- No unique CIM numbering system, but numbered by barangay and sheet within the barangay;
- The use of photocopier for enlargements and reductions of survey plans causes distortion. This problem needs to be understood and taken into consideration for further development;
- Staff were only allowed to do certain tasks in the CIM compilation, ie not the whole process, also personnel were not fully briefed with the projects objectives and work within the CIM unit except their own small contribution;
- There is a need for better supervision and QA;
- There needs to be consultation with the other prototype for standardisation of CIM format and contents.

**Issues and Constraints**

<b>Issue/Constraint</b>	<b>Strategic response</b>
The CIM produced by “hand drawn” methods is considered very tedious. Too much reliance on computers, ie when the plotter broke down the methodology of plotting the mother lots to control subsequent surveys was abandoned where in normal circumstance would have been done by hand; This introduced huge errors in the compilation, ie uncontrolled CIM compilation;	Focus will be on alternative methods, when all methods have been trialled, then review the methods of both hand and computer compiled to determine the best method to use in the long term LAM program.
The state of urban cadastral surveys especially in Quezon City is in disarray and fraught with problems from: <ul style="list-style-type: none"> <li>➤ inadequate survey instruments being used</li> <li>➤ limited quality and the capability of survey parties;</li> <li>➤ the lack of permanent reference marks either hidden (underground) or visible;</li> <li>➤ dismal records management system;</li> <li>➤ a reference system that ties all surveys by calculation to monuments that inevitably have been destroyed for a long period of time and in most cases are kilometres away from the survey itself;</li> <li>➤ Within urban areas especially where rapid growth has occurred; no cadastral surveys have been undertaken.</li> </ul>	We need to recognise this problem and develop robust techniques to address the problem.
The orthophoto maps from NAMRIA could not be tested due to the delays encountered. Unfortunately no definite conclusions or recommendations can be made in this report, but on the basis of the Thai and Lao experience this could be the most suitable method of CIM production.	The purchase of two maps from a different source was done in May but the equipment (light-tables) required for testing this system of CIM compilation only arrived in the last week of June. With the equipment now in place this activity will be trialled.

**Recommendations**

The following are the recommendations for the PA LAMP;

- A system be installed and awareness to the profession in the placement of reference marks, so that future surveys over land that has been surveyed is cheaper to the client and easier for the surveyor to perform;
- There should be on going training for the CIM group in:
  - Production Management;
  - QA;
  - Alternate methods of CIM compilation.

- PIO2 needs to spell out to PMO their procurement needs well in advance, but allow some flexibility in changing project direction when introducing new technology;
- CIM production should not commence in the LAM Program in urban areas without the associated control available, albeit GPS or orthophoto maps.
- The records from DENR and other associated agencies need to be scanned for archival purposes. Records administration and management should be addressed throughout all participating agencies. This should be addressed in the land records strategy.

The following are the recommendations for the LAM Program;

- Upgrading of the basic skills base of the survey industry be carried out prior to and during the implementation of the LAM Program. This would entail upgrading of the university programs and the introduction of technical college or vocational courses;
- That DENR Administrative Order No. 98-12 should be revised. A restructuring of the Order and a more flexible approach to types of valid cadastral surveys should be introduced. The Order should not read like a text book and be separated into:
  - Survey Act;
  - Survey Regulations, Recommended Guidelines and Practices;
- Considering the limited capacity of NAMRIA as proven in the LAM project, it should be considered that for the LAM Program, international tenders be obtained for both the GPS, survey control and orthophoto map production.

### **C: Survey Control**

An accurate and homogeneous geodetic network is essential to support the mapping and survey requirements of LAMP. Such a network will ensure that the position, extent and orientation of surveys and mapping are controlled, thereby preventing the creation of gaps or overlaps.

Within Quezon City, no systematic cadastral survey was performed and in all probability the isolated surveys are not homogeneous making the integration of survey and mapping data across the five project barangays very difficult. Surveys in the eastern part of the prototype (Payatas Estate) are supposedly connected to BLLM1 in Montalban, Rizal which was about 8km away. A field search by project staff has confirmed that BLLM1 does not exist, yet surveys continue to show connection to it! In the south west (Piedad Estate), the surveys are probably not connected to control. It is suspected that these surveys are not homogeneous. Anecdotal evidence from a geodetic engineer involved in surveys in the area suggests that this is the case.

Accordingly a program was developed to provide geodetic control throughout the pilot barangays on the national coordinate reference system (PRS92) , to support the following activities:

- Plotting of the existing isolated surveys on the CIM within the barangays of Batasan Hills and Holy Spirit;
- Production of orthophoto mapping;
- Control of all future cadastral surveys.

#### **Major achievements and outputs of the Survey Control**

- Suitable procedures for extension of geodetic control in support of the pilot project and to enable replication of the procedures in support of a long term LAM program.
- Second order GPS control for the prototype area.
- 60 boundary points for Batasan Hills and 40 boundary points in Holy Spirit, coordinated with GPS, for CIM control in these barangays.
- 40 monumented third order GPS control points.
- GPS control for orthophoto mapping throughout the pilot barangays.
- Procedural manuals have been completed.

#### **Technical Transfer and New Practices**

- Training in Rapid Static GPS operations for CGSD personnel
- Introduction to GPS training for PIO2 staff

#### **Major Lessons Learnt**

- CRS Activities need to be co-ordinated to support the GPS activities.
- The selection of boundary points should be a cooperative exercise between CGSD and PIO2 staff. Also in preparation of the Reconnaissance Information Sheets, care must be taken to ensure that the descriptions are adequate for the GPS teams to locate the points without assistance.
- The project must provide sufficient funding, vehicles and equipment to enable its staff to participate efficiently in field operations.
- Coast & Geodetic Surveys Department/National Mapping & Resource Information Authority (CGSD/NAMRIA) lacks the resources to support LAMP requirements for large scale densification of the geodetic network.

**Issues and Constraints**

<b>Issue/Constraint</b>	<b>Strategic response</b>
The lack of preplanning and support from PIO2 is causing major delays in the process.	More effort has been put into the longer term planning and following up of arrangements.
No consideration has been given to the issue of ongoing maintenance and protection of the new survey control marks.	This is a long term issue that needs to be addressed by the LAM program. The establishment of a network of monumented control points will soon be completed in the pilot barangays. These control points will be monitored and a report prepared for the LAM Program.
Lack of accessibility to an updated CGSD Geodetic Database	CGSD's geodetic database is in the process of being upgraded from the system developed under NRMDP. This is essential as it is the repository for all geodetic data in the country and any long term project will generate a very large amount of data. The project will need access to the database for data entry and retrieval, and the general survey community needs good access throughout the country. This issue will be flagged by the LAM program.
The inexperience and need for formal geodesy training and on-the-job training in adjustments by the CGSD personnel	For a long term project there would be a requirement for a GPS capability which would require extensive GPS training. Effective GPS training is a matter of long term experience and particularly so where the trainees do not have a good background knowledge of geodesy. Several options have been investigated and considered to develop a sustainable GPS capability for the project and the surveying community in general as any long term LAM program will be reliant upon both the public and private sectors.
Accessibility problems for the survey teams highlighted the absence of a law allowing geodetic engineers and assistants, whether government or private, to enter property to carry out legitimate survey operations.	Laws need to be reviewed as part of policy studies.
The existing facility for surveyors to test and calibrate EDM equipment is in Manila. It is not readily accessible to surveyors throughout the country and it is not up to the recognized world standard for an EDM calibration base	Ideal would be to set up a national standard but it may not be within the current capabilities.
CRS specialists should be responsible for CRS activities but representatives of the survey control teams must also be present at public meetings.	Since the resignation of the survey control counterpart representation has suffered. Another counter part is required.

## **Recommendations**

The following recommendations for the PA LAMP;

- Work experience with one or two Australian survey organizations involved in large scale densification should be pursued.
- Extensive on-the-job training should be provided for survey staff in GPS data processing and adjustments, under TA assistance.
- The PIOs, with the assistance of the TA, should have a major input into all equipment purchases to ensure that equipment meets the project requirements and specifications.

The following recommendations for the LAM Program;

- Postgraduate scholarships at an Australian university in geodesy/GPS should be pursued.
- The appropriateness of the existing GE courses within Philippine universities should be investigated with a view to modernising the courses to provide relevant up to date survey education.
- Development of in-country capability for a university to offer postgraduate studies in geodesy/GPS should be further investigated and supported as a matter of priority to provide a pool of well qualified geodetic surveyors in the academic, government and private sectors.
- Formal training courses should be established for “survey men” and “engineering aides” in the use and care of modern survey equipment, within technical or vocational colleges
- Consideration should be given to a full study to develop a comprehensive mark maintenance program. As part of this study, the issue of accessibility to property to carry out surveys should be considered. Appropriate provisions should be included in any future Survey Act.
- Suitable and accessible EDM bases, to recognized world standards, should be established throughout the country
- The issue of accessibility to the CGSD Geodetic Database to update data and to obtain control information should be investigated and addressed.
- Control survey activities should commence one year before the control data is required.
- DENR AO 98-12 should be revised to allow the project to exercise control over third order densification in compliance with CGSD specifications and guidelines.
- CGSD should be responsible for restoring, strengthening and maintaining the Primary Geodetic Network and for Second Order Densification under LAMP support and funding.
- PIOs should establish dedicated geodetic sections with responsibility for densification under CGSD specifications and guidelines.
- Private sector survey companies that can demonstrate an appropriate level of GPS and geodetic expertise should be contracted to undertake some of the densification activities under careful monitoring by the relevant PIO geodetic sections.
- Guidelines must be developed for surveyors working in the pilot barangays to ensure that all surveys are connected to the two nearest and preferably three control points
- It is recommended that the GEP should be consulted in relation to survey and mapping matters arising from LAMP. In particular their opinions should be sought on the following matters that have been discussed in this report, namely: proposals to improve surveying education; geodetic database issues; mark maintenance; the spacing of survey marks; survey techniques; and changes to survey rules and regulations

## **D: Office Validation**

Office validation is the consolidation of records for land parcels from various sources to create a single consistent set of land records. The information is gathered from the Registry of Deeds (ROD) the City Assessors/Treasurers (LGU), the Land Registration Authority (LRA), the Department of Environment and Natural Resources (DENR) and the Bureau of Internal Revenue (BIR).

The office validation is the next step after the production of the preliminary Cadastral Index Map (CIM) for a particular area.

### **Major achievements and outputs for Office validation**

- The Cross index has been developed containing the Assessor's records and currently over 2776 parcels have been tied to the CIMs, with the break up as follows:
  - 400 are shown on plans but an Assessor's records or TCT was not found
  - 998 have an Assessor's record but no TCT.
  - 475 where the TCT records match with the Assessor's records.
  - 808 where the TCT did not match the Assessor's records
  - 105 that had a TCT record but no Assessor's record.
- To date 5 preliminary CIMs ready for use in the OSS have been fully office validated and three are in the process of being validated.
- The office validation manual has been prepared and is awaiting final review and release.
- A draft user manual for the cross index has been prepared.

### **Technical Transfer and New Practices**

- The office validation staff have been trained in data encoding and the principles of database structure.
- A system of Quality Assurance has been introduced into the data collection.
- Imaging and categorising of base records has been adopted for storage of documents used in office validation.
- Backup and storage procedures for electronic files have been put into practice.
- Electronic linking of records between agency data bases

### **Major Lessons Learnt**

- A full analysis of the requirements and the structure of the database should be carried out before any data is captured. The initial database left no facility for capturing TCT data and only had a single field to indicate if the data matched the Assessor's records or had been changed by transfer. This system then relied on the Assessor's data being correct instead of the TCT being the base document.
- Too much time was wasted in manually getting the Assessor's data correct. Also important fields and data that could be used in the cross index were removed from the data structure. The Assessor's data is now 7 months old and arrangements are required to get an up to date copy of it.
- The Systems Analyst should have been introduced into the project at the start not after 6 months. Full analysis should have been carried out on the PIO1 and PIO2 data to get a uniformed data structure. However without a full time analyst both systems were developed independently.
- A separate office validation manual should have been created, rather than making it a subsection of field validation.
- Arrangements should have been made at the start of the project to obtain copies of TCTs.

- The CIM is not a satisfactory basis for data collection. CIM production is much slower than data collection and using the CIM number as the primary key to hold information against is not practical. Also once the CIMs are adjusted the CIM numbers for many parcels will change.

### Issues and Constraints

<b>Issue/Constraint</b>	<b>Strategic response</b>
The frequent absence and inability to supervise by the unit head has been a major issue. With this lack of strong leadership and direction setting by the team leader and management, the TAs were forced to take control of the direction of Office validation to stop it from stagnating	Office validation is now heading in the right direction, the capture levels are increasing despite adverse conditions. The staff involved are keen hard workers and it is through their efforts that the office validation is progressing, but PIO2 management now need to take control to guide the activity.
There is a serious lack of equipment available for office validation. There is only one computer between four operators, no printers and only one scanner, shared with field validation. There is a lack of change control in the cross index development. The cross index is still being developed, yet data is being captured all the time, this is causing problems as staff are not trained in the changes and are unaware of changes	Any progress has only been possible because the TAs were able to supply two computers, a printer and a scanner. With the proper equipment the number of office validated TCT's held in the database can be significantly increased prior to the commencement of the OSS. It has been suggested that the prototype lease equipment in the interim until it can be supplied.
Lack of supplies, such as toner for photocopiers that slow down the retrieval.	The non-availability of toner halted the retrieval for more than a month. A supply monitoring system has been setup to ensure the problem does not occur again.
The training of the title retrievers is not adequate, titles are not being looked at before copying, and the retrievers are just accepting the TCT number and not also checking the land description	Absence of training for the retrievers also posed problem, The staff involved in the retrieval of titles at the ROD need to be orientated in the project and its objectives. This has been shown by the retrievers retrieving wrong titles which could have been avoided if they checked the land descriptions.
Training of staff is starting to fall behind the changes made to the database.	Changes to the cross index will fall under a change control system that will not release any change until it has been documented and staff trained.
New staff are being added to office validation without being formally trained	A review of the PIO2 recruitment steps and a manual of operations are being carried out.
Quality assurance needs to be improved.	Additional staff will be added to the project to allow the experienced staff more time to concentrate on QA. Also additional control and reporting has been added to the cross index.
Office validation activity has been proven to have wasted a lot of time, ie updating the Assessor's records with little value to the project or the	The Assessor's records are now only used to print lists of plans and TCTs. When a TCT is captured it is compared to the Assessor's record and if

<b>Issue/Constraint</b>	<b>Strategic response</b>
Assessor's office. If the same amount of time used on this effort had been used in TCT capture the majority of the titles would have been office validated. However it was not possible to get all the TCT records at the time, due to the move of the Quezon City ROD office.	there are inconsistencies a report is sent to the assessors.

### **Recommendations**

The following are the recommendations for the PA LAMP;

- Office validation must be better supported with computer equipment that they do not have to share with the rest of the PIO2 staff.
- A co-ordinated strategy needs to be developed between the CIM group, the Office validation, field validation and CRS groups. This strategy needs to take into consideration that the prototype is working within five Barangays and decide if the activities will be focussed on a single Barangay until it is finished, all Barangays at the same time or combinations of Barangays simultaneously. It is recognised that probably only two Barangays can be completed before the end of August and a strategy exists to complete Holy Spirit and Batasan Hills by then. This strategy needs to be expanded and the time frames for deliverables determined.
- A program for orienting new staff is required; this should include how the operations fit together with emphasis on the importance of the office validation and the pulling of the correct titles. Any further development of the system must be under a controlled change request system and all changes will not be released until staff are properly trained and the change is fully documented.
- A proper stable environment is required for the office validation team, that is not going to be constantly moved resulting in the network being damaged.

The following are the recommendations for the LAM Program;

- Databases were developed without a national strategy being considered and rework will be required in the future. A proper data management system will be required for a more extensive development. The equipment and the structures will need to be fully specified, as well as more work being carried out on transaction rates, file sizes, etc. to determine the database capacity required.
- A satisfactory standard parcel identifier (SPI) is required. PIO2 is using the system developed in most Australian states where the land description is used to create the SPI. Under this system, as soon as a survey plan number is allocated any agency can determine the SPI for a land parcel. It is based on a trust that plan numbers are unique through out the Philippines, but needs to be investigated further. While a CIM number is an ideal, it is not suitable in this environment where the CIMs are not developed and need to be readjusted.
- Proper linkages to other systems are required with a system that updates the Cross index with the latest information from the agencies, this can form part of the duties of staff from the various agencies working within the OSS.

## **E: Field Validation**

The field validation process was added to the prototype activities as an opportunity to locate records that were no longer available in the agencies. With the burning of the Registry of Deeds in 1989 many titles were destroyed and the only record was the owner's copy. According to LRA 95% of the Quezon City deeds have been reconstituted, however the majority of the remaining 5% is within the five Barangays covered by the prototype.

### **Major achievements and outputs of Field Validation**

- Three pilot studies have been carried out in field validation within the prototype area.
- Two different approaches, voluntary and door to door, were tested in two different types of areas, establish and informal areas.
- The strategy for field validation has been finalised and will be implemented in the next quarter.
- Field validation procedural manual.

### **Technical Transfer and New Practices**

- The field validation staff have been trained in the objectives and activities of the LAM project, conflict management and data collection.
- Data collection of land related information in the field is a new procedure that has been trialled and adopted.
- Imaging and categorising of base records has been introduced for storage of documents used in field validation.
- Backup and storage procedures for electronic files have been put into practice.

### **Major Lessons Learnt**

- The setting up of a base station where people come to deliver their documents does not work. With only 99 respondents from 800 parcels the voluntary approach of field validation this result is a very low response rate.
- Parcels that do not have buildings on them need to be identified as part of, or prior to the field validation activity. With no letterbox or occupant it is nearly impossible to notify of the owner of the activity.
- Other means of informing the public should be utilized through homeowners association meetings, or church announcements through the parish priest since we cannot solely rely on CRS campaigns to inform everyone in the area.
- Conducting field validation without office validation is more tedious and time consuming which should have not been the case. The very purpose of conducting pilot field validation is to identify and implement a more streamlined process rather than a tedious one.
- The door-to-door approach proved to be more time-efficient and more productive.
- The results should be documented each night or early the next day to identify any problems with the collected information. Many of the enumerators had not filled in the CRS survey, but this was not picked up until the activity was finished. Earlier documentation of the results would have identified this problem earlier and the enumerators could have had the importance of the activity re-enforced.
- An analysis design/framework should have been developed to streamline the analysis and interpretation of results.

- Field Validation is a means to directly communicate with the stakeholders of the project. This activity is a venue to inform and create an amicable relationship with the stakeholders.
- Different approaches should be implemented in different areas within the prototype; specifically in established areas and informal settlements. The approach should include a means to capture information on “rights” particularly in informal settlements; and a different design for data analysis.
- The conduct of assemblies between the field validation team and residents as well as homeowners’ organizations assisted in the acceptance of and participation in field validation activities in the area.
- A brief brochure highlighting PIO2’s activities particularly Field Validation and objectives should be distributed during the actual conduct of Field Validation. The brochure should contain illustrations to attract the respondent to read the material.
- Proper identification of field enumerators should be provided. These include identification cards, t-shirts, vests, and caps.

### Issues and Constraints

<b>Issue/Constraint</b>	<b>Strategic response</b>
Field validation lacks the staff at PIO2 to carryout the activities, the results of the three pilots have not been fully captured or analysed	The reasons why the field validation results have not been analysed need to be investigated and appropriate action taken to get the results captured and analysed.
The low number of residents who can supply documentation about the properties	Many parcels still only have an assessor’s record that is over 14 years old, or will have no details about it known. The problem then becomes one of government policy, if an owner has abandoned a property for so long have they forfeited their rights? Current legislation does not allow the government to do anything with the land and where informal settlers have taken over the land they cannot claim it by adverse possession. The informal settlers are also preyed upon by land syndicates who take advantage of the confusion to make money for themselves. Government policy needs to be made clear.
Field validation lacks computer equipment to capture the field validation results	It has been suggested that the prototype lease equipment in the interim until it can be supplied.
Field validation is reliant on CIM production and office validation. This will require a backlog of work being held. Without a backlog the field validation teams will be sitting around waiting for work. Also the CRS campaign is too far in advance of the field validation process, creating anticipation in the community, which field validation is not able to produce.	The proper planning of the entire prototypes activities will ensure that the workflow between units is maintained at the required rate.

<b>Issue/Constraint</b>	<b>Strategic response</b>
<p>In areas of established subdivisions that have well defined boundaries and are enclosed by walls and guard stations, the concern is more on locating parcels that need to be reconstituted. The difficulties are in locating: (i) owners who live outside of the area and have not had their title reconstituted; and (ii) the owner of a vacant parcel. In the informal areas the problem will be identifying the owner of the land. With the buildings constructed without any regard to the formal subdivision of the land, the first difficulty is establishing the boundaries, then attempting to locate an owner who has the owner's copy of the TCT. Also there are community concerns that have to be faced, "Is the project there to remove informal settlers from their homes?" or "Is the project here to award title to their properties", etc.</p>	<p>The field validation approach used will be dependent on the nature of the land tenure in the area of interest, as well as the needs of the people in those areas. Variations in the conduct of field validation should be identified particularly in the following aspects:</p> <ul style="list-style-type: none"> <li>• A protocol for introducing self and the project to the respondents is needed;</li> <li>• selection and identification of time to conduct field validation since in informal areas residents are present during weekdays;</li> <li>• survey forms should differ in informal areas and established subdivisions particularly in the portion wherein the respondent is required to provide information regarding the land title but in informal areas majority of the respondents have no titles but rights. A questionnaire should be included requiring information about the rights and data analysis design.</li> </ul>
<p>The slow process of appointing a team to carry out the field validation activities</p>	<p>The appointment of the NGO to carry out the field validation activities is proving difficult as suitable candidates are difficult to locate. The strategy for carrying out field validation may have to be modified to use a similar setup as Barangay Holy Spirit where local residents, recommended by the Barangay officials, carry out the activities. This would then allow simultaneous conduct of field validation in PIO2 areas. With a more experienced team to conduct field validation, the activity could be done simultaneously in different areas in the prototype. If the appointment of an NGO cannot be achieved then the prototype needs to develop criteria for the selection of Field Enumerators. A basic criterion, field enumerators should be residents of the area being field validated, was identified in the pilot field validation activities to facilitate an easier data gathering process. This should be taken into consideration when selecting field enumerators to conduct field validation in other prototype areas.</p>

## **Recommendations**

The following recommendations for the PA LAMP;

- The problem that may be encountered is that field validation, as with office validation gets ahead of CIM production. If a CIM area can be covered in three days then we need to ensure we have a faster development of CIMs and a quicker office validation. The only alternative is to allow these two activities to get far in advance of field validation to avoid sending field enumerators into the field without the proper materials to affectively carry out their work. The field validation team should only go on field if proper data has been collected from office validation and CIM production.
- A work plan incorporating the three activities needs to be developed by PIO2 taking into account the time that each activity takes and the number of staff required to maintain production rates.
- A standard training program should be designed for all field enumerators working in the prototype. This training should be one day activity, highlighting the LAM project-its activities and objectives; basic public relations skills that provides different approaches in dealing with respondents from different socio-economic classes; relevant information on laws/policies related to land; and conflict resolution.

The following recommendations for the LAM Program;

- A separate approach must be used for established subdivisions and informal areas. The informal areas should incorporate a CRS information program that helps the residents understand how they can access the ownership records for the land they are residing on. In the established areas the information to be gathered should focus on establishing ownership and assisting those owners who need to reconstitute their titles. This can be achieved through the field inspection report by the Field validation Team; issues raised during community dialogues under the Community Relations and Services unit; Community Based Monitoring and Evaluation Baseline Study by the M & E unit; through coordination with LAG members and other government agencies; from Barangay Advocacy Group (BAG) and field enumerators from the area.
- The policy studies will look at the legislation required to allow the government to allocate land that has been taken over by informal settlers and abandoned by the owners.
  - Where land taxes have not been paid the government should be able to take over the land and sell it to the occupants.
  - Where an owner has been paying land taxes and has been trying to reclaim their land they should be assisted or
  - Where the owner has paid their land taxes and is willing to sell the land, the government should purchase the land and resell it to the informal settlers.

But government should also be sensitive to the individuals who do not have the funding or the desire to own the land but are prepared to pay a rental to stay on the land. People in the community already pay rights to syndicates; these people could be paying a rental to the government and staying in their homes rather than paying to criminal syndicates.

## **F: Community Relations Services (CRS)**

A key outcome from the prototype is refined, proven and effective CRS procedures and material. These materials are linked to the stage one social assessment and are provided with significant support from the PMO, consultants and technical advisers. CRS is a continuous activity that is closely coordinated with the field validation activity.

### **Major achievements and outputs of CRS**

- Development of Community Entry Strategy
- Formulation of CRS Strategy and Framework
- Conduct of awareness raising campaign among prototype communities
- Conduct of awareness building mechanisms with partner agencies
- Support to Field Validation and GPS surveying
- Organization of CRS network among partner agencies
- Development and dissemination of CRS materials
- Documentation of Issues raised by the communities

### **Technical Transfer and New Practices**

- The community based dialogues and the distribution of information through pamphlets are new innovations introduced into the project.
- Formation of BAGs (Barangay Advocatory

### **Major Lessons Learnt**

- There is a need to formulate an overall CRS Strategy and Framework for the whole Project which will serve as basis for the development of specific CRS activities for the different components, specifically the Prototypes. Likewise, an orientation on how the whole aspect of CRS planning, and implementation should have been carried out to familiarize the staff involved on the different approaches possible, the available best practices, and how CRS activities were executed in other countries. It should be noted that CRS is a new concept being introduced by LAMP to ensure that there is adequate consideration of the community concerns while at the same time guarantee that the innovations being tested under the Project satisfy the community needs.
- The education symposia with the agencies proved to be effective mechanisms to generate proper understanding by agency partners of the LAMP and its objectives, thereby improving appreciation of how agencies can collaborate to ensure its success. The symposia was also able to level off with the agencies the expectations of the Project on the scope and nature of their support, while at the same time, the benefits that the agency can derive from LAMP. However, these symposia could have been more useful and time would not have been wasted had these activities been carried out at the beginning of implementation to set the stage for more active collaboration.
- There should be appropriate equipment and staff support to carry out the CRS activities of the Prototype. If this is not possible, the option of engaging a group to conduct CRS for the Project should be actively explored. In both cases, the need for training, orientation, and levelling off on the strategies should be conducted at the beginning of full implementation.

**Issues and Constraints**

<b>Issue/Constraint</b>	<b>Strategic response</b>
Delays in community activities due to the upcoming barangay elections.	This occurs every three years and unfortunately nothing can be done about it, except wait until they are finished.
As of end June, the national CRS Adviser has not been notified to report for work in view of certain problems in the DENR approval process. The delay has definitely caused much difficulty on the part of the CRS campaign.	Only the appointment of the Advisor will alleviate this problem
Absence of a CRS Framework for LAMP.	The appointment of the National CRS representative has been delayed, however they should be appointed in early July, with their support this activity should be able to be completed.
Lack of equipment support to CRS activities.	It has been suggested that the prototype lease equipment in the interim until it can be supplied.
LAMP as an interagency undertaking, is tainted with the fact that the same agencies have not been able to coordinate interagency activities in the past.	Representatives of all agencies were taken to all barangay meetings (where possible) to present a united team in responding to questions.
The community feel strong frustrations with past government initiatives. While the Prototype purports to demonstrate the effectiveness of interagency coordination in resolving the issues associated with poor land records, there are many more concerns which relate to inconsistencies in records, policies, etc., that the communities have been wanting to address, and the PIO2 cannot always offer solutions to these. Many more conflicts in policies are being issued, and these continue to threaten the credibility of the Project, and other efforts at improving land administration. These also affect the effectiveness of CRS campaigns within the prototype area.	This situation make CRS work very challenging in terms of making the communities appreciate that while LAMP is also a program of the government, it will not directly address their fundamental issues related to landlessness, poverty, and the policy conflicts among agencies – at least not in the current program. The project feeds the information back to the policy groups to assist them in presenting these problems.
The rest of the project is not delivering on what is being offered in the CRS campaigns. CIM production, Office Validation and Field validation have only occurred in one small section of one Barangay yet the expectation is that they will be visiting other areas in the near future	The CRS campaign needs to be aligned with the field validation activities. The CRS has proven to be an effective strategy for eliciting community support for the Project, and a good vehicle for securing the perception among potential clients about the improved procedures being introduced by the Prototype. While this has been demonstrated to work well in other countries, it would have been more effective if an orientation on best practices, and strategies is held here.

## **Recommendations**

The following are the recommendations for the PA LAMP;

- CRS planning must centre around the CIM, and the office and field validation activities. When confirmation of the OSS beginning is obtained the CRS campaign for its opening and the education of the public will become its main focus. While these activities are being delayed, it might be more prudent for the CRS to focus in the meantime on providing the public with relevant information on existing procedures, laws, and applicable policies.
- There should be a more structured and systematic way of capturing information and community feedback which are relevant to the work of policy studies. The CRS can facilitate this, but a framework and mechanism for more direct interaction with the policy studies teams should be provided to strengthen such linkage.

The following are the recommendations for the LAM Program;

- The other units of PIO2, such the field validation, should be able to capture other information from the residents which may be useful for improving CRS work, by incorporating additional entries in the questionnaire used for field validation. In the same manner, the other units should be more active in bringing forth to the CRS their concerns for which it could be of assistance.
- The PIO2 should pursue the option of contracting CRS work to a third party such as an NGO, in anticipation of more intensive work in OSS, CIM production and field validation.

## **G: One Stop Shop**

The OSS is a primary part of the institutional objectives of the Project and the need for a OSS has been accepted and endorsed by the agencies concerned. The OSS will be established through the co-location of staff from the relevant agencies – LRA, DENR, ROD, BIR and LGU. The OSS will provide a structure that will enable the land titling, reconstitution, registration, tax collection and documentation and recording activities to be developed into an efficient process.

### **Major achievements and outputs of the OSS**

- The technical working group for the One Stop Shop (OSS-TWG) was formed made up of representatives from BIR, DENR-NCR, Quezon City LGU Assessor's and Treasurer's offices and the ROD.
- The site for the OSS will be part of the canteen building next to the new ROD in the LRA compound. The site is ready for development and a tentative plan of the site has been prepared.
- A Memorandum of Agreement for the OSS has been agreed to and after some minor adjustments will be signed by all agencies involved in the OSS.
- The user manual for the One Stop Shop has been drafted and was reviewed at the OSS-TWG workshop. The new manual will be released early July and training of OSS staff will begin as early as possible.

### **Technical Transfer and New Practices**

- None at this stage although new practices will be introduced when the OSS becomes operational.

### Major Lessons Learnt

- Securing of the site for the OSS needs to be one of the first activities carried out. Once this is secured any plans and building works need to be followed up as these activities take the longest period of time to complete.
- LRA should not be depended on to create the floor plan for the OSS.
- The equipment requirements for the OSS must be worked out and the request included in the budget as early as possible.
- The scheduling of workshops must leave sufficient time for notification to be sent to the participants.
- Presentations for the workshops need to be well planned and prepared prior to their commencement.

### Issues and Constraints

Issue/Constraint	Strategic response
While the LRA as the lead agency should also be involved in the OSS-TWG, they are yet to provide representation to it and their first official representation was at the OSS-TWG workshop held in late June 2002.	The LRA representatives on the TWG have agreed to add certain functions to the OSS. The test will be when the LRA is asked to sign the MOA.
The current PIO2 manager is struggling to motivate and lead the prototype and he will find it hard to manage or motivate a multi-agency team within the OSS.	The management of the prototype is not working, other options need to be investigated. LRA needs to find a replacement for the current manager.
The training program for the OSS staff needs to be developed	Discussions have begun with the training officers to develop the program.
The site for the OSS was not confirmed until April and then the plans have been delayed. The building may not be ready until December.	The OSS is now well accepted by the agencies that will be involved within it, with the possible exception of LRA. The setting up of the OSS cannot be delayed waiting for the renovations of the building. With the area available in LRA where PIO2 would be moving to, it would be far better to have the OSS set up there and begin operations. Alternatively, another suitable site should be located that can be used immediately.
Equipment for the OSS may not be supplied before the OSS becomes operational.	The problems with planning needs to be addressed by the prototype, OSS activities especially have suffered from lack of planning. The option may be to lease computers and other equipment required until the rest can be purchased.
Given the long lead time until the OSS can be ready it may be feasible to use the area in LRA where the PIO2 staff were to be originally relocated.	PIO2 is welcome to stay where they are in Quezon City Hall and the project should take advantage of the opportunity to have the OSS operational as soon as possible.

<b>Issue/Constraint</b>	<b>Strategic response</b>
With the OSS being in only 5 of the Barangays within Quezon City, there will be confusion with the public as to when they can and can't use the OSS.	While signage will be displayed in the OSS and the ROD, people will still be confused. At this stage a community education program and the signage are planned to assist the public.
Given that all CIMs will not be completed when the OSS begins operation how do we verify a property in that area?	Until the CIM is finished we will be forced to rely on the cross index. Where no details are held, the staff should be prepared to search the mother units records for details.
The LRA staff in the project have asked the people who approve the plan to draw it. They now need to have a registered architect to sign it. This is not the correct process and the proper process of hiring an architect to draw it should be undertaken.	A different contractor should be employed, who is independent of the project.
The procedure manual needs to be updated and signed off.	Once the workshop materials are analysed and correlated, the manual will be completed.
The OSS Memorandum of Agreement (MOA) needs to be finalised and signed off	This will be delayed by the mid year assessment. Once the assessment is finalised, this will be the top priority.

### **Recommendations**

The following are the recommendations for the PA LAMP;

- The skills of the current planning staff need to be improved by providing more training or a planning specialist should be employed by the prototype to ensure the OSS is made operational in the shortest possible time.
- The OSS must be started as soon as the staff can be detailed and the training completed. The MOA and the procedure manual must be completed.
- The OSS should be housed in the area assigned to PIO2 or any other suitable site within the LRA compound.
- All efforts must be exerted to get the equipment required for the OSS and to fund the CRS campaign for its opening.

The following are the recommendations for the LAM Program;

- The management of any future OSS needs to be reviewed and a decision made as to whether it will be independently managed or managed by one of the agencies.

## **H: Identification of Fake Titles**

There are different forms of fake or spurious titles. The causes are many and varied. One of the major undertakings of the prototype is to identify these titles and assist in the early detection of fake records.

- Patently fake or spurious certificates of title are those that have not gone through the process of registration or have not been duly issued and signed by the Register of Deeds.
- Fraudulently issued certificates of title are those issued and signed by the Register of Deeds but their issuance is tainted with fraud or irregularity.

### **Major achievements and outputs of the Fake Title investigation**

- The fake title investigation has suffered from a lack of counterparts. Fortunately the National Land Records Advisor has good knowledge of the problems and its causes and has been able to produce a lot of documentation on the detection of fake titles.
- Workshops with the agencies involved in identifying and investigating fake and spurious titles have been planned but these have been postponed twice.

### **Technical Transfer and New Practices**

- In the field the staff have been trained to identify fake records and to advise the residents of their authenticity.
- The cross index has been used in the field to authenticate the resident's records.

### **Major Lessons Learnt**

- Fake title investigation cannot be affective if it does not have a GOP counterpart. If the TAs investigate the procedures and learn the issues, constraints and requirements, this knowledge is lost when they leave at the end of the project, with no benefit to the GOP.
- There are many types of fake and spurious titles/rights held in the community.

### **Issues and Constraints**

<b>Issue/Constraint</b>	<b>Strategic response</b>
The main issue is the inability of the prototype to supply a counterpart for this activity.	The lack of support in the form of a counterpart is not acceptable. The TA's should not be working independently of the prototype gathering information and establishing contacts.
Identifying all the agencies involved in fake title investigation and how they will carry out the investigations, has not yet been settled.	The proposed workshops that have been postponed twice must be carried out. Footnote: The first workshop was held on the 1 <sup>st</sup> July and others are now being planned.
A very major issue is the effect of court decisions on land ownership, reconstitution and other land related matters. The latest is the OCT 333 case, the implication being that many titles within the prototype area could become null and void. Also the senate hearing on Forestry land could have a large impact on land tenure in the prototype area.	The prototype must be aware of these developments and formulate strategies to deal with them. However work in the area needs to continue and should not be held up waiting on a court decision.

**Recommendations**

The following are the recommendations for the PA LAMP;

- A PIO2 counterpart must be appointed to this activity.
- The fake title workshops can no longer be delayed; the first one scheduled for July 1<sup>st</sup> must be carried out.
- As quickly as possible a TWG needs to be established, with members from the agencies that are involved in fake title investigation and a set of counterparts elected.

The following are the recommendations for the LAM Program;

- At this stage no long term recommendations can be made as the activity has not been carried out in any detail.

**I: Monitoring and Evaluation**

It is important that a well defined and relevant M & E system is developed for the prototype. The monitoring and evaluation work carried out in PIO2 requires the setting up of measuring tools and indicators. Without this M & E system it is impossible to determine if the prototype has reached its goals and objectives.

**Major achievements and outputs of M & E**

- Monthly and weekly reports
- Tools were introduced to assess the workshops held
- Manuals and tools provided by M & E Technical Advisor
- Able to produce a survey and gather results for the pilot field validations

**Major Lessons Learnt**

- If indicators and tools are not relevant they will be ignored.
- A baseline is required to measure progress against, otherwise it is almost impossible to try and evaluate how effective an activity has been.

**Issues and Constraints**

Issue/Constraint	Strategic response
A baseline for many activities needs to be established, to allow the measurement of success. For example, the agencies involved in the OSS will take current fragmented processes and have them carried out at a single location. To measure if this is successful it has to have a baseline to be measured against.	Further tools are to be developed to assist M & E activities
There is a perception that M & E should be responsible to document all activities.	This is an admin support activity not M & E.
The national M & E advisor was still not appointed at the end of June 2002	The national M & E advisor will be employed from the 1 <sup>st</sup> July and this should assist in providing a consistent direction to the activity.

## Recommendations

The following are the recommendations for the PA LAMP;

- The PIO2 M & E staff need to sit down with the national TA and work through the current tools to determine which ones need to be modified or replaced and which new ones are required.
- A base line for all activities must be established to allow the measurement of deliverables.

## **J: Planning/ Human Resource Development**

PIO2 have run several important workshops including the planning workshop that yielded the current work plan. The continued support of the PMO and the approval of the LAMP Training Plan expedited the conduct of a series of training for key staff and personnel of PIO2.

### Major achievements and outputs of Planning/HRM

- Training workshop facilitated by PMO provided the staff with guidance to fully appreciate the LAMP training manual
- PIO2 work plan
- Various workshops throughout the period, including staff development and symposiums on LAMP with the agencies involved. To date 12 Training/workshops conducted and facilitated.

### Major Lessons Learnt

- Where activities are not properly planned and co-ordinated they have to be cancelled, causing stress to the organisers and embarrassing the prototype.
- The confirmation of all participants will attend must be followed up well in advance of an activity.
- Problems can and do happen, a contingency plan must be ready for such occurrences.
- A work plan is useless if it is not followed and updated.

### Issues and Constraints

Issue/Constraint	Strategic response
Lack of knowledge of the training plan and where it fits within the prototype. PIO2 seem unsure how to go about using the plan and getting the necessary training.	The training plan is not being utilised and is not seen as an important component of the project, the mystery of what is involved in using the plan needs to be removed.
Training activities including workshops are sometimes not targeted in the work plan leading to a delayed TER and rescheduling of PIO2 activities.	More effort has been put into the longer term planning and following up of arrangements.
Lack of a computer and project planning software.	The option may be to lease computers and other equipment required until the rest can be purchased.
The work plan has a flurry of activity occurring to produce it then seems to be put away. The reporting from the prototype centre around what was achieved and ignores the targets, until major reviews are conducted	A new reporting structure was suggested by the National organisational development TA. This is being trialled and if followed will keep reporting in line with the work plans.

## **Recommendations**

The following recommendations for the PA LAMP;

- PIO2 staff require an understanding of the training plan and its requirements, possibly a workshop should be conducted.
- The training calendar should be updated as the need arises to avoid procrastination and ensure timely availability of the budget.
- Special activities need to be carefully planned, tasks assigned, and responsibilities need to be clarified to ensure accountability and proper execution of work. This will also avoid the delays associated with repeated postponement of activities associated with poor planning and coordination.
- The work plan must be made the driving force of the project. All weekly reporting should be aligned to targets set in the plan, what gains or slippages have occurred and, where applicable, what remedial measures are required.

## **K: Administration/Management**

The Administration/Management of the Prototype falls into two areas, the overall Administration/Management of the prototype and responsibility for it. The second is the management of day to day operations. The LRA as the lead agency should be responsible for working with the PMO to ensure the proper administration and direction of the project. The PIO2 managers are responsible for its day to day operation.

### **Major achievements and outputs of the Administration/Management**

- Hiring of 17 new staff
- Orientation for new staff
- Securing of the site for the OSS
- Preparation of a draft PIO2 operations manual.

### **Major Lessons Learnt**

- New staff need to be properly orientated and a orientation program that covers the principles of LAMP and the operations of PIO2 needs to be finalised.
- The management of PIO2 are accountable for the actions of the prototype and must be seen to lead by example.
- The Management of PIO2 must run the prototype not leaving the responsibility to the TAs. The TAs are there for technical assistance not as operations managers.
- Operational managers need to provide guidance to their staff and be available to assist with problems.
- The managers and unit chiefs should familiarise themselves with administrative requirements and procedures, to avoid delays and setbacks in accessing funds and to carry out prototype activities.

### **Issues and Constraints**

<b>Issue/Constraint</b>	<b>Strategic response</b>
The LRA have not, made an adequate space available for the prototype team to work in the LRA building.	Other alternatives should be investigated including staying at Quezon City Hall.

<b>Issue/Constraint</b>	<b>Strategic response</b>
The LRA have made available space for the OSS, however the area needs to be renovated and negotiations with LRA staff to produce the necessary building plans and get approval have not happened.	An alternate source is required for producing the necessary building plan.
The biggest issue is the minimal support that the LRA have given to the prototype. The concern with LRA is that it may still only be providing assistance because of the pending World Bank/AusAID mission, as they have in the past. Then once the mission is completed they could go back ignoring the project and not offering any assistance.	The new LRA administrator appears to be committed and he has appointed a contact point for the project, these are all positive, but actions are required.
As witnessed in the past the level of LRA commitment and assistance is high around WB or AusAID missions, task force meetings, etc, then dwindles away afterward.	LRA have appointed a contact deputy administrator to interface with the prototype. Initial meetings have been good and the attitude of assistance positive, only time will tell.
Access to World Bank/GOP. PIO2 have spent a very low percentage of their allocated funds and because of bureaucratic red tape. This includes: <ul style="list-style-type: none"> <li>• Slow payment of staff</li> <li>• Difficulty in getting approval for equipment purchases</li> <li>• Petty cash replenishment.</li> </ul>	PIO2 have experienced frustrations in this area, the appointment of a new administrative assistant should alleviate this problem.
The LRA have finally assigned a permanent member on the OSS-TWG who has agreed to have some operations within the OSS. However this has not been agreed by the management of the operational group concerned.	Signing of the MOA needs to be completed to confirm that LRA will honour the activities agreed to by their representatives.
Difficulty in getting approval for staff appointments, especially National Technical Assistants.	AusAID will need to look at the problem and discuss it with the DENR secretary.
Lack of effective leadership and very weak management capability. PIO2 management still has to demonstrate its ability to steer the prototype into the desired pace and direction it needs to take. Nobody is thinking strategically of what is happening and what are supposed to happen and how things are supposed to happen.	The management of the prototype is not working, other options need to be investigated. LRA need to find a replacement for the current manager.
Declining morale of staff. Over the last few months the morale and motivation of staff have been declining due to problems which are not being addressed by the PIO2 management.	Not all operational Managers are in control of their work units and need to understand what their staff are doing and why. The monitoring of work against the work plan can only occur if the staff are working towards the required results.

<b>Issue/Constraint</b>	<b>Strategic response</b>
The performance of details staff (from the agencies) has been variable, with many of them not performing.	The PIO2 and PMO should initiate a performance review process, with feedback to mother agencies, and agreements to replace/reprimand non-performing staff.

### **Recommendations**

The following are the recommendations for the PA LAMP;

- There is a need to tighten the work planning and targeting of staff so that each one works on the basis of clearly defined targets and expectations on results. PIO2 staff should prepare a weekly work plan and report on his/her accomplishments for the week. Operational managers should always be able to monitor the progress of their activities against work plan, and spot areas for improvement; or remedial measures which need to be taken to address constraints or bottlenecks.
- Use of technical assistance. In most instances, the TA has been involved in planning and implementing major activities of the PIO2 whereas their task should focus on providing technical assistance and support, with the PIO2 management and unit chiefs taking the lead. This arrangement effectively underutilizes the potential of the TA to the Project.

The following are the recommendations for the LAM Program;

- If the LRA is not able to deliver the leadership for the prototype, then an alternate solution will be needed. A prototype manager from private practise could be employed to run the prototype under the policy direction of PMO and the representatives of the other participating agencies. The survey maps and plans required could be purchased from LRA. This requires the prototype to deal directly with the ROD. While it would be preferable to have the LRA involved the prototype objectives are not going to be achieved in PALAMP while the current level of prototype management continues.
- There should be clear evidence of commitment and support from all agencies on the requirements of the long term LAM Program, before embarking on its implementation.
- Sufficient project management capability should be in place before the start of the LAM program, if the strategy would be to rely on existing regular government personnel.
- Sufficient screening, orientation and value/change management scenarios should be provided to detailed personnel before they start working on the long term LAM program.