

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

**EVALUATION REPORT ON PIO 2  
CRS/SD PROCEDURES AND OUTPUTS  
FROM OCTOBER 2003 – APRIL 2004**

***Third Draft***

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**REPORT D33**



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## ABBREVIATIONS AND ACRONYMS

ABCD	Area-based Community dialogue
BAG	Barangay Advocacy Group
BAG-SC	Barangay Advocacy Group – Steering Committee
BC	Barangay Council
BILIS	Barangay Integrated Land Information System
CAs	Community Associations
CBL	Constitution and By-Laws
CBM&E	Community-based Monitoring and Evaluation
CDP	Community Development Plan
CIM	Cadastral Index Map
CMP	Community Mortgage Program
CO	Community Organizing
CO-CD	Community Organizing – Community Development
COM	Community Organizers’ Multiversity
COPE	Community Organization of the Philippine Enterprise
CRS	Community Relations Services
CRS-TWG	Community Relations Services – Technical Working Group
DENR	Department of Environment and Natural Resources
DOJ	Department of Justice
FAQs	Frequently Asked Questions
FASPO	Foreign-Assisted Special Projects Office
FAU	Field Activities Unit
FDA	Foundation for Development Alternatives
FDUP	Foundation for the Development of the Urban Poor
FE	Field Enumeration
FGD	Focus Group Discussion
FI	Field Inspection
FIR	Field Inspection Report
FV	Field Validation
GAD	Gender and Development
GPS	Geographic Positioning System
GST	Gender Sensitivity Training
HOAs	Home Owners Association
HUDCC	Housing and Urban Development Coordinating Council
IEC	Information, Education, Communication
IPC	Institute of Philippine Culture
KHFI	Kristong Hari Foundation Inc.
LAG	Local Advisory Group
LAM	Land Administration and Management
LAMP	Land Administration and Management Project
LARA	Land Administration Reform Act
LGU	Local Government Unit
LN	Local NGO
LNO	Local NGO Officer
LRA	Land Registration Authority
LSSP	LAMP Social Program Plan
M&E	Monitoring and Evaluation
MOA	Memorandum of Agreement

NGC	National Government Center
NGCHP	National Government Center Housing Project
NGOs	Non-governmental Organizations
NHMFC	National Home Mortgage Finance Corporation
NLRMS	National Land Records Management System
ODM	Organizational Development and Management
OPM	Office of the Prototype Manager
OSS	One-Stop-Shop
OV	Office Validation
OVI	Objectively Verifiable Indicators
PCU	Planning and Coordination Unit
PDM	Project Development and Management
PDME	Project Development, Monitoring and Evaluation
PhilSSA	Partnership for Philippine Support Services Agencies
PIO2	Project Implementation Office 2
PMO	Project Management Office
PO	People's Organization
PRA	Participatory Resource Appraisal
PRO	Public Relations Officer
QC	Quezon City
ROD	Register of Deeds
SA	Social Assessment
SD	Social Development
SPIS	Survey Plans Information System
TA	Technical Adviser
UP PLANADES	University of the Philippines Planning and Development Research Foundation, Inc.
UPAO	Urban Poor Affairs Office
UPSD	Unified Payatas for Shelter Development
VMG	Vision, Mission, Goal

## 1. Introduction

This document presents the evaluation report of the Technical Adviser<sup>1</sup> for PIO2 Community Relations Services or Social Development (CRS/SD) on the community/stakeholders' participation procedures of LAMP PIO2<sup>2</sup> for the period October 2003 to April 2004. Though this evaluation report has been presented and discussed with PIO2 management and staff, an agreement on the analysis and recommendations has not yet been reached. On June 2004 PIO2 and the TA will hold a workshop to discuss and identify common evaluation points and the next CRS/SD activities.

To set the framework of the evaluation, the report starts with a review of the CRS/SD framework as presented in the LAMP Revised Logical Framework, LAMP Social Program Plan, PIO2 CRS Framework and Strategies and Gender Mainstreaming Plan. It also lists the recommendations of studies and assessments conducted during the first semester of 2003.

The presentation of the assessment is divided into three parts: The first part focuses on the CRS/SD activities and accomplishments of the PIO2 in Barangay Holy Spirit; the second part focuses on the CRS and FV activities and accomplishments of PhilSSA in the four prototype barangays of LAMP; and the third part discusses the activities and accomplishments of LAG and other CRS/SD-related activities of PIO2. Originally, as specified in TA Deliverable 37 for Output 3.3, the evaluation period was until March 31, 2004. This has been extended to April 2004 to include very critical activities in April, such as the evaluation of the CRS and FV activities undertaken by PhilSSA in the four prototype barangays of LAMP.

As of 31 May 2004, PhilSSA has not yet submitted a complete evidence of accomplishments (e.g. encoded field enumeration data, and needed attachments such as photocopied title, tax declaration and survey plan) to PIO2. For this reason, the assessment of the PhilSSA outputs is partial and tentative.

This evaluation report ends with recommendations for the enhancement and effective consolidation of CRS/SD activities in five prototype barangays during the remaining months of the Project extension period (i.e. May to December 2004) as well as a proposal to consider in the design of LAMP II the expansion of the work of PIO2, which essentially represents the endeavor to improve, through a participatory process, land records management in urban municipalities with predominantly titled lands.

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<sup>1</sup> The present CRS Adviser assumed this function only last March 30, 2004. This inevitably ruled out the use of the participant-observation method in gathering vital data for this evaluation.

<sup>2</sup> For information on LAMP PIO2 and its prototype communities in the second district of Quezon City, please refer to the LAMP Social Program Plan.

## 2. Evaluation Framework

With the learning and innovation nature of LAMP I, the primary thrust of the PIO2 CRS/SD work is to test and develop effective procedures for the meaningful participation of men and women stakeholders in the improvement of land records management system. This encompasses the development of effective procedures for participatory field validation of land records, for the participatory detection and prevention of fake and fraudulently issued titles, and for the effective multi-agency operationalization of the One-Stop-Shop (OSS). Moreover, because of the learning and innovation nature of LAMP, outputs and procedures are equally important to LAMP. The definition of effective and efficient CRS/SD procedures is in fact a key target output as well of LAMP.

In light of this, this evaluation of PIO2 CRS/SD activities equally focuses on the procedures used and outputs gained. The PROCEDURES are assessed based on how they were enhanced and on how they have enhanced the PIO2 CRS/SD Framework as defined in the LAMP Social Program Plan, PIO2 CRS Framework Strategies, the Gender Mainstreaming Plan and the challenges set by past assessment of PIO2 CRS/SD activities. The CRS/SD OUTPUTS, on the other hand, are assessed based on their contributions to the incremental achievement of target outputs specified in Component 3 of the LAMP Revised Logical Framework.

It is also important to take note at this point that the CRS/SD activities evaluated are not only those undertaken by the Field Activities Unit (FAU) of PIO2, which is responsible for mobilizing community support for the reform of land administration, but also those activities undertaken by the Office of the Prototype Management (OPM), Planning and Coordination Unit (PCU) and the Monitoring and Evaluation (M&E) Unit that involve coordinating with PIO2 stakeholders.

To set the framework for the evaluation of the outputs and procedures of CRS/SD activities, the abovementioned bases of this evaluation are reviewed below.

### 2.1 LAMP Revised Logical Framework<sup>3</sup>

The following are some of the objectively verifiable indicators (OVI) of the general and specific target outputs of PIO2 as specified in Component 3 of the LAMP Revised Logical Framework. Presented here are merely those that are related to the CRS /SD work of PIO2.

**OVI of General Target Output of Component 3 (PIO2):  
Systems, procedures and associated institutional and administrative arrangements for improved land information management that will allow access to land records information services developed and tested.**

- Increased volume of formal land transactions within the Quezon City prototype.
- Mechanism installed to identify conjugal properties from exclusive properties of husbands or wives.
- Procedures in place (possible under existing legislation) and utilized by communities and clients within the prototype for early detection of fake, double and overlapping titles.

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<sup>3</sup> See Appendix 1

**OVI of Specific Target Output 3.1:**

**Improved procedures for the detection and prevention of double, overlapping titles and identification of missing titles developed, tested and documented.**

- Agencies and other clients have access to system of cross index and utilizing this for detection of double, overlapping and missing titles by end of 2004.
- Alternative procedures for Field Validation (FV) of land records evaluated and documented.

**OVI of Specific Target Output 3.2:**

**Systems and institutional arrangements for a streamlined, efficient and cost effective delivery of land transaction services and associated information developed, tested and documented.**

- Improved access by the public to better and consistent set of land related information.
- Increased customer satisfaction in the services.
- Women and men have equal access to land administration services.

**OVI of Specific Target Output 3.3:**

**Community participation and customer service strategies to support outputs 3.1 and 3.2 and the long-term LAMP program developed, tested and documented.**

- Communities within the prototype aware, gender-sensitive and actively participating in project activities by end of 2003.
- Land related issues identified by the communities and elevated to appropriate authorities for possible resolution within the scope of the Project.
- Improved and gender-responsive customer services/relations within the OSS.
- Community core groups formed and capacitated to resolve specific land related issues in the prototype area.
- Improved awareness of other stakeholders within the prototype area.
- Relevant policy reforms communicated to different stakeholders and support generated.

Necessarily, the CRS/SD activities of PIO2 will be assessed in this report based on the extent by which they have helped achieve the above target outputs of PIO2.

**2.2 LAMP Social Program Plan<sup>4</sup>**

The section of the LAMP Social Program Plan on PIO2 discusses the situational context – outlining the issues and current initiatives related to land administration in the urban areas, specifically in the prototype communities of PIO2 -- and objectives of LAMP PIO2, as well as the strategies for the mobilization of active community support for PIO2 thrust and the Action Plan for May 2002 to June 2003. In the discussion of strategies, the following were emphasized<sup>5</sup>:

- *The formation of Barangay Advocacy Groups (BAGs) as a networking strategy for mobilizing the communities.* BAGs are composed of leaders and presidents of the various Home Owners Associations (HOAs), people's organizations (POs) in the barangay. The BAGs serve to provide support to the Project through information dissemination and community mobilization.

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<sup>4</sup> For more detailed information, please refer to the LAMP Social Program Plan, LEI Report E10 Version II Dated August 2002

<sup>5</sup> Taken verbatim from the LAMP Social Program Plan.

- *Conduct of community assemblies in the barangays to provide orientation on the Project and PIO2 and on the conduct of GPS activities.* The assemblies serve to provide opportunity for barangay leaders and constituents to raise and clarify issues and problems about land registration and for PIO2 to gain support and cooperation from the community.
- *Establishing linkage and partnership with a non-governmental organization (NGO) or people's organization (PO) to assist PIO2 in enhancing the depth of community involvement and participation in the Project and in carrying out the field validation activity.* The immediate objectives of seeking the services of an NGO or PO were: (i) to assist the PIO2 in the conduct of CRS activities in the five barangays based on the CRS framework and strategy developed by the Prototype; and (ii) to assist in the conduct of field validation of records (i.e. validation of title information available with the project with title holders in the barangays).

For both tasks, the service provider was expected to provide regular feedback to the PIO2 management so that the strategies could be adjusted and/or alternative approaches can be designed, in keeping with the learning and innovation nature of the Project. It was expected that a comprehensive documentation of activities and lessons would be made as inputs into the refinement and formulation of suitable procedures and approaches, and as inputs in the design of the long term LAM Program.

- *Contracting a research institution for the conduct of an Informal Settlements Study.* The objectives of the study were to:
  - i) Strengthen the awareness and understanding of the Project staff how LAMP fits within the overall government structure and policy on land in regard to informal settlers;
  - ii) Strengthen the awareness and understanding of the community, in the project locations in Quezon City, on the objectives of the LAM Project.

In using the LSSP as a basis for evaluation, a basic question that will be asked is on the specific contributions of the CRS and FV activities from October 2003 to April 2004 to the enhancement and crystallization of effective community participation strategies for the improvement of land records management system.

### **2.3 CRS Framework Strategies of PIO2<sup>6</sup>**

The *CRS Framework Strategies of PIO2* sets out the strategic direction of the CRS activities of PIO2 and the operationalization of the LAMP Social Program Plan in the prototype communities of PIO2. It defines the purpose, approaches, proposed step-by-step process, and monitoring and evaluation indicators of PIO2 CRS as well as the proposed measures for enhancing the capability and performance of the CRS Unit.

As defined in the *PIO2 CRS Framework Strategies*, the purpose of CRS is to facilitate the meaningful involvement and participation of men and women

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<sup>6</sup> For more detailed information, please refer to the Community Relations Services Framework Strategies of PIO2, LEI Report D2 dated December 2002.

stakeholders in the development and testing of methodologies for the improvement (including gender sensitization) of land records management systems.

Prior to the development of this CRS Framework and Strategies, the CRS Unit of PIO2 had been employing procedures for the active participation of stakeholders. These were the following:<sup>7</sup>

- Formation of the Local Advisory Group (LAG)

The LAG was organized as a policy-making body of PIO2 and was designed to facilitate the participation of stakeholders in LAMP. It consists of representatives from key stakeholders, such as the local government unit, government line agencies and non-governmental organizations. It convenes twice every quarter to assess the CRS activities and provide necessary recommendations for their improvement.

- Social Preparation and Networking

This approach involves conducting courtesy calls or informal meetings with barangay officials prior to any field activities. During the courtesy calls, the Project is introduced to the barangay officials and arrangements are discussed for subsequent field activities of PIO2. This also is meant to build initial rapport with barangay officials and to gather background information about the barangay.

- Conduct of Community Assemblies

The conduct of community assemblies aims at orienting the people in the barangay on LAMP and on the Geographic Positioning System (GPS) activities to be conducted in their barangay. These assemblies also serve as venues for people to raise and clarify their issues and concerns related to the purpose and activities of LAMP and as a mechanism for LAMP to gain the support of the people. Nonetheless, its use was discontinued due difficulty in managing discussions with large number of participants ranging from 200 to 350 coming from diverse background.

- Formation of CRS-Technical Working Group

The CRS-TWG is considered as a think-tank and coordinative body of PIO2. In the CRS Strategic Planning Workshop held in Baguio City on March 2002, the CRS-TWG recommended among other things the use of area-based community dialogue(ABCD), instead of the community assemblies, in disseminating information on LAMP field activities to as many people as possible in the barangays.

- Formation of Barangay Advocacy Group (BAG)

The BAG is the mechanism by which people in the barangay are able to participate in LAMP activities and by which LAMP PIO2 is able to disseminate information on its field validation activities and to mobilize community support. It is comprised of the presidents of the various Home Owners Associations (HOAs) and people's organizations (POs) in the barangay, the Barangay Security and Development Officers (BSDO), purok leaders and some elected officials. Aside

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<sup>7</sup> Taken verbatim from the PIO2 CRS Framework Strategies.

from being a mechanism for information dissemination and community participation, the BAG is also designed to consolidate and sustain the gains of LAMP in the barangay after the project completion.

- Conduct of Area-based Community Dialogues

The ABCD is a type of community activity facilitated by PIO2 CRS Unit, whereby 50 to 150 residents in a purok are gathered to discuss LAMP purpose and field activities as well as related issues and concerns of the community members. It was designed as an alternative to community assemblies, which are barangay-wide meetings. Due to the large number of households in a barangay and thereby the large number of community members attending the community assemblies, a decision was reached to hold purok -- small units of a barangay -- meetings instead. The number of puroks in a barangay depends on the number of households and land size of a barangay. A barangay can be composed of 6 or more puroks.

By the third quarter of 2002, the CRS unit had conducted 18 ABCDs in Barangay Holy Spirit, Payatas and Batasan Hills.

- Production and Dissemination of CRS materials

The CRS Unit had developed and distributed a number of materials on LAMP in the form of brochures/leaflets. These materials were distributed during community dialogues.

Even prior to the preparation of this PIO2 CRS Framework Strategies, a plan had been set for the tapping of an NGO (i.e. PhilSSA) to assist the PIO2 up-scale its CRS activities in the other four prototype barangays of LAMP in Quezon City.

In addition to the above community mobilization procedures, the PIO2 CRS Framework Strategies also proposed the following:

- Studying and taking into consideration the diverse culture of people in an urban community as basis for the designing of CRS procedures and mechanisms.
- Strengthening of community activities along the framework of the community organizing (CO) approach. This essentially means linking the purpose, services and activities of LAMP to the issues and felt needs of the community, and forming or strengthening community structures that will spearhead the mobilization of community residents.

In this evaluation document, the extent by which the direction, strategies and proposed approaches stated in the PIO2 CRS Framework Strategies were taken into account in the conduct of CRS and FV activities from October 2003 to April 2004 are evaluated.

## **2.4 Gender Mainstreaming Plan**

The *Gender Mainstreaming Plan of the Land Administration and Management Project (LAMP)* seeks to ensure women and men's equal right to become land title holders, equal access to land information and land administration services, and equitable benefit from land resources.

The designing of gender mainstreaming approaches and activities rests on a premise that gender mainstreaming in land administration systems and procedures can best be initiated by LAMP if the following conditions are present:

- i. Gender sensitivity and responsiveness of the workforce/human resources of the Land Administration and Management Project;
- ii. Gender sensitivity and responsiveness of the organizational policies of LAMP;
- iii. Level of participation of women and men in the decision making processes of LAMP;
- iv. Presence and effectiveness of gender mainstreaming mechanisms and activities of the different units of LAMP at the PMO and PIO levels;
- v. Gender sensitivity and responsiveness of the leaders and representatives of the key stakeholders or partners of LAMP; and
- vi. Gender sensitivity and responsiveness of the legislative and institutional reform agenda of LAMP.

To achieve the above conditions, the following general approaches shall be undertaken:

- i) Ensuring the gender sensitivity and gender responsiveness of LAM laws and policies that will be enacted through the advocacy of LAMP;
- ii) Conduct of pre-project, during and post-project gender assessment to monitor and assess the effects of LAMP on gender relations in Project sites;
- iii) Active participation of women and men in LAMP activities, including policy reform advocacy, mapping and surveying, adjudication, land titling, land records management and other Project activities. The percentages of women and men in these Project activities will be targeted within the range of 40-60%;
- iv) Inclusion in the program capability and capacity building activities (i.e. gender sensitivity, gender mainstreaming, alternative dispute resolution processes, transformational leadership skills, etc) to enable women and men to actively and effectively participate in pre-during-post Project activities;
- v) Avoidance of gender stereotyping (i.e. linguistic and visual biases and assigning roles based on gender stereotypes) in the internal and external operations of LAMP, including all of its Information, Education and Communication (IEC) materials;
- vi) Ensuring women and men's equal opportunity to apply for land titles, equal opportunity to own land titles, and equal opportunity to participate in decision-making processes related to their lands. LAMP shall ensure the installation of mechanisms for these purposes, including procedures to place conjugal land properties in the names of both spouses;
- vii) Development of sex-disaggregated national land records database system to easily monitor the extent of gender gap in land administration; and
- viii) Ensure that at least five percent of LAMP budget, as mandated by Section 27 of the 2003 General Appropriations Act and Local Budget Memorandum No. 2003-42 of the Department of Budget and Management, are directly and/or indirectly used for Gender and Development (GAD) in LAMP.

The specific activities to be undertaken were divided into the following four parts:

The **first part** focuses on building the organizational capacity of LAMP in gender mainstreaming. Essentially, this involves conducting Gender Sensitivity Training Workshops for LAMP managers and staff, integrating gender indicators in the LAMP Logframe and operational plans, and mentoring the different work units of LAMP on

how to mainstream gender in their unit work design and operations. The **second part** focuses on integrating gender in the consensus building processes with stakeholders to ensure the gender responsiveness of LAMP legislative and institutional reform agenda. The **third part** focuses on building the gender sensitivity and gender mainstreaming capability of community leaders and representatives of other stakeholders in LAMP prototype activities (i.e. PIO1 and PIO2). And the **fourth part** relates with the necessary preparations to ensure that gender is integrated in the design of LAMP Phase 2.

To evaluate the extent of gender integration in the CRS and FV design and activities of PIO2 during the evaluation period, the following indicators shall be measured:

- Extent by which gender is integrated in the CRS and FV work plans.
- Proportion of women and men who participated in LAMP activities.
- Presence of activities that will raise or enhance the gender awareness and orientation as well as gender mainstreaming skills of FAU staff and partners in the prototype communities.
- Presence of sex-disaggregated land records.
- Gender sensitivity of IEC materials produced and disseminated during the period.
- Presence of gender analysis in monitoring and evaluation reports.

## **2.5 Summary: General Evaluation Guide Questions**

In view of the above Social Program Plan, CRS Framework Strategies, Gender Mainstreaming Plan and of the various studies undertaken, it can be said that PIO2 entered the last quarter of 2003, which was the start of the extension period of LAMP, with baskets full of lessons, guides and tools on how to make its CRS, FV and stakeholders' participation procedures effective. The extension period has served to provide PIO2 the opportunity to further test more procedures and gather more lessons, and thereby achieve its target outputs as specified in the LAMP Revised Logical Framework.

To ascertain if indeed CRS and FV activities, including the facilitation of stakeholders' participation in LAMP (i.e. LAG) from October 2003 to April 2004, contributed significantly to the achievement of target outputs and have been further enhanced by the lessons from the past three years of operations, the following general evaluation questions will be asked:

- What were the key contributions of the CRS/SD activities of PIO2 during the period, October 2003 to April 2004, to the achievement of the Target Outputs specified in Component 3 of the Revised Logical Framework?
- How were the formulation and actualization of the procedures for CRS/SD from October 2003 to April 2004 guided and enhanced by the Social Program Plan, PIO2 CRS Framework Strategies, Gender Mainstreaming Plan, and by the studies and assessments undertaken during the first semester of 2003? What lessons can be culled from the CRS/SD operations during this period?

### **3. PIO2 CRS/SD Activities Prior to Evaluation Period**

#### **3.1 CRS/SD Activities in Holy Spirit Prior to Evaluation Period**

The CRS Unit of PIO2 was formed in September 2001 as a sub-unit of the PIO2 M&E Unit. Its initial activities were the formation of the CRS Technical Working Group as well as the conduct of courtesy calls and the introduction of LAMP to the Barangay Councils of the five prototype barangays. The CRS-TWG was composed of the Information and Communication Officers of different government agencies involved in LAMP (i.e. DENR-NCR, LRA, ROD, QC CRO, and UPAO) and the heads of the Barangay Security Development Offices (BSDOs) of the five prototype barangays. It was meant to guide the CRS unit in strategizing its activities in the five barangays.

Upon its formation, the CRS-TWG introduced the PIO2 CRS Unit to HOA leaders in Holy Spirit and assisted them in organizing these leaders into a Barangay Advocacy Group (BAG) in October 2001. Before this time, the PIO2 management had already decided to transfer its pilot activities to Holy Spirit because of informal settlers' demolition problems in its original pilot barangay (i.e. Batasan Hills).

The BAG, composed of representatives and leaders of local organizations in the area, was described to have the general function of assisting the PIO2 CRS Unit in ensuring the participation of local communities in the field activities of PIO2.

Because the Unit was assessed to be not performing effectively as a sub-unit of the M&E Unit, it was formed into a separate Unit in November 2001. Thereafter, the CRS activities gained more steam. From November 2001 to February 2002, the CRS Unit, conducted General Assemblies (GAs), which were attended by 300 to 500 barangay residents, in the five prototype barangays. The GAs were conducted for the purpose of educating the residents on the Global Positioning System (GPS) activities of LAMP in the barangays. In Holy Spirit, the CRS Unit mobilized the BAG members for the conduct of the General Assembly in the barangay

On March 2002, the CRS TWG conducted a Strategic Planning Workshop in Baguio City. In this workshop, it recommended among other things the use of area-based community dialogue (ABCD), instead of General Assemblies, in disseminating information on LAMP field activities to as many people as possible in the barangays. In the same workshop, the CRS-TWG formulated the first draft of the PIO2 CRS Framework. Henceforth, the CRS Unit conducted ABCDs in the barangays. In Holy Spirit, the BAG actively participated in the planning and conduct of the ABCDs. In the other barangays, the CRS Unit coordinated with the Barangay Council for the conduct of ABCDs.

Due to the May 2002 barangay elections, PIO2 deferred the formation of BAGs in the four other barangays. Moreover, PIO2 realized that it could not start field validation (FV) of land records until it had tested the procedures and had formulated a synchronized approach. The CRS was hence scaled down as the expectations in the field were not matched by the progress of the other activities. Hereafter, CRS activities were confined to providing support for the FV pilot project in Holy Spirit and supporting the setting up of Global Position System (GPS) points for the control of the orthophotos. For the up-scaling of CRS activities in the other four prototype barangays, PIO2 planned instead to contract a service provider (i.e. NGO), which was based and operating in these areas.

In October 2002, the CRS Unit together with the CRS-TWG started to develop the PIO2 CRS Framework Strategies. This was finalized in December 2002.

The formation process of the Barangay Advocacy Group (BAG) in Holy Spirit took another path after the introduction of the CO-CD approach in January 2003. Before this, the BAG mainly served as a mechanism to disseminate information regarding the activities of LAMP. These nature and functions of BAG before the introduction of CO-CD were in line with the description of BAG in the September 2002 PIO2 Operations Manual. In this document. Their specific functions were stated to be the following:

- Assist the Project in disseminating relevant and accurate information to their respective constituents and neighbors in accordance with the principles and thrusts of the Project;
- Act as area coordinators, together with the Office of the Barangay Chairperson, of the Project in pursuing the efforts of LAMP particularly in the conduct of community consultations and dialogues relative to the conduct of the Global Positioning System (GPS), Field Validation and other activities of LAMP in their barangay; and
- Assist LAMP in advocating and espousing all its relevant initiatives to their members, neighbors and leaders in the community in accordance with the type of information and specific roles that they have to undertake as prescribed and authorized by the Project.

By and large, the CRS activities were done to support the field validation process of PIO2. The PIO2 TVRU managed the field validation process. The PIO2 CRS Unit and the Barangay Council, on the other hand, provided the necessary assistance.

In the last quarter of 2002, LAMP started to discuss the need to test other procedures for community participation. This is in line with a target output specified in the LAMP Revised Unified Project Logical Framework. As a result, the CRS/SD units of the PMO, PIO1 and PIO2 agreed to test the community organizing-community development (CO-CD) approach in mobilizing community support for LAMP agenda in the communities.

A key implication of the use of CO-CD approach to PIO2 was the transformation of the purpose and functions of the BAG. Along the CO-CD Framework, the BAG would serve as a mechanism not only for information dissemination from LAMP to the community but more for the facilitation of people's active and empowering participation in the reform of land administration system in general, and specifically, in the improvement of land records and in the effective use of the improved land records system for the resolution of land issues in the area.

Hence, on December 2002, LAMP invited some members of BAG to attend an orientation workshop on CO-CD. After the workshop, in light of the CO-CD principles learned, the BAG General Assembly formed its core group on January 2003. The GA also decided to call their core group, BAG Steering Committee (BAG-SC). The BAG-SC served as the ad hoc leadership structure of the BAG. Then as agreed upon during the December 2002 workshop, the PMO initiated the conduct of training on Participatory Resource Appraisal (PRA) for the BAG-SC on February 2003.

The PRA training was intended to build the capability of the BAG in scanning the situation in Holy Spirit, in defining the problems faced by the people in the community, and in linking the problems related to lack of or poor land records to the general problem and other issues in the community. A key purpose of the PRA hence

was to create a comprehensive picture of the situation in Holy Spirit, with which the BAG and PIO2 could emerge with a common analysis on the importance of the agenda of PIO2 vis-à-vis the key problems in the community, and a joint plan of action to address the situation. Part of the training was on the principles and use of gender assessment instruments, such as the Time Use Instrument (Activity Profile) and the use of Problem Tree in analyzing gender biased problems.

Expectedly, the community problems that were identified were enormous and diverse. Because PRA was done within the CO framework, it was expected that the PIO2 CRS staff would assist the BAG to prioritize issues/problems and start with those that were felt by many people and were solve-able through collective action. And because the CO was done in the context of LAMP, the CRS staff and BAG would also have to agree to start with issues and problems that were directly related to the mandate of LAMP, which could be considered as their common interests or common agenda.

On March to May 2003, the BAG applied the PRA. Various PRA tools were used to get a picture of the demography, history, and socio-cultural, political and economic situation of Holy Spirit. In the Problem tree analysis, the core problem identified was the disorganized land system (i.e. land acquisition/disposition, administration and management system). The causes and effects of this problem were identified as part of the problem tree analysis process. However, specific land issues in Holy Spirit were not identified in the process. This was taken as a next step.

The PRA results<sup>8</sup> were consolidated in June to July 2003, and used as the basis for the initial Community Development Plan (CDP), which the BAG-SC formulated with the assistance of the PIO2 CRS Unit on August to September 2003.

In the initial CDP<sup>9</sup>, the BAG-SC prioritized the strengthening of BAG. Thus, a process of formulating the BAG VMG (Vision, Mission, Goal) Statement and the Constitution and By-Laws (CBL) was planned.

Based on its two years of experiences in CRS work, PIO2 with the assistance of the National Social Dynamics Adviser developed a manual on community participation strategies entitled, Handbook on CRS: A Participatory Tools and Techniques for Prototype 2. This handbook explains what CRS is and provides techniques on effective CRS. It was designed to assist PIO2 CRS Unit to enhance its community participation strategies. A copy was also given to PhilSSA, the NGO contracted to do the CRS and FV work in the other four prototype barangays, to enable them to fine tune the concepts and procedures based on their CRS and FV experiences in the four barangays.

In this context, the BAG and the PIO2 CRS Unit, which was merged with the TVRU into the Field Activities Unit in January 2004, entered the period under evaluation -- October 2003 to April 2004.

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<sup>8</sup> Please see Appendix 2 for the PRA Results.

<sup>9</sup> Please see Appendix 3 for the Initial CDP of BAG.

### **3.2 Field Validation Activities in Barangay Holy Spirit Prior to Evaluation Period**

The field validation process was added to the prototype activities as a strategy in locating records that were not available in the agencies. As explained in the PIO2 Field Validation Manual:

With the burning of the Registry of Deeds many TCT were destroyed and the only record was the owner's copy. For 95% of Quezon City the deeds have been reconstituted, however, the majority of the remaining 5% is within the five barangays covered by the prototype. The level of effort required to validate existing land records and reconstitute lost records may not be fully known until the project has been completed. In the project design, it was assumed that there are 40,000 lots in the 5 barangays, all of which are titled. It was further assumed that 12,000 TCTs have been reconstituted in the District, leaving 28,000 TCTs to be reconstituted. A further assumption was that 10% of the reconstituted TCTs would need to be validated in the field. This leaves a total estimate of about 30,000 for the number of TCTs that will have to be validated in the field...<sup>10</sup>

PIO2 conducted three pilot land records field validation activities in Barangay Holy Spirit before the conduct of the full field validation activities in 2003. The first pilot field validation was conducted for five days in November 2001 in BF Homes Subdivision. They used the base camp approach to data collection. Out of the 600 listed members of the BF Homeowners Association (HOA), only 99 responded. With this 16% result over a period of five days, it was concluded that the base camp approach to data collection was not very effective in collecting land records.

The second pilot field validation was done on March 1-3, 2002 also in BF Homes Subdivision. Because of the failure of the base camp approach, the door-to-door approach to data collection was used this time. With this, additional 124 members of the HOA responded, bringing to 223 property owners (including the initial 99) the total number of respondents from BF Homes. The conclusion was the same as the first pilot testing – that the door-to-door approach was also not that effective.

The third pilot field validation was undertaken on June 2002 in Villar-Maloles, which is occupied mostly by informal settlers. This third pilot aimed to assess the land situation in informal settlements. During the three-day FV process, a total of 535 occupants, not necessarily property owners, responded to the survey. From these respondents, only a total of 16 titles were gathered. As expected, the pilot study showed that the informal settlers were not a reliable source of land records for validation. A very important information gathered, however, was the need of the informal settlers for education about land information and about their land rights.

Based on the results of the three pilot FV processes in Holy Spirit, a list of lessons on field validation of land records was culled.<sup>11</sup> From these lessons, PIO2 developed its Field Validation Procedure Manual.

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<sup>10</sup> PIO2 Field Validation Manual - Version 4, page 2.

<sup>11</sup> Please see Appendix 4 for the list of lessons on Field Validation of Land Records.

Guided by the Field Validation Manual, PIO2 conducted the full field validation of land records in Holy Spirit on January to February 2003. This activity was deemed to complete the validation of all the 34 CIMs prepared for the barangay. At that time, however, data on the total number of parcels was not available. Hence, the number of parcels for field validation was also not known. Because of this, PIO2 estimated the target number of field validation respondents to be around 3000.

To do this field validation work, PIO2 sought the assistance of the Barangay Council in Holy Spirit and forged a Memorandum of Agreement (MOA) with them. The MOA stipulated that the Barangay Council would do the field validation work and would provide a base camp where the review of turned-over questionnaires would be done as well as the monitoring and supervision of the field validation activity. The Barangay Council hired twelve field enumerators to interview the targeted respondents.

Of the estimated 3000 accomplished questionnaires, 2,123 questionnaires were encoded. PIO2 decided not to capture the data from the remaining forms for three reasons: i) Data on land records gathered from the 2,123 encoded interview questionnaires were sufficient; ii) many of the answers to CRS-related questions were inconsistent; and iii) the data from the remaining forms were minimal as the respondents refused to answer all questions. The enumerators said that they had difficulty eliciting answers from the respondents because: those from the formal subdivisions were not supportive due to the perceived security of their titles, and those from the informal areas feared demolition as the real direction of the data gathering.

From the encoded field validation answers, the following data were gathered:

- 1472 TCTs were found in the possession of the property owners;
- 676 of the TCTs located did not have matching records in the Assessor's data;
- 134 had different TCT numbers to those held by the Assessor's Office; and
- 784 of the TCTs located did not have a TCT record held in the cross index.

In June 2003, the PIO2 M&E Unit evaluated the FV Activity in Holy Spirit. The result is in Appendix 5 of this report.

### **3.3 Resolution of the OCT 333 Issue**

One of the key accomplishments of PIO2 is the resolution of the issue of the validity of OCT 333, also known as the Payatas Estate, which created an uncertain policy environment for land administration in the prototype barangays of PIO2. This problem was finally resolved when the Supreme Court ruled in favor of the government's case against same High Court's ruling on the Pinlac case.

Because of the conflicts, which the uncertainties of the OCT 333 had created, the PIO2 brought the issue to the Local Advisory Group (LAG) for intervention. In response, the LAG Core Group on OCT 333 was formed in November 2002. It was composed of legal officers from different government agencies involved in LAMP. The main task of the group was to facilitate the formulation of a unified stance on the issue among government agencies and make recommendations, one of which was the issuance of Department Administrative Order by the Secretary of DENR to clarify the matter.

In response, DENR Secretary Elisea Gozun issued a Memorandum Circular on 7 January 2003 declaring that as far as the DENR was concerned, OCT 333 was valid

and that it was a titled alienable and disposable land. Consequently, LAMP propagated the Memorandum Circular by erecting billboards in Payatas and in areas covered by OCT 333. This dissemination of the MC stirred controversy in Payatas because of the opposition of the original claimants.

On 24 June 2003, the CRS Unit organized a consultative meeting in conjunction with the IPC and CO Multiversity to discuss with larger group stakeholders the OCT 333. Presidents of federations of people's organizations (POs) and homeowners' associations (HOAs) in the five prototype barangays attended this activity. The discussions of the issues was able to convince the participants that their claim to the Payatas Estate as unclassified public forest land was unfounded.

As a result, the stakeholders formulated several significant measures for adoption by PIO2. These were: a) operationalization of the communication strategy; b) use of the radio program, Barangayan, over Radio DWAN; and c) installation of billboards at strategic locations.

### **3.4 Monitoring and Evaluation of CRS/FV Activities in Holy Spirit Prior to Evaluation Period**

Because of the inconsistency of the answers of the FV respondents to CRS-related concerns and because of the minimal data gathered (i.e. only 322 or 15% of the 2,123 respondents answered question on community concerns and only 245 or 11% answered the question on how LAMP can assist them), the M&E Unit decided to disregard the CRS-related data of the Holy Spirit FV results. Rather, they opted to rely on data to be provided by their planned Community Perception Study.

#### **i) CRS Activity Evaluation**

Before the conduct of the Community Perception Study, the M&E Unit spearheaded the evaluation of the CRS and FV Activities of PIO2 in Holy Spirit. This was in June 2003. In this evaluation, the activities of PIO2 in Holy Spirit since 2001 were reviewed, and the lessons were culled.<sup>12</sup> After a historical evaluation of the various CRS strategies and activities undertaken, the following recommendations were developed<sup>13</sup>:

On generating partner agencies' support through the formation of a Technical Working Group (TWG):

- To make the Technical Working Group more participative in the conduct of consultations and meetings, involve them in the barangay meetings. During the evaluation period, the representatives from UPAO were the only ones involved in the CRS meetings in the barangay.
- Conduct of a national training needs assessment to fully capacitate the members.

On community participation strategies employed:

- Continuous immersion of the CRS staff in the community to strengthen the ties between the BAG and LAMP.
- A screening process for BAG membership should be in place.
- Build the capability of BAG members on skills that will help them become more effective link between LAMP and the community (i.e. conflict resolution, gender sensitivity, leadership and change management).

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<sup>12</sup> Please see Appendix 6 for details of the PIO2 CRS Activities Evaluation in June 2003.

<sup>13</sup> Taken verbatim from the CRS Activity Evaluation document.

- Conduct the ABCDs during week-ends so that more community members will have the opportunity to participate.
- Develop and discuss with the BAG the PIO2 Community Exit Plan.
- Follow religiously the set schedule of meetings of the LAG; and the agenda should be carefully planned to stimulate the interest of the LAG members.

On CRS support to technical activities:

- Allocation of budget for the production of creative IEC materials.
- Field enumerators should also be trained in community relations.
- CIM and OV should be complete before FV is undertaken.
- Effective CRS is a must prior to FV to ensure high community participation.
- Conduct of general assemblies – which were found to be effective in forming the community regarding the GPS – to address other inquiries of community members.
- In addition to the forging of MOA with partner agencies, conduct an outreach program with middle management and concerned technical staff of partner agencies to improve their level of understanding of the project as well as the commitment of their agencies to the project. This will also help in defining the translation of their commitment to the Project in operational terms.

## **ii) Community Perception Study**

After the completion of the CRS and FV Activities Evaluation, the PIO2 M&E Unit conducted the Community Perception Study in Barangay Holy Spirit on August 2003. The Study aimed to: i) determine the community's level of understanding of LAMP; ii) know their perceptions on the benefits and impacts of LAMP as well as their expectations on the OSS; iii) assess the effectiveness of BAG and the BAG Steering Committee; and iv) to gather community-related land issues and establish the relevance of LAMP in addressing these issues.

Based on the results of the study, the following recommendations were developed<sup>14</sup>:

On information dissemination:

- BAG-SC should have an open communication and consultation with BAG; while the BAG should constantly update the HOAs.
- The process of relaying information from the BAG-SC to BAG, and from BAG to HOA is not a sure effective method of information dissemination. LAMP staff should still go to the HOAs to ensure that vital informations are well circulated.
- The meetings of LAMP with BAG should be done in an FGD manner so as to facilitate the participation of BAG members.
- Radio is an effective method of information dissemination, and LAMP should explore more its use.
- Formal letter be disseminated prior to the conduct of meetings and gender assemblies to ensure higher participation, especially of residents of private subdivisions.
- An identification card should be given to each BAG Steering Committee member for formal recognition.

On OSS Operation:

- Two desk officers should be assigned in the OSS to ensure that inquiries of clients are well attended to.

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<sup>14</sup> Taken verbatim from the Community Perception Study results.

- The OSS should be communicated through different media tools.
- Some informal settlers pay taxes for the structures in their occupied lands. The Local Government collects these taxes without inquiring into the legality of land ownership. To eradicate the proliferation of syndicates, the city government should address this matter.

On improving operations:

- The PRO for the subdivision area suggested that funding assistance for transportation/mobilization be given to the BAG Steering Committee.
- Recruitment of additional BAG members to strengthen the group. Other HOA officers can be considered as BAG members as well.
- Continue the conduct of ABCDs.

On improving the likelihood of deriving positive benefits from LAMP:

- Facilitate linkage with NGC and CMP.
- Determine the cause of delay in NGC. If LAMP can help in overcoming the problems, then LAMP can build partnership with NGC and assist in locating land records to facilitate the NGC purchase) and title issuance.
- More extensive dissemination of information on land administration processes.
- Facilitate the access of the public, especially the informal settlers, to more reliable information on the status and ownership of lands.

With all of the above M&E activities completed, the M&E Unit targeted to form a mechanism for community-based monitoring and evaluation in Holy Spirit in the last quarter of 2003.

### **3.5 Other Studies and Assessments Undertaken Prior to Evaluation Period**

Aside from the activities of the PIO2 M&E Unit, other studies assessments undertaken prior to evaluation period are the following:

- Informal Settlements Study conducted by IPC and COM;
- Social Assessment II Part I conducted by UP PLANADES; and
- Review of the Social Program Plan done in August 2003 by the LAMP TA.

#### **i) Informal Settlements Study<sup>15</sup>**

In 2002, LAMP engaged the Institute of Philippine Culture (IPC) and the Community Organizers Multiversity (COM) for a study on informal settlers in the second district of Quezon City. Based on the findings of this Informal Settlements Study, IPC and COM provided the following recommendations<sup>16</sup>:

On presenting and communicating LAMP to communities:

- Start with cases – Ask the people about the problems they encounter when it is not clear who owns the lot they are occupying. It is important that the LAMP personnel who approach the community let the community share its experiences.
- Know the history of the community and have one message.
- Expect frustration.

<sup>15</sup> For details, please read the “The Impact of LAMP PIOII on Informal Settlers,” a study undertaken by the Institute of Philippine Culture-Ateneo de Manila University and the Community Organizers’ Multiversity on June 2003.

<sup>16</sup> Taken verbatim from the study.

- Messenger is the message. The institutional affiliation of the presenter is important. For instance, people in depressed communities are generally very cautious about the initiatives of the Urban Poor Affairs Office (UPAO) because it is associated with resettlement and demolitions. They are also wary of DENR.
- Be conscious of who you work with and who you talk to. As important as briefing barangay officials on LAMP is briefing the POs and other key social actors.

On keeping the skeptics in mind:

- Explain with clarity and confidence the feasibility of the project.

The respondents of the Study approve of the objectives of LAMP and find the OSS concept, in particular, a very good idea. A number of interviewees from NGOs and POs, however, are skeptical about the viability of the project whether LAMP will be able to verify ownership of particular plots of land.

- Clarify the rationale and objective of the Project

Some NGO and PO interviewees doubt the motivation behind the Project, asking if this is another political gimmick.

- Clarify the relation of the Project to poverty reduction

Aside from the CMP, NGO representatives do not see a direct (or even a long-term) relation between the LAM Program and Project (especially in QC) and poverty reduction. They perceive LAMP as beneficial only to those who have begun the process of land acquisition. The issue, they say, is the affordability of the land. NAPC says that the problem goes beyond titling and involved land disposition.

An NGO interviewee noted the large amount of money spent on LAMP, asking why this was not allocated for providing basic services instead. Alternatively, he suggests that the money be used for giving out titles. An underlying difficulty of NGO respondents with LAMP is their perception that the project is based on the work of Hernando de Soto and that its end goal is titling.

NGO interviewees also suggest that instead of providing titles (which is what they perceive LAMP is all about), LAMP should focus on providing temporary tenurial instruments, such as usufruct rights or perpetual leases similar to the ones used in Singapore. There is likewise some concern among NGOs and POs that identifying owners will facilitate the removal of informal settlers from particular areas.

## **ii) Social Assessment II Part I<sup>17</sup>**

In April to November 2003, the UP PLANADES through a contract forged with LAMP conducted a social assessment of LAMP. This social assessment gathered and analyzed data from both the urban and rural prototypes of LAMP that would help in evaluating the interim institutional arrangements, systems, processes and

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<sup>17</sup> For detailed discussion of the Social Assessment of LAMP Urban Prototype, please refer to Volume III of the Social Assessment II Part I Study of the Land Administration and Management Project (LAMP)

procedures employed by LAMP in developing an efficient land titling and administration system.

Based on the major policy, institutional and operational issues identified by the social assessment in the urban prototype (i.e. PIO2), the following recommendations were given<sup>18</sup>:

- Decentralize LAG activities to smaller, working committees.

Smaller committees and a more limited information base to work on means meetings would be more focused, updates clearer, and the actions adopted more realistic and concrete. Issues should be worked out at the smaller, working committee level. If these require higher policy-level intervention and resolutions, then and only then should they be elevated to the LAG. The plenary meetings should be done quarterly or every four months at the most. The LAG plenary should consist of the high-ranking officials of the different agencies and the coordinator of the different committees who may or may not be a high-ranking official. The smaller, specialized committees should be composed of the representatives of top-ranking officials, operations and technical persons.

- Rotate meetings among the different agencies to building ownership.

Hosting meetings can serve as a partner agency's counterpart contribution. Intermittently holding meetings in the area can provide realism to the discussion and encourage community participation especially in problem solving.

- Transfer the responsibility for the LAG coordination from PCU to the CRS.

It is suggested that the primary responsibility for the LAG be transferred to the CRS and the unit provided with the necessary resources to undertake the job. The PCU, being a staff rather than a line unit should assist the Prototype Manager and Deputy Manager in coordinating the different PIO2 units. Tighter coordination between the M&E and the CRS so that field-level monitoring results can be presented in the working committee meetings.

- Provide the NGO and PO representation in the LAG committees.

NGO and PO representation is noticeably missing from the current LAG. With the prototype becoming more active in the other 4 barangays, NGOs and POs assume more importance. Given the rivalry of NGO and POs in the area, giving a seat to just one or two in the LAG may not be sufficient. To avoid the project getting dragged into NGO-PO politics, it is suggested that NGO representation be limited to the different working committees. Having many committees allow more NGOs to participate. The participation of POs would be channeled through the People's Consultative Assembly to be described later in this section.

- Other forms of inter-agency collaboration.

Establish tighter cooperation with housing agencies and housing projects because the project can assist them in the process of land acquisition through the

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<sup>18</sup> Taken verbatim from Volume III of the Social Assessment II Part I Study of the Land Administration and Management Project (LAMP)

provision of information and supplying office-validated records about landownership.

- Replication of the BAG

With the impending completion of prototyping activities in Barangay Holy Spirit, the project is assessing the effectiveness of the Barangay Advocacy Group (BAG) and the feasibility of replicating it in the other barangays. However, there are conditions in the other four prototype barangays that are not conducive to the unmodified duplication of the BAG. Considering these conditions, it is suggested that PIO2 establish a People's Consultative Assembly with members of all federations, alliances and even smaller HOAs. A large members may be unwieldy if done across all the barangays. Two adjoining barangays per assembly may be possible. The assembly would meet on a bi-monthly or quarterly basis or when there are important issues that the people need to talk about and give inputs on. In Payatas, there is an inter-agency task force with a specific point person in HUDCC who gathers the people in an assembly to talk about issues. The People's Consultative Assembly would also be a community monitoring and feedback mechanism for LAMP in assessing project activities in the area.

CRS activities have been contracted to PhilSSA which should use inputs from the People's Consultative Assembly. PhilSSA will not be acceptable to all groups. In the unreceptive areas, LAMP may have to tap the barangay councilors, POs or NGOs working in the area, or the HOAs, or in worse cases, field its own people to undertake CRS activities.

- CRS would have to move up to a monitoring and supervisory role in the four remaining barangays of the urban prototype contracted out to PhilSSA.

It is recommended that CRS focus its efforts on information dissemination, advocacy, and communication with the various institutional stakeholders like the LGU, ROD, Assessor's Office, etc.

- Since house-to-house field validation may not be possible in private subdivisions, it may be more effective and efficient for the project to deal with the homeowners' associations and developers.

Given the poor cooperation the project received from the homeowners' associations in Barangay Holy Spirit and the cost and time required to do field validation, it would be best to just simply coordinate with the HOA officers or with the developers. Titles of homeowners who have not completed their amortization were still with the developer. The developer had the responsibility to reconstitute the title. In these cases, transfers would presumably still have to be cleared with the developer. The homeowners' association could do the field validation themselves according to the procedures and formats developed by the prototype.

- Equity considerations must be factored in.

Scarce project resources can be better spent on validating the records and assisting in the reconstitution of titles of those who do not have a developer to do it for them, or those living in low-income or lower middle class subdivisions.

- Mainstreaming of gender issues continues to be a challenge for LAMP

Given the findings of the social assessment, it would appear opportune for LAMP to continue advocating gender equity, but to supplement this with more information on the nature of conjugal ownership rights. Hence, the SA Team recommends the CRS and Field Validation activities mainstream gender clearly. For instance, the Field Validation questionnaire should not just record the head of the household but inquire into the process of acquisition or occupancy and correlate this with the household's life cycle. Greater oversight may be required of the CRS and TVRU to ensure that gender issues are not glossed over.

- With the impending expansion of the LAM Project, questions arise on how the expansion should proceed. Below are some considerations for expansion.  
 Stage 1: Saturation of Quezon City  
 Stage 2: Expansion to Other Areas Requiring Reconstitution  
 Stage 3: Expansion to High Growth Areas and with Substantial Untitled Lands

### iii) Review of the LAMP Social Program Plan

In August 2003, the International Social Dynamics Adviser did a review of the LAMP Social Program Plan. Based on the results of the review the following were recommended for action of PIO2 as well as for the design of LAMP II.<sup>19</sup>

On the CRS Procedures:

- The PIO2 CRS Unit and PhilSSA strategies in the five prototype barangays will not necessarily be replicable in other urban sites of the Philippines. It is necessary to recognize the particular and unique environment of the pilot barangays in PIO2 and not assume applicability elsewhere, beyond good practice in barangay entry strategies and communicating LAMP.
- In future LAMP should not create new organizations/structures, but rather work with existing NGOs/POs/HOAs in the barangay communities. Working with existing organizations should have two aims: i) to provide support to LAMP field activities; and ii) to see where LAMP can assist in the streamlining and/or improvement of land administration and management processes that frustrate their current attempts to secure and formalize their tenure arrangements. The most effective strategies will depend on the history of barangay, existing land related issues, formal and informal structures, LGU responsiveness, networks, NGOs POs etc. It is important that CRS strategies are flexible enough to relate to the real situations in each barangay and not set upon one-approach-fits-all. To form an alliance(s) with existing organizations it is important that the recommendations of the Informal Settlements Study on communicating LAMP are fully absorbed into all the practices of PIO2. LAMP needs to show that it has sufficient knowledge of the specific land issues a community is dealing with to be a credible partner.
- The NGO contracted to work in the remaining four barangays, PhilSSA, being a network of NGOs working with the urban poor is in a good position to maximize the collective experience they have to make recommendations about approaches to working with existing organizations. Their experiences will be important to the

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<sup>19</sup> Taken verbatim from the *Review of the LAMP Social Program Plan*.

development of more strategies for working in urban and/or informal settler communities. The Report of PhilSSA must be considered in the development of future strategies for working in urban and/or informal settler communities.

- That the processing of the field validation data is given priority attention and that the results are communicated with the communities in Holy Spirit as soon as possible. In informal settler areas the field validation process should focus on establishing any details regarding the registered owners of the land. The field validation process should incorporate an information program that assists residents to understand how they can access the ownership of 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.
- The OSS concept should not be presented as a panacea for all problems to do with land transactions in government agencies. It needs to be explained in the context of a new single LAA, the LARA, and eventual integration of land administration and management functions into the one organization. That, until a new organizational culture is developed the One-Stop-Shops under trial in the Prototypes will be limited and perhaps not fulfill all expectations.
- To utilize the TWG as a strategic partner of the prototype it is recommended that there is a redefinition of the specific roles and responsibilities of each party, taking into consideration the limitations of each individual/unit, and agreement reached on practical arrangements for complementation in areas of operation.

On the Local Advisory Group(LAG):

- The President should be requested to issue an order to the Secretary of DENR to make LAMP a priority project. The Secretary of DENR should coordinate action between LAMP/DENR and the Secretaries of the other effected agencies (e.g. DOJ/LRA) to have them issue Executive Orders to Regional Directors to make LAMP a priority and attendance at LAG meetings mandatory.
- The LAG should be the direct responsibility of the Prototype Manager (with appropriate support from the Planning and Coordination Unit) to ensure that it has a top-level, strategic and tight agenda. The Prototype Manager should maintain a list of the issues that need the support and/or cooperation of the members/member agencies. This should form the basis of the LAG agenda and information provided prior to the meeting as a background to dealing with these issues. Every item should be there because an action is required.
- The LAG must feel that it has ownership of the directions and responsibility for the outcomes of the LAMP. It must be interested and actively engaged. LAG member participation should be optimized by assigning them strategic and crucial roles in PIO activities. If members are not actively participating then they should no longer be invited to attend. LAMP should foster those who will be champions and pander to passivity.
- Some basic rules should be set and followed. These should include: meeting dates scheduled ahead of time; agenda and papers provided at least one week before the meeting; meetings start on time; and meeting minutes are precise and accurate. At a maximum there should not be more attendees at LAG meetings from the Prototypes than there are LAG members.

#### On Building of Partnerships with Stakeholders:

- That the rhetoric of transparency, accountability and consensus building actually guide practice between partners. Partners must be very clear about the conditions, particularly financial, on which they can or cannot build the partnership.
- The worst thing to do in a partnership is not honor the conditions of that partnership. Therefore it is very important that the partnership agreement not contain any provisions that cannot be met by all parties. The development of a partnership agreement is not an opportunity to set the conditions to secure funds, information, contracts etc for a later date.
- Whilst CO-CD processes require agreement between partners it is not appropriate to define CO-CD as a 'partnership.' The VMG statements of the community are defined during the CO process and are likely to coincide with LAMP objectives in some respects but will not and should not just mirror LAMP objectives.
- In a three year project the time frames for completing contractual processes are inappropriate and unrealistic. Rather than accepting "this is the way it is" the processes need to be revised and streamlined.

## **4. Assessment of PIO2 CRS/SD Procedures and Outputs in Barangay Holy Spirit**

### **4.1 CRS/SD Activities in Holy Spirit from October 2003 to April 2004**

Field validation activities had been completed and the Barangay Advocacy Group (BAG) was already in place in Barangay Holy Spirit prior to the period under evaluation. For this reason, the activities of PIO2 in Holy Spirit from October 2003 to April 2004 were mainly focused on: i) strengthening of BAG as the primary community mechanism to sustain the participatory process of linking the improved land records database system to the resolution of land-related issues in Holy Spirit; and ii) installation of the Barangay Integrated Land Information System (BILIS) to provide the community easy access to the office and field validated land records.

#### **i) Strengthening of BAG in Holy Spirit**

Five major areas of work were set to be done during this period. These were the:

- Completion of the Constitution and By-Laws (CBL) of BAG;
- Conduct of BAG elections and the re-orientation of the new BAG officers on LAMP, BAG, VMG, CBL;
- Completion of the BAG Community Development Plan (CDP);
- Capability Building in the areas of gender sensitivity, local governance and project development, monitoring and evaluation (PDME); and
- Installation of Community-based Monitoring and Evaluation (CBM&E) mechanisms.

All of these planned activities were geared towards preparing the BAG of Holy Spirit for the eventual phasing out of LAMP PIO2 from the barangay. Of these, the planned capability building workshops were to be undertaken by PhilSSA under its contract with LAMP, and hence, were not directly a responsibility of the PIO2 staff. Unfortunately, these workshops were cancelled for three reasons: one, in a meeting on September 2003 the conduct of training for Barangay Holy Spirit was moved to the second half of the PhilSSA-LAMP project upon the advice of the then CRS Chief because the BAG in Holy Spirit was still undergoing organizational processes; two, the non-attendance of the training consultant of PhilSSA in a scheduled agreed meeting with the BAG president caused the delay in the scheduling and the eventual cancellation of the proposed schedules for the workshop; and three, PhilSSA set February 15 as the cut-off date of all field activities in the four prototype barangays and hence decided to cancel the conduct of the training workshops for the BAG of Holy Spirit.

In regard to the other planned activities, one BAG General Assembly and three BAG Steering Committee meetings were conducted from October 2003 to February 2004 to discuss the CBL and CDP, and to prepare for the BAG election of officers. In addition, in one of the BAG SC meetings, the results of the community perception study were presented and validated. The stated purposes (e.g. completion of CBL, completion of CDP etc.) of these activities were taken up, though not yet fully accomplished, as they remain to be in initial form and for final approval of the BAG General Assembly.

In February 7 the BAG General Assembly elected their officers. After the election of the officers, the BAG Steering Committee, which was an ad-hoc leadership structure set up during the formation period of the BAG, was dissolved; and the BAG

Executive Committee, composed of the elected new officers, took over as the formal set of leaders of the BAG.

In the first meeting of the BAG Executive Committee on March 11, an orientation on community-based monitoring and evaluation (CBM&E) was done. In this meeting, the BAG Executive Committee and the PIO2 FAU staff agreed that the Exe Com would join the training on CBM&E but did not agree on the composition of the CBM&E Committee. The President of the BAG wanted the Exe Com to be represented in the CBM&E Committee but the PIO2 FAU preferred that another set of leaders would compose it. To resolve this, a BAG GA was held in April 17. The GA, after deliberation on the merits of the proposal, agreed with the views of the FAU staff. Hence, two BAG committees were formed. These were the Evaluation and Mediation Committee (Lupong Tagatasa at Tagapamagitan) and the CBM&E Committee.

As can be gleaned in Table 1, except for one activity, which is the BAG Exe Com meeting on March 11, the number of female and male participants in all other BAG activities was within the desired gender distribution range of 40-60%. The gender distribution of BAG Exe Com meeting last March 11 did not pose a great problem, however, because the actual number of male and female officers of BAG was still within the targeted range – i.e. 4 females (57%) and 3 males (43%). The President of the BAG is a female.

**Table 1: Number of women and men who attended the BAG activities**

Date	Activity	Number of Participants				
		Females	%	Males	%	Total
October 25	BAG GA	24	60%	16	40%	40
Jan 15	BAG SC	8	50%	8	50%	16
Jan 22	BAG SC	7	44%	9	56%	16
Feb 3	BAG SC	6	60%	4	40%	10
February 7	BAG GA –Election	37	58%	27	42%	64
March 11	BAG Exe Com	11	65%	6	35%	17
March 27	BAG GA	33	55%	27	45%	60
April 17	BAG GA	24	59%	17	41%	41

According to the PIO2 FAU unit (as stated in a monthly accomplishment report), the major difficulty faced during this evaluation period remained to be the weak participation of people from private subdivisions in BAG activities. Hence, during the elections of BAG officers, the General Assembly decided to exclude the private subdivisions from being represented in their leadership structure.

Moreover, the activities of LAMP in Holy Spirit were delayed due to the work force restructuring of PIO2 and to the delayed conduct of the BAG elections as well as the poor attendance in BAG GA. One effect of this was said to be the delayed formation of the BAG committees, particularly of the CBM&E Committee, and the delayed finalization of the BAG CDP.

## **ii) Installation and Launching of the Barangay Integrated Land Information System (BILIS) in Holy Spirit**

In March 16, 2004, through a Memorandum of Agreement (MOA) forged between the Barangay Council and LAMP PIO2, the Barangay Integrated Land Information System (BILIS) was installed and launched in Holy Spirit. The Barangay Council of Holy Spirit, officials of the Quezon City Government, the management and staff of

LAMP PMO and PIO2 as well as around 300 residents of Holy Spirit attended the launching.

The BILIS serves as the Land Information Center of the barangay and from which computerized land records from DENR, LRA, ROD and QC-LGU can be easily accessed. It is the mechanism used by PIO2 in putting land records gathered and validated in the office and in the field within the reach of all people in the barangay.

The data per land parcel that can be gathered from the BILIS are the: size, survey number, lot and block number, name of land owner as stated in the land title, number of Transfer Certificate Title, serial number of land title and tax declaration number.

The expected benefits that can be directly and indirectly derived from the BILIS are:

- Free public access of information necessary for transfer of a land title
- Identification of titles that need to be reconstituted;
- Identification of fake, double and overlapping titles; and
- Provision of information on survey plan, Transfer Certificate of Title, and tax declaration from the Mapping and Database System.

The procedure for accessing the above information and services of BILIS is very simple, that is merely approaching the barangay staff assigned to operate the barangay computer where the BILIS has been installed and filling-in the necessary forms that will help the Barangay Council and PIO2 monitor and evaluate the effectiveness of the use of BILIS.

During a visit to the Barangay Hall where the BILIS was installed, the PIO2 M&E found that from March 16 to April 13 only three people – one male and two females – sought information on land records through the BILIS. A BAG leader and some PIO2 staff initially assessed this low demand for the BILIS during this period to be caused by the lack of demolition threat and by the preoccupation of the people with the national and local election campaign activities. Nonetheless, after the national elections on May 2004 more people sought information from BILIS. Because of this, the M&E Unit assesses the BILIS to be slowly but surely gaining steam. The M&E Unit reported:

#### **BILIS Lures Customers**

BILIS has taken off and the number of transacting people is expected to go up now that the election fever is over. It was launched last March 16 but few transactions were made so far because the people were busy with the national and local election. To date, there have been nine (9) recorded transactions for the period March 30 to May 18, 2004. Most of the queries yielded positive results as per the BILIS query log installed by the Monitoring and Evaluation Unit of PIO2 in the said Barangay. Queries registered covered location search, title search, title verification and validation and verification of tax declaration. One of the customers was Ms. Josefa R. Luz who inquired about the exact location of her lot since she wanted to secure permit from the Barangay for the construction of fence around the perimeter of her lot. She was able to get a permit since her title was valid. Her query also led her to discover that there was no record available in the Assessor's office as far as her title is concerned. It prompted her to go to Assessor's Office to verify her title. Two customers were not able to get the information since records could not be found in the database. Eight out of nine customers were male.

As far as transaction time is concerned, the average time taken was 11 minutes. The longest transaction time recorded was 20 minutes while the

shortest was 5 minutes. The transaction time covers orientation about the database and query functions.

To further improve the database, a computer-based query log is being developed by PIO2 to facilitate speedy recording of transactions and generation of transaction results. The idea is to incorporate query log in the database in addition to the cross-index information. This database package is envisioned to be replicated in Batasan Hills, Payatas, Bagong Silangan and Commonwealth when BILIS is installed there..

Recently, Barangay Captain Valmocina informed PIO2 that the Barangay will prominently install a billboard in front of the Barangay Hall as a way of promoting BILIS to his constituents.

In its March 2004 Accomplishment Report, the PIO2 FAU reported that there is a need to clarify the role of the BAG in the facilitation of the effective and more productive use of the BILIS. This implies that the BILIS has not yet been fully linked with the purpose and roles of the BAG.

#### **4.2 Assessment of CRS/SD Activities in Holy Spirit**

The PIO2 CRS Framework mentioned the formation of BAG as a strategy and mechanism for mobilizing the participation of the community in LAMP activities. In fulfillment of the agreement reached among the CRS/SD Units of LAMP to test alternative community participation procedures, it emphasized the importance of employing the community organizing-community development (CO-CD) approach.

Through CO-CD, people will be able to see LAMP agenda as clearly related to their concerns and felt needs, particularly to their land related concerns, and will be able to actively and collectively be part of the designing of the activities. The CO-CD process also entails strengthening an organizational structure in the community, which can be the BAG, for the eventual phase-out or change of role of external organizers, such as the LAMP staff. The approach has three general phases: first phase is the basic community organizing phase; the second phase is the consolidation phase, where CO expands and incorporates CD concerns; and the third phase is the facilitation of the self-reliant functioning of the community organization, that was formed or reactivated or strengthened during the CO-CD process.<sup>20</sup>

Assessed from the CO-CD framework, the PIO2 CRS/SD activities in Holy Spirit from October 2003 to April 2004 can be described to be between the concluding part of the basic phase of CO -- which includes the formalization of the leadership structure and development of the CBL of the community organization -- and the beginning of CO consolidation phase -- which includes the development of CDP, formation of committees, and generation of resources for self-reliance. Because the first phase of LAMP is nearly at its completion, these types of activities are needed for the sustainability of the BAG and therefore very important. In this regard, it can be said that the CRS/SD process of PIO2 is generally on course.

Significant development was also seen in the participation of women and men in BAG activities. Before, women dominated the BAG activities. During the evaluation period, however, the gender distribution of participants of BAG activities was shown

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<sup>20</sup> For information on the three phases of Community Organizing, refer to the book, Brenda Batistiana and Dennis Murphy (1996). *Rural Community Organizing in the Philippines*. Quezon City: CO Multiversity.

to be within the targeted range of 60%-40%. This means that the efforts of CRS/SD staff of PIO2 and of BAG to encourage men's participation are beginning to take effect.

Nonetheless, there were critical concerns faced during the period, which if closely examined would lead to a need to re-examine the framework and procedures of PIO2 for developing the BAG. One concern was the low demand for the BILIS service, which represents one major product of PIO2 that is the office and field validated records of land ownership in the barangay.

As earlier mentioned, the probable reasons identified for the low demand for BILIS were the lack of demolition threat and the preoccupation of the people with the national and local elections campaign. Moreover, the BILIS has been functioning only for less than two months and so it could be very early to assess its success. Though these reasons may be true, it may be erroneous, however, to immediately attribute the present low utility of BILIS to external factors alone because the problem could be caused by internal procedural factors as well. To show this, the CRS/SD procedures used by PIO2 in Holy Spirit before, during and after the BILIS installation are examined.

#### **i) Possible CRS/SD Procedures that affected the BILIS**

Possible factors affecting the promotion of use of BILIS in Holy Spirit are the following:

- **Passive role of BAG in the launching and management of BILIS in Holy Spirit**

The decision to provide the residents field validated land records in Holy Spirit has been part of the plan of action of PIO2 since the beginning. The manner of doing this through the BILIS, however, was conceptualized only in February 2004. It was also conceived as a way of showing to the community one service to be provided by the One-Stop-Shop (OSS), which had not operated at this time due to logistical concerns. The Barangay Council and PIO2 management came up with the idea. To this effect, a Memorandum of Agreement was forged between them. Noticeably not proactively participating in the whole process was the BAG, which is the major partner of PIO2 in Holy Spirit.

Three members of the BAG Exe Com assisted in inviting the people to the launching of BILIS. Nonetheless, they performed this role primarily not as representatives of the BAG Executive Committee but as employees of the Barangay Council. This was surmised because there was no prior meeting of the BAG Exe Com to define their role in the launching of the BILIS, and to agree to assist in the launching of the BILIS. Though the BAG officers were introduced during the BILIS launching, they did not take an active role in the activity.

Because of this, BAG probably lacks a sense of ownership of BILIS. And their slow action to utilize BILIS can be attributed to this. This lack of sense of ownership is caused by their non-involvement in the conceptualization, launching and management of BILIS. This leads one to ask about the perspective of PIO2 on the role and function of the BAG in LAMP.

- **Failure to concretize the community core problem of disorganized land system and to prioritize the need for improved land records in the BAG Community Development Plan**

As earlier mentioned, in the Problem Tree Analysis that was done during the PRA, the core community problem identified was the disorganized land system. Though the analytical tool was appropriately done, it did not immediately proceed to the identification of concrete land issues in the community. Hence, because the core problem was stated in general terms, the initial CDP did not include concrete necessary collective response from BAG members.

Hence, when the BILIS was conceptualized and installed, the BAG could not as yet immediately see its relation to specific action points of their initial CDP. It is important to take note that the BAG Executive Committee, during the launching of the BILIS, had not approved this initial CDP. This situation further strengthened the assessment of the inability of the BAG, as of this period, to relate the BILIS with their community development agenda or their Community Development Plan.

- **BILIS launching efforts and the BAG activities were not synchronized**

Moreover, though collective actions on land issues were part of the Community Development Plan, they were not taken as a priority. At that time, the priority need identified was the organizational strengthening of the BAG. Moreover, the conceptualization and launching of BILIS in Holy Spirit happened so fast that the BAG did not have the opportunity to redirect its actions and conduct activities that would support BILIS.

PIO2 and the Barangay Council conceptualized and discussed about the BILIS after the BAG Election in February 7. The next BAG GA was on March 27, which was already after the launching of BILIS.

For this reason, it can be said that the BAG did not have the opportunity to actively participate in the BILIS conceptualization and launching. This problem points to the lack of synchronization of the BAG activities and the launching of the BILIS.

On deeper analysis, any of the following hypotheses can be considered by PIO2 in their identification of the root of the problem:

1. As mentioned by UP PLANADES in their social assessment of PIO2 prototype areas, a large proportion of the population of Holy Spirit is composed of informal settlers with no titles to the land, and hence would not directly benefit from title reconstitution. Therefore, the improvement of land records is not their immediate felt need at this period. Rather, their felt need is assistance, in the form of financial and human resource, for re-blocking so as to speed up the implementation of government housing projects in the area. Re-blocking would entail dismantling and rebuilding the houses of those who would be affected.

If this is the case, then BAG, which is composed of leaders of HOAs mostly of informal settlers, might not be the right partner of PIO2 for the designing and promotion of the BILIS. This is because partnering with them would tend to pull the PIO2 FAU to concerns that are outside of the mandate of LAMP and would

have them face difficulty in synchronizing their assistance to BAG with the need to promote BILIS.

If this hypothesis is correct then BAG's role is indeed merely to assist in the dissemination of information regarding LAMP's activities in the community, and not in the mobilization of the community towards the effective use of PIO2 services for community development.

2. It could also be that the BAG is the right partner but that the procedures of PIO2 for facilitating the CO-CD and partnership building processes might need to be enhanced.

The classical community organizing (CO) process, which is also applicable to partnership building, is essentially issue-based. This means that after the conduct of social investigation (e.g. PRA) and before the formation or strengthening of a community structure, a process that will mobilize the people to collectively act on a common issue or felt need (i.e. identified in the PRA) has to be facilitated first. Because the CO process is done within the context of LAMP, then this issue has to be related to land concerns, particularly to land records. Because acting on land issues in the community is one of the target outputs/indicators of component 3 of LAMP Logical Framework, then this process is definitely within the mandate of PIO2.

The core reasons behind this classical CO process are: i) to let the people have an experiential process of defining their basis of unity and of learning the power of collective actions before making a final decision to formalize their unity; and 2) to let them test who among themselves, including their present ad hoc leaders should be upheld as the eventual formal leaders of their organization. In the latter reason, the experience of collective action on a common felt need is seen to be an effective process of weeding out traditional leaders (i.e. those with vested interests and with disempowering leadership styles).

Unfortunately, the CO process employed by PIO2 immediately jumped to organizational strengthening after the conduct of PRA. The reasons for this were: i) the BAG has been functioning since October 2001; it was hence time to conduct organizational strengthening activities; ii) the end of the Project was approaching; hence, BAG had to be strengthened so that it could sustain its mission even after the phasing out of the Project from Holy Spirit; and iii) the HOA leaders have had experiences in collective actions on issues before; nonetheless, these experiences were not as BAG. Therefore, along the principles of CO, another process of mobilization on a common issue has to happen first before the formation or strengthening of an organization.

The first two reasons are valid but, maybe, if PIO2 followed the classical CO steps, then the BAG could be more prepared for the use of the services of the BILIS.

3. Another possible reason is that the way the BILIS has been packaged made it not socially marketable to the informal settlers, which constitute the majority of the population of Holy Spirit.

To the informal settlers, it could be that improved land records delivered separately from other ingredients of urban land reform will not be fully attractive. If this is the case, then PIO2 has to partner with other government agencies, such

as HUDCC and NHA, and civil society organizations, such as the CMP originators, and community organizations in presenting and delivering the BILIS to the informal communities. Through this, the present sporadic use of the BILIS services can be made more systematic.

PIO2 nonetheless has employed the above integrated approach in the designing of the OSS through the LAG, though the membership of the LAG needs to be expanded to include representatives from civil society organizations.

As will be discussed in the next sections of this report, the use of the convergence approach to delivering the outputs of PIO2 and to translating these PIO2 outputs into concrete gains for the communities may be the appropriate way for PIO2 to go. This approach is also in line with a suggestion of UP PLANADES for the establishment of “tighter cooperation with housing agencies and housing projects because LAMP can assist them in the process of land acquisition through the provision of information and supplying office-validated records about landownership” (Volume III, Social Assessment II, Part I, page 80).

To identify the necessary next actions, which PIO2 should take to further expand the use of BILIS in Holy Spirit, PIO2 may ponder on the following questions:

1. Is BAG a right partner of PIO2 for the promotion and wider use of BILIS in Holy Spirit? Why?
2. If PIO2 affirms the value of its partnership with the BAG, what role(s) can the BAG play in the promotion and use of BILIS? How can the execution of these roles contribute to the resolution of their land issues and concerns?
3. What can LAMP do to show to the BAG and therefore to the HOAs especially in the informal areas that BILIS can contribute to the resolution of their land issues?

#### **ii) On the assessment of UP PLANADES of the BAG as an Example of a Top-Down Approach**

In October 2003 UP PLANADES presented the result of their social assessment of LAMP, which they conducted under a contract with the PMO. In this social assessment, UP PLANADES raised a concern regarding the process of BAG. In Volume III of Social Assessment II Part I, they described the BAG in Holy Spirit as an example of the traditional top-down approach. They said:

In many ways, the BAG as it was implemented in Barangay Holy Spirit, remained a top-down approach with the project staff working with HOA leaders organized as BAG, and the leaders expected to pass on what they learned to their respective HOAs. (Volume III Social Assessment II, Part I, page 7)

Though this assessment still has to be validated by the FAU and the BAG themselves, a review will help to strengthen the BAG and enhance the CRS/SD procedures of PIO2.

#### **iii) On the Role of PIO2 in BAG concerns outside of the Function of LAMP**

As earlier mentioned, the Community Development Plan of the BAG in Holy Spirit includes concerns that are important to the overall development of the community but

are beyond the functions of PIO2, such as livelihood projects, disaster management, streetlights, child protection and others. Because the PIO2, particularly its CRS or FAU, helped the BAG formulate its CDP, then it became obliged to assist the BAG find resources for the implementation of the CDP. One example was the project proposal written for the BAG and submitted to the World Bank Group competition of project proposals entitled, *Development Innovation Marketplace*, in October 2003. The title of the project proposal was "Center for Child Protection and Assistance."

This need for PIO2 to provide assistance to BAG beyond its functions could have been avoided if a convergence approach to community development had been formed long before. In the convergence approach, the involvement of other government agencies as well as private organizations and civil society organizations with community development thrusts and projects would have been tapped and a coordinating mechanism formed.

Under a convergence approach, the roles of PIO2 would be: (a) to organize the BAG and to assist the BAG leaders to build their capability in performing their roles; (b) to assume tasks in the development of land records that are beyond the competence of the people in the community, such as CIM development, etc.; (c) to provide other technical assistance and resources for the development of land records; and (d) to link the BAG to other government agencies, private organizations and civil society organizations for other concerns, and thereby establish a convergence mechanism to community development.

If the convergence approach had been established, then the BAG and the community development process would neither be solely a top-down nor a bottom-up process, but a continuing dialogue, consensus building, coordination and collaboration among the people at the top, bottom and middle of the socio-political structure.

Potentially, the group that can pursue and establish this convergence mechanism is the CRS Technical Working Group. Its membership, however, has to be expanded to include representatives from NGOs, especially those operating in the areas and those involved in the CMP and NGCHP. The CRS Activity Evaluation undertaken in June 2003 as well as the PIO2 CRS Evaluation Report for the first six months of 2003 recommended the activation of the CRS TWG as a mechanism for joint CRS activity. Unfortunately, the CRS TWG did not have any activity from October 2003 to April 2004. The need for a convergence approach in the development of Holy Spirit can serve as a "push" for the reactivation of the CRS TWG. If with its present composition, the CRSTWG will not be the most appropriate mechanism for convergence approach in Holy Spirit, then the LAG members operating in the barangay and the BAG can come together to form the CRS TWG.

In the other four prototype barangays, existing multi-sectoral groups, such as the NGC-HP Technical Working Groups in the east and west sides, can be considered as the CRS-TWG.

As proposed in the *Review of LAMP Social Program Plan*, to utilize the TWG as a strategic partner of the prototype it is recommended that there is a redefinition of the specific roles and responsibilities of each party, taking into consideration the limitations of each individual/unit, and agreement reached on practical arrangements for complementation in areas of operation.

**iv) On the ambivalence of community leaders with the advocacy for gender equity**

In their social assessment of PIO2, UP PLANADES found women-respondents to have mixed impressions regarding gender issues. They said that despite women's awareness of their rights as wives, a number of them still believe that a wife should be submissive to her husband. The Community Perception Study done by the PIO2 M&E Unit in August 2003 corroborated this finding.

Moreover, though only a few of the respondents of the FV in Holy Spirit answered CRS-related questions, an assessment of the manner by which male and female respondents answered could give a glimpse of the gender situation in the community.

To the question, "Before this interview, had you heard about LAMP?", a total of 1,954 respondents answered. Of this total, 1,262 or 65% were males and 692 or 35% were females. Of the 1,262 males, 53% said they had not heard of LAMP before the interview. Of the 692 females, only 39% said they had not heard of LAMP before the interview.

These data show two points: i) Obviously, more men were interviewed than women. Possibly, the field enumerators chose to interview the male rather than the female head of a family; unfortunately, this was not immediately corrected by the PIO2 staff and by the Barangay Council; ii) among males, more did not know LAMP before the interview; and among females, more knew about LAMP before the interview.

To the question, "How did you learn about LAMP?", the following were the answers of those who said they had heard about LAMP before the interview:

**Table 2: Modes by which FV Respondents in Holy Spirit Learned about LAMP**

	<b>Males</b>	<b>Females</b>
Barangay Council	39%	29%
Brochure	41%	58%
Community Dialogue	17%	13%
Neighbor	3%	.01% (negligible)
Total	100%	100%

Table 2 shows that women and men got to learn about LAMP in the same ways in that the ranking of the four modes of communication was the same for both gender. Rank 1 is brochure; rank 2 is through the Barangay Council; rank 3 is through community dialogues; and rank 4 is through neighbors. With this data, it can be concluded that among the CRS strategies used by PIO2, the brochure reached more people, both women and men.

Another disturbing finding of the Social Assessment was on the perspectives of PIO2 staff regarding gender integration. UP PLANADES said: (Volume III Social Assessment II, Part I)

When the interviews were conducted last April and May, gender issues did not concern the key informants too much. Key informants varied in their reasons. Some said that the technical nature of the work did not recognize gender differences. Others pointed out the personnel ratio in their units, which favored the

females while some said that relationship between women and men were harmonious. According to the M&E Unit, PIO2 employees underwent a gender sensitivity seminar but they found some of the principles impractical such as assuring that females constitute a certain proportion of the participants. (page 45)

Only one interviewee, the CRS Unit head, brought out a gender issue—that is, titles do not indicate the gender of the holder. In cross-indexing, the PIO2 staff have to guess the gender of the person by the sound of the name. (page 46)

At the time of the interviews in April, there were no definite plans yet to integrate Gender and Development in CRS work. It was not clear how the integration would be done, though the CRS unit head admitted that PIO2 did not disaggregate the data according to gender. She did say that women had had an active role in CRS-sponsored Area-Based Community Dialogues (ABCDs). The ABCDs were usually held on Saturday mornings. Most of the attendees were women. Most of the HOA presidents were also women. The BAG core group had five women and three men. The CRS head attributed the active participation of women to their having more time. Issues about conjugal properties were discussed in the BAG. (page 50)

Before the UP PLANADES Social Assessment, the only gender initiatives undertaken at PIO2 were the Gender Sensitivity Training (GST) Workshop for the chiefs of the various units of PIO2 in September 2002 and the workshops of the PIO2 CRS and M&E units on the integration of gender in the PIO2 CRS Framework strategies held from October to November 2002. Obviously, these initiatives were not enough to help PIO2 internalize gender and come out with measures to integrate gender in their own work. At this period, LAMP practically did not have a Gender Adviser nor a Gender Focal Point. With the part-time work arrangement of the Gender Adviser, the PIO2 staff surmised that gender mainstreaming was not a priority of LAMP nor of the TA Team.

In September 2003, an assessment of the level of gender awareness and skills of all staff of PIO2 was done. In October 2003 all staff underwent GST workshops. In these workshops, all work units came out with clear measures on how gender can be integrated in their work.

Gender integration at the PIO2 level, however, is not enough to mainstream gender in the development of land records. With this view, GST for BAG leaders was planned and incorporated in the training workshops to be done under the LAMP-PHILSSA Project. Unfortunately, as earlier mentioned, the training workshops for the BAG in Holy Spirit was cancelled.

Aside from providing a GST for the BAG, another critical measure is to introduce gender to the LAG. For a sustained gender mainstreaming in LAMP, it is recommended that the GST for the BAG and the LAG be pursued in the coming months. In acknowledgement of this need, the PIO2 Planning and Coordination Unit, is set to conduct a training needs analysis (TNA) of the LAG.

The conduct of GST, however, is not enough. The GST should lead to the forging of agreements with BAG and LAG on their role in mainstreaming gender in land records

development in particular and in land administration in general. Part of the gender mainstreaming mechanism of the BAG and LAG is the designation of a Gender Focal Person or Gender Focal Team.

## **5. PhilSSA CRS and FV Activities in the Four Prototype Barangays**

### **5.1 Background of the Project with PhilSSA**

LAMP contracted the services of PhilSSA, a network of NGOs involved in urban development work, to conduct CRS and FV of land records in four PIO2 prototype barangays, namely: Payatas, Bagong Silangan, Commonwealth and Batasan Hills. The contracting of PhilSSA services was expected to facilitate the CRS and FV activities in the four prototype barangays because of their presence in the communities as well as their known competence in CRS work. This was also in line with the objective of testing alternative procedures in community participation and field validation processes. The NGOs were expected to contribute innovative procedures in CRS and field validation.

The LAMP Social Program Plan explained the immediate objectives of these services to be: i) to assist the PIO2 in the conduct of CRS activities in the five barangays based on the CRS framework and strategy developed by the Prototype; and ii) to assist in the conduct of field validation of office records estimated at 30,000 parcels.

The long-term objectives were stated to be to establish a community presence for PIO2; to inform the target barangays and other important prototype stakeholders about the Project; to establish an effective system for generating community feedback on Project activities; and to develop greater community participation and/or support.

The LAMP Social Program further stated that the service provider was expected to provide regular feedback to the PIO2 management so that the strategies can be adjusted, and/or alternative approaches can be designed, in keeping with the learning and innovation nature of the Project. Furthermore, it was expected that a comprehensive documentation of activities and lessons would be made as inputs into the refinement and formulation of suitable procedures and approaches, and as inputs in the design of the long term LAM Program.

Aside from the CRS and FV services, the other services, which PhilSSA would provide under this contract were:

- Development of five training modules on: leadership/conflict management; gender sensitivity training; para-engineering/enumerators' training; barangay governance/advocacy and networking; and organizational/project development and management (ODM/PDM).
- Production of a draft camera-ready IEC materials on the following:
  - a) Facilitators kit, which will contain:
    - Flip Chart on "How to Communicate Effectively about LAMP";
    - Primer on Title Reconstitution; and
    - Frequently Asked Questions about LAMP.
  - b) Comics on common issues
- Preparation of a Facilitator's Manual and Consolidated Report on the training conducted.
- Field Inspection Reports (FIRs).
- Field Validation Reports.
- Documentation of at least 25 community dialogues.
- Documentation of lessons learned.

## 5.2 Key Events/Factors that Affected LAMP-PhilSSA Coordination

The implementation of this Project with PhilSSA went through a very stormy process. To clearly pinpoint areas of difficulties and to cull lessons from the experience, the events are chronicled here in detail.

Though the contract with PhilSSA was signed on June 24, 2003, the actual work started on September 1, 2003 due to delays in the release of the first tranche of funds. The delayed release of the mobilization funds was caused by the financial and cash flow problems experienced by the PMO at that time.

With the assessed financial problem of the Project, in July, the Project Director of PhilSSA, informed LAMP about the instruction of the PhilSSA Board of Trustees to back out from the contract if the first payment as agreed in July 17 meeting would not be released. This message alarmed LAMP so it ensured the release of first tranche of funds by end of August.

Moreover, to avoid the same problem in the release of the next tranches, in the same meeting with PhilSSA on July 17, the PMO proposed the Direct Payment Scheme of the World Bank as an option. In this option, the second and third tranches would be combined as single payment direct from the World Bank by end of November 2003. PhilSSA accepted this proposal favorably. According to PhilSSA Project Director, this was another reason for the decision of their Board to continue with the contract.

Immediately after the commencement of the PhilSSA-LAMP Project, LAMP conducted an orientation workshop on September 4 to 5 for PhilSSA staff assigned to the Project and for representatives of member-NGOs of PhilSSA, called lead NGOs (LNs), who were to be involved in the implementation of the Project. In this workshop, the following were presented:

- The perspective of LAMP PIO2 in land records management system;
- CRS Framework for LAMP PIO2;
- CO-CD Framework;
- PIO2 CRS Practices and Lessons Learnt in Barangay Holy Spirit;
- Approaches, Procedures and Lessons Learnt in Field Validation;
- Use of Base Map as a Tool for Field Validation; and
- Competency-based Training: An Overview of LAMP's Standards and Processes.

In the same workshop, a joint action planning on CRS and FV processes in the four prototype barangays was supposed to be done. However, the LNs of PhilSSA expressed a need for leveling off on their roles and functions in the Project prior to joint planning. It was apparent during the workshop that the LNs had not yet been fully oriented on the PhilSSA project with LAMP. Because of this the joint action planning was postponed to another date.

The leveling off on the field validation process and the joint action planning were finally done on October 22, 2003, which was the third month of the eight-month Contract with PhilSSA. Many concerns were clarified during this workshop such as the following:

- Field Reconnaissance and Field Inspection were distinctly emphasized as two different pre-FV activities;
- Though in the TOR and contract of PhilSSA, Field Reconnaissance was the terminology used, it was emphasized that it was part of the role of PIO2; while Field Inspection was the role of PhilSSA.

- PIO2 through a Project Technical Support Team would provide technical assistance to the LNs during the initial part of the Field Validation Process.
- Tentative schedules for the conduct of the field validation process.
- Focal persons for the logistical requirements.

Though the joint planning workshop was done on the third month of the Project, PhilSSA started to do its other work under the Contract in September. Thus, they were able to submit the manuscripts of two of four IEC materials (i.e. draft primer on the detection of fake titles and comics story board) on September 22. The manuscripts of the flipchart and FAQs were submitted on October 24.

PIO2 was not satisfied with these manuscripts. But because of the delay in the formulation of the PIO2 Communication Plan which would define the target audience, objectives and content of all IEC materials to be developed, in a review meeting held on September 25, SD/CRS representatives from PIO2 and PMO together with the Advisers for Social Marketing and PIO2 Social Dynamics agreed to accept the outputs submitted by PhilSSA September 22. PhilSSA committed to adopt all the adjustments to be identified in the Communication Plan.

In October 13, 2003 PhilSSA submitted the Project Inception Report. This was finalized on October 28 after the integration of more comments and suggestions given during the joint action planning workshop held on October 22. Nonetheless, those who approved the Inception Report failed to see the implications of the change in the reporting obligations of PhilSSA. In Annex C of the Contract (i.e. Consultants' Reporting Obligations), the nature and schedule of reports to be submitted by PhilSSA would help PIO2 effectively include the PhilSSA CRS and FV outputs and lessons in its regular reporting of outputs and identification of lessons. In the Inception Report, however, instead of submitting reports after each major activity, PhilSSA was obliged to submit to LAMP only one report each on: process documentation of community dialogues, field inspection, field validation and lessons learnt on CRS and FV procedures at the end of the project. With this change, it became difficult for PIO2 to compel PhilSSA to submit progress reports on CRS and FV activities and outputs. According to PhilSSA, because this was a short-term project, they proposed for the submission of only a terminal project report. With the approval of the Inception Report containing this proposed reporting arrangement, they assumed the acceptance of their proposal. PIO2, on the other hand, understood that the Inception Report could not simply alter the contents of the signed Contract. They hence remained to use the agreements in the Contract as basis of their expectations and evaluation of the outputs of PhilSSA. They also hoped for more cooperation from PhilSSA considering the learning and innovation nature of the Project.

With these Project take-off problems (i.e. delayed release of funds, dissatisfaction with the IEC materials, misunderstanding on the submission of progress reports), animosity began to develop between PhilSSA and PIO2. Unfortunately, in the midst of this tense relationship, more problems came.

When the Project Inception Report was finalized, the PMO and PIO2 endorsed it to FASPO for the release of the second tranche of funds. The Contract stipulated that the third tranche would only be released upon the receipt of the training modules and draft manuscript of IEC materials acceptable to LAMP. Because the IEC materials needed further adjustments, the third tranche could not as yet be requested and processes.

However, in early November, the Chair of PhilSSA Board of Trustees reacted to this move of the PMO and sought for explanation because they deemed that the processing of the 2<sup>nd</sup> tranche separate from the 3<sup>rd</sup> tranche was a departure from the Direct Payment Scheme proposed by the PMO in a meeting on July 17. At that time, however, the PMO was busy preparing for the International Conference on Land Administration Reform, which was scheduled in November, and could not immediately attend to the request of PhilSSA for explanation.

While this problem on the release of the 2<sup>nd</sup> and 3<sup>rd</sup> tranches of funds was on going, the problem on the conduct and budget for the field reconnaissance also emerged. This started when PMO questioned the expenses of PIO2 for the conduct of Field Reconnaissance in Batasan Hills, Commonwealth and Payatas. In response, on November 12, the CRS Chief of PIO2 talked to PhilSSA Project Director over the phone requesting PhilSSA to shoulder the cost of the Field Reconnaissance amounting to PhP 8,250.00 under the Project. PhilSSA, however, refused saying that this was not part of the agreement. This moved the PIO2 Management and selected PTST members to review the Joint Action Plan that was developed with PhilSSA on October 22. Upon being clarified about the distinction of the objectives of Field Reconnaissance and Field Inspection, the PIO2 management decided to justify to PMO the expenses in the conduct of the Field Reconnaissance and to clarify with PhilSSA the inclusion of budget for Field Inspection, which was their responsibility.

With this understanding, the PIO2 CRS Chief talked again to PhilSSA Project Director over the phone. In her explanation of the decision of the PIO2 management, the CRS Chief also said that the inclusion of budget for Field Inspection should not pose a problem to PhilSSA considering the significant reduction of number of parcels to be validated, from 30,000 parcels to around 8,000 parcels. She also requested for an adjustment in one page of the Inception Report (i.e. an annotation could be added) to clarify the budget for the Field Inspection so that the release of 2<sup>nd</sup> tranche of funds by the end of November would not be hampered. The latter statement was taken by the PhilSSA Project Director as a threat. This triggered the Chair of PhilSSA to elevate the matter to the PMO through a letter dated November 14.

The PMO was able to respond to the concerns regarding the departure from the Direct Payment Scheme option and the ensuing discussion about the budget for Field Inspection in a meeting with PhilSSA on December 2.

Another problem, which cropped up during the project implementation, was on the provision of technical assistance to the LNs. During the joint planning workshop, an agreement was reached for a Project Technical Assistance Team from PIO2 to provide assistance to the LNs on the first day of the field validation process. However, because of the changing schedules of the field validation activities primarily because of the delays in the turning over of CIMs from PIO2 to PhilSSA, this agreed arrangement was changed. Instead, PhilSSA and PIO2 agreed for the LNs to contact PIO2 whenever technical assistance was needed. Nonetheless, according to PIO2 assigned staff, they never received any call for assistance from PhilSSA nor any written report on issues and problems faced. According to PhilSSA, on the other hand, it was not clear to them who the members of the Technical Assistance Team of PIO2 were, and PIO2 staff were not readily available when asked for assistance. PIO2 staff denied this charge.

The above different coordination and project implementation issues and problems piled up as bottlenecks and hindering factors to the smooth implementation of the CRS and FV activities in the four prototype barangays of PIO2. To resolve these and

cull lessons from the experience, a workshop was designed to let the key people of PIO2 and PhilSSA raise these coordination issues and problems and come out with joint resolutions or lessons. Aside from this need, the PIO2 also had a need to know and define the CRS and FV procedures used by the LNs in the barangays as well as to be appraised of the number of parcels that had been validated. Because of this, a decision was reached to merge the conduct of the assessment of the work coordination/relationship between PhilSSA and PIO2 and the evaluation of the PhilSSA CRS and FV activities in one workshop on April 20. (The Project through a request by PhilSSA was extended to May 31.)

The workshop on April 20 was conducted, but from the perspective of PIO2 it proved to be problematic again because representatives from PhilSSA came in late and they were not fully prepared to present their consolidated report. The diskette containing the consolidated CRS and FV report of PhilSSA was corrupted and could not be viewed. As this problem was seen by PIO2 to be avoidable, the failure to present a consolidated report was taken negatively by PIO2. This dampened the mood of PIO2 personnel and made the workshop not conducive for joint problem solving process.

The problem led to the slower evaluation of the CRS and FV activities of the four LNs in their respective barangays leaving less time to surface issues and problems regarding the coordination and work relationship of PIO2 and PhilSSA. As this process was done late in the Project, the outputs of the evaluation would have been lessons for next partnership projects, if there will be any. Due to limited time in the workshop and because the discussion of coordination problems took off from the reports of the LNs on their CRS and FV activities, the PIO2 staff did not get the momentum to share their perspective on the coordination issues and problems with PhilSSA. Hence, though some issues were clarified and discussed, the PIO2 management and staff hoped that another workshop would be conducted to further clarify the issues and problems faced, and cull lessons for future partnership work with NGOs.

### **5.3 CRS and FV Activities of the Four Lead NGOs (LNs)**

In the midst of all of these issues and problems, the LNs did their CRS and FV activities in their respective assigned barangays. Presented in this section are the CRS and FV activities and accomplishments as well as the contributing and hindering factors based on the assessment of PhilSSA and the four LNs. It is important to note that the PIO2 staff do not agree with all of the assessed hindering factors or constraints. This means that PIO2 and PhilSSA, including the LNs, have not reached a common perspective on the issues and concerns or constraints raised by the LNs during the April 20 workshop and in the PhilSSA Draft Terminal Report. Moreover, as mentioned in the introductory section of this evaluation report, the following presentation and assessment of the outputs of LNs are in tentative form due to PhilSSA's non-submission of complete evidence of their CRS and FV accomplishments as of this writing.

For better understanding of the level of CRS and FV activities and outputs of the LNs presented here, it will help to know the situation in each barangay with which these activities were undertaken.<sup>21</sup>

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<sup>21</sup> The social situation in the prototype areas is discussed in the LAMP Social Program Plan, PIO2 CRS Framework Strategies and in the Social Assessment II Part I conducted by UP PLANADES for LAMP.

As presented here, all the BAGs and FEs in the four barangays underwent a series of training workshops. The training modules used are discussed in a document that was produced and submitted by PhilSSA for LAMP.

**Kristong Hari Foundation Inc. (KHFI) in Barangay Commonwealth**

Of the total of 8005 parcels found in 62 CIMs for Barangay Commonwealth, a total of 3244 parcels were assigned to KHFI for field enumeration. Of these 3244 parcels, KHFI was able to field enumerate, as of April 20, a total of 2968 parcels. This makes up 91.49 percent of parcels for field enumeration, which means that KHFI had almost completed its field enumeration work by April. However, the Field Encoder has so far captured data from only 344 parcels or 12% of the field enumerated parcels.

KHFI undertook CRS and FV activities, shown in Table 3.

**Table 3: KHFI CRS and FV Activities and Accomplishments in Commonwealth**

<b>Key Activities</b>	<b>Time</b>	<b>Accomplishments</b>
<p>A. CRS/ Social Mobilization</p> <ol style="list-style-type: none"> <li>1. Identification of community support groups</li> <li>2. Creation of CLAMPAG</li> <li>3. Conduct of community consultations</li> <li>4. Preparation of the community for field validation</li> </ol>	<p>Sept to October</p> <p>(continuing work)</p>	<ul style="list-style-type: none"> <li>• Area map developed</li> <li>• CLAMPAG established</li> <li>• Key persons/leaders identified</li> <li>• Support of multi-sectoral groups in the barangay established</li> <li>• Community issues including organizational conflicts identified</li> <li>• PO Assembly with Barangay Council, community dialogues/orientations conducted.</li> </ul>
<p>B. CRS/Capability Building for Field Enumerators and CLAMPAG</p>	<p>Total of 15 days from October 2003 to February 2004</p>	<p>Basic understanding of the following:</p> <ul style="list-style-type: none"> <li>• Leadership and conflict management</li> <li>• Gender sensitivity and gender mainstreaming approaches</li> <li>• Paralegal and field enumeration</li> <li>• Barangay governance and land administration reform policy</li> <li>• Organizational and Project Development and Management</li> </ul>
<p>C. Field Inspection</p>	<p>January to February 2004</p> <p>Two months</p>	<ul style="list-style-type: none"> <li>• Area boundaries and major structures and streets located</li> <li>• Formal and informal settlers identified</li> <li>• Key contact organizations and key leaders/contact persons identified</li> <li>• Documents/information retrieved from the ground (i.e. vicinity map, CLE, CDPs, TCTs, certificate of award, HIGC certification, NGCHP project profile, DOAS/CTS, SEC registration, HOA master list, subdivision plan, BQS/CPQ, Tax Declaration)</li> <li>• 62 CIMs underwent Field Inspection.</li> </ul>

Key Activities	Time	Accomplishments
D. Field Enumeration	January to March 2004  Two months	<ul style="list-style-type: none"> <li>• 62 CIMs underwent FE</li> <li>• In 11 formal areas, 6 TCTs, 1 subdivision plan, 2 HOA master list, 4 tax declarations and 4 vicinity maps were gathered.</li> </ul>

In their assessment of the above CRS and FV activities, KHFI shared the following as the helping factors and constraints.

**Table 4: Helping Factors and Constraints of CRS and FV Activities of KHFI in Commonwealth**

Helping Factors	Constraints
<ul style="list-style-type: none"> <li>• Coordination with key persons and officers of HOAs and community organizations.</li> <li>• Field enumerators are officers of community organizations.</li> <li>• Coordination with barangay officials.</li> <li>• Familiarity of field enumerators with the area.</li> <li>• Presence of base camp.</li> <li>• Availability of funds for lunch and snacks of field enumerators at the base camp.</li> </ul>	<ul style="list-style-type: none"> <li>• Distrust of many people in government.</li> <li>• People in formal areas (i.e. private subdivisions) do not trust field enumerators from POs/NGOs; they also do not trust LAMP because it was not picked up by tri-media (i.e. print, radio and TV)</li> <li>• Delayed turning over of CIMs from PIO2.</li> <li>• Lack of technical competence of LNs in field validation.</li> <li>• Many landowners in formal areas cannot be located. (They reside elsewhere.)</li> <li>• Perception of field enumerators of unfair enumeration vis-à-vis work load.</li> <li>• Election campaign time.</li> </ul>

**Community Organization of the Philippine Enterprise (COPE) Foundation in Batasan Hills**

Of the total of 8857 parcels found in 44 CIMs for Barangay Batasan Hills, a total of 2009 parcels were assigned to COPE for field enumeration. Of these 2009 parcels, COPE was able to field enumerate, as of April 20, a total of 1002 parcels. This makes up almost 49.88 percent of parcels for field enumeration. This means that COPE is only half way through its field enumeration work. Nonetheless, the Field Encoder has captured data from 960 parcels, or 96% of field enumerated parcels. Table 5 below shows the CRS and FV activities of COPE in Barangay Commonwealth to achieve this output.

**Table 5: COPE CRS and FV Activities and Accomplishments in Batasan Hills**

Key Activities	Time	Accomplishments
A. Preparatory Activities 1. Protocol with the Barangay officials	September to October	<ul style="list-style-type: none"> <li>• Support from the Barangay officials for LAMP established</li> </ul>

<b>Key Activities</b>	<b>Time</b>	<b>Accomplishments</b>
2. Research/Data gathering	September to October	<ul style="list-style-type: none"> <li>Gathered data on: barangay profile, list of HOAs/POs and subdivisions, status of landownership in Batasan, Barangay map</li> <li>Potential enumerators and BAG members identified</li> </ul>
B. CRS Activities 1. Community orientation on LAMP	October	<ul style="list-style-type: none"> <li>LAMP introduced to the barangay, key leaders of HOAs/POs and puroks;</li> <li>Representatives of HOAs/POs/areas were chosen and initial meeting for planning was set</li> </ul>
2. Follow-up meetings regarding LAMP	October to November	<ul style="list-style-type: none"> <li>BAG Ad hoc committee with 20 members formed</li> <li>Plan for LAMP orientation per area and HOA/PO in the informal area and per subdivision in the formal area developed.</li> </ul>
3. Conduct of series of LAMP orientation per area/PO/subdivision	September to February	<ul style="list-style-type: none"> <li>Information on the objectives and benefits of LAMP was disseminated to HOAs/POs in the informal settlers through the LN and the BAG ad hoc committee</li> <li>LAMP orientation per subdivision conducted for the willing HOAs in the formal subdivisions</li> <li>1 orientation for officers of subdivisions in Batasan</li> </ul>
4. Conduct of training workshops	October to February	<p>Basic understanding of the following:</p> <ul style="list-style-type: none"> <li>Leadership and conflict management</li> <li>Gender sensitivity and gender mainstreaming approaches</li> <li>Paralegal and field enumeration</li> <li>Barangay governance and land administration reform policy</li> <li>Organizational and Project Development and Management</li> </ul>

Key Activities	Time	Accomplishments
C. Field Inspection	January to February	<ul style="list-style-type: none"> <li>Accomplished 44 CIMs for Batasan Hills</li> <li>Informal and formal areas and vacant lots identified</li> <li>HOAs and POs, and key persons per area/HOA identified.</li> <li>Landmarks, street names identified</li> <li>CIM updated with existing situation on the ground.</li> </ul>

In their assessment of the above CRS and FV activities, COPE shared the following as the helping factors and constraints.

**Table 6: Helping Factors and Constraints of CRS and FV activities of COPE in Batasan Hills**

Helping Factors	Constraints
<ul style="list-style-type: none"> <li>Barangay Captain is an active member of LAG.</li> <li>Other barangay officials are also well-versed and supportive of the Project.</li> <li>Presence of old contacts (because COPE formerly operated in the community), who helped in identifying other contacts.</li> <li>Participation of representatives of HOAs and POs in the community orientation on LAMP,</li> <li>Familiarity of field enumerators with the area.</li> </ul>	<ul style="list-style-type: none"> <li>Lack of skills of LN on the technical aspect of land titling.</li> <li>Unsupportive people from formal areas (i.e. private subdivisions).</li> <li>Inadequate training on Field Inspection (FI) and Field Enumeration (FE); standards for FI and FE were not clear to field enumerators.</li> <li>Time allocated not enough to complete FE outputs.</li> <li>Election campaign period.</li> </ul>

**Foundation for the Development of the Urban Poor (FDUP) in Payatas**

Of the total of 5239 parcels found in 45 CIMs for Payatas, a total of 3369 parcels were assigned to FDUP for field enumeration. Of these 3369 parcels, as of April 20, FDUP had field enumerated 704 parcels. This makes up 20.90 percent of parcels for field enumeration. This means that FDUP is less than a quarter way through its field enumeration work. The Field Encoder has captured data from 639 field enumerated parcels or 91% of total. Table 7 below shows the CRS and FV activities of FDUP in Payatas.

**Table 7: FDUP CRS and FV Activities and Accomplishments in Payatas**

Key Activities	Time & Resources Spent	Accomplishments
A. CRS 1. Data gathering/area mapping	1 week; 1 community organizer	<ul style="list-style-type: none"> <li>Basic profile of Barangay Payatas</li> <li>Key/influential leaders in the area and other potential stakeholders identified</li> </ul>

<b>Key Activities</b>	<b>Time &amp; Resources Spent</b>	<b>Accomplishments</b>
2. Area Scouting	3 key leaders	<ul style="list-style-type: none"> <li>Scouted area to check security</li> <li>Secure initial listing of organizations/ leaders who can help</li> <li>Political boundaries identified</li> <li>Familiarity and coordination with barangay established</li> </ul>
3. Conduct of LAMP orientation	PIO2 team; Barangay hall; Half day;	<ul style="list-style-type: none"> <li>Stakeholders of Payatas formally oriented on LAMP and their support for the project was elicited.</li> </ul>
4. Identify key leaders in the area	BAG core leaders	<ul style="list-style-type: none"> <li>90 key leaders in 21 areas identified</li> <li>Support and coordination with barangay officials established</li> </ul>
5. Planning	1 day; key leaders	<ul style="list-style-type: none"> <li>Plan of action: identification of areas, venue, HOA, dates, training batches</li> <li>Areas prioritized</li> <li>Support groups identified</li> <li>Problem areas identified</li> </ul>
6. Conduct of 40 community dialogues/orientation	Half day per orientation	<ul style="list-style-type: none"> <li>Support of Federation established</li> <li>Endorsements from informal leaders elicited</li> </ul>
B. Capability Building Activities: 5 training workshops held	15 days	<p>Basic understanding of the following:</p> <ul style="list-style-type: none"> <li>Leadership and conflict management</li> <li>Gender sensitivity and gender mainstreaming approaches</li> <li>Paralegal and field enumeration</li> <li>Barangay governance and land administration reform policy</li> <li>Organizational and Project Development and Management</li> </ul>
C. Field Validation		
1. Field Reconnaissance	8 leaders and 10 technical team members	Areas of Payatas inspected
2. Conduct of Field Enumerators' Training	3 days	<ul style="list-style-type: none"> <li>15 enumerators trained on para-engineering.</li> </ul>
3. Setting up of the base camp		<ul style="list-style-type: none"> <li>One Field enumerator volunteered her place for the base camp</li> </ul>

<b>Key Activities</b>	<b>Time &amp; Resources Spent</b>	<b>Accomplishments</b>
4. Release of CIM and ortho photo	1 hour	<ul style="list-style-type: none"> <li>19 CIMs released (office validated and color coded)</li> </ul>
5. Assignment and distribution of CIMs	1 hour per day	<ul style="list-style-type: none"> <li>CIMs distributed to the following: Team 1: for Empire view, Violago and Lupang Pangako (12 CIMs) Team 2: Payatas B ( 14 CIMs) Teams 1&amp;2 : Payatas A (19 CIMs)</li> <li>Teams divided based on residence</li> <li>CIMs assigned to teams based on familiarity with the area; problematic areas were handled by both teams.</li> </ul>
6. Field Inspection	Half day	<ul style="list-style-type: none"> <li>Completed 45 CIMs with 5,239 parcels</li> <li>1,555 vacant parcels identified</li> <li>formal and informal communities defined.</li> </ul>
7. Writing of Field Inspection Report	Half day per CIM	<ul style="list-style-type: none"> <li>Inspection report for 45 CIMs completed (19 CIMs used old format; remaining used revised format)</li> </ul>
8. LN de-briefing session and planning	Half day de-briefing; half day planning	<ul style="list-style-type: none"> <li>8 de-briefing and planning sessions conducted</li> </ul>
9. Field Enumeration  <ul style="list-style-type: none"> <li>Assignment/ distribution of CIMs per team</li> </ul>	1 hour per day	<ul style="list-style-type: none"> <li>CIMs distributed to the following: Team 1: for Empire view, Violago and Lupang Pangako (12 CIMs) Team 2: Payatas B ( 14 CIMs) Teams 1&amp;2 : Payatas A (19 CIMs)</li> <li>Teams divided based on residence</li> <li>CIMs assigned to teams based on familiarity with the area; problematic areas were handled by both teams.</li> </ul>
<ul style="list-style-type: none"> <li>Enumeration/ administration of Q&amp;A forms</li> </ul>	20 minute per parcel	704 parcels (20% of occupied parcels)
<ul style="list-style-type: none"> <li>Setting of standards for quality assurance</li> </ul>	1 whole day	<ul style="list-style-type: none"> <li>19 CIMs evaluated</li> <li>Standards for quality assurance set</li> <li>Terms defined and procedures clarified</li> </ul>
<ul style="list-style-type: none"> <li>Training on Standards Setting for Quality Control of FIRs/FE forms</li> </ul>	1 whole day	<ul style="list-style-type: none"> <li>Criteria/standards for FIR/FE set</li> </ul>

Key Activities	Time & Resources Spent	Accomplishments
<ul style="list-style-type: none"> <li>LN validation</li> </ul>	30 minutes per CIM	<ul style="list-style-type: none"> <li>All enumerated parcels were color coded.</li> </ul>

Unlike in Commonwealth and Batasan Hills, the BAG in Payatas as of this period was a loose group (i.e. with no formal structure and leadership) and is composed of 14 field enumerators.

In their assessment of the above CRS and FV activities, FDUP shared the following as the helping factors and constraints.

**Table 8: Helping Factors and Constraints of CRS and FV activities of FDUP in Payatas**

Helping Factors	Constraints
<ul style="list-style-type: none"> <li>Familiarity of field enumerators with the area.</li> <li>Coordination with the Barangay Council.</li> <li>Support of community organizations/ federations.</li> <li>Background of some field enumerators on land research.</li> <li>Presence of base camp.</li> </ul>	<ul style="list-style-type: none"> <li>Unavailable secondary data on the barangay.</li> <li>Many parts of the barangay are inaccessible by transportation; the field enumerators were physically exhausted due to the size and terrain of the area.</li> <li>Incomplete FE forms (with additional questions) irked FEs because they had to return to interviewed land owners. This further exhausted and discouraged the field enumerators.</li> <li>Political dynamics in the community; conflict on the land use classification/ land ownership status (i.e. unclassified public forest land versus A&amp;D land)</li> <li>Presence of syndicates in the area.</li> <li>Lack of clear standards on field inspection and field enumeration.</li> <li>Field Inspection Report is tedious/ tiring for field enumerators.</li> <li>Different interpretations of Field Enumeration Forms.</li> <li>Delayed turning over of CIMs by PIO2.</li> <li>CIMs that were turned over during the planning session were incomplete. This caused the stoppage of field enumeration for one month.</li> <li>Absence of technical team to respond to queries and technical concerns of field enumerators.</li> <li>Confusion on definition of some key terms (i.e. formal vs informal, vacant lots).</li> <li>Budget constraints due to delays.</li> <li>Unavailability of core leaders due to election campaign.</li> <li>Violago Homes HOA members sympathize with one of their Board members who works at LRA and convince others that LRA employees will lose their job should LAMP objectives are achieved.</li> <li>Ongoing legal case among factions within Violago Homes.</li> <li>Recent demolition in Dona Nicasia.</li> </ul>

**Foundation for Development Alternatives (FDA) in Bagong Silangan**

Of the total of 5227 parcels found in 34 CIMs for Bagong Silangan, FDA was assigned to field enumerate a total of 1832 parcels. Of these 1832 parcels, as of April 20, FDA had field enumerated 174 parcels. This makes up only 9.5 percent of parcels for field enumeration. The Field Encoder has so far captured the data from 145 field enumerated parcels or 83% of the total. Table 9 below shows the CRS and FV activities of FDA in Bagong Silangan.

**Table 9: FDA CRS and FV Activities and Accomplishments in Bagong Silangan**

<b>Key Activities</b>	<b>Time &amp; Resources Spent</b>	<b>Accomplishments</b>
<p>A. Preparatory Activities</p> <p>1. Research / data gathering</p> <ul style="list-style-type: none"> <li>• BOC</li> <li>• CPDC</li> <li>• UPAO</li> <li>• Contact leaders</li> </ul> <p>2. Project (LAMP)/ data analysis</p> <p>3. Contact building</p> <ul style="list-style-type: none"> <li>• Church</li> <li>• Barangay officials</li> <li>• Leaders/HOAs/CAs</li> </ul> <p>4. Meeting with UPAO personnel in-charge of Bagong Silangan</p>	<p>1 week</p> <p>1 day</p> <p>1 month</p> <p>1 week</p>	<ul style="list-style-type: none"> <li>• Gathered the following data from the local government and community: <ul style="list-style-type: none"> <li>→ Location/map</li> <li>→ Boundaries</li> <li>→ List of depressed areas, HOAs and CAs</li> <li>→ Barangay street map</li> <li>→ List of subdivision</li> </ul> </li> <li>• Plan of action for three months developed</li> <li>• Communities clustered</li> <li>• Area and HOA leaders identified</li> <li>• Contacts identified</li> <li>• UPAO leader/core group members identified</li> <li>• PO leaders oriented on LAMP</li> </ul>
<p>B. Community Dialogues and Orientation on LAMP</p> <ul style="list-style-type: none"> <li>• Dialogues/ orientation on LAMP per area, HOA, federation</li> </ul>	<p>2 months</p>	<ul style="list-style-type: none"> <li>• Field enumerators in 4 puroks identified</li> <li>• Elicited initial support of SIKAP Federation (formerly opposed the Project)</li> <li>• 19 local organizations gave information about their organizations and their land tenure status</li> <li>• Elicited the initial support of Fr. Balinago, of the Vicariate Head Catechist</li> <li>• List of HOA presidents developed.</li> <li>• 10 core leaders from 4 cluster areas identified</li> </ul>
<p>C. Assessment and planning session with 15 core leaders of advocacy group</p>		<ul style="list-style-type: none"> <li>• Area cluster strategy validated by the leaders</li> <li>• BAG members were identified and selected.</li> </ul> <p>Similar to the BAG in Payatas, the BAG in Bagong Silangan is a loose group of key field enumerators.</p>

For the Field Validation process, the representative from FDA presented during the April 20 evaluation workshop merely the list of activities undertaken, as follows:

1. Formation of field enumerators
  - Selection of enumerators based on the following criteria:
    - Active participation in CRS activities
    - Geographical location
    - Minimum knowledge and experience in land related concerns
    - Commitment to the project
2. Capability building of enumerators
  - Re-orientation on LAMP.
  - Prepared the enumerators for possible questions and issues that may arise during the field inspection/enumeration.
  - Conduct of leadership and conflict management workshop.
  - Conduct of training for enumerators on how to accomplish FI and FE forms.
3. Planning workshop
  - Designation of areas (CIM) per cluster
  - Identification and establishment of base camp
  - Identification of strategies/approaches for identified hot spots (difficult areas)
  - Identification of areas for CRS
  - Leveling-off on the disbursement of financial support to enumerators
  - Formation of coordinating structure and communication mechanism among clusters and LN.
4. Re-orientation on Field Inspection
  - Review of guidelines for accomplishing FI forms and of the important features of the documents
  - Designation of enumerator per group.
5. Actual Field Inspection
  - Meeting of the enumerators at the base camp; distribution of CIM and ortho photo; and giving of final instructions for the conduct of FI.
  - Final checking of materials needed for FI, FV kit and uniform;
  - Checking of FIR, after the first day of FI, to assess the completeness of FIR and color coding on CIM.
  - After the completion of CIM for FI, the FIR along with color coded CIMs were transmitted to PIO2 for comments and validation.
  - Upon receipt of the office-validated CIM, planning for Field Enumeration followed.
6. Planning and Review for Field Enumeration
  - Review of Fe forms
  - Identification of areas needing CRS, such as Veterans and Sitio Bakal
  - Designation of OV CIMs per cluster.
7. Actual Field Enumeration
  - Door-to-door data collection approach. The first step was to locate the lot owner. For the informal settlers, the FEs looked for the area presidents or secretaries.
  - Conduct of FE was done through: a) distribution of brochures and orientation on LAMP; b) interview residents; c) collection of documents.

- After the first day of FE, the forms/documents were reviewed to check the completeness of data.
- After FE, the coordinator of the enumerators, the LNO and PhilSSA checked the Quality Assurance. Forms with incomplete data were returned to the enumerators to supply the missing data needed.
- Due to insufficient data gathered from the area, the LN looked for other agencies and institutions that could provide the needed data. They were able to get the approved plan of lot 106 covering an area of 154,120.42 from QC UPAO.

In their assessment of the above CRS and FV activities, FDA shared the following as the helping factors and constraints.

**Table 10: Helping Factors and Constraints of CRS and FV Activities of FDA in Bagong Silangan**

Helping Factors	Constraints
<ul style="list-style-type: none"> <li>• Contact leaders with handy knowledge of land issues in the community.</li> <li>• Contact leaders with influence in the community.</li> <li>• Support from PhilSSA and LAMP.</li> <li>• Immersion of CO in the area helped build relationship of trust with leaders.</li> <li>• Ownership of the project by community leaders.</li> <li>• Leaders identify FDA as partner in finding solutions to their land related issues.</li> <li>• Familiarity of enumerators with the area.</li> <li>• Initial support of Parish Priest and Vicariate Head Catechist.</li> </ul>	<ul style="list-style-type: none"> <li>• Reservation of Barangay Chair Endaya with LAMP.</li> <li>• Political dynamics within the barangay.</li> <li>• Distrust of the people in government.</li> <li>• Interpersonal conflict among leaders due to different views on land classification (unclassified public forest land versus A&amp;D land).</li> <li>• Unsupportive people from the formal subdivision. Lack of authority/ influence of NGOs in calling people from formal subdivision to a meeting.</li> <li>• Coordination and relationship problem between PhilSSA and LAMP.</li> <li>• Delayed turning over of CIMs from PIO2. Incomplete and partial receipt of CIMs and ortho photo from PIO2.</li> <li>• Different orientations/ explanation given by PIO2 personnel on FI and FE.</li> <li>• Inconsistent CIM data (i.e. total number of parcels).</li> <li>• Lot 106 with 642 parcels was considered as one lot;</li> </ul> <p>Specific Problems encountered were:</p> <ul style="list-style-type: none"> <li>• No available information on Sitio Bakal could be gathered on the ground.</li> <li>• Sitio Pugot residents did not allow enumerators to conduct FE claiming they are part of Brgy. Payatas.</li> <li>• Refusal to participate of Sitio Veterans who are World War 2 Veteran Legionnaire members insisting that government owns their property (17 parcels).</li> <li>• Tagumpay (64 parcels), Humanity (193), Bona (98) are all CMP take out. Total number of parcels enumerated was 10;</li> </ul>

Helping Factors	Constraints
	<ul style="list-style-type: none"> <li>In Filinvest 2 (317 parcels), Violago Homes (24), Filheights (150), HOA officials and residents refused to allow the FEs entry insisting that there was no need because they regularly pay their taxes.</li> </ul>

### **Summary of PhilSSA CRS and FV Procedures, Outputs and Lessons**

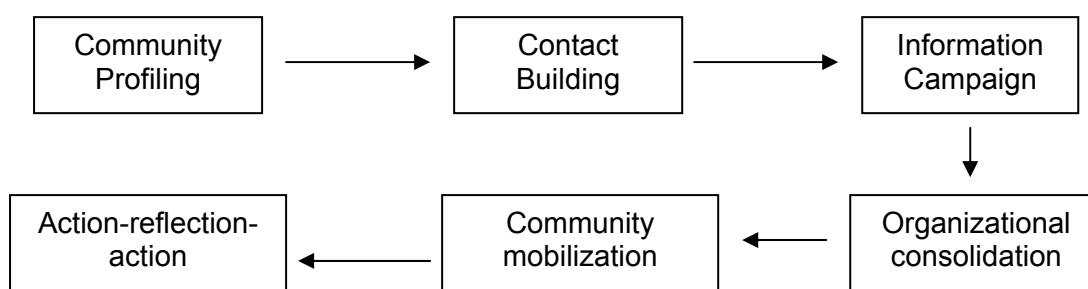
In summary, as of April 20, PhilSSA had field validated 4,812 parcels, which is 46.03 percent of the total number of parcels (i.e. 10,454 parcels) for field enumeration in Barangays Commonwealth, Batasan Hills, Payatas and Bagong Silangan. Table 11 shows the number of field enumerated parcels of each of the four LNs in their assigned barangay, as well as their aggregate outputs.

**Table 11: Total Number of CIMs and Parcels for Enumeration and Enumerated by PhilSSA LNs in LAMP Four Prototype Barangays**

Barangays/LN	No. of CIMs	Total No. of Parcels	Total No. of Parcels for Enumeration	Total No. of Parcels Enumerated	Percentage of Parcels Enumerated	Data Encoded (% of parcels enumerated)
Commonwealth/ KHFI	62	8005	3244	2968	91.49%	344 (12%)
Batasan Hills/ COPE	44	8857	2009	1002	49.88%	960 (96%)
Payatas/ FDUP	45	5239	3369	704	20.90%	639 (91%)
Bagong Silangan/ FDA	34	5227	1832	174	9.5%	145 (83%)
Total	185	27,328	10,454	4,848	46.40%	2128 (44%)

As of April 30, the FV process in the four barangays has gathered 118 TCTs.

PhilSSA described the general CRS procedures employed by the four LNs to be consisting of the following major activities:



Aside from the number of parcels that were field enumerated, the above CRS procedure also resulted into the formation of BAGs in the four barangays. In the LAG meeting February 13, 2004, PhilSSA reported the formation of the following as BAGs in the four prototype barangays:

- CLAMPAG, composed of 18 members from the Barangay Council and from the Barangay Multisectoral Council, in Commonwealth.
- A BAG Ad Hoc Committee comprising of 12 barangay and CA leaders in Batasan Hills.
- A loose BAG structure, composed of 15 CA leaders from four clusters, in Bagong Silangan.
- The Unified Payatas for Shelter Development (UPSD) – tentative name of BAG – with 14 members from CAs in Payatas.

In total, the number of BAG members in the four barangays is 59. Of whom, 30 or 51 percent are women.

**Table 12: Summary of Helping Factors and Constraints of PhilSSA CRS and FV Activities**

Helping Factors	Constraints
<ol style="list-style-type: none"> <li>1. Support of community leaders: <ul style="list-style-type: none"> <li>• Active support, participation and coordination with the Barangay Council.</li> <li>• Participation and coordination with key persons and officers of HOAs and community organizations in the communities..</li> <li>• Ownership of the project by community leaders.</li> <li>• Initial support of Parish Priest and Vicariate Head Catechist in Bagong Silangan</li> </ul> </li> <li>2. Contact leaders <ul style="list-style-type: none"> <li>• Presence of contacts of the LNs in the communities.</li> <li>• Contact leaders with handy knowledge of land issues in the community; contact leaders with influence in the community.</li> </ul> </li> <li>3. Field enumerators <ul style="list-style-type: none"> <li>• Field enumerators are officers of community organizations;</li> <li>• Familiarity of field enumerators with the area.</li> <li>• Background of some field enumerators on land research.</li> </ul> </li> <li>4. Presence of base camp LNs</li> </ol>	<ol style="list-style-type: none"> <li>1. Unavailable secondary data on the barangay.</li> <li>2. Distrust of many people in the community in government projects.</li> <li>3. Unsupportive people from formal areas (i.e. private subdivisions). <ul style="list-style-type: none"> <li>• People in these areas do not trust field enumerators from POs/NGOs. They prefer to talk to a government representative.</li> <li>• They do not trust LAMP because it was not picked up by tri-media (i.e. print, radio and TV)</li> <li>• Many landowners in formal areas cannot be located. (They reside elsewhere.)</li> </ul> </li> <li>4. Political dynamics in the community; <ul style="list-style-type: none"> <li>• Conflict on the land use classification/ land ownership status (i.e. unclassified public forest land versus A&amp;D land)</li> <li>• Presence of syndicates in the area.</li> </ul> </li> <li>5. Delayed turning over of CIMs from PIO2. <ul style="list-style-type: none"> <li>• CIMs that were turned over during the planning session were incomplete. This slowed down FE in all barangays and caused the stoppage of FE for one month in Payatas.</li> </ul> </li> <li>6. Technical problems <ul style="list-style-type: none"> <li>• Lack of technical competence of LNs/FEs</li> <li>• Lack of technical assistance (i.e. field validation) from PIO2.</li> <li>• Inadequate training on Field Inspection (FI) and Field Enumeration (FE); standards for FI and FE were not clear to field enumerators.</li> <li>• Incomplete FE forms (with additional questions) irked FEs because they had to return to interviewed landowners. This further exhausted and discouraged the field enumerators.</li> </ul> </li> </ol>

Helping Factors	Constraints
<ul style="list-style-type: none"> <li>• Immersion of CO in the area helped build relationship of trust with leaders.</li> <li>• Leaders identify LN as partner in finding solutions to their land related issues.</li> </ul> <p>5. Support from PhilSSA and LAMP.</p> <p>6. Availability of funds for lunch and snacks of field enumerators at the base camp.</p>	<ul style="list-style-type: none"> <li>• Lack of clear standards on field inspection and field enumeration.</li> <li>• Field Inspection Report is tedious/ tiring for field enumerators.</li> <li>• Different interpretations of Field Enumeration Forms.</li> <li>• Confusion on definition of some key terms (i.e. formal vs informal, vacant lots).</li> </ul> <p>7. Time allocated not enough to complete FE outputs.</p> <p>8. Unavailable community leaders due to election campaign time.</p> <p>9. Many parts of Payatas are inaccessible by transportation; the field enumerators were physically exhausted due to the size and terrain of the area.</p> <p>10. Budget constraints due to delays.</p> <p>11. Perception of field enumerators of unfair remuneration vis-à-vis work load.</p>

From the above CRS and FV experiences, PhilSSA came out with the following lessons:

On eliciting the support of the community:

- People in the community are willing to be involved in government projects when the importance and benefits of the projects are properly communicated and sincerity is shown.
- To elicit the active and sustained support of the community, the people must feel a sense of ownership of the project.
- The support and cooperation of barangay officials and leaders of community organizations in the area are critical to the success of community projects.
- Consultations are effective trust-building mechanism.
- CO techniques help neutralize resistance to the project.
- Interpersonal relationship of CO and leaders help build trust and confidence of the people in the project.
- Patience and perseverance are attitudes critical to the project. This is because the project touches on a sensitive chord of poor community – their land tenure security.
- It is important to work with “gatekeepers.”

On selection of contact leaders, field enumerators and BAG members:

- The selection process of BAG members is critical because their credibility and commitment are key factors to the success of the project.
- The selection process of field enumerators is also very crucial because their commitment, familiarity with the area, credibility, and capability to understand and conduct the technical aspect of field enumeration are essential for the success of the field validation process.
- Tapping of leaders/individuals with historical memory and familiarity with the barangay facilitates project implementation.

On coordination between NGOs and Government:

- NGOs can work well with informal settlers in areas, where people doubt the sincerity of the government. On the other hand, the presence of government

representative is an advantage in dealing with formal settlers, who are not comfortable relating with NGOs/POs on land-related concerns.

- Partnership among government organizations, non-governmental organizations and community organizations must be based on transparency, mutual respect and trust.
- The best way to develop land records and reform the land administration is through tripartite mechanism, that is through a collaborative effort of the government, the people's organizations in the communities and non-governmental organizations.

On factors to be considered in the planning and strategizing:

- The existence of strong organized groups (POs/HOAs) facilitates the efficient implementation of projects.
- Terrain and size of area covered by a CIM must be considered in the allocation of time for field validation.
- Systems and tools (e.g. CIM, Field validation standard and procedures, M&E framework and instruments, etc.) must be finalized before project implementation.
- Presence of standards for FI and FE and common definition/understanding of terms used will help avoid conflicts in the interpretation and administration of the FI and FE forms, and will hasten the field validation work.
- Regular meetings among partners are important for updating, debriefing and collective analysis and reflection on the progress of the project.

#### **5.4 Other Outputs of PhilSSA**

A total of five training modules were developed. These were on:

- Effective leadership;
- Gender sensitivity and gender mainstreaming;
- How to conduct Field Enumeration effectively;
- Local governance, advocacy and networking; and
- Sustaining efforts through PDME and organizational development.

Out of the 19 targeted training workshops for BAG core group and enumerators, 14 were conducted. The remaining five training workshops were intended for the BAG of Holy Spirit.

A total of 74 enumerators from the four barangays were trained. Of this number, 54 or 73 percent were women. The following is barangay distribution of the trained enumerators:

- Bagong Silangan: 27 enumerators;
- Commonwealth: 20 enumerators;
- Payatas: 14 enumerators; and
- Batasan Hills: 13 enumerators.

#### **5.5 Assessment of CRS and FV Activities of PhilSSA**

As mentioned, the *LAMP Social Program Plan* recommended a general approach for the up-scaling of CRS Activities in the four prototype barangays of PIO2. It said that the service provider (i.e. PhilSSA) would conduct CRS activities based on the CRS framework and strategy developed by PIO2 and assist in the field validation of office records. For these tasks, PhilSSA was expected to provide regular feedback to the PIO2 management so that the strategies could be adjusted, and/or alternative

approaches could be designed. This arrangement was in keeping with the learning and innovation nature of the Project.

The PIO2, as indicated by their attempt to present the CRS framework and strategies used in Holy Spirit and the lessons on the field validation process at the beginning of the project with PhilSSA in September 4-5, 2003 to the PhilSSA LNs, can be said to have started off from this approach. However, various problems caused PIO2 as well as PhilSSA to lose the momentum for an effective start and smooth implementation of the Project, such as the following:

- Delayed release of the first tranche of funds, and therefore the delayed start of the Project;
- The LNs were not yet oriented on the Project during the September 4-5 workshops, and hence, were not yet prepared to discuss the CRS and FV framework and strategies of PIO2.
- Insufficient time for the Project. Because of the delayed start of the Project, PhilSSA had only seven months (September 2003 to March 2004) to finish all deliverables (i.e. BAG formation, field validation of around 10,000 parcels, development of training modules, conduct of training workshops, and development of IEC materials).
- The time duration of the Project was further constrained by the delayed turning over of CIMs from PIO2.
- PhilSSA's lack of appreciation of the learning and innovation nature of LAMP; and the lack of mechanism for regular dialogues of PIO2 and PhilSSA on the CRS and FV approaches undertaken, adjustments needed to be introduced to the approaches, and culling of lessons.

Nonetheless, though the Project with PhilSSA has confronted many problems, it serves as a rich source of lessons on field validation approach and on the role of NGOs in CRS and FV for land records improvement.

#### **i) On CRS and FV Activities of PhilSSA LNs**

The gap in the percentages of parcels field enumerated by the four LNs is wide and noticeable. To review: KHFI field enumerated 91.49 percent of parcels for field enumeration; COPE field enumerated 49.88 percent of parcels for field enumeration; FDUP field enumerated 20.90 percent; and FDA field enumerated 7.5 percent. An assessment of the factor(s) that led to the gap will provide PIO2 a valuable lesson in field validation.

Initially, the following factors can be considered in the assessment:

- Approaches used in CRS and FV

These LNs are considered equally competent in CRS work, but are all new to the process of field validation of land records. Level of competence may not hence be a factor. However, they might have used different approaches that have led to the gap. It is important to note that as of this period PhilSSA has not given PIO2 any evidences of their accomplishments (e.g. in the form of field encoded data).

- Level of integration of LNs in their assigned barangays

The four LNs have different levels of integration with their respective barangays. This can be considered as another factor. Kristong Hari Foundation Inc. (KHFI) has been continually operating in the area since the 1980s and is an active participant and organizer of a multi-sectoral council in Barangay Commonwealth.

The Community Organization of the Philippine Enterprise (COPE) operated in the Batasan Hills beginning late 70s and was instrumental to the formation of SAMA-SAMA, a People's Organization in the area. COPE phased out of Batasan Hills sometime in the late 1990s or early 2000s. The LAMP-PHILSSA project is therefore an opportunity for COPE to revisit and to reestablish their presence in the area. FDUP has an on-going CMP project in Payatas, but this project is still at its beginning phase. FDUP therefore has not yet fully established their presence in Payatas. FDA is new in Barangay Bagong Silangan, and the LAMP PhilSSA is their first involvement in the area.

- Physical features of the barangays

The differences of the four barangays in terms of land size, terrain, accessibility can also be a factor.

- Level of support of the Barangay Officials

It could also be that the level of support provided by the barangay officials affected the pace of the CRS and field validation process of the LNs.

- Presence of supportive community organizations and degree of presence of community groups opposed to LAMP at the beginning of the Project

The degree of presence of supportive community organizations and of community groups opposed to LAMP, such as those who support the classification of a big portion of the area as Unclassified Public Forest Land, can also be factor in the speed of the field validation process.

The identification and assessment of the factors that led to the gap of the number of parcels field enumerated by the four LNs of PhilSSA can further enrich the approach and guidelines of PIO2 for CRS and field validation of land records.

Moreover, the LNs experienced the same difficulty faced by PIO2 during its field validation of parcels in the formal subdivisions. The PIO2 and PhilSSA field enumerators both found the people in formal subdivisions uncooperative and disinterested in the process of validating land records. The PhilSSA LNs, however, surmised that the formal settlers might be more open to entertain field enumerators from the government than from non-governmental organizations.

## **ii) Role of NGOs in CRS and FV for land records improvement**

The major problems faced by PIO2 in partnering with PhilSSA for the conduct of CRS and FV of land records are administrative in nature. This is on the management of contract. There is no question and doubt, therefore, among the PIO2 management and staff of the contributions that the NGOs could provide to the pursuance of the reform agenda of LAMP.

The specific administrative problems faced by PIO2 were: (a) on how to compel PhilSSA, the service provider, to accomplish and submit the deliverables in accordance with the schedule set in the Contract and in accordance with the needs and standards of LAMP; and (b) on how to negotiate with the service provider changes or adjustments in the Contract or in the Inception Report in case important components of the service are not clear, such as the submission of progress reports and others.

The same was true with PhilSSA. The quality of their partnership with LAMP was also affected by administrative problems, such as the delayed scheduled releases of funds, delayed giving of comments and suggestion to their IEC materials, delayed turning over of CIMs and unclear expectations and mechanisms on the technical aspect of the field validation process.

The aggravating factor for PIO2 is the relegation of the bulk of their work in the four prototype barangays, which represent 4/5 or 80 percent of their prototype areas (with Holy Spirit composing the remaining 20 percent) to PhilSSA. Hence, the progress of work and outputs of PIO2 in its four prototype barangays depended so much on the efforts of PhilSSA, and information on the progress of the work depended so much on the reports to be provided by PhilSSA. In effect, PIO2 lost control over a big portion of their deliverables.

To avoid these problems yet maintain the space for NGO participation in land records improvement, the suggestion is to focus the participation of NGOs in LAMP mechanism for multi-stakeholders' participation, such as the CRS-TWG – as defined above – and LAG. If NGOs will be contracted to do CRS and FV work for LAMP, then the NGOs that already have a high level of integration in the communities and have track record in community organizing work shall be the ones selected; and the contract and inception report shall clearly spell out the process for collaborative work.

## 6. The LAG and Other CRS/SD-Related Activities

### 6.1 The Local Advisory Group

The LAG met four times from November 2003 to March 2004. The meeting on February 13, however, was considered informal due to lack of quorum, and the meeting on March 31 was the LAG Strengthening Workshop. Table 13 shows the key outputs of these meetings.

**Table 13: LAG meetings from October 2003 to March 31, 2004**

Date	Attendance	Major Decisions/Resolutions
November 11, 2003	10 LAG members (4 females; 6 males) 2 male guests (1 from BIR-QC and 1 from HURA-QC) 14 from PIO2 (10 males; 4 females) 2 male TAs	The following were decided to be presented and discussed in the next meeting. <ul style="list-style-type: none"> <li>• Decision promulgated by the Supreme court on the Pinlac case affecting OCT 333;</li> <li>• Proposal to promote to stakeholders the findings on boundary delineation and land records that have been generated by the ongoing CIM construction and cross-indexing of records in the prototype area.</li> <li>• The need to feedback the findings from field and office validation process of land records to concerned agencies for resolution of conflicting data and update of records.</li> <li>• Studies undertaken by NGOs regarding the performance of LAG.</li> <li>• Initial activities of PhilSSA in four prototype barangays.</li> </ul>
December 17, 2003	9 LAG members (6 males; 3 females) 2 Guests (a male from BIR and a female from PhilSSA) 15 from PIO2 (9 males; 6 females)	The meeting failed to garner a quorum. Nonetheless, the following were informally discussed and were set to be reviewed and validated in the next meeting: <ul style="list-style-type: none"> <li>• Draft resolution creating LAG sub-committees on: barangay delineation, advocacy and national land records management.</li> <li>• One of the proposed LAG sub-committees to be formed would be tasked to assist the PIO2 in urging the QC Council to resolve the barangay boundary disputes.</li> <li>• PIO2 will receive the committed amount from the LGU before the year ends.</li> <li>• Giving of updates on the LAA Bill through dialogues with the LRAEA.</li> <li>• Inform PhilSSA ahead of time about the schedule and agenda of LAG meeting so they can prepare the necessary documents for presentation.</li> </ul>

Date	Attendance	Major Decisions/Resolutions
February 13, 2004	<p>12 LAG members (8 males; 4 females)</p> <p>10 guests (1 male from BIR, 1 female from NHA, 1 male from CPD-PNP, 1 female from LRA, 4 females and 2 males from PhilSSA)</p> <p>9 from PIO2 (3 males and 6 females)</p>	<p>The following decisions were reached:</p> <ul style="list-style-type: none"> <li>• Creation of LAG sub-committees on barangay delineation, advocacy and national land records management strategy.</li> <li>• Conduct of two-day LAG strengthening workshop.</li> <li>• On coordination with HOAs, to set a LAG meeting with the HOAs and to formally invite to this meeting Community Relation Office head Atty. Vic Rodriguez, and Architect Rodriguez of the Subdivision and Administratilon Unit of the City Government.</li> <li>• To draft a memorandum of agreement with the Barangay Council of Holy Spirit for the installation of cross index and map.</li> </ul> <p>In this meeting, PhilSSA presented their mid-Project Report.</p>
March 31		<p>The following agreements were reached during the workshop:</p> <ul style="list-style-type: none"> <li>• The members of the sub-committees on boundary and delineation will lobby at the City Council of the City Government after the election for the expeditious resolution of the boundary delineation of the prototype areas.</li> <li>• The two above sub-committees will meet on the last week of April to schedule the orientation workshop on the Land Administration Reform Act (LARA) and on the promotion of the OSS. These sub-committees will also hold an orientation workshop with the communities on the last week of May.</li> <li>• The NLRMS sub-committee will adopt the strategies developed for land records management, to wit: <ul style="list-style-type: none"> <li>→ The group will conduct advocacy to handle expectation on the ground and to tie up with the sub-committee on advocacy;</li> <li>→ On April 18, they will hold a forum in Barangay Bagong Silangan to stress awareness on fraudulent titles;</li> </ul> </li> </ul>

Date	Attendance	Major Decisions/Resolutions
March 31 (continuation)		<ul style="list-style-type: none"> <li>→ They will review and exchange ideas and strategies on all security standards for handling survey plans and title records of all agencies involved, and will in the future train staff on security standards.</li> <li>→ Ms. Murcia of DENR-NCR will use the Survey Plans Information System (SPIS) for the computerization of their inventory of survey plans;</li> <li>→ Constant coordination between LRA and DENR will be made to reconstruct all survey plans. The sub-committee will be responsible for identifying strategies and procedures for reconstructing survey plans;</li> <li>→ They will further investigate and identify ways on how to address concerns regarding the retention and disposal of records; and</li> <li>→ The sub-committee will meet on April 14 at the office of Depute Sta. Maria of LRA.</li> </ul> <ul style="list-style-type: none"> <li>• PIO2 will try to install BILIS in the other four barangays by May 2004. The PIO2 FAU will coordinate the Barangay Councils for the schedules of the launching of BILIS in their respective barangays.</li> </ul>

The LAG effectively picked up a suggestion of UP PLANADES to decentralize the LAG activities to smaller, working committees. The challenge that now faces the PIO2 management and PCU is the pursuance and sustainability of the planned sub-committees of the LAG. The LAG, however, has not acted on a recommendation of UP PLANADES to provide the NGOs a permanent slot in its membership. This evaluation hence reiterates this suggestion.

To support gender mainstreaming in LAMP, another suggestion here is for the LAG to undergo a Gender Sensitivity Training workshop, to clarify its role in mainstreaming gender in LAMP, and to identify its Gender Focal Person or Team as well.

Finally, the PIO2 may review and consider the recommendations of the *Review of the Social Program Plan* for the strengthening of the LAG, to wit:

- The President should be requested to issue an order to the Secretary of DENR to make LAMP a priority project. The Secretary of DENR should coordinate action between LAMP/DENR and the Secretaries of the other effected agencies (e.g. DOJ/LRA) to have them issue Executive Orders to Regional Directors to make LAMP a priority and attendance at LAG meetings mandatory.
- The LAG should be the direct responsibility of the Prototype Manager (with appropriate support from the Planning and Coordination Unit) to ensure that it has a top-level, strategic and tight agenda. The Prototype Manager should maintain a list of the issues that need the support and/or cooperation of the members/member agencies. This should form the basis of the LAG agenda and

information provided prior to the meeting as a background to dealing with these issues. Every item should be there because an action is required.

- The LAG must feel that it has ownership of the directions and responsibility for the outcomes of the LAMP. It must be interested and actively engaged. LAG member participation should be optimized by assigning them strategic and crucial roles in PIO activities. If members are not actively participating then they should no longer be invited to attend. LAMP should foster those who will be champions and pander to passivity.
- Some basic rules should be set and followed. These should include: meeting dates scheduled ahead of time; agenda and papers provided at least one week before the meeting; meetings start on time; and meeting minutes are precise and accurate. At a maximum there should not be more attendees at LAG meetings from the Prototypes than there are LAG members.

## **6.2 Other PIO2 CRS/SD Related Activities**

Other activities of PIO2 that are considered in this review as relevant to the assessment of the community/stakeholders participation procedures are the:

- Disaggregation of land records based on sex and on mode of ownership, whether conjugal/community property, company property, or exclusive property of a man or a woman;
- Capability building activities undertaken for LAMP staff and for representatives of stakeholders; and the
- Networking with CMP Originators and NGCHP Implementers.

### **i) Disaggregation of land records by sex and mode of ownership**

PIO2 has set a mechanism to sex-disaggregate land records and to identify conjugal from non-conjugal properties. This mechanism is considered vital in assessing the extent of gender gap in land ownership and in coming out with necessary intervention, in terms of policy reform and/or systems development, to ensure gender equity in land administration and in land ownership.

This mechanism, however, was developed late in the Project. Hence, as of this evaluation period, only 44.81 percent of the TCT records in the database have been sex-disaggregated. The Records Section of PIO2 still has to return to previously completed records that have not yet been sex-disaggregated due to the late development of gender mainstreaming mechanisms.

### **ii) Capability Building Activities**

From October 2003 to March 2004, a total of seven workshops, that could assist PIO2 in improving its procedures for stakeholders' participation were held. Table 14 below shows the list of workshops held, the number of participants and key outputs of the workshops.

**Table 14: PIO2 Capability Building Workshops from October 2003 to March 2004**

Title of Workshop	Date	Participants		Key Outputs
		M	W	
Two simultaneous Gender Sensitivity Training Workshops for all PIO2 staff	October 22-23	43 (47%)	48 (53%)	<ul style="list-style-type: none"> <li>All staff were oriented on the situational, historical and policy contexts, concepts, principles and approaches of gender mainstreaming in project, like LAMP.</li> <li>Agreements were reached on how to integrate gender in the work of each unit of PIO2. Specifically, each unit came out with their target gender outputs, gender activities and gender indicators.</li> </ul>
OSS Integration Workshop	January 28, 2004	23 (57%)	17 (43%)	<ul style="list-style-type: none"> <li>PIO2 came up with a plan on how the different units will work and coordinate to facilitate the promotion and operation of the OSS.</li> </ul>
Complementation Workshop with CMP Originators and NGCHP Implementers	January 30, 2004	13 (45%)	16 (55%)	<ul style="list-style-type: none"> <li>This workshop was attended by representatives of LGU (2), HUDCC/NHMFC (5), NGOs (4), POs (4) and PIO2 (14).</li> <li>Areas of complementation and coordination were identified.</li> <li>Support for the promotion of the OSS established.</li> </ul>
Fake Titles Workshop of TWG	February 23, 2004	24 (73%)	9 (27%)	<ul style="list-style-type: none"> <li>Activities for the detection, segregation, and disposition of fake and fraudulently issued titles and</li> </ul>

	March 24, 2004	18 (60%)	12 (40%)	<p>for the sustainability of the TWG identified.</p> <ul style="list-style-type: none"> <li>• Agreement reached on the terms and cases to be included in the manual on the detection, segregation, and disposition of fake and fraudulently issued titles;</li> <li>• Memorandum of Agreement (MOA) for the strengthening of partnership and linkages of involved agencies reviewed;</li> <li>• Committees were formed, such as the Prevention Committee, Detection Committee, Segregation Committee, and Disposition Committee. The members (from the agencies) of these committees were identified.</li> <li>• The areas of concern of the disposition committee were defined.</li> </ul>
Capability Building Workshop on Partnership Building	March 25	PMO: 7  PIO2: 7  (78%)	PMO: 2  PIO2: 2  (22%)	<ul style="list-style-type: none"> <li>• Partnership building measures/efforts of PMO and PIO2 were reviewed and assessed;</li> <li>• Partnership building principles and general procedures defined.</li> </ul>

### iii) Networking with CMP Originators and NGCHP Implementers

The PIO2 is also moving towards expanding its network for the maximum use of its product and services with its initiative to coordinate with the CMP originators and the implementers of NGCHP. Aside from the Complementation Workshop with CMP Originators and NGCHP Implementers last January 30, the Planning and Coordination Unit (PCU) of PIO2 also initiated in the middle of March dialogues with Ms. Lita Asis-Nero, the Chair of CMP-Luzon, as well as with the HUDCC Project Administrators for the NGCHP East and NGCHP West sides. The agreement reached in these dialogues is for CMP Originators operating in PIO2 prototype areas and for the NGCHP East and West to write LAMP a letter formally requesting for the use of PIO2 land records to assist them in their programs.

## 7. General Assessment of PIO2 CRS/SD Outputs

The following can be considered as the key contributions of the PIO2 CRS and SD activities from October 2003 to April 2004 to the achievement of Component 3 target outputs of the Project Revised Logical Framework.

### **Target Output 3.1: Improved procedures for the detection and prevention of double, overlapping titles and identification of missing titles developed, tested and documented.**

- NGO-led field validation procedure was tested in the four prototype barangays

In a period of seven months, PhilSSA conducted CRS activities, formed initial BAG structures and field validated 4,848 parcels, which is 46.40 percent of the total number of parcels (i.e. 10,454 parcels) for field enumeration in Barangays Commonwealth, Batasan Hills, Payatas and Bagong Silangan. The CRS and field validation procedures used were documented and initially evaluated.

PIO2 nonetheless has to further evaluate the quality of procedures used and outputs considering the very low percentage of encoded data and of gathered TCTs as of this period.

- The Technical Working Group (TWG) on the detection of fake titles broadened its scope to include the prevention, segregation and disposition of fake and fraudulently issued titles. For more effective contribution to the thrust of LAMP, the TWG drafted a MOA for the strengthening of partnership and linkages among the involved agencies, and identified its specific roles in the prevention, segregation and disposition of fake titles. It also created committees that will focus on the TWG's specific roles. For clearer work in 2004, the TWG developed an Action Plan, which specifies the key activities to be undertaken for the detection, segregation and disposition of fake and fraudulently issued titles.

The TWG, however, does not as yet have a plan to ensure its sustainability after the end of the Project.

(This report does not include the progress of the development of land records per se, such as number of survey plans retrieved, CIMs scanned, etc. and merely focuses on concerns directly related to community/stakeholders participation processes.)

### **Target Output 3.2: Systems and institutional arrangements for a streamlined, efficient and cost effective delivery of land transaction services and associated information developed, tested and documented.**

- The installation of the Barangay Integrated Land Information System (BILIS) in Barangay Holy Spirit on March 2004 can be considered as the first step towards improving the access of the public – specifically agencies and clients residing or operating in Holy Spirit, both women and men -- to better and consistent set of land related information. This BILIS can also be used in detecting double, overlapping and missing titles. Because of this, the BILIS can be considered as a very important achievement and milestone reached by PIO2.

The same BILIS is set to be installed in the other prototype barangays of PIO2 in the coming months.

As of the evaluation period, the OSS was not yet fully functional due to administrative reasons (i.e. unreleased funds for purchase of necessary equipment and communication facilities) and is thus not included in this evaluation report.

- PIO2 has set a mechanism to sex-disaggregate land records and to identify conjugal from non-conjugal properties. This mechanism, however, was developed late in the Project. Hence, as of this evaluation period, only 44.81 percent of the TCT records in the database have been sex-disaggregated. The Records Section of PIO2 still has to return to previously completed records that have not yet been sex-disaggregated due to late integration of gender in the Project and the late development of gender mainstreaming mechanisms.
- The M&E unit has set up a mechanism to regularly assess women and men's access to BILIS (i.e. inclusion of field on sex in the evaluation forms and gender analysis in the report guidelines).

From March 17 to April 13, however, only three people – one male and two females – made use of the services of BILIS. It is thus not yet time to assess the satisfaction of customers on its services nor time to assess if women and men equally access BILIS.

**Target Output 3.3: Community participation and customer service strategies to support outputs 3.1 and 3.2 and the long-term LAMP program developed, tested and documented.**

- With the election of officers last February 7, the BAG leadership structure in Holy Spirit has been formalized. Aside from the election of officers, the Constitution and By-laws has also been approved by the BAG Steering Committee and the initial CDP was already discussed. These activities have further strengthened the capability of BAG in Holy Spirit to effectively participate in present LAMP activities and in sustaining the gains of the Project in the barangay even after the end of the extension period of LAMP I.

The planned capability building activities for the BAG leadership in Holy Spirit under the PhilSSA Project with LAMP, however, were cancelled for reasons that were explained in the previous section of this document. A component of this aborted capability-building plan was a training on gender sensitivity. To date, hence, aside from the short discussion about gender during the training workshop on participatory rapid appraisal in February 2003, no activity has been done to raise the gender awareness of BAG leaders and members.

- Through the project with PhilSSA:
  - Community core groups or BAGs have been formed and capacitated in the four other prototype barangays to collectively act on land related issues in the areas. The structures of BAGs, however, in Payatas and Bagong Silangan remain in ad hoc form.
  - Community dialogues/assemblies were held to orient the people in the four prototype barangays on LAMP. Through these, the awareness of stakeholders within the prototype area has been approved.

However, the present strength of the BAGs and level of awareness (including gender awareness) of the people in the four prototype barangays still have to be assessed after the closure of the Project with PhilSSA.

As mentioned, as of mid-April 2004, the OSS was not yet fully functional. Hence, the improvement and gender responsiveness of the customer services/relations within the OSS cannot as yet be assessed. Moreover, the consensus building activities that will enable LAMP to introduce to PIO2 stakeholders its policy reform agenda and elicit their report will be done starting May or June, 2004. PIO2 thus has not achieved outputs in this area as of this evaluation period.

Generally, it can be said that the CRS/SD efforts of PIO2 from October 2003 to April 2004 have significantly contributed to the incremental achievement of the target outputs specified in the Project Logical Framework. Various areas though still have to be worked on or improved such as the following:

- In-depth evaluation and documentation of the NGO-led CRS and field validation procedures in the four prototype barangays. This evaluation will help PIO2 cull lessons from the experience and design the next CRS/SD activities in the four barangays.
- Improvement of the BILIS as typographical errors were found during its launching in Holy Spirit; installing it in the other four prototype barangays and facilitating a process in the community where the BAGs will be able to clearly define the relation or potential contribution of BILIS to the resolution of land related issues and problems in their communities, and be able to insistently and collectively use the BILIS services accordingly.
- Full operations of the One-Stop-Shop.
- Conduct of consensus building activities with stakeholders regarding the policy reform agenda of LAMP.

## **8. General Assessment of PIO2 CRS/SD Procedures: Summary of Evaluation Points and Recommendations**

### **8.1 Evaluation Points/Lessons**

The best persons to cull lessons from the CRS/SD Experience of PIO2 from October 2003 to April 2004 are those who were directly involved in the activities. The following, therefore, simply outlines the key concluding points of this assessment. And these evaluation points indicate the wealth of lessons, which PIO2 can cull from the CRS/SD activities done during this period, and therefore, the significant contributions of the period to the enhancement of the CRS/SD Framework and Procedures of PIO2.

- Internal coordination between and among the units of PIO2 in implementing any activity in the prototype barangay is very important to ensure the consistency of all community activities with the agreed CRS/SD framework as well as to synchronize and synergize all efforts, which are deemed to contribute to the effective field validation of land records and to the promotion and maximized use of the product of PIO2, the BILIS.
- To get the full support of the BAG for the promotion and use of BILIS, the role of land records development in addressing concrete land issues in the community must be clearly spelled out and prioritized in their advocacy agenda and in their community development plan. This can be done by helping them develop a comprehensive picture of the situation in their community through PRA, identify issues that can be jointly addressed with LAMP, develop joint plan of action, and undertake collective actions to address them.
- In conducting a PRA, expect various and diverse issues that are important to the overall development of the community but outside of the concerns of LAMP to be identified. So as not to be pulled to perform functions outside of PIO2 mandate and also to effectively situate land records development in the general development of the community and to poverty reduction efforts, a convergence approach to community development and poverty reduction can be pursued. In this convergence approach, the participation of all government agencies as well as private and civil society organizations with community organizing and community development thrust will be encouraged, facilitated and coordinated. PIO2, whose contribution to community and poverty reduction is the improved land records system, shall hence compose only one part though critical of the whole convergence mechanism.
- The BILIS can be more socially marketable to informal settlers if packaged with the other ingredients of urban land reform. This can be done through employing the same convergence approach with government agencies and civil society organizations that are involved in urban land reform.
- If the convergence approach will be established, then the BAG and the community development process will neither be solely a top-down nor a bottom-up process, but is a continuing dialogue, consensus building, coordination and collaboration among the people at the top, bottom and middle of the socio-political structure.

- To facilitate gender mainstreaming: (a) the level of gender awareness of the community leaders and LAG members also have to be raised; (b) BAG and LAG have to designate their Gender Focal Teams/Person; (c) clear policies and plan of action for gender mainstreaming must be developed at the BAG and LAG levels.
- Various factors can affect the speed of the field validation process. Initial list of factors which need to be verified are: (a) CRS and FV Approach; (b) level of integration with the people in the community; (c) physical features of the community; (d) level of support of Barangay officials; (e) presence of supportive organizations and/or presence of groups opposed to LAMP; and (f) level of competence of the field enumerators.
- With their competence in community organizing-community development work as well as in policy advocacy work, civil society organizations have a very important role to play in LAMP. In building partnership with them, however, efforts have to be taken to avoid administrative problems from hampering the collaborative work arrangement. The main mechanism for their participation should in the CRS-TWG, and in inter-agency mechanism for land records improvement, such as the LAG. In case part of the deliverables of LAMP will be contracted with NGOs, measures have to be undertaken to minimize if not to eliminate administrative problems. To do this, the following can be undertaken: (a) Specify collaborative arrangement in the Contract and Project Inception Report; (b) Level of expectations at the start of Project; and (c) Establish regular mechanism for dialogue and joint problem solving. It is also important to identify and establish common grounds (i.e. common analysis of the situation and common vision) and common interests (i.e. improved land records) with them.
- Entering into and establishing partnership mechanism for the implementation of its mandate, such as the experience with PhilSSA, should not lead PIO2 to lose full management control of the procedures and outputs to be undertaken in its prototype barangays. Measures have to be undertaken to keep PIO2 involved in the management (i.e. planning, monitoring and evaluation) of key activities, even in areas subcontracted to NGOs. This can be done by clarifying with partners that LAMP is not a funding agency, but a project tasked to produce results.
- The field validation experience during this evaluation period reaffirms the need for the CIM and the office validation process to be completed before field validation, which the CRS Activity Evaluation in June 2003 listed as one of the important lessons of PIO2.

## **8.2 Recommendations**

- Recommend to the BAG in Holy Spirit the conduct of:
  - A review of its PRA and the concretization of land issues in the community, where improved land records is a requirement for resolution;
  - A review of its CDP of BAG Holy Spirit to prioritize and/or enhance affirmative collective actions for the resolution of land issues related to land records;
  - A review of the role of BILIS in the resolution of land issues in the barangay;
  - Plan of action on how to maximize the use of BILIS in the barangay;
  - Gender mainstreaming activities in the barangay.

- Review and enhance the PIO2 CRS Framework Strategies and the CRS Handbook so as to include guidelines and techniques on what the CRS Unit or the Field Activities Unit will do to make sure that the PIO2 mandate (i.e. improved land records) will take root in the barangay (i.e. that the community supports the agenda of PIO2 because they see its relevance vis-à-vis their community issues and aspirations – the community thus is an “appropriate soil for the PIO2 seed”) and will sprout fruits (i.e. improved land records system will be used and will contribute to the development of the barangay). In line with this recommendation, the PIO2 and the SD/Gender Adviser has developed an outline for the revision and enhancement of the CRS Handbook.<sup>22</sup>
- Facilitate the establishment of CRS-TWG as the convergence mechanism for community development and poverty reduction. Expand the membership of CRS-TWG to include representatives from the NGOs and POs, especially the CMP originators and government agencies and people’s organizations involved in NGCHP. Before doing this, however, check if the same structure, such as a Local Poverty Reduction Action Team, is already present at the City level. If present, then coordination with LPRAT has to be established as well.
- Review and enhance the coordination between FAU and the PIO2 unit in-charge of the overseeing and managing the BILIS in Holy Spirit. In the other prototype barangays, make sure that the PIO2 units work in synergy especially when the BILIS will be installed and launched in the barangays. The process has to be made consistent with the CRS/SD Framework of PIO2.
- In assessing the CRS and FV activities of PhilSSA LNs, identify and examine the factors that led to the gap in the percentage of parcels that were field enumerated by the four LNs. This study can give PIO2 critical lessons on field validation processes.
- Conduct GST workshops for BAG and LAG, and develop sustaining mechanism, such as designation of Gender Focal Person/Team in BAG and LAG, and agreements on the role of BAG and LAG in gender mainstreaming.
- Include representatives from NGOs and POs, especially the CMP originators and those involved in the NGCHP, in the LAG.
- Dialogue with PhilSSA LNs on their roles in the BAG formation and strengthening even after the end of the Contract, as well as in the presentation of the results of the field validation process. Encourage them to get involved in the continuing work of PIO2 in the barangay, especially in the consensus building processes towards a collective land administration policy reform advocacy as well as in the promotion of the One-Stop-Shop (OSS).
- Install technical and management mechanisms to ensure that CIM and OV are completed before field validation of land records.

Finally, though PIO2 has to further improve its mechanisms and procedures in achieving its target outputs, this evaluation report recommends the inclusion of PIO2 in LAMP II for two reasons:

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<sup>22</sup> Please see Appendix 7.

- During the first half of the extension phase, PIO2 achieved a significant portion of the target outputs of Component 3 of the LAMP Revised Logical Framework and is geared towards achieving the remaining target outputs in the remaining months of the extension period. With this, PIO2 is expected to develop and deliver its expected products (i.e. BILIS, the OSS, stakeholders' participation procedures) before the end of the extension phase. The stakeholders as represented in the LAG, the NGOs and community organizations in the prototype areas as well as the barangay officials have affirmed the relevance of these PIO2 products to the development of the communities.

For this reason, PIO2 already has an example of its product and has therefore the capacity to expand to other barangays of Quezon City and to other municipalities of Metro Manila.

- LAMP was presented to the prototype communities as well as to other stakeholders as a government project with an overall goal of poverty reduction and economic growth. This link of improved land records system and improved land administration services to poverty reduction and economic growth cannot easily be established in the first phase of LAMP alone. PIO2 needs the second phase to continue its work in the prototype areas and clearly establish this link or the contributions of its products to poverty reduction and economic growth through participation in convergence mechanism with other government agencies and civil society organizations.

With the declaration that the Project is for the people, especially the poor, it has become an imperative for LAMP as a government project to prove its sincerity to the people by fulfilling its commitment to lead LAMP towards poverty reduction and economic growth.

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## **APPENDICES**

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## **APPENDIX 1**

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### ***LAMP Revised Logical Framework***

**REVISED UNIFIED PROJECT LOGICAL FRAMEWORK  
Land Administration and Management Project**

NARRATIVE SUMMARY	VERIFIABLE INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS/RISKS
<p>HIGHER LEVEL GOAL : Reduced poverty and enhanced economic growth by improving the security of land tenure and fostering efficient land markets in urban and rural areas</p> <p>GOAL : Improved system of land administration and titling effectively serving the needs of the clients/users which is based on clear, coherent, consistent and gender-responsive policies and laws, and is supported by an appropriate institutional structure</p>	<ul style="list-style-type: none"> <li>• Increased volume and reduced cost of institutional credit</li> <li>• Increased farmer access to credit</li> <li>• Equal access to credit by women and men</li> <li>• Increased income through higher levels of farm productivity</li> <li>• Increased volume of land related investments in both the urban and rural areas</li> <li>• Increased share of land markets to GDP</li> <li>• Improved implementation of programs related to asset reforms</li> <li>• Greater access to land by eligible men and women beneficiaries</li> </ul> <ul style="list-style-type: none"> <li>• Increasing trends in the volume of formal land transactions, and drastic reduction in the volume of informal land transactions in both the urban and rural areas</li> <li>• Reduced volume of land related court cases</li> <li>• Net government savings from more efficient and integrated provision of land administration services</li> <li>• Reduced cost to the public to register land (both original and subsequent)</li> <li>• Improved access by the public (both men and women) government and other clients to land information required for effective planning and management</li> <li>• Improved government revenues from</li> </ul>	<ul style="list-style-type: none"> <li>• Records of banks and other credit providers</li> <li>• Socio economic surveys</li> <li>• GDP figures and other related statistics</li> <li>• Performance reports of programs related to asset reforms</li> <li>• Surveys of land distribution experiences by selected men and women beneficiaries</li> </ul> <ul style="list-style-type: none"> <li>• Transaction records within the Registries of Deeds</li> <li>• Surveys of informal land transactions in representative areas</li> <li>• Court records</li> <li>• DBM data and comparison of government budget provision before and after the creation of an integrated land agency</li> <li>• Surveys of clients using the register (before and after the institutional and administrative reforms are in place)</li> <li>• Agency records</li> <li>• ROD, BIR and LGU records on collections from land related transactions</li> <li>• Customer satisfaction surveys</li> </ul>	<ul style="list-style-type: none"> <li>• Suitable conditions for continued economic growth</li> <li>• Other market distortions will not severely affect the land market in a negative way</li> </ul> <ul style="list-style-type: none"> <li>• Changes in leadership will not affect the pace and nature of reforms</li> <li>• Government commitment will be sustained to put in place the reforms required</li> <li>• Other stakeholders will continue to support the reform proposals until a stable system and policies are in place</li> </ul>

<p>PURPOSE: Government adopting agreed policy, regulatory and institutional framework required for long term LAM Program; and communities/clients within the Prototype areas have access to cost effective solutions designed to improve the protection of rights to land, and early detection, prevention of fake, double, overlapping and identification of missing titles developed through testing of alternative approaches</p>	<p>land taxes and transaction fees</p> <ul style="list-style-type: none"> <li>• Greater transparency and accountability in land transactions</li> <li>• Improved satisfaction of women and men clients from land related services by the government</li> </ul> <ul style="list-style-type: none"> <li>• Increased number of formal land transactions and reduced volume of informal land transactions within the Prototype areas</li> <li>• Reduced cost (time, money) for issuance of original titles to eligible beneficiaries within the prototype area in Leyte</li> <li>• Improved efficiency in detection and prevention of fake, double and overlapping titles within the Quezon City prototype</li> <li>• Reduced cost to the public (time, effort and money) in land transactions within the prototype areas</li> <li>• Increased government revenue from land taxes and transaction fees within the prototype areas</li> <li>• Greater transparency and accountability in land transactions within the Leyte and Quezon city prototypes</li> <li>• Improved services to the public and the users of the system within the prototype area</li> <li>• Community and stakeholder support to pursue the innovations introduced within the prototypes over the long term LAM Program</li> <li>• Equal access and equitable benefit from land transactions by men and women</li> </ul>	<ul style="list-style-type: none"> <li>• Comparison of pre and post project records of OSS, ROD</li> <li>• Client surveys</li> <li>• Number of fake, double and overlapping titles detected</li> <li>• Agency feedback on the use of database and prototype records/information to support fake title detection and prevention</li> <li>• Client surveys</li> <li>• Records of BIR, RODs and LGUs in Leyte and Quezon City prototypes</li> <li>• Customer satisfaction surveys</li> <li>• Records of stakeholders' meetings, workshops and other initiatives to lobby for reforms</li> </ul>	<ul style="list-style-type: none"> <li>• Agencies concerned will continue to support the implementation of the Prototypes</li> <li>• Strong high level policy commitment to the policy reforms</li> <li>• GOP budget counterpart will be available and on time</li> <li>• There is seamless transition from the learning and innovation phase to the next phase</li> <li>• Cost effective solutions identified within the current policy, institutional and regulatory framework will be enough to demonstrate the feasibility of proceeding to the next phase of LAM implementation</li> </ul>
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OUTPUTS :			
<p>1. Policy and regulatory changes needed to support implementation of land administration and management reform formulated, and adopted by government and key stakeholders</p> <p>1.1 Six policy studies undertaken in consultation with all key stakeholders in the priority areas of institutional arrangements, fragmented land laws and regulations, finance and fees, valuation, forest boundary delineation and the land development process</p> <p>1.2 Consensus reached with government and key stakeholders on the overall policy and legislative framework required for successful implementation of the LAM reform</p>	<ul style="list-style-type: none"> <li>• Policies developed with broad agency and stakeholder participation and consensus in the 6 key policy areas</li> <li>• Policy options clearly evaluated for economic, social, environmental and gender equity implications</li> <li>• Policy recommendations integrated into an overall policy and legislative framework</li> <li>• Action plans and schedules developed to commence implementation, and for the long term LAM program;</li> <li>• Implementation commenced where possible under existing legislation</li> </ul> <ul style="list-style-type: none"> <li>• Recommendations made on institutional arrangements, laws, regulations and procedures</li> <li>• Policies developed with broad agency and stakeholder participation and consensus in the 6 policy areas</li> <li>• Policy options clearly evaluated for economic, social, environmental and gender equity implications by end of 2003</li> </ul> <ul style="list-style-type: none"> <li>• Policy recommendations and stakeholder inputs integrated into an overall policy and legislative framework</li> <li>• Action plans and schedules developed to commence implementation</li> <li>• Partnerships between government and key stakeholders in policy reform advocacy commenced</li> <li>• Implementation of reforms by government and partner stakeholders, if possible under existing legislation</li> </ul>	<ul style="list-style-type: none"> <li>• Policy study papers/reports</li> <li>• Process documentation of consensus building activities</li> <li>• Approved action plans and schedules</li> <li>• Stakeholder evaluation of policy reform activities</li> <li>• M and E of plan implementation against schedules and policy impact indicators (economic, social, environmental)</li> </ul> <ul style="list-style-type: none"> <li>• Policy study papers/documentation</li> <li>• Documentation on consultation workshops with stakeholders</li> <li>• Documents assessing and evaluating economic, social, environmental and gender equity implications of the proposed policy studies and proposed reforms</li> </ul> <ul style="list-style-type: none"> <li>• Documentation of all policy advocacy activities</li> <li>• Approved action plans and schedules</li> <li>• M and E of plan implementation against schedules and policy impact (economic/social/environmental)</li> </ul>	<ul style="list-style-type: none"> <li>• Designated lead agency for each policy study will provide leadership</li> <li>• Studies will be completed within a reasonable time frame</li> <li>• Agencies and other stakeholders will make specialist staff available to participate as required</li> </ul>

<p>1.3 Implementing guidelines for mainstreaming improved methods and procedures developed under LAMP issued by appropriate agencies (within current legal framework)</p> <p>2. Improved approaches for large scale registration and associated institutional and administrative arrangements developed and tested</p> <p>2.1 Appropriate land titling procedures possible under existing legislations/regulations developed, tested, and documented</p>	<ul style="list-style-type: none"> <li>• IEC and advocacy strategies launched</li> <li>• Stakeholder consultation on results of testing of alternative methods developed under the project;</li> <li>• Consensus on recommended improvements and draft implementing guidelines prepared by agencies concerned;</li> <li>• Orientation conducted for users and implementing units of the guidelines;</li> <li>• Results of implementation reviewed and documented for further improvement.</li> <li>• Replicable procedures for large scale land registration that are simplified, streamlined, cost effective, gender sensitive and acceptable to the community are developed, tested, documented and put in place</li> <li>• Increased number of formal land transactions as a result of title issuance</li> <li>• Reduced cost and time for land related transaction</li> <li>• Draft implementing orders prepared to mainstream improved systems and procedures developed within current legal framework</li> <li>• Existing titling practices and procedures, including any barriers to efficient, effective, community acceptable title registration (including gender related issues) assessed and documented by end 2001</li> <li>• Inventory of land records and establishment of land records database completed by mid 2003</li> <li>• Procedures developed, tested and documented for producing and</li> </ul>	<ul style="list-style-type: none"> <li>• Reports and documentation of workshop results;</li> <li>• Copies of implementing orders/guidelines</li> <li>• M and E reports</li> <li>• Manual of Operations/Procedures</li> <li>• Pilot reports</li> <li>• TA reports</li> <li>• CBME reports</li> <li>• Meetings/workshops/consultations documentation</li> <li>• Draft implementing orders</li> <li>• Evaluation reports, TA reports, Documentation of workshops and meetings</li> <li>• Inventory report, land records database manual, running/operational computer based land records database system</li> <li>• Manual of procedures, best practice</li> </ul>	<ul style="list-style-type: none"> <li>• Different agencies can cooperate via the OSS and with the communities to issue land titles expeditiously and can agree to improvements in methods/processes</li> <li>• Required funding will be made available and on time</li> <li>• Key agencies are willing to give access to records</li> </ul>
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<p>2.2 Best practice procedures for land title registration and records management that require legislative amendments or major institutional reform identified and documented for consideration by policy makers for the long term LAM Program</p>	<p>updating Cadastral Index Maps by</p> <ul style="list-style-type: none"> <li>- Hand drawn method , mid 2002</li> <li>- Scanning, end of 2003</li> <li>- Orthophoto, mid 2004</li> </ul> <ul style="list-style-type: none"> <li>• Approaches and procedures for Survey Control Establishment developed, tested and documented by 3<sup>rd</sup> quarter 2002</li> <li>• Approaches and procedures for Cadastral Survey developed, tested and documented by mid 2004</li> <li>• Alternative approaches to adjudication and title issuance that are sensitive to all gender concerns developed, tested and documented in coordination with key agencies and stakeholders by end 2003 <ul style="list-style-type: none"> <li>- Homestead patent issuance by end 2001</li> <li>- Free patent issuance (current legislation) by end 2003</li> <li>- Free patent (possible amendments) mid 2004</li> <li>- Mass judicial titling (agricultural), 3<sup>rd</sup> quarter 2003</li> <li>- Mass judicial titling (residential/urban) end of 2003</li> </ul> </li> <li>• Problems, issues and barriers encountered in the development and testing of improved accelerated approaches identified, documented and potential solutions proposed by end 2002</li> <li>• International best practice systems</li> </ul>	<p>guidelines, M and E reports, TA reports, minutes of meetings and workshops</p> <ul style="list-style-type: none"> <li>• Manual of Procedures, Best Practice guidelines, M and E reports, TA reports, minutes of meetings and workshops</li> <li>• Manual of Operations, Best Practice Guidelines, M and E reports, TA reports, minutes of meetings and workshops, approved Cadastral maps</li> <li>• Manual of Operations, Best practice procedures, M and E reports, TA reports, minutes of meetings and workshops, land titles issued (where processes are completed)</li> <li>• Evaluation report of outcomes, problems, issues, lessons and recommendations for streamlining; TA reports, documentation of workshops/meetings/consultations</li> </ul>	<ul style="list-style-type: none"> <li>• Proposed amendment to Free Patent Law passed within 2003</li> <li>• Office of Solicitor General cooperates fully</li> </ul>
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<p>2.3 Procedures developed and tested for gender sensitive stakeholder participation and customer relations services for land administration, the OSS and other PIO1 activities</p>	<p>and procedures in land titling and associated land records management identified and proposed as options for the long term LAMP by 1<sup>st</sup> quarter 2003 describing the institutional, legislative and other changes that will be necessary before testing can be commenced</p> <ul style="list-style-type: none"> <li>• Communities aware of project objectives and activities and are participating fully in all related activities, agencies/staff have stronger customer focus; improved customer relations; M and E involving the community in place;</li> <li>• Alternative strategies to increase community awareness and ensure equal opportunities for men and women in participating in land titling and land related transactions developed, implemented, evaluated and documented by mid 2004;</li> <li>• Training courses, workshops for stakeholders to include gender awareness/analysis and participatory processes designed, conducted, evaluated and documented throughout the project life</li> <li>• Strategies for community based participatory feedback mechanism to assess LAMP strategies developed, implemented, evaluated and documented by end 2003</li> <li>• Strategy for client service in the community and OSS developed, implemented, evaluated and documented by end 2003</li> </ul>	<ul style="list-style-type: none"> <li>• TA reports, documentation of stakeholder workshops/consultations, proposals for legislative reforms required documented and endorsed to PMO</li> <li>• Community surveys, staff surveys/appraisal, review of M and E system</li> <li>• Strategy paper, M and E reports, Pilot evaluation reports; TA reports; documentation of stakeholder workshops/consultation meetings</li> <li>• Documentation and evaluation of training/workshops conducted</li> <li>• CBME design, documentation and evaluation reports, outcome reports from CB M and E</li> <li>• Strategy paper, M and E reports, exit surveys, CBME reports</li> </ul>	
<p>2.4 Systems and institutional collaboration in land administration supported by simplified and streamlined procedures in an improved</p>	<ul style="list-style-type: none"> <li>• One Stop Shop model developed with the agreement of key agencies and stakeholders by 1<sup>st</sup> quarter 2002</li> <li>• OSS established with appropriate</li> </ul>	<ul style="list-style-type: none"> <li>• Agency agreements on the OSS Operations Manual, minutes of meetings/workshops/consultations,</li> </ul>	

<p>customer oriented environment developed and tested</p>	<p>facilities and equipment and trained staff by 2<sup>nd</sup> quarter 2002</p> <ul style="list-style-type: none"> <li>• Updated and sex-disaggregated land records management system and database established and maintained and all agencies operating within the OSS linked electronically to the database by end 2003</li> <li>• CIM introduced into ROD registration processes/systems by end 2003</li> <li>• Simplified and streamlined procedures for land transactions in the OSS responsive to all gender needs designed, agreed, implemented and documented by end 2003</li> <li>• (reduced transaction cost and time to complete land transactions)</li> <li>• Improved customer satisfaction in the services</li> <li>• Gender sensitive training programs for OSS operations designed, conducted, evaluated and documented throughout the project life</li> <li>• Performance and operations of the OSS designed, implemented and documented</li> <li>• OSS sustainability plans prepared, agreed among agencies, and tested by end of 2004</li> <li>• Recommendations for long term LAM on OSS operations documented and available by end 2004</li> </ul>	<ul style="list-style-type: none"> <li>• Operational OSS, M and E reports</li> <li>• Operational database system, database Manual, M and E reports</li> <li>• Manual of Procedures, Records of transactions using CIM, M and E reports</li> <li>• Manual of Procedures/Operations, M and E reports, documentation reports, front desk operations report</li> <li>• Training design, documentation reports, M and E reports</li> <li>• Documentation reports of stakeholder workshops, exit surveys, M and E reports</li> <li>• Documentation reports of stakeholder workshops, M and E reports</li> <li>• Sustainability plan, MOA among agencies, M and E reports</li> <li>• Documentation of OSS experience, lessons learned and</li> </ul>	<ul style="list-style-type: none"> <li>• Key agencies are willing to cooperate</li> </ul>
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<p>3. Systems, procedures and associated institutional and administrative arrangements for improved land information management that will allow access to land records information and services developed and tested</p> <p>3.1 Improved procedures for the detection and prevention of double, overlapping titles and identification of missing titles developed, tested and documented</p>	<ul style="list-style-type: none"> <li>• Increased volume of formal land transactions within the Quezon city prototype</li> <li>• Procedures in place (possible under existing system and policies) and utilized by relevant agencies for early detection of double and overlapping titles and identification of missing titles</li> <li>• Procedures in place (possible under existing legislation) and utilized by communities and clients within the prototype for early detection of fake, double and overlapping titles</li> <li>• Reduced transaction cost and time in land registration within the prototype barangays</li> <li>• Legislative proposals identified to improve detection and resolution of fake, double and overlapping titles and the efficient reconstitution of missing titles</li> <li>• Draft implementing orders prepared to mainstream improved systems and procedures developed within current legal framework</li> <li>• Land records are sex disaggregated to determine level of access of women and men to land ownership.</li> <li>• Mechanism installed to identify conjugal properties from exclusive properties of husbands or wives.</li> <li>• By the end of 2003, three alternative methods of Cadastral Index Map production have been developed, tested and documented</li> <li>• Efficient system for cross indexing land records that will detect and prevent double, overlapping titles, identify missing titles and update records in place by end of 2003</li> <li>• Agencies and other clients have access to system of cross index and</li> </ul>	<p>recommendations for long term LAM</p> <ul style="list-style-type: none"> <li>• Transaction comparison against baselines</li> <li>• Manuals of Procedures</li> <li>• Exit surveys and client satisfaction surveys</li> <li>• Sex-disaggregated land transactions</li> <li>• Reports on comparison of methods</li> <li>• Operations Manuals/Guidelines for cost effective methods and procedures</li> <li>• Project records, activity evaluation reports</li> </ul>	<ul style="list-style-type: none"> <li>• Agencies are willing to cooperate on the testing of institutional arrangements</li> <li>• Officials and staff of agencies are open to change that will allow the testing to take place</li> <li>• Any required change in law will be supported by agencies and forwarded to relevant bodies for consideration</li> <li>• Sufficient records exist in the agencies or are held by the public to allow determination on the quality of significant number of titles over the area</li> <li>• Significant numbers of title holders</li> </ul>
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<p>3.2 Systems and institutional arrangements for a streamlined, efficient, cost effective and gender sensitive delivery of land transaction services and associated information developed, tested and documented</p>	<p>utilizing this for detection of double, overlapping and missing titles by end of 2004</p> <ul style="list-style-type: none"> <li>• By end of 2004, all available titles in the prototype have been cross indexed</li> <li>• Alternative procedures for Field Validation (FV) of land records evaluated and documented</li> <li>• Land records secured from FV utilized in the reconstitution of missing records in ROD and plans in DENR</li> <li>• Improved approaches in administrative reconstitution developed, tested and documented</li> <li>• By end of 2004, CIM is being utilized by ROD as a spatial reference for land transaction</li> </ul> <ul style="list-style-type: none"> <li>• Improved access by the public to better and consistent set of land related information</li> <li>• By the end of 2003, OSS is established and operating efficiently</li> <li>• Time for land transactions reduced to an average of two weeks</li> <li>• Reduced transaction cost (transportation) by the clients by an average of at least 50%</li> <li>• Increased customer satisfaction in the services</li> <li>• OSS sustainability plans prepared, agreed by concerned agencies and implemented by end of 2004</li> <li>• Performance of OSS evaluated, procedures documented, lessons identified, and recommendations made for the long term LAM Program</li> <li>• Women and men have equal access to land administration services</li> <li>• Data on land title holders are sex disaggregated to determine presence of gender disparity.</li> </ul>	<ul style="list-style-type: none"> <li>• Project records and observations</li> <li>• OSS/agency records</li> <li>• Customer surveys</li> <li>• Comparisons against pre-OSS baselines</li> <li>• Sustainability plan and MOA to implement plan</li> <li>• Project reports</li> <li>• Documentation of experiences, lessons and recommendations for the long term LAM</li> </ul>	<p>needing reconstitution are residing in the prototype area</p> <ul style="list-style-type: none"> <li>• Other agencies accept the CIM as the base map</li> </ul> <ul style="list-style-type: none"> <li>• Change in leadership within other agencies will not weaken their support to OSS</li> </ul>
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<p>3.3 Community participation and customer service strategies to support outputs 3.1 and 3.2 and the long term LAM Program developed, tested and documented</p> <p>3.4 A National Land Records Management Strategy formulated, based on lessons learned from Outputs 3.1, 3.2, 3.3 and PIO1</p> <p>4. Project management, implementation, monitoring and evaluation in place</p>	<ul style="list-style-type: none"> <li>• Communities within the prototype aware, gender-sensitive and actively participating in project activities by end of 2003</li> <li>• Land related issues identified by the communities and elevated to appropriate authorities for possible resolution within the scope of the Project</li> <li>• Improved and gender-responsive customer services/relations within the OSS</li> <li>• Community core groups formed and capacitated to resolve specific land related issues in the prototype area</li> <li>• Improved awareness of other stakeholders within the prototype area</li> <li>• Relevant policy reforms communicated to different stakeholders and support generated</li> <li>• Strategy developed and agreed by all relevant stakeholders and GOP with budget requirements, action plan and schedule</li> <li>• Actions not requiring changes in policies and laws are implemented</li> <li>• Efficient and effective management systems in place (project achieving outputs and objectives, and implementing activities to schedule)</li> <li>• M and E system in use able to collect information needed for gender responsive project management, assessing impacts/service delivery/stakeholder perceptions, and learning lessons for the next phase</li> <li>• Strategy and framework developed and in place to ensure active</li> </ul>	<ul style="list-style-type: none"> <li>• Report of CBM and E</li> <li>• Documentation reports of community based activities</li> <li>• Project records on the effectiveness of IEC materials produced and disseminated</li> <li>• Documentation reports on the number of community networks tapped and mobilized for CRS and other project activities</li> <li>• Documentation reports on various stakeholders workshops conducted</li> <li>• Project records on the number of community consultations and dialogues conducted</li> <li>• Strategy document</li> <li>• Stakeholders' comments on the draft strategy</li> <li>• Workshop reports</li> <li>• Project reports</li> <li>• Agency implementing orders and issuances and reports on compliance</li> <li>• Assessments of project systems, outputs and activities by the QAP (and Joint Missions)</li> <li>• Review of M and E framework, methods and outcomes</li> <li>• Project records and reports</li> <li>• Review of participation strategy and framework and its outcomes</li> <li>• Consultation reports with relevant</li> </ul>	<ul style="list-style-type: none"> <li>• Positions of relevant agencies on the status of the prototype area remain consistent and unified</li> <li>• Unfavorable court decisions affecting significant portions of the communities within the prototype area will not undermine credibility of the project</li> <li>• Concerned agencies will support implementation of actions not requiring changes in legislation</li> <li>• GOP participating agencies and staff sustain interest and the capacity to participate effectively in the project</li> <li>• Development partners, GOP, WB and AUSaid continue to work together effectively</li> </ul>
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<p>4.1 Project offices established (PMO, PIO1, PIO2) with efficient, effective, gender sensitive and accountable project administration and management systems in place</p>	<p>participation of women and men-members of civil society in land administration and management</p> <ul style="list-style-type: none"> <li>• Agency staff trained with the skills necessary for project implementation (number by type of training, agency and sex)</li> <li>• Project Offices fully staffed and equipped to perform roles in project implementation, and hiring is based on competencies and not on gender stereotypes</li> <li>• Project organization well defined and linkages, relationships, and accountabilities clearly established</li> <li>• Support systems for gender sensitive project administration (financial, procurement, administrative) in place and operating effectively to serve the needs of project implementation</li> <li>• Human Resources Management systems (HR inventory and planning, HR information, recruitment and selection, induction and orientation, performance assessment, benefits and awards) in place, made gender sensitive and operating effectively to serve the needs of project implementation</li> </ul>	<p>stakeholder groups, NGOs, Pos/CBOs</p> <ul style="list-style-type: none"> <li>• Project training records and evaluations</li> <li>• Manuals developed, project reports and records</li> </ul>	<ul style="list-style-type: none"> <li>• Adequate and appropriate staff are provided by GOP/partner agencies for project implementation</li> <li>• Key agencies appreciate the LIL nature of the project</li> </ul>
<p>4.2 Mechanisms in place for securing participation of relevant agencies in different aspects of project implementation</p>	<ul style="list-style-type: none"> <li>• Interagency bodies established and providing inputs to project (LAGs, TWGs, etc.)</li> <li>• Issues related to agency participation in project are discussed and resolved</li> <li>• Task Force/TWG performing oversight functions to project</li> <li>• High level policy support is provided in the discussion of sensitive issues and in pushing for reforms</li> </ul>	<ul style="list-style-type: none"> <li>• Records of discussion with agencies</li> <li>• MOAs</li> <li>• Task Force/TWG minutes of meetings</li> <li>• Directives/issuances by agencies</li> </ul>	

<p>4.3 Project monitoring and evaluation systems and procedures established and continuously improved</p>	<ul style="list-style-type: none"> <li>• M and E procedures manualized and sex-disaggregated</li> <li>• Progress/assessment reports prepared and submitted regularly to project management and key oversight agencies</li> <li>• Reports are utilized by project management for decision making</li> <li>• Lessons are documented and presented to project stakeholders</li> <li>• M and E built into operational units' functions</li> <li>• Sex-disaggregated Impact/service delivery/stakeholders perceptions assessed</li> <li>• Key agencies understand the M and E framework and how to utilize them</li> <li>• Sufficient baseline information established for adequate evaluation</li> <li>• M and E framework and system developed and functioning to capture lessons, recommendations and inputs to the design of the long term LAM Program</li> </ul>	<ul style="list-style-type: none"> <li>• M and E framework document</li> <li>• Periodic assessments and feedback of information</li> <li>• Project reports and records</li> <li>• M and E Process Evaluation</li>   <li>• Monitoring reports</li>   <li>• Activity evaluation reports, documentation of lessons learned workshops</li> <li>• M and E Process Evaluation reports</li>   <li>• Perception studies, field reviews, social assessments, CBM and E</li> <li>• Formal and informal feedback of the oversight agencies</li> <li>• Baseline studies</li>   <li>• M and E Framework</li> </ul>	<ul style="list-style-type: none"> <li>• Civil society groups will sustain their interest in land administration and management issues</li> </ul>
<p>4.4 A framework and strategy developed for the active participation of civil society in land administration and management</p>	<ul style="list-style-type: none"> <li>• Strategy and framework formulated and implemented</li> <li>• Civil society actively participating in various aspects of land administration and management as a result of strategy implementation</li> <li>• Increased civil society initiatives related to land administration and management</li> <li>• Recommendations developed for participation of civil society in long term LAM</li> </ul>	<ul style="list-style-type: none"> <li>• Strategy/framework documentation</li> <li>• Reports of consultations with civil society groups</li> <li>• Reports on civil society activities related to land administration and management</li> </ul>	

<p>4.5 Project personnel and key collaborators trained in the skills required for successful project implementation</p>	<ul style="list-style-type: none"> <li>• Skilled project, agency staff and key collaborators</li> <li>• Relevant training plan with appropriate objectives, content and methods</li> <li>• Participants' reactions, post training utility/relevance</li> <li>• Number of staff trained (by sex, agency, position, etc.)</li> </ul>	<ul style="list-style-type: none"> <li>• Consultation with participants</li> <li>• Training files and reports</li> <li>• Training impact evaluation</li> </ul>	
<p>5. Next phase of the longer-term LAM Program designed using project outcomes and experiences</p>	<ul style="list-style-type: none"> <li>• Detailed design of next phase agreed by key stakeholders and documented</li> <li>• Design informed by socio economic and land tenure analysis</li> </ul>	<ul style="list-style-type: none"> <li>• Design document</li> <li>• Copies of relevant studies/reports</li> </ul>	<ul style="list-style-type: none"> <li>• The implementation of the first phase will be successful</li> <li>• The GOP, WB and other donors will continue to support the long term LAM Program</li> </ul>
<p>5.1 Special studies conducted to provide key information to Project Design</p>	<ul style="list-style-type: none"> <li>• Land tenure status throughout the country assessed by August 2003</li> <li>• Land markets study conducted and completed by July 2003</li> <li>• National Training Needs Assessment conducted and completed by June 2003</li> <li>• Relevant research studies identified, conducted and completed by September 2003</li> </ul>	<ul style="list-style-type: none"> <li>• Study results/reports</li> <li>• Review of study methodology findings</li> <li>• Observations of land tenure database and system in use</li> <li>• Training files and records</li> </ul>	<ul style="list-style-type: none"> <li>• Results of the study will be sufficient to design the next phase</li> </ul>
<p>5.2 Next phase of the long-term LAM designed based on substantial learning and experience from the Project</p>	<ul style="list-style-type: none"> <li>• Detailed design of next phase agreed upon by key stakeholders by end of September 2003</li> </ul>	<ul style="list-style-type: none"> <li>• Design document</li> <li>• Minutes of workshops/meetings and stakeholder feedback on the design</li> </ul>	

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## **APPENDIX 2**

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### ***BAG Holy Spirit PRA Results***

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## **APPENDIX 3**

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### ***Initial CDP of BAG Holy Spirit***





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## **APPENDIX 4**

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### ***List of Lessons on Field Validation of Land Records***

## **I. Lessons from PIO2 FV Activities in Barangay Holy Spirit**

### **1<sup>st</sup> Pilot Field Validation Activity: The Base Camp Approach**

#### **Lessons Learned:**

1. Field Validation cannot be carried out without a CIM record to join it to.
2. 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 results in a very low response rate.
3. Five people sitting in a base station waiting for respondents is a waste of time productivity and money.
4. Parcels that do not have buildings on them need to be identified as part of, or prior to the field validation activity. With no letter box or occupant it is nearly impossible to notify the owner of the activity.
5. Safety of the staff should be paramount. The injury to the staff member that occurred as part of motorcade should have been prevented by following basic safety procedures and ensuring that all staff had been on board before the vehicle began moving. Also, the drivers should take off slowly and smoothly not quickly accelerating.
6. The selection of time to conduct field validation in established area should be identified appropriately. Weekdays generated a small number of respondents since majority are at work.
7. Other means of informing the public should be utilized through homeowners association meetings, or church announcements through the parish priest since the CRS campaigns cannot be relied upon solely to inform everyone in the area.
8. The “selling” of the project to stakeholders from established subdivision should be identified and developed to generate more public support and participation in the activity.
9. 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 file validation is to identify and implement a more streamlined process rather than a tedious one.
10. The manual for conducting field validation should have been read and reviewed before conducting the pilot field validation.
11. A document should have been prepared prior the conduct of the pilot field validation highlighting the objectives of the activity and expected outputs.

### **2nd Pilot Field Validation Activity: Door to Door Approach in Established Subdivision**

#### **Lessons Learned:**

12. The door-to-door approach proved to be more time-efficient and more productive.

13. The three(3) days allocated to this activity did not allow sufficient time for any follow-up activities making it difficult to determine if the rate of response should have been higher.
14. Communication between the base station, enumerators and drivers are required for field validation. Time was lost waiting for people who were late, people waiting in the place, people who had gone on ahead and not told the others, and people who were still in the field when others had finished, but could not be located as they were within occupancies. Also they would be able to request assistance rather than having to walk back to the base station, get the assistance, then go back to the property.
15. Where an area has had some activity carried out and further field validation activities are being carried out the letter drop should not include any property that is not to be included. This caused a lot of confusion in the field validation pilot area when the second field validation was carried out. People who had responded to the first field validation returned with their documents even though they were not required and they were confused as to why they needed to present their documents.
16. 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 analysis of the results would have identified this problem earlier and the importance of the activity could be re-enforced to the enumerators.
17. Collection forms were not properly proof read before printing and they contained two (2) questions with the same wording. Also the field validation jackets were printed with a spelling mistake. Careful proof reading is required before any printing or acceptance of materials.
18. Security arrangements need to be finalized well in advance of any activities. Any payments required should have been negotiated and agreed to long before hand not charges added at the last minute and nearly stopping the activity. Also the times and days that security teams are to be ready should also be known rather than having the enumerators hanging around waiting for the security people to arrive.
19. Bottled water should be provided for the enumerators as part of their kit and should be catered for in the budget. The enumerators cover large distances in the hot sun and water replacement is very important.
20. The process should have been documented thoroughly.
21. The manual should have been read and reviewed by the field validation team before the conduct of the third pilot field validation.
22. An analysis design/framework should have been developed to streamline the analysis and interpretation of results.

### **3rd Pilot Field Validation Activity: Door to Door Approach in Established Subdivision**

#### **Lessons Learned**

1. The gathering of issues during the Area Specific Community Dialogue conducted by the Community Relations and Services (CRS) unit equipped the field validation team with knowledge on prevailing land related issues in the area. Therefore, the gathering of basic knowledge on land related issues present in the area is vital in facilitating field validation.
2. 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.
3. A specific criterion for the selection of field enumerators was established that enables a better facilitation for data gathering. The field enumerators in the third pilot were residents of the area making them more adept in communicating with the residents of Villar Maloles particularly the land related issues present in the area.
4. 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.
5. The conduct of an assembly 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.
6. 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 respondents to read the material.
7. A strategy to identify lot number needs to be developed and integrated in the training design of field enumerators.
8. The presence of foreigners during the conduct of field validation alarmed residents from the field validation area. The following concern was raised: the Villar Maloles area is being sold to the foreigners which would lead to a demolition would be conducted.
9. Conducting a three-day field validation is insufficient to cover the whole area.
10. Proper identification of field enumerators should be provided. These include identification cards, t-shirts, vests and caps.
11. More equipment is required in the field. The single TA laptop only has a three (3)-hour battery life and needs to be supplemented with a second battery and a car charger. The printer needs to be looked at and a model purchased that works from a battery pack. At least one more laptop is needed. This was identified in the PIO2 budget to support the operations.
12. The results need to be analyzed quicker and more PIO2 staff support are required in the field to assist in the capture of the data.

## II. Evaluation.

1. **Issue.** The field validation activities while useful in collecting information about properties are not returning a large number of verified property owners. Other methods of locating owners will need to be investigated as the percentage of validated parcels is still very low.

**Strategic Response.** 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, then for how long since then 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 which they cannot claim 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 reviewed.

2. **Issue.** Field Validation lacks the staff, funding and equipment.

**Strategic Response.** The budget for 2002 which has revised in January 2002 was not approved until late in the year and by the time the necessary paper work was completed work could not commence until the 1st Quarter of 2003.

3. **Issue.** 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.

**Strategic Response.** The proper planning of the entire prototypes activities will ensure that the workflow between units is maintained at the required rate.

4. **Issue.** In areas of established subdivisions that have well defined boundaries and are enclosed by walls and guard stations, the concern is more on locating the 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.?"

**Strategic Response.** 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:

- A protocol for introducing self and the project to the respondents is needed;
- Selection and identification of time to conduct field validation since in informal areas residents are present during weekdays;
- 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.

5. **Issue.** While an NGO to carry out field validation has been found the process to appoint them and make the funding available is very slow.

**Strategic Response.** PIO2 and PMO need to monitor this process and report back where the process has bottlenecks so that these can be addressed to assist in the smooth operation of the long term program.

### III. Conclusion.

#### Pilot Phase.

1. Initially, the field validation was geared towards gathering additional information on land records not obtained from the base records (Assessor's records). However, after careful analysis, this call of procedure had to be suspended after realizing that this cannot be done without first obtaining titles from the Registry of Deeds in the first place;
2. Second, in cognizance, since the initial plans on the 1st pilot field validation was to gather land records information other than the information gathered from the Assessor's Records and that office validation may not be first in the hierarchy of procedures given a established area like the B.F. Homes but field validation (based on the held assumption that for established area there is going to be a higher level of consistency of the records in the assessor's and that we could go proceed with field validation without the requisites of office validation of records and the employ of office validated CIM), we can safely conclude that as far as established area is concerned we could employ field validation only to validate the information from the Assessor's records (in principle, base records information should match the information gathered from the base camp). Field Validation should not be mistaken as first in the order of procedures to gather additional land records information if land records information cannot be obtained through the office preparatory work as mentioned above;
3. Third, at this instance there was a realization already of the difficulty of obtaining field validation without a complete cycle of office validation and without the employ of office validated CIM. Logically it follows that no additional information of records can be possible without the office validated CIM.
4. Finally, with the low turn out of respondents (16% over a five(5) day period) of the base camp, alternative method had been thought of (i.e. house-to-house approach), other than to maximize the potential of an upscale CRS Campaign, such as complementary activities later on identified as area-based community dialogues (ABCDs) and the Barangay Advisory Group (BAG) General Assemblies.
5. Field Validation has not progressed far beyond the first three (3) pilot studies carried out in the first half of 2002. Field validation activities will not be carried out in any area where CIMs have not been produced and as CIMs have only just begun to be produced to a standard that has been agreed to, there was little time left in the year for field validation work. This time was taken up in the administrative processes of Government awaiting the approvals required and the releasing of funds.

6. Of the three (3) pilot studies that have been carried out for field validation the first and the second pilots, were carried out at BF Homes. This location was selected as it provides a well-defined physical area that covers a full subdivision, is completely enclosed and provides the opportunity to test various field validation methodologies in a controlled environment. It was anticipated that there would be few problems encountered in this area and the issue of informal settlers would not arise.
7. The 1<sup>st</sup> Pilot Field Validation tested the voluntary approach for mass data collection where the residents bring their documents to the project team. A thorough CRS campaign was performed to inform all land owners of the field validation activities and to request them to bring their documents to a specified location on specific days. To cater for home owners absent from their homes during the week because of work commitments, it was necessary for the data collection to be undertaken over a period that included a weekend. The results of the first pilot were that out of the 600 listed members of the BF Homeowners Association, only 99 had responded during the 5 day field activity.
8. The same location was selected for the second pilot because of the low number of responses to the initial pilot field validation. As only as 99 respondents had been achieved in the first pilot it was agreed that the collection of a greater sized sample was required. Also the CRS campaign needed to be measured to determine if it was ineffective or if the low number of respondents was due to other reasons. The purpose of the validation was to test:
  - a) the effectiveness of the CRS program
  - b) that the field validation processes were appropriate to collect ownership details where no ROD records were available; and
  - c) the quality and relevance of other base records. e.g. tax and DENR maps, tax assessor's records.
9. Of the 600 properties, the final result including the initial ninety-nine (99), was two hundred twenty three (223) property owners that had responded to the field validation. Once the titles were obtained from the assessor's records they were office validated. From the field validation, it was found that one hundred ninety one (191) titles were different from those found in office validation. Eighty seven (87) had been reconstituted but the Assessor's had no record of them or they were not available at the ROD. One Hundred four (104) were potentially in need of reconstitution. As the field validation results have not been fully analyzed the full reasons are yet to be determined.
10. The CRS survey found that the reasons for the low response are mainly the result of the person living on the property:
  - a) Now owning it, either renting or leasing the property
  - b) Not having a copy of the documents, either storing them elsewhere or not obtaining a copy of them before handing the owner's duplicate to the bank.
  - c) Not being home
  - d) Promising to bring the document to the project team and not following through.
11. The third pilot was carried out in Villar Maloles-an area of high informal settlement. The subdivision layout is roughly followed by the number of parcels far exceeds the number of registered parcels. The subdivisional boundaries have been modified, although some properties are correctly positioned and the owners hold a registered title. This area was chosen as it

would have a large number of problems and would likely contain fake title to land in some cases.

12. The third pilot also used the door-to-door method of data collection. The difference with the third pilot was that it was carried out after a full office validation had been performed and the CIM had been produced for the area. However, it was decided to field validate all parcels, even those that had passed the office validation, as the assumption in this area was that nearly all parcels were not occupied by the owners of the TCT.

### **Implementation Phase**

13. The field validation will use a separate approach depending on the area that is being validated. For established areas a base camp will be setup and field team will only go to properties that have a dwelling on them and have not been office validated. For informal areas all properties will be field validated, even if they have been office validated. Again a base camp will be used but the field team will collect as much information about the area as possible. Prior to any field validation, the CIM and the office validation must be completed. No field validation will commence until a field inspection has been carried out with the local barangay representatives and a field inspection report completed.
14. Prior to the field validation the CRS Team will have worked in the area informing the residence of why the project team will be there and have distributed documentation. Also arrangements with local authorities, barangay officials, barangay security people, NGOs etc. will have been completed.
15. Lastly, the field validation teams will work from a copy of the CIM that has highlighted the parcels office validated. As a parcel is correctly field validated it will also be highlighted, building up a pictorial representation of the validation effort. Once field validation is complete, the information will be added to the database, including the scanned documents from the field. Included in the scanned documents will be all field validation survey forms. In this way, a complete picture of the area will be documented.

### **IV. Recommendations**

#### **The following are the recommendations for 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 effectively 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(3) 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 a one-day training activity, highlighting the LAMP 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 are the recommendations for the LAM Program:**

Field Validation will not be required in all area, only where the records have been lost or destroyed and/or there is a high incidence of informal settlements.

Adequate funding must be available for the activity and the funding must be easy to access. 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 governmental agencies from Barangay Advocacy Group (BAG) and field enumerators from the area.

Alternate government strategies will be required for properties where owners have abandoned their rights and no longer pay land tax or had their titles reconstituted.

PIO2 has been negotiating with an NGO to carry out the field validation for the rest of the prototype area. Several meetings have been held and the terms worked out at this stage the only thing holding up the process is the signing of the contract. The NGO will follow the procedures set out in the Field Validation procedure manual, while PIO2 will supply the CIMs and have office validated the TCTs that have been collected from the assessor's records.

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## **APPENDIX 5**

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### ***M&E Unit Evaluation on the FV Activity in Holy Spirit***

## I. RATIONALE AND OBJECTIVES OF THE ACTIVITY EVALUATION

### A. Background

Field Validation is one of the activities of LAMP-PIO2. It aims to confirm the ownership of parcels particularly where there are no records from the Registry of Deeds. In the conduct of the first pilot field validation, LAMP-PIO2 chose an established subdivision, BF Homes, Barangay Holy Spirit, to test whether there is a high correlation of office records to the field.

The first pilot field validation was able to refine five phases to implementation. These are: *notification, CRS campaign, training of field enumerators, actual field validation, and analysis of results*. The identification of these phases enabled the conduct of a more systematic implementation of field validation in the future.

Further, major lessons were learned and gaps were identified particularly in the method used in data gathering. The first pilot field validation activity enabled PIO2 managers to identify areas for improvement in the conduct of CRS campaign, selection and training of field enumerators, and the actual field validation process.

The conduct of the First Pilot Field Validation was able to provide the following outputs:

***Titles identified for reconstitution.*** By conducting the pilot field validation, titles with no record from the Registry of Deeds were identified as well as reconstituted. Titles identified for reconstitution would be determined based on the dates of the titles whether pre-1989 and post-1989.

***Refined phases of implementation.*** The first pilot field validation would be able to identify specific phases of implementation in other areas within the prototype. From the first pilot field validation, a methodology would be documented, identified, and utilized especially in the succeeding field validation.

***Effectiveness in the use of base camp approach in data gathering.*** The use of the base-camp or voluntary approach in the first pilot field validation would enable PIO2 to verify its effectiveness in gathering data in the area.

***Quality of base records.*** The activity would be able to identify the accuracy of base records particularly the Assessor's records against records from the field.

### B. Objective

The activity evaluation aims to assess the procedures utilized in the conduct of three pilot testing on field validation namely.

- *First Pilot Field Validation.* The first pilot field validation was conducted in a formal subdivision, BF Homes, in Barangay Holy Spirit utilizing the base-camp approach to gather data from the residents of the area.
- *Second Pilot Field Validation.* The second pilot was also conducted at BF Homes as continuation of the first pilot. The second pilot, although served as an extension of the first pilot, is pilot that provided significant findings especially on the use of other methodology, house-to-house approach, to gather title information from the residents of the area.
- *Third Pilot Field Validation.* The third pilot was conducted in an informal settlement (a settlement which consist mostly of residents without titles). The third pilot also utilized the house-to-house approach as its main methodology. It also introduced the use of the Area-Based Community Dialogue as a main CRS tool for awareness on LAMP by the community and promotion of the field validation activity

The activity evaluation aims:

- To document the procedures followed in the implementation of the activity (including alternative procedures tested and all minor changes to procedures/processes);
- To evaluate the effectiveness and efficiency of procedures (based on perceptions of key staff involved in implementation);
- To generate recommendations for improvement in procedures and activity implementation;
- To identify any lessons that may be of value to the design and implementation of the longer-term LAM Program

### C. Outputs

- An annotated flow chart of the procedures followed in undertaking the activity step-by-step – covering all alternative procedures tested and changes mid-stream with a rationale for any changes;
- An estimation of the time and resources required for each step in the process;
- A summary of physical accomplishment for key steps in the process;
- An evaluation of the procedures followed in undertaking the major sub-activities or tasks as well as perspectives from the community:
  - What worked efficiently? (Strengths)
  - What didn't work or was inefficient? (Weaknesses)
  - Why not? (Constraints)
- Recommendations for improving procedures or the implementation of the activity, and any lessons for the longer-term LAM Program.

### D. Profile of Participants

The participants of the activity evaluation consisted of the following participants:

**First Pilot:** The participants consisted of the field validation team and PIO2 staff. The participants were chosen based on their participation and role in the field validation activity. The field validation team consisted of Emil Pugongan, Lew Haley, and Barry

Dick. Other participants included data encoders and cartographers for PIO2 who handled the matching of the title records to the Assessor's database.

**Second Pilot:** The participants for the activity evaluation of the second pilots consisted of the the field validation team composing of Emil Pugongan, Graciano Magtira, and Barry Dick. Other participants consisted of BAG memebers who were hired as Field Enumerators for the second pilot.

**Third Pilot:** Third pilot evaluations consisted of residents of Villar-Maloles as participants in the Upwelling Lessons. The field validation team including the field enumerators also participated in the evaluation of the third pilot through a series of lessons learned workshops.

## II. METHODOLOGIES

In the evaluation of the pilots, the following methodologies were utilized:

1. *Documentation Reviews*. Documentations on field validation were reviewed. The documentations included the field validation manual and Technical Assistance reports on field validation.
2. *Key Informant Interviews*. Focus interviews were conducted among the field validation team especially the Land Titles Adviser. The field validation team leader, Emil Pugongan, is also interviewed. An unstructured questionnaire inquiring on the methodologies and accomplishment on the conduct of field validation were asked.
3. *Lessons Learned Workshop*. The lessons learned workshop integrated the evaluation of the three pilots. It included the identification of the strenghts, weaknesses, and suggestions for improvement of all the three pilots. In the lessons learned workshop participants from the first pilot to the third pilot were required to enumerate their experiences regarding the conduct of the pilots. Thus, enabling PIO2 to properly evaluate the pilot activities.

Further, on the third pilot evaluation, an additional methodology was used, a focus group discussion among residents of Villar-Maloles which aimed at identifying the perspective of the community regarding the conduct of field validation in the area.

### III. DESCRIPTION OF THE ACTIVITY

The description of the activities is divided into three categories: 1.) the first pilot field validation: the Base camp Approach; 2.) Second pilot field validation: the House-to-House Approach; 3.) Third Pilot Field Validation In Villar-Maloles: The Methodologies Utilized In Informal Areas.

The activities described are the pilots conducted by PIO2 in both formal and informal areas within the prototype. The discussion below highlight the actual procedures utilized by the field validation team which included the identification of bottlenecks, issues, resolutions to address the bottlenecks, recommendations, and lessons learned.

#### IIIA. THE FIRST PILOT FIELD VALIDATION IN BF HOMES: The Base Camp Approach

The first pilot field validation consisted of several steps during its pre-implementation stage to the implementation stage. The first step can be defined as *office preparatory work* which involved the gathering of records from the Assessor's Office and Subdivision Plan from LRA to be validated with the records from the field. The office preparatory work included the selection and identification of the field validation area. The following are the reasons for selecting BF Homes (see annex 1. CIM of Barangay Holy Spirit-BF Homes) as the pilot field validation area:

1. It provided a well- defined physical area.
2. It was completely enclosed and provided the opportunity to test the first of at least two scheduled field validation methodologies, in a controlled environment.
3. It was anticipated that there would be few problems encountered in this area and the issue of informal settlers would not arise.

**Site Description.** The whole BF Homes Subdivision measures about 51 hectares composed originally of two subdivision plans, namely: (LRC) PSD-133236 with 750 home lots, and (LRC) PCS-16317 with 66 home lots for a total of 816 home lots. The second plan (LRC) PCS-16317 and the additional home lots were identified during field trips and added to Area 1. Field trips around the subdivision also identified at least 150 vacant lots.

The field trips also helped determine that the blocks 1 and 2 of (LRC) PSD-133236 comprising of 30 lots with an approximate area of 1.8 hectares have been purchased by DPWH, and now form part of the NGCHP, although this information does not appear in the Assessor's Tax Information sheets.

The selection of the site is a vital concern for the first pilot since this will enable the testing of the hypothesis which is: *There is a higher consistency of base records (i.e. Assessor's records, DENR maps, LRA records) in established subdivision.*

The conduct of field validation in an established subdivision would enable PIO2 to determine whether base records in established subdivision can be easily identified in the field. The activity provided answers to questions such as “*Has the area followed the subdivision plan?*”; “*can the title holders be identified within the pilot field validation area?*”; and “*do the title holders reside in the area?*”.

If the hypothesis proves to be true then there would be no need to conduct field validation in established subdivision

### **Purpose of Field Validation**

It was also originally conceived that the purpose of field validation was to test the assumption that for future field validation activities, it will not be necessary to visit properties where a full office validation has been carried out but in the absence of titles during the time led to the modification of objectives. These new objectives are:

- To test the effectiveness of CRS campaign;
- to test appropriateness of the field validation processes to collect ownership records which are not in the Registry of Deeds; and
- to test the quality and relevance of the Assessor’s Records.

Another stage of the field validation activity is the pre-implementation stage which consisted of three parts: training of enumerators, notification process, and community relations services. During this stage, the training of field validators was conducted. This stage is vital in equipping the field enumerators in the conduct of the field validation. The field enumerators act as medium between PIO2 and the community. During this stage, the field enumerators underwent a half-day training which consisted of LAM project overview; objective of field validation; basic public relation skills, and validation/comparison of titles from the field to the assessors records. The resource speakers were Lewis Haley, Bryan Peñafiel, and Emil Pugongan.

***Lesson: By providing field enumerators with a deeper knowledge on the project and public relations skills, they can be excellent representatives for voicing LAMP- PIO2 objective to the betterment of land administration and management in the country.***

The **notification process** involves coordination with the barangay and the homeowner association in BF homes. Basically, this process is aimed at informing, coordinating, and seeking support from the barangay and Homeowners’ Association officials regarding LAMP field validation activity. The notification process provided permission to conduct field validation in the area. The letters of endorsement were useful in informing the residents of the area that the LAM project is a government activity endorsed by their Barangay and Homeowners Association which aims to aid the residents of the area regarding issues on their land.

PIO2 sent a letter to the Barangay Chairman of Holy Spirit requesting permission to conduct of the field validation in the BF Homes. The letter was then endorsed to the BF

Homeowners Association (BFHA). These letters were then attached to the brochures distributed during the motorcade.

As soon as BFHA received the letter, a meeting was held between the PIO2 field validation team and the BF Homeowners Association. An agreement was reached.

**Community Relations and Services Campaign** which involves different information campaigns and drives to inform the community about LAMP-PIO2 and the field validation activity. Information campaigns conducted in the area were implemented by the Community Relations and Services Unit. The unit is involved in the development of different information campaign materials particularly brochures and flyers distributed during the motorcade. A strong information drive in the area would generate community support in the activity.

Here are the three major activities of the CRS campaign:

1. 1.)A four-car motorcade went around the subdivision informing the residents about the field validation activity.
2. Two types of brochures were distributed in BF homes during the motorcade. One was the PIO2 brochure (English version) which highlighted goals and activities of PIO2. The other was the Filipino version of Field Validation brochure which thoroughly discusses the methodology and aim of Field Validation.
3. A slogan “*titulo ko, sigurado ako*“ (*with my land title, I’m secure*) was used to establish the goal of field validation in providing title holders with security of their land

***LESSON: The pilot field validation was able to identify that a more intensive CRS campaign should be developed to increase the number of respondents who participated in the activity. Other methods can be through the church activities such as anticipated mass, homeowners’ meeting, and even through the mass media.***

On the implementation stage, the **Actual Field Validation** phase commenced. During this phase, each field enumerator was assigned to validate land records from the different sections within the area. The subdivisions of the area were identified prior to the actual field validation. A base camp or voluntary approach was utilized during this phase wherein residents of BF homes were required to bring their documents into a specific area e.g. the BF Homes gymnasium, to have their titles validated.

**Issue: The use of the voluntary approach yield only a small number of respondent turn-out.**

**Recommendation: It is in this stage that another approach should be tested instead of the base-camp or voluntary approach.**

***LESSON: The use of the voluntary or base camp approach in gathering data is time consuming. A field enumerator has to wait an estimated 2 hours and 47 minutes for one respondent to arrive at he base camp, to have their titles validated with the***

***Assessor's records. Therefore, the use of the base-camp approach is not appropriate in the smooth progress of field validation.***

Here are the activities conducted during the actual field validation:

- 1.) the actual field validation commenced using the base-camp approach or the voluntary approach. This method requires the title holder/resident of the area to visit the Field Validation team "based" at the BF Homes gymnasium.
- 2.) The field validators were then divided into 4 groups and tasked to validate records from specific areas within BF homes. These areas were determined prior to the conduct of the actual field validation. As the subdivision contained 36 blocks broken into 4 areas, four tables were set up.
- 3.) As each person arrives with their documentation, tax receipts and or Transfer Certificate of Title (TCT), the field enumerator requests the respondents to fill-out a form (see annex 2: Survey Forms) while the documents are validated from the office records gathered by PIO2.

Actual Field Validation lasted for five days, from Wednesday-Sunday from 8 AM to 5 PM. Most of the time the field enumerators waits for the respondents to arrive. In the actual field validation it was found that the records in the field was a 100% match to the Assessor's records.

**ISSUE: Unfortunately, the gathered records were insufficient to conclude that the quality and relevance of the base records due to: a low number of titles/field records gathered; and only one base record, the Assessor's Records, was matched with the field records.**

***LESSON: It is evident that from the first pilot field validation that another pilot should be conducted to fully achieve the objectives of the activity. Nevertheless, the refinements on the methodology forms an integral part in the conduct of field validation in the future. These procedures would enable the field validation team to streamline activity and implement it in a more systematic way.***

On the post-implementation stage, the *Analysis of Results* is considered as an integral part of field validation. During this stage, the lessons learned were identified and documented. These lessons have provided a framework for future implementation of the field validation activity within established subdivisions (see lessons learned)

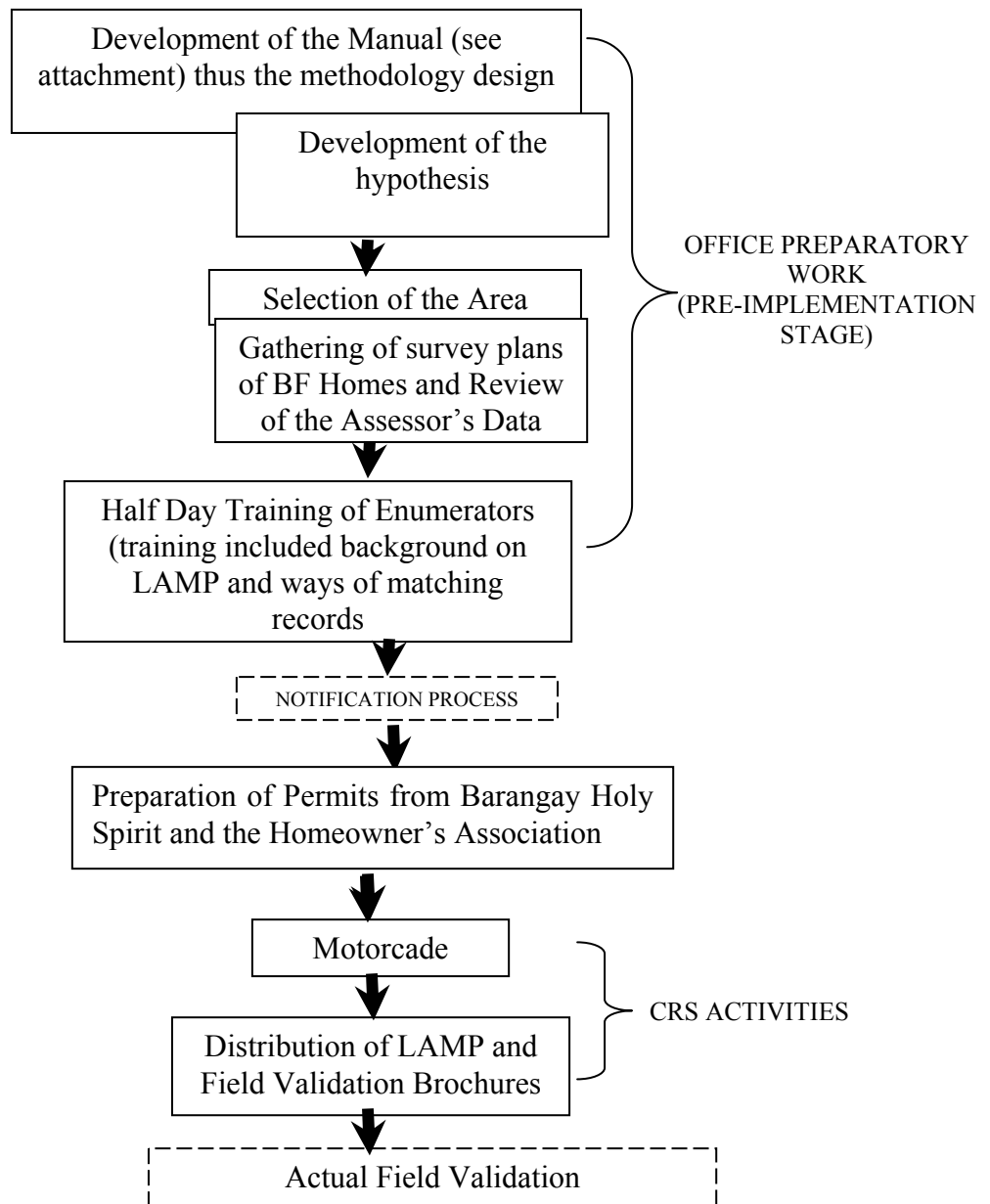
The following activities were conducted during the analysis of results:

- the data were tabulated and analyzed, focusing on the number of respondents, a report on whether the records matched, and methodology utilized in implementing field validation.
- Process evaluation was also conducted during a "Lessons Learned Workshop" held after the three pilot field validation activities were conducted.

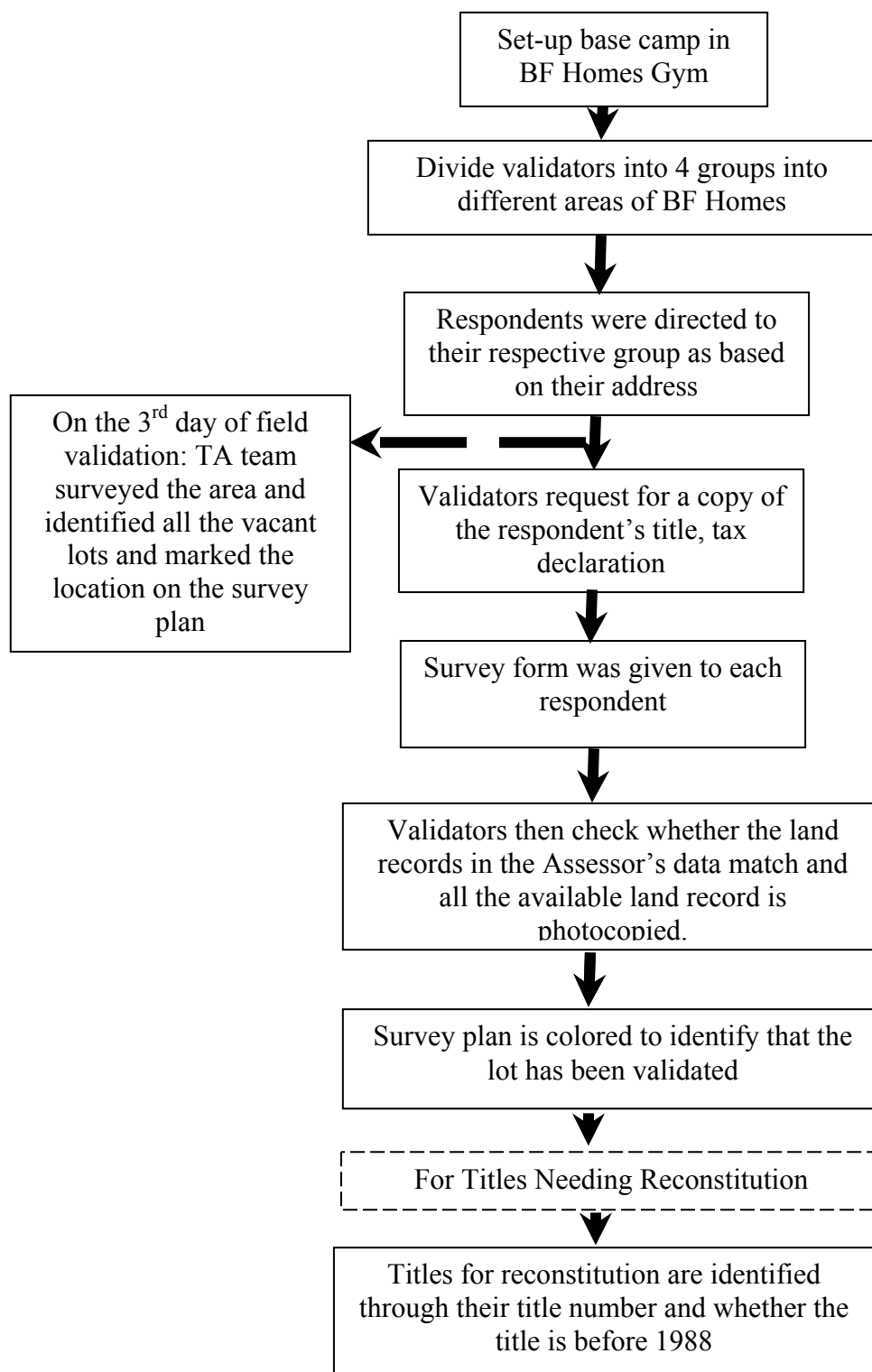
Land Administration and Management Project-Project Implementation Office II  
Activity Evaluation of Field Validation Pilots

The figure below provides a graphical flow of activities for the first pilot field validation (see figure 1).

**Figure 1. First Pilot Procedure**



**Figure 2. Actual Field Validation (First Pilot)**



### **The Issues And The Recommendations From The First Pilot**

The main concern was the low percentage of participation in the field verification by the homeowners. Those who did participate supported the initial assumptions that the records are fairly accurate and that the area in the tax records that may not have been updated is the ownership. Unfortunately, PIO2 was unable to access many of the title records to carry out an office validation prior to the field verification. This leaves the problem of determining if the sample is sufficient to determine if the assumption is correct.

A number of options have been proposed, and these are:

- 1) Adopt a door-to-door approach to obtain the information required and also to survey the owners in an attempt to establish why the participation rate was so low.
- 2) Renew requests to the Registry of Deeds for the searching of the rest of the titles that will allow the office verification of the records.
- 3) Test that the approach used in the pilot area is sound by using it in an area that is not as well established and defined as this area. This would require a third pilot study.
- 4) Access the records of the DPWH to determine the exact details of the land purchased by DPWH, which now forms part of the NGCHP.
- 5) Establish a specific framework for data analysis for field validation results would be useful in the data analysis and interpretation. The design for such has not yet been determined during the first pilot. The presence of such a framework for data analysis would easily determine the standards needed to compare assumptions raised in the pilot field validation. The presence of data analysis design/framework would easily facilitate the analysis and interpretation of the results from future field validation activities.

Other lessons and recommendations were identified during the first pilot:

- 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 results in a very low response rate.
- Five people sitting in a base station waiting for respondents is a waste of time, productivity and money.
- 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.
- Safety of the staff should be paramount. The injury to the staff member that occurred as part of the motorcade should have been prevented by following basic safety procedures and ensuring that all staff had been on board before the vehicle began moving, also the drivers should take off slowly and smoothly not quickly accelerating.
- The selection of time to conduct field validation in established areas should be identified appropriately. Weekdays generated a small number of respondents since majority are at work.
- Other means of informing the public should be utilized through homeowners association meetings, parish priest since, the Prototype cannot solely rely on CRS campaigns to inform everyone in the area.

- The “selling” of the project to stakeholders from established subdivision should be identified and developed to generate more public support and participation in the activity.
- 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 manual for conducting field validation should have been read and reviewed before conducting the pilot field validation
- A document should have been prepared prior the conduct of the pilot field validation highlighting the objectives of the activity and expected outputs.

### **IIIB. THE SECOND PILOT FIELD VALIDATION IN BF HOMES: The House-to-House Approach**

Lacking conclusive data to test whether the hypothesis of the first pilot field validation was true or false, a second pilot field validation was conducted at BF Homes. Besides, gathering additional data to test the hypothesis, other purposes were identified such as:

- *The effectiveness of the CRS program.* The CRS campaign needed to be measured to determine if it was ineffective or if the low number of respondents was due to other reasons.
- That the field validation processes were appropriate to collect ownership details where no RDO records are available;
- The quality and relevance of other base records, eg tax and DENR maps, tax assessors records;

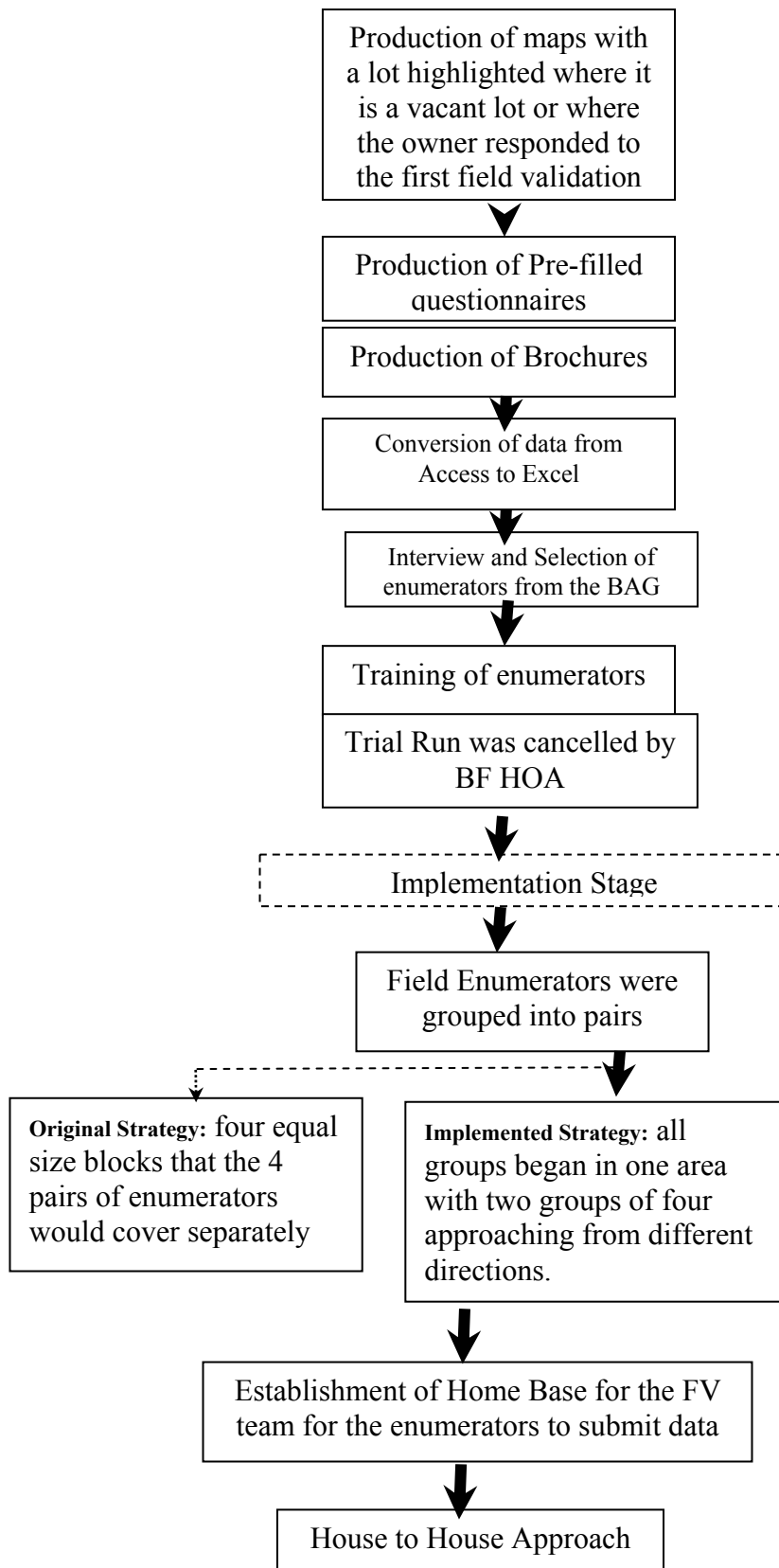
Although the second pilot was used as an extension of the field validation activity in BF Homes, a new methodology was tested: the house-to-house method. The new methodology, house-to-house approach, was introduced in hopes that it will increase the number of records that will be gathered in the field validation activity. The second field validation was conducted in the following manner (see also figure below):

1. **Refinement and production of FV tools.** Using the same tools such as the BF homes survey plan and Assessor's records was utilized. The survey plans utilized in this field validation was already color coded; vacant lots were colored orange while those that were field validated in the first pilot were colored green. Another tool was also developed, a questionnaire that contains pre-filled categories regarding the status of the land, ownership, etc. Other materials that were used are information materials were also produced for the residents of the area.
2. **The Cross Index was converted from Excel to Access.** The file for the field validation area was then merged with the field validation form in Word to print sheets that were pre-filled with the Assessor's information. The pre-filled data was: Survey Number; Parcel Reference Number, Block, Lot No., Name recorded on the tax declaration, PSPIN, Area on tax declaration, and TCT from the tax declaration. Where a sheet was not required for field validation (ie vacant lot or the owner had responded in the first field validation) it was not printed. The sheets were then sorted into order to run on either side of a street to allow the enumerators to operate as pairs.
3. **Interview and Selection of Field Enumerators.** An interview with Barangay Advocacy Group (BAG) members was conducted to identify suitable candidates to be field enumerators for LAMP. During this interviews, eight field validation staff were selected.
4. **Training of Field Enumerators.** Prior to the field activities the enumerators were required to attend a one-day training course at the Holy Spirit Barangay centre on 28<sup>th</sup> February 2002. The training consisted an overview of LAMP and Field Validation Activity; manner of conducting field validation. There was also a trial run of the field validation procedures planned as part of the training,

however this was cancelled when the BF Homes community leaders would not grant permission for the trial.

5. **Information pamphlets for distribution.** Letters and brochures regarding PIO2 and the field validation were distributed to all the houses in BF Homes.

**Figure 3. Second Pilot Field Validation Procedure**



## **Field Activities**

Originally the field validation area was sorted into four equal size blocks that the 4 pairs of enumerators would cover separately. However the local area supervisor wanted security to look after the enumerators and as a result the approach had to be changed to accommodate the security arrangements. The final result was that all groups began in one area with two groups of four approaching from different directions, keeping initially to the subdivision boundaries. The field validation support team set up in the BF Subdivision Community Center. The enumerators returned at intervals to deposit completed forms with the support team who updated the base maps. As the first day progressed it was determined that many occupants were not home, the enumerators decided to continue the activity at 5pm rather than after lunch and the activity was curtailed until that time. This kept the field validation continuing until around 8pm. The field evaluation activity was continued over the weekend concluding on the Sunday evening.

**ISSUE: The house-to-house prove to increase the number of participants but the number of records (such as titles, tax declaration) validated from the homeowners were limited due to:**

- a.) a number of residents were not able to present records because they were “renter”;**
- b.) The land records of the residents were kept on banks;**
- c.) Residents were not willing to give title information to the enumerators.**

## **The Issues And The Recommendations From The Second Pilot**

The three days allocated for this activity did not allow the enumerators to return to properties where the owner had promised to collect the documentation from storage. While this may not have had a large bearing on the results of the field validation it did not allow the enumerators to get the best sized sample possible.

The results gathered for the CRS activity of the show that the two largest categories were “Unaware of the activity” (44 responses) and “Out on a Vacation/Business Trip” (19 responses). 6 responded that they did not need to respond and while there were 24 others they break up into smaller groups the largest being 4 who had responded in the first field validation.

This information can be used by the CRS team, to review the CRS activities to determine if they can make improvements in the next field validation.

There appear to be more problems with getting results than was first anticipated the original assumptions, which did not take into account the fact that the field validation teams would come up against a high number of respondents who do not have or cannot supply any details about the land they occupy.

For an area where the field validation is required the first approach, allowing the public to come to a central location and volunteer information is not adequate. The door-to-door approach is more desirable. These will yield a higher response level, however the strategy is not complete by just adopting these approaches. Firstly a complete office validation should be completed before going into the field and all parcels that need validation identified. The field validation should then only concentrate on these parcels in both advertising and door-to-door approach.

The conduct of the next pilot where the presence of informal settlers is expected should be designed in such a way that it would enable PIO2 to gather relevant statistics that will provide information to support Government with the policy and legislative changes. The scope of the field validation needs to consider the informal settlers issues and should not be just to test procedures for the field validation of records.

### **IIIC. THE THIRD PILOT FIELD VALIDATION IN VILLAR-MALOLES: The Methodologies Utilized in Informal Areas**

The conduct of the third field validation commenced on June 5-7, 2002 in Villar-Maloles, Brgy. Holy Spirit. The third pilot aimed to assess the land situation in informal settlements and how to conduct field validation in informal area.

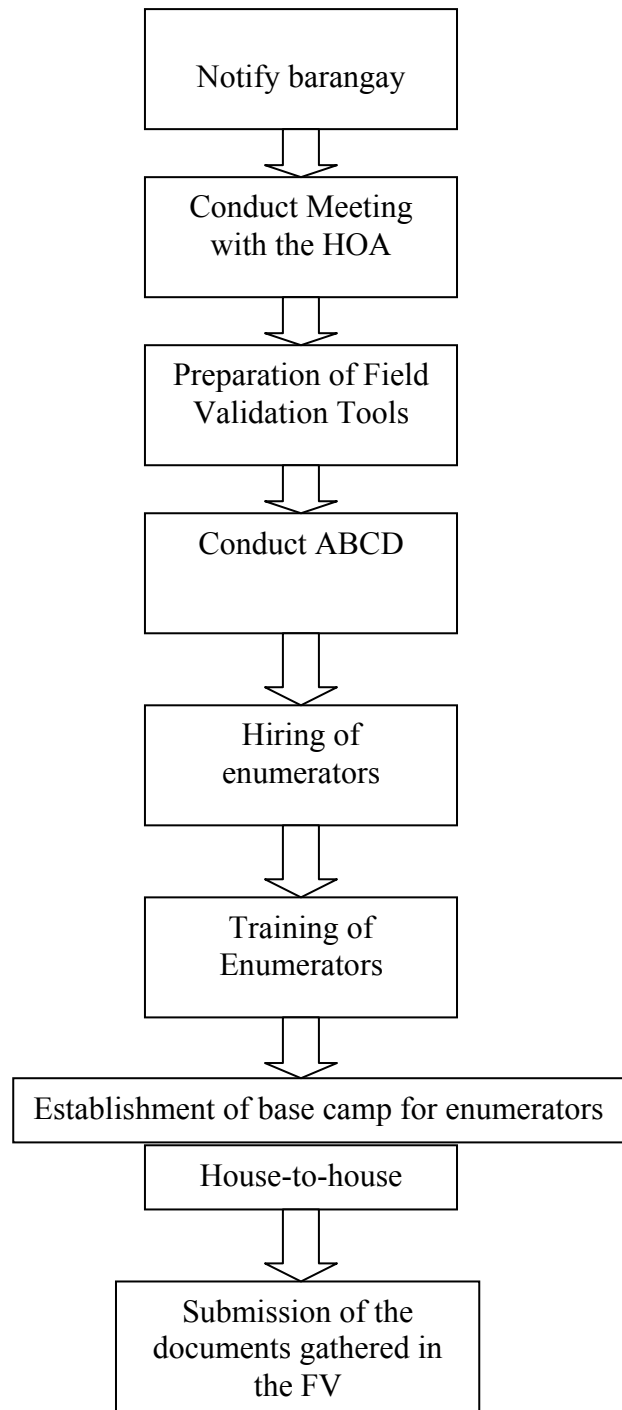
Villar-Maloles was chosen to be the third pilot area because the major occupants of the area are informal settlers; it has well-defined boundaries; the subdivision plan was followed although some parcel has two or more occupants.

During the third pilot significant issues were identified regarding the conduct of field validation in informal areas particularly the absence of titleholders in the area and the prevalence of land rights.

The activities were carried out by:

1. Notify the Barangay about the conduct of the third pilot in Villar-Maloles.
2. Conducting a meeting with the homeowners association in the area.
3. Preparation of the FV tools such as the survey plans of Villar-Maloles, questionnaires in Filipino, and Filipino versions of the PIO2 and Field Validation brochures.
4. Conduct of the Area-Based Community Dialogue (ABCD) in Villar Maloles. The ABCD in Villar Maloles was the first-time the ABCD was tested after its development in the CRS Strategy Workshop. The dialogue is aimed at discussing the objectives of LAMP and the purpose of field validation. The ABCD is also a venue wherein residents were able to express their land related concerns.
5. After all the preparatory work, field enumerators were hired. The same field enumerators from the BF Homes were also hired for the third pilot. The hiring of the same enumerators was beneficial in the conduct of FV in Villar-Maloles because the field enumerators were residents of the area which increased the rapport with the residents from the area.
6. Training of enumerators as a refresher course for the enumerators. In the training, CRS played an important role in gearing the field enumerators in conflict resolution.
7. Conduct of Field validation using house-to-house approach and establishment of the base camp. The field enumerators were required to go to every parcel and collect information from the residents. In doing so, the enumerators were able to find a number of titles from the residents.
8. At the end of the day, the enumerators submit the results of the field validation in the base camp established in the residence of one of the enumerator.

**Figure 3. Third Pilot Field Validation Procedure**



### **Results of the Third Pilot**

The third pilot was able to identify titles available in an informal settlement. A few of these titles are reconstituted titles. Out of the over 400 parcel visited by the Field enumerators, two reconstituted titles were found. Unfortunately, having no method for the analysis of results of the data gathered in the field validation activity, PIO2 is unable to utilize the gathered data. It is therefore highly recommended that a data analysis framework should be established to be utilized by PIO2.

Although the data gathered has not been analyzed, PIO2 was able to refine their procedures in the conduct of field validation. In this pilot, it was established that the house to house approach can gather a bigger number of respondent. The use of field enumerators who are knowledgeable on the issues of the area is also a crucial factor in implementing field validation in informal settlements.

It should be emphasized that field validation may not necessarily cover the entire area but only the parcels with no records for it is time consuming and wasteful to cover entire area to gather information which may not be useful for the project.

#### IV. TIME AND RESOURCES REQUIRED

Based on the first pilot (see table 1), ten individuals were required to handle field validation using the base camp approach. The ten individuals were able to validate a total number of 99 records in a period of 5 days. This means that each staff were able to validate a maximum of two records a day.

On the second pilot (refer to table 1), eleven individuals were tasked to conduct house-to-house validation in BF homes. The activity took three days to conduct and was able to validate 124 records. This means that over four questionnaires were gathered compared to the two records validated during the first pilot.

Given these results, the number of accomplishment has increase by at least a 100%. It can be concluded that to gather a significant number of data, the house-to-house approach is highly effective. Although it should be noted that in the second pilot majority of the data gathered are from the questionnaires only compared to the first pilot wherein the data gathered are from the questionnaires and title information.

On the third pilot a significant number of data were gathered from the field (see table 1). Learning the lessons of the two earlier pilots, the third pilot was able to gather a large number of data from the questionnaires. It should again be noted that the third pilot gathered a limited number of title information because the area that was field validated is an informal area.

With regard to other resources such as consumable items, all the three pilots required the reproduction of the Assessors' data, brochures, questionnaires, and blue printed survey plans/CIM. The field validation activity also required the use of the government vehicle for the entire period of the field validation activity. To determine the cost of each pilot refer to annex 1.

<b>Pilot Number</b>	<b>No. of Days for the Field Validation</b>	<b>Staff Requirements</b>	<b>Accomplishment</b>
<b>First Pilot</b>	5 days	10	99 parcels
<b>Second Pilot</b>	3 days	11	124 questionnaires
<b>Third Pilot</b>	6 days	11	400 questionnaires

**Table 1. Time and Resources Required**

## V. ACCOMPLISHMENTS

The first pilot was able to validate 99 records out of the 600 parcels in the area and was able to identify 3 titles for reconstitution. The owners of the three titles for reconstitution were informed on how they can reconstitute their titles. It should be noted that PIO2 cannot reconstitute titles for the owner since it is required by law that only the owner can reconstitute their titles.

The 99 records gathered from the residents of BF Homes were validated with the Assessor's Records in which there is a 100% match. Out of the 99 records, three titles were identified for reconstitution. This shows that the Assessor's records can be a relevant source of land related information. Unfortunately, the 99 records gathered is insufficient to provide any conclusions to the quality of base records in established subdivisions.

On the second pilot, 124 parcel were field validated which is only 20% of all the parcels in BF Homes. The reasons for the low response are mainly the result of the person living on the property:

- Not owning it, either renting or leasing the property
- Not having a copy of the documents, either storing them elsewhere or not obtaining a copy of them before handing the owner's duplicate to the bank.
- Not being home
- Promising to bring the document to the project team and not following through.

For the third pilot, a total of 400 questionnaires were answered. Field validation during the third pilot consists of searching every parcel for titles available. In the pilot,

<b>Pilot Number</b>	<b>Total Number of Parcels Field Validated</b>	<b>Number of Questionnaires Completed</b>	<b>Number of Parcels Identified for Reconstitution</b>
<b>First Pilot</b>	99	99	3
<b>Second Pilot</b>	124	124	4
<b>Third Pilot</b>	3	400	0

three titles were found in the Villar-Maloles area since majority of the area consisted of informal settlers where official land records is scarce.

**Table 2: Accomplishment of three pilots in conducting field validation**

## VI. EVALUATION

### ON THE FIRST PILOT:

Initially, the field validation was geared mainly towards identifying only the title holders that had no records from the Registry of Deeds. However, this goal was not achieved during the first pilot because there were no office-validated CIMs.

The absence of office validated CIMs made the field validation more tedious. PIO2 had not yet developed a more effective approach through the aid of “color-coded” CIMs at the time. Therefore, the major objective of field validation was not completely achieved. This is true despite the identification of a basic methodology for conducting the first field validation in established subdivisions.

Furthermore, the first pilot field validation was not able to test the assumption whether there was a high correlation of office records to the field in established subdivisions. The number of respondents who participated in the activity was too limited to merit such conclusion. The low turn-out of respondents indicates that a change in the method for data gathering is needed. The base camp method of data collection enabled the team to collect only 16% over a period of 5 days, which is not very encouraging. Since it is necessary to collect as much data as possible, the team had to go back to the subdivision and try the house-to-house method of data collection.

The low number of respondents was the result of:

- Complacency. The owners were within a secure subdivision and knew they had clear title to their property. They were not interested in supporting the Pilot. (This is based on interviews with the homeowners)
- The person living on the property is not the owner. He/she was just renting or leasing the property, so he/she did not have any of the necessary documents.
- The owners not available. He/she may have been on a holidays or may not have received the information that a field validation was to be conducted.

***On replicating the procedures of the first pilot:*** It is not advised that the base camp or voluntary approach should be utilized since it gathers limited data needed and requires a significant amount of time to gather records.

### ON THE SECOND PILOT:

The application of the house-to-house approach was able to gather an increase in the respondent’s turn-out but the land records that were validated was limited. This can be attributed to the same reasons which were identified on the first pilot. The use of the house-to-house approach is highly effective to gather a greater number of data provided that parcels that require field validation (parcels with no records) were identified to increase the efficiency of the activity.

The second pilot would have been more effective in gathering land records on the ground when PIO2 has gathered records from the ROD and office validation was completed. The completion of office validation would have contributed to the efficiency of the field validation activity since there will be no need to visit all the parcels in BF Homes.

With regard to the activity's effectiveness, PIO2 was unable to achieve its main goal which is to test the hypothesis that there is a greater consistency of land records from different land agencies and from the ground in formal subdivisions. PIO2 was unable to achieve such due to the lack of land records available in the area. Although its main objective was not achieved, the field validation activity was able to identify the effectiveness of CRS through the use of the Field Validation questionnaire. The results showed that a limited number of individuals have heard of LAMP. It should be noted that the results is still inconclusive since only 20% of the entire BF Homes were provided with the questionnaire.

#### **ON THE THIRD PILOT:**

The field validation activity during the third pilot was able to identify the titles existing within an informal settlement. This indicates that there is a possibility of gathering records in an informal settlement provided that a blanket approach would be utilized by the field enumerators. The blanket approach is a method that requires the enumerators to visit every parcel within the area. Although the blanket approach enabled the identification of a number titles in the area, this method is not suitable for replicability especially in informal area since it is time consuming and inefficient because the number of records and information that can be gathered is limited.

In the conduct of the upwelling lessons workshop among the residents of Villar-Maloles, the M and E team identified that the respondents were unaware of LAMP and the field validation activity. This indicates that the field enumerators were not able to provide relevant information to the residents about LAMP and field validation. A significant lesson that can be derived is that field enumerators should be geared and trained in disseminating information about LAMP and its activities since they have direct link to the residents in the area.

Indeed, the evolution of the one pilot to another have provided improvements in the methodologies in the conduct of field validation but gaps still remain particularly in targeting specific parcels to gather land records. The use of the blanket approach in all the three pilots prove to be inefficient since the records (titles, survey plans, etc.) gathered in the area is limited compared to the effort exerted by the field validation team. It is therefore recommended that the conduct of Field Validation should be initiated when once office validation is completed to increase its efficiency. By having office validation ready, the field validation team can target specific parcels that require field validation.

Further, the analysis of the results of the three pilots has not been initiated thus a framework for analysis of results has not been developed. It is recommended that the

results of the pilots be analyzed to provide a framework for analysis of the succeeding pilots.

A comparison table of the cost of the pilots is also presented in the table below as reference. Based on the results of the unit cost, the first pilot which is the base camp approach costs higher than the two pilots. The high cost of the first pilot can be directed to the low turn-out of respondents. Majority of the cost came from the waiting period of each enumerators for each respondent to arrive at the base camp. The cheapest approach was the third pilot which utilized the hiring of enumerators. The low cost can be attributed to the high number of respondents per parcel. It can be identified that as the approach changed from the base camp approach to the house-to-house approach, the cost of the activity is lower. Thus, it can be concluded that the most efficient method for field validation is the house-to-house approach which yields a greater number of respondents at the lowest cost.

**Table 3. Cost Calculation of the three pilots**

<b>Pilot</b>	<b>Unit Cost per parcel/questionnaire</b>
<b>First Pilot</b>	Php 675.72
<b>Second Pilot</b>	Php 360.66
<b>Third Pilot</b>	Php 238.71

To further identify the differences of each pilots, the tables below provide a summary of the methodologies utilized by the three pilots including the tools available during the time of field validation, staff requirements, and CRS methodologies utilized.

**Table 4. Summary of Activities of all three pilots**

<b>Pilot Number</b>	<b>No. of Days for the Field Validation</b>	<b>Location and Date of Field Validation</b>	<b>Criteria for Site Selection</b>	<b>Type of Settlement</b>	<b>Objectives/Hypothesis for testing</b>	<b>Field Validation Main Methodology</b>
<b>First Pilot</b>	5 days	BF Homes November 2001	<ol style="list-style-type: none"> <li>1. It provided a well- defined physical area.</li> <li>2. It was completely enclosed and provided the opportunity to test the first of at least two scheduled field validation methodologies, in a controlled environment.</li> <li>3. It was anticipated that there would be few problems encountered in this area and the issue of informal settlers would not arise.</li> </ol>	Formal Subdivision	<p><u>Hypothesis:</u> There is a higher consistency of base records (i.e. Assessor's records, DENR maps, LRA records) in established subdivision.</p> <p><u>Objectives:</u></p> <ul style="list-style-type: none"> <li>• To test the effectiveness of CRS campaign;</li> <li>• to test appropriateness of the field validation processes to collect ownership records which are not in the Registry of Deeds; and</li> <li>• to test the quality and relevance of the Assessor's Records.</li> </ul>	Base Camp Approach
<b>Second Pilot</b>	3 days	BF Homes 1 March 2002	-same as above-	Formal Subdivision	To increase the number of records matched between the Assessor's database and the field.	House-to-House Approach
<b>Third Pilot</b>	7 days	Villar-Maloles June 5-7, 2002	Villar-Maloles was chosen to be the third pilot area because the major occupants of the area are informal settlers; it has well-defined boundaries; the subdivision plan was followed although some parcel has two or more occupants.	Informal Settlement	<ol style="list-style-type: none"> <li>1. To determine whether there exists official land records in an informal settlement</li> <li>2. To test the effectiveness of gathering land records in informal area using the house-to house approach</li> <li>3. To test new CRS strategy (Area-Based Community Dialogue)</li> </ol>	House-to-House Approach

**Table 5. FV tools, staff requirements, capability, etc.**

<b>Pilot Number</b>	<b>FV tools available during the time of the field validation</b>	<b>Staff Requirements</b>	<b>Capability Training</b>	<b>CRS Methods Utilized</b>
<b>First Pilot</b>	Assessor's data and BF Homes Survey Plan	<b>FV Team: 3</b> <b>Validators/Enumerators: 7</b>	Half day workshop on LAMP objectives and validating records	Motorcade, LAMP-PIO2 and FV Brochures (English)
<b>Second Pilot</b>	Assessor's data and colored BF Homes survey plans	<b>FV Team: 3</b> <b>Field Enumerators: 8</b>	Half day training on LAMP and Field Validation Activity, including questionnaire administration	Letter drop, LAMP-PIO2 and FV Brochures (English), BAG
<b>Third Pilot</b>	Villar-Maloles Survey Plan and cross-referenced data (information that has been validated with the title record and Assessor's data)	<b>FV Team: 3</b> <b>Field Enumerators:8</b>	1 day training on LAMP, questionnaires, and handling questions and confrontations	Area-based Community Dialogue, BAG, LAMP-PIO2 and FV brochures (tagalong)

## VII. CONCLUSION, RECOMMENDATIONS, LESSONS

The conduct of the three pilots enabled the refinements of the methodologies utilized for field validation. Although, the real objective of the activity is to gather land documents on parcels with no title information was not achieved. This can be attributed to the lack of office validation at the time of the pilots which would enable the identification of parcels with no records. Thus, the field validation team utilized a house-to-house approach that “blankets” the entire area. A very significant lesson that can be derived from this experience: ***There is a need to complete office validation prior to the conduct of field validation to increase the efficiency of the activity and to fully appreciate the outputs of field validation.***

The use of the house-to-house approach by the two pilots enabled the increase in respondents turn-out and the efficiency of the activity increased. Thus, another lesson that can be derived is: ***The use of the house-to-house approach is more efficient.***

Based on the upwelling lessons workshop, majority of the respondents was not able to recall the field validation activity. This can be related to the lack of information dissemination conducted in Villar-Maloles. Thus, it is recommended that: ***The Field Enumerators should be geared into doing Community relation services in the area since they are directly in contact with the stakeholders of the project.***

Another lesson that can be derived from the pilot: ***The most cost efficient pilot is the third pilot which was able to visit 400 parcels, although with regard to the objective of gathering information on parcels with no record, the pilot was unable to produce significant results in the area.***

Overall, the pilot field validations established a baseline for the improvement of the methodologies employed and the lessons generated can be utilized in the conduct of the succeeding field validation to increase the efficiency of the activity in the future.

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## **APPENDIX 6**

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### ***Details of the PIO2 CRS Activities Evaluation in June 2003***

## **Synopsis**

In line with the LIL nature of the project, Prototype 2 is expected to extract lessons and recommendations that were learned from the implementation and will help shape the long-term LAMP. Those lessons were culled from the conduct of periodic review and evaluation of all major activities implemented.

The objectives of the workshop are to look back on how the PIO2-CRS came about. This includes all the activities conducted by CRS in order to attain the goals and objectives of the Project. The period covered is from September 2001 to June 2003. The workshop aims to produce a step by step annotated flow chart of the CRS development; a documentation of the various strategies implemented – what was effective and what did not work, an estimation of time and resources employed for each activity, as well as the subsequent recommendations that will be helpful for future implementations.

The key persons responsible for the development of CRS participated in the workshop held at the proposed OSS building. The group was composed of the Prototype Manager, Deputy Prototype Manager, Technical Advisers, the CRS Unit, and M&E Unit which facilitated and documented the workshop.

The first part of the workshop dealt with the discussion of the historical perspective/background of the CRS development through the PIO2 CRS team's account. The group was able to gather important data which will guide the project in the future implementation of the unit's activities.

Based on the historical accounts established, key activity areas were created thereby, simplifying the evaluation of the activities conducted for the development of CRS. The group then identified the strengths, weaknesses; the group formulated subsequent recommendations and lessons.

With these, significant findings were generated from the workshop. Major lessons were culled from the implementation of these activities, such as the need to create a steering committee in order to further strengthen the role of BAG in the community. Also, it is noteworthy to highlight the testing of CO-CD approach in order to address the growing expectation of the community from LAMP that the project's goal is to solve their land related problems.

## **I. Rationale and Objectives of the Activity Evaluation**

### **A. Background**

The Land Administration and Management Project (LAMP) aims to identify methodologies that would improve land administration and management in the country. Thus, lessons generated would be essential in the design of a comprehensive land administration and management program in the future.

To achieve these objectives, the Community Relations Services unit was created. It aims to facilitate meaningful involvement and participation of men and women stakeholders in the development and testing of methodologies for the improvement of the land records management systems for LAMP PIO2.

The Unit considers the formation of BAG as one of their significant accomplishments. Here, the unit was able to up well issues in the community and to validate the perception of the community with regard to the LAM project. In addition, the Unit also considers the ABCDs as important milestones of the prototype; with the introduction of ABCDs in the community the prototype was able to disseminate information in the community more effectively and in a larger scale. And lastly, the formation of the LAG Core Group to discuss specific and relevant issues such as the OCT 333 is considered as one of the accomplishments worth mentioning.

At present, the Unit is in the process of implementing CRS activities in the other remaining barangays with the assistance from an NGO partner starting the month of July this year. The CRS is also in support of the OSS implementation. Lastly, the CO-CD approach is being implemented in accordance with the smooth phase out plan.

## **B. Objectives**

The activity evaluation aims to assess the procedures utilized in achieving the following activities and sub activities enumerated below:

**Activity 3.3:** Community consultation, customer relations and services strategies developed and tested to support Outputs 3.1 and 3.2, and the longer-term LAM Program.

The activity evaluation aims:

- To document the procedures followed in the implementation of the activity;
- To evaluate the effectiveness and efficiency of procedures;
- To generate recommendations for improvement in procedures and activity implementation;
- To identify any lessons that may be of value to the design and implementation of the longer LAM Program.

## **C. Outputs:**

The following outcomes are expected by the end of the workshop:

- An annotated flow chart of the preliminary stage followed in undertaking the step-by-step activities covering all alternatives tested and changes midstream with a rationale for any changes;
- An estimation of the time and resources required for each step in the process;
- A summary of physical accomplishment for key steps in the process;

- An evaluation of the procedures followed in undertaking the major sub-activities or tasks:
  - What worked efficiently? (strengths)
  - What didn't work or was inefficient? (weaknesses)
  - Why not? (constraints)
- Recommendations for improving procedures or the implementation of the activity, and any lessons for the longer-term LAM Program.

#### **D. Profile of the participants**

There were seventeen (17) participants who attended the CRS evaluation. The breakdown is shown below:

- Two representatives from the Technical Adviser Team who observed and contributed to the evaluation process
- The Prototype Manager of PIO2
- The Deputy Prototype Manager
- Eight M&E personnel from PMO and PIO2 who facilitated and documented the activity
- Five CRS personnel from PIO2

There is a good gender representation in the evaluation workshop, eight females and seven males.

#### **E. Limitations**

The evaluation did not benefit from feedback from the communities on the effectiveness of CRS/CO/CD approaches. Rather, the evaluation was limited to the views and assessment of project staff.

### **II. Methods used in the evaluation**

The CRS evaluation was done through the conduct of an activity evaluation workshop attended by the PIO2 CRS staff. The activity evaluation workshop identified the workflow and the strategies adapted in the development of the PIO2 CRS.

The first part of the workshop dealt with the discussion of the historical background/perspective of the CRS development through the PIO2-CRS team's account. The group was able to gather important data which will guide the project in the future implementation of the unit's activities.

Based on the historical accounts established, key activity areas were created thereby, simplifying the evaluation of the activities conducted for the development of CRS. The group then identified the strengths, weaknesses and constraints in the activities undertaken by the CRS. From these weaknesses, the group formulated subsequent recommendations and lessons.

The author also made use of the available documents such as the Terms of Reference of the Barangay Advocacy Group and Technical Working Group, minutes of different meetings and symposia, and the CRS framework strategies, and the results from the upwelling lessons.

### **Historical Background of the PIO2-CRS Unit**

In September 2001, the Community Relations Services (CRS) in the initial project design was lodged as a sub unit of the Monitoring and Evaluation Unit. However, CRS did not function as such under the said unit. Although the project design points out the great need for a specific unit to handle CRS, the specific tasks and functions in relation to the present situation of PIO2 were not laid down due to the fact that a person with the expertise to manage the unit was not yet identified. In the meantime, PIO2 managed without CRS although was not as effective as it could have been, because the need to be in contact with the community to realize the project's goal suddenly came into the picture. CRS activities then were not fully carried out.

CRS was formally established and became independent in November of 2001 where the unit already gained its own phase and was able to identify initial activities needed.

### **III. Description of Activity**

The group made a rundown of the activities conducted to implement the objectives of CRS Unit. These were divided into three major key areas which the group tried to assess, particularly in the effectiveness/efficiency of the strategies that PIO2 employed in attaining each definite output.

#### ***A. Generating partner agencies' support -Formation of Technical Working Group (TWG)***

As the Project has been designed, the Prototype 2 of the Land Administration and Management Project (LAMP) is centering its efforts in installing better and more systematic procedures in land management. In order to make this vision possible, the Prototype has been set to synchronize its office-based methodologies with the actual situation in the field to enable the realization and achievement of its goals and objectives.

The Customer Relations Service (CRS) Component of the Prototype 2 is directing its efforts to foster a harmonious relationship with the different stakeholders/sectors in the communities. Thus, generate participation and confidence from the people to the land management system.

One of the key result areas identified under the CRS Component is the formulation of a CRS Strategy/Framework which shall serve as the blueprint of community relations campaigns and strategies to be undertaken under the Prototype 2. This framework shall be reflective of the appropriate information and social marketing strategies in response to the issues and communication needs in the five (5) covered barangays in

Quezon City, namely: Holy Spirit, Batasan Hills, Commonwealth, Payatas and Bagong Silangan.

The formulation of these strategies should be done in accordance with the principles and spirit of collaboration and participation.

The formation of CRS-Technical Working Group (TWG) was initiated and conceptualized upon realization of the vast responsibility of CRS in the conduct of its activities in the community, considering the bulk of work and the extensive coverage of the prototype areas. With this, the TWG composed of information officers of different agencies involved in the project was formed to guide the project's CRS activities. The TWG will serve as a "think-tank" and coordinative body of PIO2. Also, the group facilitated the identification of interim strategies for CRS implementation. The group is composed of Information and Community Relations Officers of the DENR-NCR, LRA, ROD, Quezon City Government's Community Relations Office (CRO) and Urban Poor Affairs Office of the People's Bureau (UPAO-PB) and the Heads of the Barangay Security Development Offices of the 5 target barangays.

For an efficient and effective implementation of the Prototype's initiatives to the communities, the creation of the CRS-TWG aims to achieve the following objectives:

- To organize a coordinating and consultative body to formulate the CRS Strategy/Framework for Prototype 2;
- To create a working group that would provide technical and substantial inputs to the implementation of the various CRS activities of the project;
- To organize a working group that would assist the CRS Component in implementing and facilitating the CRS Strategy/Framework of the Prototype 2; and
- To organize a network of communication and community relations experts who will contribute their technical and information resources relevant to the implementation of the CRS Strategy/Framework.

The following are the duties and responsibilities of the CRS-TWG members as stated in their Terms of Reference:

- Participate in the formulation of the CRS Strategy/Framework for Prototype 2;
- Regularly attend all the meetings and activities of the TWG;
- Assist the Project in facilitating its technical and information requirements within their respective agencies and units in relation to the implementation of the CRS Strategy/Framework; and
- Provide technical backstop in the implementation of CRS activities in the communities.

Afterwards, weekly meetings/consultations were conducted in order to identify the People's Organization (PO's) that will help the Project to tap area leaders in the area covered by the Project.

Through the participation of the TWG and the senior staff of PIO2 in the CRS Strategic Planning workshop held on March 2002, the group was able to generate awareness and knowledge from the communities. Also, the most important outcome of the said workshop was the creation of the CRS Framework which is deemed useful for the project to make the communities be aware of the project's goal.

Since September 2001, when the PIO2-CRS component was set up, until the period under review, the CRS-TWG was able to conduct 7 meetings. Discussions mostly evolved on the issues generated from the conduct of the community dialogues and how the CRS team could improve the succeeding dialogues by providing adequate explanation and enlighten the next time similar issues would be raised. Thus, the CRS-TWG meetings likewise served as potent venues for identifying complementation areas between the Project and the agencies involved which could provide relevant inputs for CRS in its effort to educate the communities on those concepts and processes.

**Issue.** Despite the meetings and consultations conducted in order to orient and capacitate the TWG, the members are not active enough in order to capacitate themselves with the knowledge they need in the performance of their functions. These are evident during the regular meetings of the TWG. With this, a question regarding their commitment in the TWG has been raised. Moreover, some of the members are "incentive-driven", motivated only with the prospect that an honoraria is given for their membership in the Group.

**Efficiency of procedures.** Although the TWG members are not participative in the conduct of consultations and meetings, they are effective in giving relevant ideas that are useful in the conduct of some CRS activities. However, because of the TWG's shortcoming, the CRS was not able to facilitate the BAG formation, which in the onset was identified as one of the TWG's task. Also, the TWG was tasked to later on conduct and facilitate their meetings and consultations, but this, too, was not realized, due to the fact that the members are not capacitated to do so.

**Recommendation for improvement.** One recommendation for improvement that has been raised was to involve the TWG in the barangay meetings, because at present, only UPAO members participate. Also, a national training needs assessment for stakeholders must be conducted to fully capacitate the members. With these, the TWG members will be given the opportunity to demonstrate their skills such as facilitating the conduct of their own meetings.

**Lessons.** One important lesson the CRS learned is that, a capacity building program should have been conducted prior to the implementation and creation of the group. With this, redundancy in the performance of duties will be avoided and identification of special skills and talents of the members should have been made. If this capacity building was made beforehand the Project would be able to maximize the manpower and other resources it can utilize from the group.

*Analysis.* The TWG's task is very crucial in the execution of the project's goal and objectives. However, the group is not effective in carrying out the tasks assigned to them. Important tasks have been assigned to the group without first, determining if they are capacitated to do so.

## ***B. Community participation: Strategies employed***

### ***1. The Barangay Advocacy Group (BAG)***

After the formation of the TWG, the need of having a local network within the barangay came into picture. CRS drafted the Terms of Reference (TOR) and subsequently enhanced it based on experiences and lessons learned. They solicited from neutral agencies such as UPAO, the names of all HOA leaders in the barangay covered by the five (5) key areas.

In October of 2001, the 1<sup>st</sup> BAG was formed in Holy Spirit. The BAG serves as the local networks for CRS, composed of leaders and presidents of various homeowners associations (HOA) and relevant People's Organizations (PO) in the barangays. Due to the barangay elections last May of 2002, the Project deferred the formation of BAGs in the other 4 barangays. At present, the CRS is still in the process of determining whether to continue BAG formation in the remaining barangays wherein the bulk of CRS work will be conducted by NGO.

Initially, the main task of BAG is to facilitate the information dissemination in their respective barangays regarding the conduct of Field Validation by the Prototype. In Holy Spirit, the BAG did not only serve as channels for information dissemination to their members but also as enumerators during the conduct of the pilot and actual field validation activities.

General assemblies were conducted twice a month, mainly, for the purpose of educating the members regarding the Global Positioning System (GPS) activities. However, the BAG suggested that area-specific dialogues be carried out, thus, series of ABCD's were conducted to orient the community of the project and link this with the communities' issues.

Meanwhile, the ABCDs in the other barangays continued but this time it was channeled directly through the barangays and not through BAG. There were no BAGs formed in the other barangay

In May of 2002, Barangay Holy Spirit was continuously being saturated with CRS activities; the orientation of BAG members were conducted, such as detection of fake titles, registration system and community organizing approaches.

After the Community Organizing-Community Development (CO-CD) led approach was initiated in September of 2002, the task of BAG became broader in scope. The BAG Steering Committee (BAG-SC) composed of nine (9) officers selected among its 63 members was formed. The Steering Committee initiated the formulation of an action plan, wherein the definition of CO-CD was determined, and the means on how

to properly integrate the CO-CD approaches in the Prototype. Moreover, the Steering Committee devised the formation of their laws and the Vision, Mission, and Goal setting of the group in order to achieve its desired goal for the Project. With the creation of the Steering Committee, the group became more effective in carrying out its functions.

*Efficiency of procedures.* The CRS considers the BAG as highly effective and helpful to CRS activities and goals. It has been very cooperative in organizing the community; they suggest new ideas and innovations that prove to be very helpful to the project in the conduct of its CRS led activities. The CRS considers the BAG as their extension in the community.

*Issue:* One of the issues encountered by the unit is the improper use of some former members of the BAG of LAMP's name in order to carry out their illegal activities in the community. Syndicate members of the BAG often use their designation to easily consummate the sale of properties. Also, not all members of BAG are considered as "advocates" of the Project, they actively participate in order to update themselves of the progress of the Project. In this way they can capitalize this acquired knowledge to protect vested interest.

*Recommendation:* Continuous immersions must be made by the CRS in the community in order to further strengthen the ties between the BAG and the CRS. A screening process for BAG membership should be in place.

A regular staff from CRS to concentrate in the community must be assigned, but due to lack of manpower nobody is tasked to perform this function. This has been raised in one of the BAG meetings.

BAG members should be engaged in more training, i.e. conflict resolution, gender sensitivity training, leadership training, and change management that would increase their capacity of being the "middle ground" between LAMP and the community.

*Lesson:* The process undertaken by the BAG formation is tedious and painstaking. Patience and time is needed in order to further maximize its potential. The long term results are not attainable overnight. A cost effectiveness study should be made versus other means to achieve the same goal.

Once the community is aware of LAMP particularly of its objectives, the community becomes willing to participate. Participation on the project can be qualified through the attendance on Area Specific Community Dialogues and through disseminating correct information about LAMP.

Participation on LAMP is further increased by empathizing with the community regarding their problems on land.

*Analysis.* The CRS considers the Barangay Advocacy Group as their potent partner in reaching out to the community. Empowering the community with knowledge and the skill will make them self sufficient and independent.

## ***2. Area Based Community Dialogues (ABCDs)***

The Area Based Community Dialogue was first conceptualized during the Strategic Planning Workshop on CRS for LAMP PIO2 held in Baguio City on March 5 to 7, 2002. It was first introduced during the conduct of the second field validation in BF Homes in Barangay Holy Spirit. The need was identified due to the fact that the strategy used in the first field validation was not as effective; communicating with the barangay captain and the homeowner president is not sufficient to gather support from the community. Also, the facilitation of ABCDs is more effective than community assemblies in disseminating the objectives of FV activities to as many community members as possible. It has shown to promote closer social interaction among and between the community members and the prototype staff due to limited number of participants.

*Efficiency of procedures.* The ABCD serves as a vehicle for feedback on people's views and concerns. Thus, is highly efficient in gaining support and cooperation from the involved communities.

*Issue:* Not all community members are readily available to attend ABCD.

*Recommendation:* The community prefers that the ABCD be conducted during weekends for more community members to have the opportunity to attend and participate.

## ***3. Community Mobilization/Community Organizing-Community Development (CO-CD) Testing***

In September 2002, the idea of CO-CD was conceptualized during the process evaluation and leveling-off between Social Dynamics, CRS, M&E and Planning Unit. It is one of the identified approaches in sustaining community partnership. The need to further strengthen the ties between the community and the project prompted the introduction of CO-CD. Moreover, the need to address the growing concern of the prototype that the communities pressing expectations from LAMP must be noted. The communities at present are expecting that the project would be able to solve their land related problems.

Meanwhile, in November of the same year a CO-CD training participated by CRS Unit, Social Dynamics, Technical Advisers, Planning Unit, and Monitoring and Evaluation Unit held in Antipolo City was conducted wherein both the approaches used in the community were evaluated. It is here where the CO-CD plan was formulated.

The formal implementation of CO-CD started January 2003. It is noteworthy that the CRS since its inception has been applying CO-CD approaches in the conduct of its activities. However, the concept of CO-CD then has not yet been established and identified as such.

The innovations introduced in the CO-CD approach were the Participatory Rapid Appraisal (PRA) and the formation of the Barangay Advocacy Group-Steering Committee (BAG-SC).

After series of CO-CD trainings participated by the nine (9) members of BAG-SC, there arose a felt need to address the needs of the barangays. It is in this period that the Participatory Rapid Appraisal (PRA) was conducted. The members of the Steering Committee were requested to relate the historical perspective of their barangay (Brgy. Holy Spirit), to account the existing resources found within their vicinity and assess the internal setup as a whole of their barangay. Through these, issues in the barangay may be addressed and recognized with ease. The contents of the PRA were recounted by the barangay members and were written and collated by the Community Relations Services (CRS) staff of PIO2. The end users of the report are the communities and the Project. With this, it is the aim of the unit through the PRA to come up with resolutions to immediately address the needs of the community.

Part of the innovation introduced in the CO-CD approach is the creation of a Steering Committee from the already existing Barangay Advocacy Group. The SC is composed of nine (9) members out of the original 63 members of the BAG. The selection is based on the CO-CD trainings conducted; the active members were given priority.

*Issue:* There is no phase in/phase out plan or the so called exit plan before the onset of the program in order not to leave the community hanging after the existence of the Project. The Project should make the community members independent and self sufficient to enable them to continue what has been initiated by the Prototype even after its term. The objective and outcomes of the community engagement are also not clearly defined.

*Efficiency of procedures.* The CO-CD led approach is highly effective; the BAG-SC is highly participative. Because of this, fewer meetings with the entire BAG are being conducted by the CRS; instead, consultations with the Steering Committee are usually done. Convening a smaller group such as the SC is easier than to convene a larger group like BAG, whose members are usually not participative.

*Recommendations.* The adoption of the CO-CD led approach should be made the earliest time possible.

Preparation for a more flexible project implementation should be made, i.e. logistical arrangements, in order to cater to the changing needs and demands of the Project.

The objectives, outcomes should be very clear to have sufficient basis for monitoring and evaluation.

Lastly, the prototype before its entry in the community should lay down its clear “exit plan” so as not to leave the community still dependent on the actions of the Prototype after its immersion.

#### **4. Local Advisory Group - Core Group (LAG-CG)**

In November 2002, the Local Advisory Group (LAG) was organized as policy making body of PIO2. It is a structure designed to facilitate participatory development in LAMP as it includes local government, central government and agencies. The need to address specific issues in the community prompted the formation of the LAG Core Group composed of legal officers from different agencies involved in the Project. The main task of the group is to focus on the issue of OCT 333 (dispute regarding the alienability status of Payatas estate) and also with respect to other operational issues.

*Efficiency of procedures.* LAG does not function as effectively as the Core Group. Many factors contribute to these inefficiencies, such as irregular conduct of meetings, and the permanent members do not religiously attend but merely designate representatives. However, the members are efficient in reviewing and soliciting opinions from community members.

*Issue:* Some identified permanent members do not attend the meetings; they merely designate representatives who are not proactive. Also, they only function when being reminded of their assigned duties.

There is no efficient agenda planning by the prototype to address the need of the project in order to utilize the knowledge of the LAG members.

*Recommendations.* The prototype should follow religiously the designated schedule of meeting which is every last Friday of the month as agreed upon by the LAG members in order to sustain the interest of the members in the project.

Careful agenda planning should be made to stimulate the interest of LAG members around very input at issues.

*Lessons.* Agenda planning is essential in the conduct of activities in order to facilitate more productive meetings with the members. With this, the project can generate more meaningful lessons which will be helpful in the future implementation of activities.

### **C. CRS support to technical activities**

#### **1. Development of Information and Education Campaign Materials**

The need to inform the public of the tasks and goals of the Project came into existence after its launching. Thus, IEC materials were initially created to address these needs.

In September 11, 2001 the first PIO2 project campaign brochure was produced. This first brochure focused on introducing the Project to the public; its goals, tasks and the nature of services it aims to render to the public. The slogan used by the Prototype was “Maayos na Talaan, Kaagapay ang Mamamayan”

In November of 2001, the first Field Validation brochure was produced carrying the same slogan. These were disseminated before the conduct of the pilot field validation in order to orient the community of the activities that will be undertaken by the Prototype.

The reactions, opinions, comments and suggestions of the community served as guide to improve the IEC materials.

*Efficiency of Procedures.* The materials are considered effective in conveying the information but it is not sufficient to fully acquaint the community of the objectives of the Project. It is considered highly informative but not attractive.

*Issues.* There is no budget to commercially produce IEC materials; also, there is delay in the production of these materials due to the lack of the necessary equipment.

*Recommendations.* Budget should be allocated specifically for the production of IEC materials in order to enhance its aesthetic value.

*Recommendations for the long term program.* Based on the experiences of PIO2, there should be an active involvement and participation from the community in the formulation of the IEC materials. They should be made part of the development of the project.

The following CRS materials have been developed and/or distributed in a number of PIO2 community and advocacy initiatives. PIO2 Brochures (English and Filipino)

- Field Validation Brochure
- Preparatory Rapid Appraisal (PRA) Report for Brgy. Holy Spirit
- Global Positioning System (GPS) ( Filipino version)

## **2. Field Validation**

In the original project design, CRS was tasked to implement the field validation due to its nature as a community based unit. However, there is no mechanism to implement the same. During the 1<sup>st</sup> field validation in BF Homes Subdivision conducted in November of 2001, the prototype used the base camp approach wherein motorcades to promote the activity was mobilized. Also, dialogues with the Brgy. Captain, HOA presidents and the parish priest of BF Homes was made to easily facilitate the information dissemination of the activity. However, the base camp approach was not effective in gathering the necessary data from the community. With this, the Prototype was forced to discontinue the conduct of field validation in the other barangays and concentrate in Barangay Holy Spirit.

The second field validation was again conducted in BF Homes Subdivision in February of 2002, but this time, the door-to-door approach was utilized. The field validation was conducted by the Barangay Advocacy Group (BAG) after giving them training as field enumerators. The second approach used is considered more effective than the base camp approach because it was able to generate more participation as could be assumed from the increase in the number of data gathered. The field enumerators were assigned to conduct the validation by going to houses to gather title

information, instead of waiting in one place for the respondents to have their titles validated.

The third pilot field validation was conducted during the last quarter of 2002 in Villar-Maloles, an informal settlement area. The house-to-house approach was again utilized. However, prior to the conduct of the field validation education campaigns and Area Based Community Dialogues (ABCDs) were conducted. It is during this field validation that the concept of ABCDs was introduced. The BAG members were again hired as field enumerators. The field enumerators were not able to provide relevant information to the residents about LAMP and field validation. A significant lesson that can be derived is that field enumerators should be geared and trained in disseminating information about LAMP and its activities since they have direct link to the residents in the area. However, valuable data was generated, although it was not sufficient to achieve one of the objectives of the field validation which is to generate recommendations for improvement in procedures and activity implementation. Nonetheless, the field enumerators was able to generate issues from the community which is important for the project in the conduct of its future activities.

*Results from the first field validation:*

- Low turnout of expected results; there is complacency by the community members due to the fact that their lots are titled properties;
- The appropriate CRS strategy to support field validation was not identified; the benefits of reconstitution were not emphasized.

*Results from the second field validation:*

- The door-to-door approach was more effective than the base camp approach, in a sense that more respondents participated in the field validation;
- Area Based Community Dialogues were introduced prior to the conduct of field validation to serve as “advertising” campaign tactics to inform the community of the activity which will be undertaken.

*Results from the third field validation:*

- Some of the respondents were not aware that a field validation was conducted in their area;
- In this pilot, it was established that the house to house approach can gather a bigger number of respondent.

*Issue.* The technical component of the Prototype, such as the Cadastral Index Map (CIM) and Office Validation (OV) were not yet ready at the time the field validation was conducted, so not enough information is known about the extent of problematic titles prior to field validation.

The individuals who responded in the FV questionnaires were not aware of LAMP. This indicates that there was no effective CRS done prior to FV. Also, this indicates that the field validation activity was not fully utilized as a venue to extend LAMP to the community.

*Lessons/Recommendations.* The field enumerators hired to conduct field validation should have been trained in community relations activity. It is necessary that the enumerators be enabled to relate extensively to the community the concept of LAMP.

CIM and OV should be complete before FV is undertaken.

Effective CRS is a must prior to FV to ensure high participation.

The Prototype should concentrate first on more problematic areas where there is a high incidence of fake, spurious and duplicate titles. With these problems being encountered by the homeowners, it is believed that they have the tendency to become more participative of future field validations.

Activity	CRS Approach	FV Results	Efficiency of CRS Approach
1 <sup>st</sup> FV	Base Camp	*Low turnout of expected results; *Benefits of reconstitution were not emphasized	Not effective because there is complacency with some respondents, their lots being titled properties.
2 <sup>nd</sup> FV	ABCDs  Door-to-Door	ABCDs were introduced prior to the conduct of FV  More respondents participated	Effective as compared to the first approach in a sense that more respondents participated in the FV.
3 <sup>rd</sup> FV	Combination of Base Camp and Door-to-Door with ABCDs	Field enumerators were not effective in disseminating the information regarding LAMP	Not effective because the respondents were not aware that an FV was conducted.

### **3. Global Positioning System**

The main function of the CRS in the establishment of control points to be conducted by NAMRIA is to orient the barangays regarding the purpose and nature of GPS. To address these needs, the CRS conducted series of general assemblies from December of 2001 to February of 2002.

*Efficiency of the procedures.* It is considered as highly effective, the community members were supportive of this endeavor.

*Lesson.* Since the conduct of general assemblies for the purpose of informing the community regarding GPS was highly effective, it is suggested that general assemblies be conducted in order to address the other inquiries of the community.

### **4. Advocacy/Institutional Linkages**

Four (4) series of Education Symposia were conducted for the major partner agencies of the Project, namely: (a) LRA, ROD and LARES; (b) DENR-NCR; (c) BIR; and the (d) QC-LGU. These were intended to strengthen PIO2's

linkages with and re-institute the agencies commitments to the Project. The symposia have proved to be effective venue for partner agencies to understand LAMP. It also led to better appreciation of the importance of their respective agency's role/cooperation in the timely achievement of the objectives of PIO2. The symposia also allowed better definition of concrete cooperation between PIO2 and the partner agencies particularly LRA, and DENR-NCR.

*Recommendations:* Institutional commitments and areas of complementation were clarified during workshop sessions and symposia series. Hence, the need for constant workshop and symposia must be addressed.

*Lessons:* The said activities should have been undertaken during the earlier part of the Prototype's operation. It is important that in addition to the MOA, an outreach program be conducted with middle management and concerned technical staff of agency partners to improve their level of understanding of the Project, the commitments made by their agencies and to discuss how such commitment may be translated in operational terms.

#### **IV. Evaluation**

Below is a general evaluation of the strengths and weaknesses encountered in the implementation of specific activities by the unit.

<b>Activities</b>	<b>Facilitating Factors</b>	<b>Hindering Factors</b>	<b>Constraints</b>
Formation of Technical Working Group (TWG)	Agencies commitment	Some members are not participative	Some members are incentive driven
The Barangay Advocacy Group (BAG)	*strong LGU support *high participation in FV activities in informal settlements	*Some members are not participative	Difficulty in convening all the members due to their number
Area Based Community Dialogues (ABCDs)	The community members are easier to convene, thus, more effective.	Not all community members are available during weekdays and daytime.	Community members especially men are not available to attend due to their work commitments.
Community Organizing-Community	Application of skills in CO-CD approaches	*not all trainings that are needed are given	No clear financial allocation

Development (CO-CD) testing		*weak support to planned activities *lack of well defined objectives and outcomes	
Development of Information and Education Campaign (IEC) materials	Multiplier effects – content	IEC materials are not popular; not appealing to the masses	*No budget *Develop more attractive materials
Field Validation	High participation in informal settlements areas	Low participation in established subdivisions	*Difficulty in convening residents of established subdivision *residents do not see the added benefit of participating

#### V. Time and Resources Required

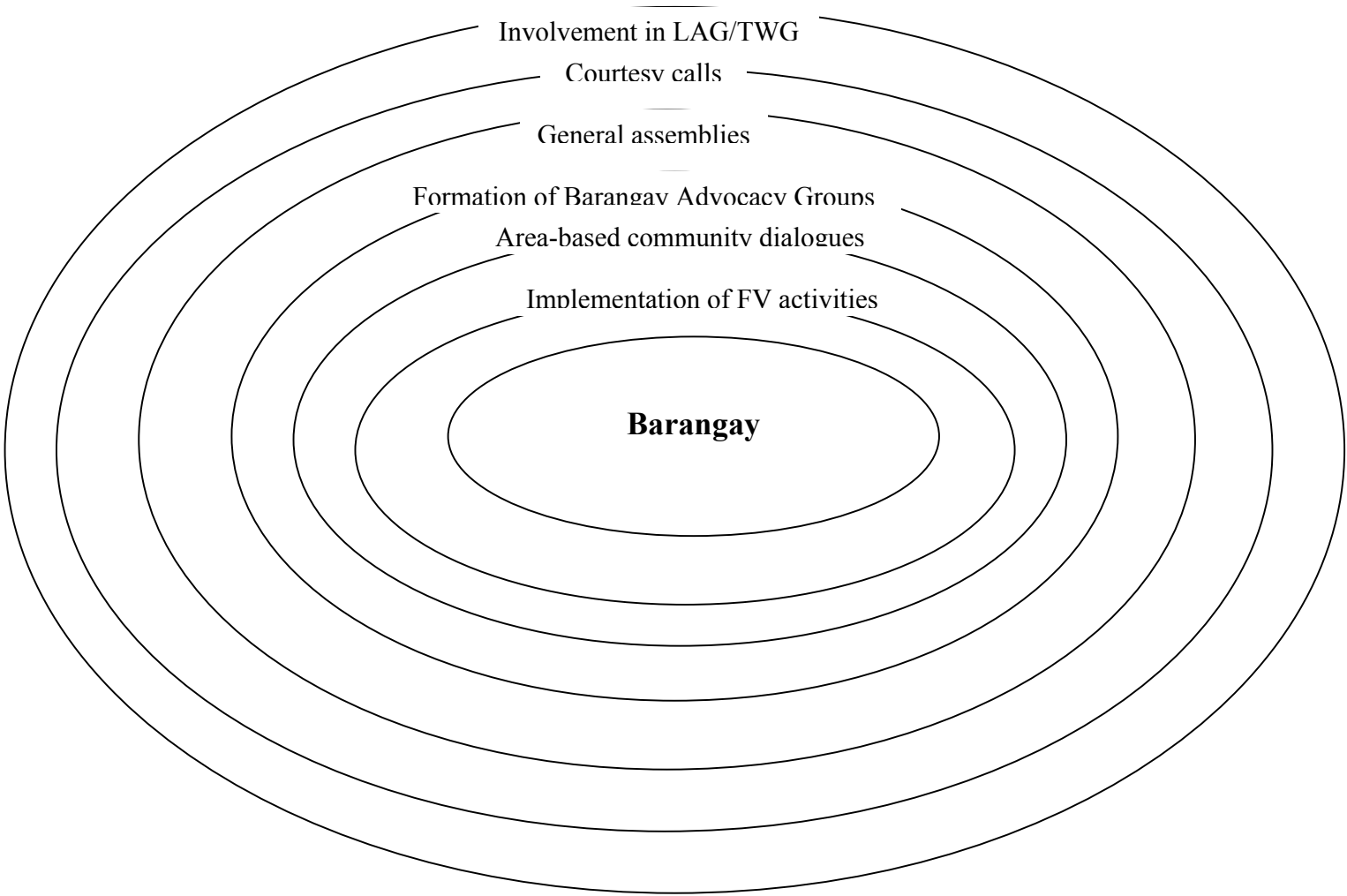
Activity	time	Resources	output
Formation of TWG	2 weeks	Conceptualization only, no formal meeting was conducted	Formulation of a CRS Strategy/Framework
Formation of BAG	1 month	*3 meetings conducted, attended by 15 participants (12 TWG members; 3 PIO2 personnel)  *2 meetings with the barangay, attended by 6 participants ( 3 from barangay; 3 PIO2 personnel)	Creation of BAG
BAG Steering Committee	Off shoot of CO-CD meeting=	2 meetings/general assemblies attended by 48 participants (40 from BAG; 8	Creation of the Steering Committee from the original 63 BAG members

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		PIO2 personnel)	
ABCDS	1 month	5 meetings/planning attended by 5 members	Conduct of more specific community dialogues
CO-CD Testing	2 weeks	2 meetings/general assemblies attended by 48 participants (40 from BAG; 8 PIO2 personnel)	Creation of BAG Steering Committee; PRA report; Vision, Mission, Goals setting; and the formulation of the community by laws.
LAG-Core Group	2 weeks	2 meetings with PIO2 key staff and management	Creation of agency to resolve specific issue such as OCT 333
Development of IEC Materials	Continuing review/imp rovement		Production of campaign materials
Field Validation	Continuing review/imp rovement	3 meetings with PIO2 key staff and management	Awareness and understanding on FV process and benefits by the community
GPS	2 months	1 meeting in each 5 barangay attended by 5 PIO2 personnel and the Barangay Captain of each barangay	Awareness and understanding on FV process and benefits

Figure 1. Community entry strategy



### ***Community Entry Strategy***

The community entry and social preparation requires close integration of the community organizers with the community. This is the realm of the community organizers who can remain in the field and work continuously with the community.

The activities involve integration of the COs, i.e. preparation and validation of community, needs and prioritization, and identification of core or opinion leaders.

The following are the preparatory activities for social preparation/orientation:

#### ***Step 1. Involvement in LAG/TWG***

The involvement of the project with the community and other government agencies will strengthen its ties and linkages with these institutions, thereby re-instituting their commitment to the project. The first contact with the community involved the membership of the Barangay Chairman with the LAG and the designation of barangay representatives to the TWG.

#### ***Step 2. Courtesy Calls (pre-entry and pre-formation phase)***

The following are the activities that must be accomplished by the COs;

- a. Courtesy visit to barangay chair and barangay council (sanguniang barangay)
- b. Groundwork or visit all members of the barangay council to explain the purpose and agenda of the meeting. Provide copies of LAMP PIO2 materials.
- c. After the meeting, immediately have a bull session with the local officials to discuss the project.
- d. Prepare a summary of agreements and have it signed by the barangay chair and/or his/her representative. Usually, it is the barangay secretary.
- e. Send summary of agreements to all would-be stakeholders.

In this stage, review of barangay profile and other available data must be made. Also, initial consultations and coordination with barangay officials in the prototype barangays must be done. And lastly, informal interviews with barangay leaders, NGO/HOA and other community members.

#### ***Step 3. General Assemblies, Formation of Barangay Advocacy Groups and Area-Based Community Dialogues (community structure building phase)***

In this phase, massive information campaign about the project should take place. Consultations and coordination with barangay officials, PO/HOA and other concerned groups should be made. Also, consultations through area-based

community dialogues, small group meetings and purok/cluster meetings must be facilitated to maximize their efficiency.

*Step 4. Formation of Barangay Advocacy Group (BAG)*

The formation of Barangay Advocacy Group was brought about by the need of having a local network within the barangay.

In this stage, the CRS empowers the community through the BAG to serve as the local network for CRS. It is composed of leaders and presidents of various homeowners associations (HOA) and relevant People's Organization.

*Step 5. Area Based Community Dialogues*

In this phase, a more issue oriented discussion is conducted with the community through the conduct of area based community dialogues. The facilitation of ABCDs as opposed to community assemblies is more effective in disseminating information regarding LAMP to as many community members as possible.

*Step 6. Implementation of FV Activities (implementation and management phase)*

Field validation through the base camp approach and door-to-door approach must be realized in this phase.

## **VI. Recommendation and Lessons**

Although the CRS considers the BAG as highly effective and helpful to CRS activities and goals, it has difficulty in convening all the members due to its great number of members. Because of this, the CRS can not effectively disseminate the information needed by the community regarding LAMP's goals and objectives. With this, the BAG members should be engaged in more training that would increase their capacity of being the middle-ground between LAMP and the community.

The Project in its commencement has no clear phase in/phase out plan or the so called exit plan in order not to leave the community hanging after the existence of the project. Thus, it is recommended that: the project should make the community members independent and self sufficient to enable them to continue what has been initiated by the Prototype even after its term.

The conduct of ABCDs on weekends and after office hours generated more participation from the community. Thus, another lesson generated is: the conduct of ABCDs and other community meetings must be in accordance with the availability of time of the community members.

Educational and innovative campaign materials are crucial to fully acquaint the community of the objectives of the Project. Thus, it is recommended that: there should be an active involvement/participation from the community in the formulation of the IEC materials.

With regard to the conduct of field validation, the conduct of the three pilots enabled the refinements of the methodologies utilized for field validation. Also, it has established a baseline for the improvement of the methodologies employed and the lessons generated there from can be utilized in the conduct of the succeeding field validation to increase the efficiency of the activity in the future.

Figure 2. Formation of the CRS-TWG

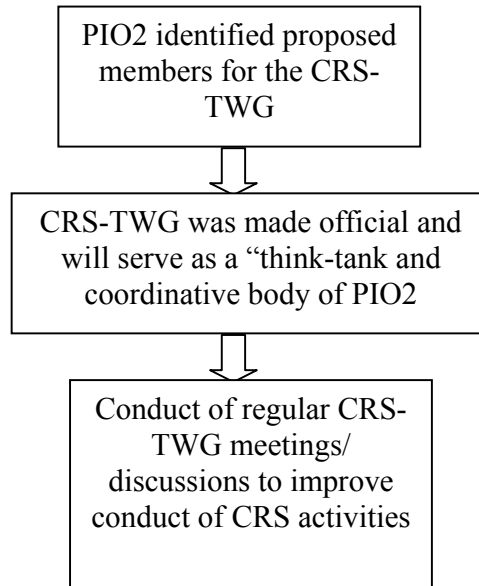


Figure 3. Formation of BAG

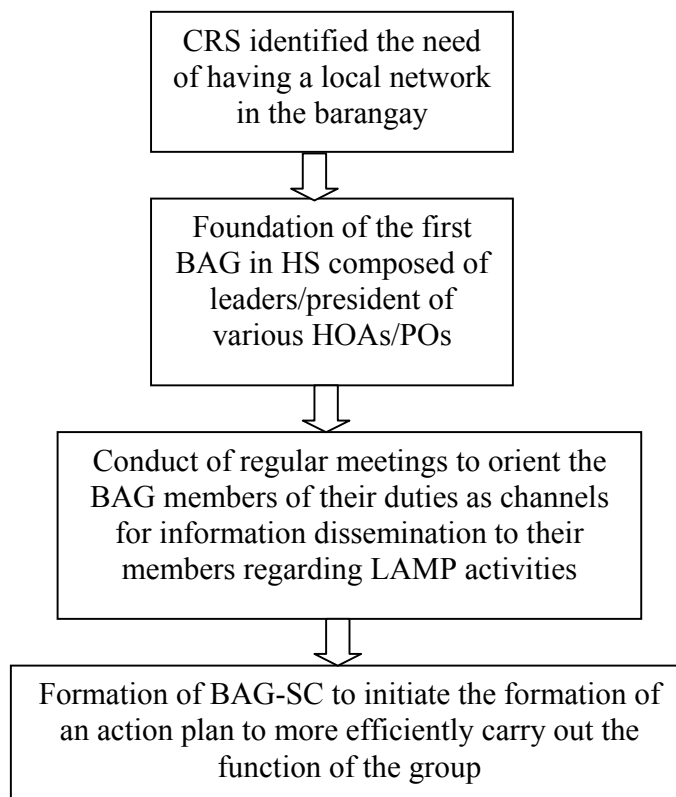


Figure 4. ABCDs

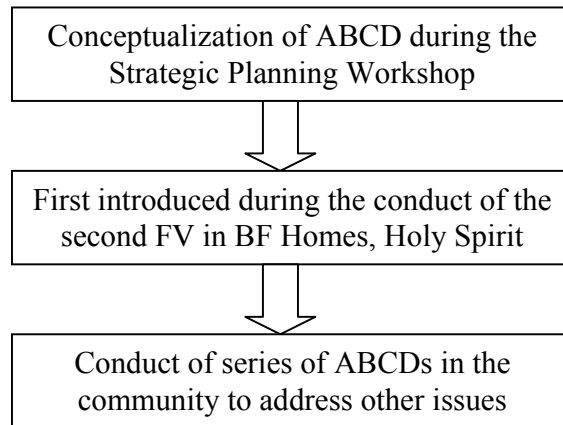
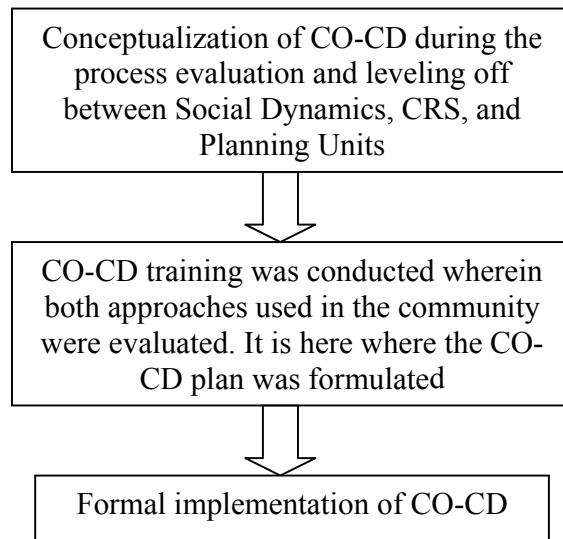


Figure 5. CO-CD Testing



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## **APPENDIX 7**

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### ***Outline for the Revision and Enhancement of the CRS Handbook***

Guidebook on Building Partnerships for Land Records Improvement and Management at the Barangay and Municipal Levels: An Outline

<b>ACTIVITIES</b>
<b>1. Introduction</b>
Purpose of the Handbook: Social Development Thrust of PIO2
Definition of key terms
Target Users of the Handbook
Users' Guide
<b>2. CRS and FV Procedures of PIO2</b>
Phase 1: Preparatory Activities
Purpose: <ul style="list-style-type: none"> <li>▪ to lay down baseline information (area profile, problems, issues including gender, and potential partners) necessary for the development plans and strategies in community activities</li> <li>▪ to enhance the awareness level of the intended audience and support orientation activities of LAMP</li> <li>▪ to ensure that staff is capable to meet the challenges and rigors of all activities with quality and efficiency</li> <li>▪ to facilitate meaningful participation of stakeholders in LAMP-related activities</li> </ul>
Outcome:
Procedures:
1) Area-wide Social Assessment on: <ul style="list-style-type: none"> <li>→ Socio-economic profile of Project Areas and Gender situation</li> <li>→ State of land records</li> <li>→ Effects of problems on land records</li> <li>→ Stakeholders/Gender Analysis</li> </ul>
2) Development and Production of IEC materials on LAMP benefits <ul style="list-style-type: none"> <li>→ OSS services</li> <li>→ BILIS services</li> <li>→ Land Administration Reform Agenda</li> </ul>
3) Capability Building of Field Activities Unit <ul style="list-style-type: none"> <li>→ Social development approaches/ community participation and mobilization procedures (i.e. CO-CD)</li> <li>→ Gender Sensitivity Training</li> <li>→ Partnership Building</li> </ul>
4) Identification of areas for field validation
Phase 2: Community Pre-entry

Purpose: to validate list of potential partners/ stakeholders (Bgy. Council, federation of HOAs, NGOs, and subdivision HOAs), orient them regarding LAMP benefits and objectives and explore areas of partnership (land-related issues, BILIS/OSS/LARA promotion and advocacy)
Outcome:
Procedures:
1) Courtesy call and Orientation meetings with Barangay Council, Federation of HOAs, NGOs, and subdivision HOAs
2) Secondary data gathering
3) Validation of list of HOAs, POs and NGOs
Phase 3: Community Entry and Formation
Purpose: to establish partnership with stakeholders at the bgy. Level (Bgy. Council, federation of HOAs, NGOs, and subdivision HOAs) and seek commitment to participate in collaborative efforts for the improvement and management of land records
Outcome:
Procedures:
1) Preliminary Social Investigation: Initial identification of land issues related to land records
2) Core Group Formation
3) Deepening Social Investigation (Participatory Land Resource Appraisal with Core Group) - identification of land issues for collective action
4) Area-based Community Dialogues (based on identified areas for field validation)
5) Building Community Commitment to improve land records and for collective resolution of land issues/Development of Gender Responsive Plans
Phase 4: Field Validation: Community Mobilization for Land Records Improvement
Purpose: to
Outcome:
Procedures:
1) Pre-FV:
▪ Orientation of Core Group on FV process and identification of Field Enumerators
▪ Field validation training, planning and strategizing
▪ Basecamp establishment
2) FV Proper:
▪ Field Reconnaissance
▪ Field Inspection
▪ Field Enumeration
▪ Quality Assurance of Outputs

<ul style="list-style-type: none"> <li>▪ Basecamp Encoding</li> </ul>
3) Post Field Validation
<ul style="list-style-type: none"> <li>▪ Core Group reflection on FV processes</li> </ul>
<ul style="list-style-type: none"> <li>▪ Collation of data and analysis</li> </ul>
<ul style="list-style-type: none"> <li>▪ Evaluation and assessment</li> </ul>
<ul style="list-style-type: none"> <li>▪ Community feedbacking</li> </ul>
Phase 5: Sustaining Partnership
Purpose:
Outcome:
Procedures:
1) Meeting of Convergence Group <ul style="list-style-type: none"> <li>▪ Definition of Strategic Goals</li> <li>▪ Formulation of Strategic and Operational Plans;</li> <li>▪ Creation of Memorandum of Cooperation</li> </ul>
2) Mobilization of Convergence Group for the Implementation of Strategic and Operational plans
3) Launching of BILIS and MOA signing
4) Mobilization of the community for the utilization of BILIS and OSS towards the resolution of identified land issues in the community
5) Institutionalization of the Convergence Group
3. Qualities of an Effective Community Development Worker