

Philippines–Australia Land Administration and Management Project

**Prototype Implementation Office 2
Quezon City**

Executive Summary for Deliverable 36

31 March 2004

Report D35



Land Administration and Management Project

Executive Summary for Prototype Implementation Office 2

Quezon City, Philippines

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EXECUTIVE SUMMARY

Structure of the report

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

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

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

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

The prototype is working in many different areas and has reached a milestone in the deliverables expected from the project. This report sets out the progress of the project as at the end of March 2004 and particularly in relation to deliverable 36 of the Inception Report.

The report contains a section on the overall progress, that shows the relationship between the activities in deliverable 36 and the actual activities that PIO2 carried out; then individual sections on all activities of the prototype up until the end of March 2004. Set out within each activity is major achievements and outputs, major lessons learnt, issues and constraints and major recommendations, for the short term PA-LAMP and the longer term LAM program.

A: Overall Progress of Prototype

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

Deliverable 36 sets out that:

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

Deliverable 36 task	PIO2 Activity	Status
Identification of methods that have potential to detect fake, duplicate and missing titles, and to resolve the title anomalies;	Workshops, Manual, Formation of the Fake Title TWG	Completed. All current procedures are documented and a manual prepared with recommendations for improvements that the TWG can explore. However the TWG did not meet with great success to begin with. The main problem was the lack of ownership by the agencies. It was not until early December 2003 that some improvements occurred with the LRA taking a positive roll to chair the meeting All current procedures are documented and a manual prepared that will be updated with any resolutions from further meetings. These will be reviewed by the TWG, which has been developing an action plan for the future directions of their operations and meetings.
Facilitating wide consultation to ensure that the views of all stakeholders including direct customers and the wider community, are considered and integrated in the process	Field Validation, Workshops, Community Relations Services	On-going. While a Barangay Advocacy Group (BAG) has been set up in Holy Spirit and meets regularly it is not clear what benefit it is supplying the project other than public relations. Community members and NGO's have been included in all OSS simulation workshops as well as the

Deliverable 36 task	PIO2 Activity	Status
		National Land Records Strategy and Land Laws workshops. Even though PhilSSA (the NGO commissioned for the remaining barangays) was to look at new and innovative methods they have also formed BAGs in the 4 remaining barangays and the results of the community consultations will not be known until later in 2004.
Technical assistance to develop a range of objective criteria (i.e. time, budget, equipment, human resources and skills, costs, affordability, agency capacity and capability, stakeholder and community acceptance, regulatory changes required before adopting, suitability, sustainability) by which the proposed methods could be compared.	All activities within the prototype.	Completed. The technical assistants have been working with the different PIO2 units and the Monitoring and evaluation staff to develop the criteria. These results have been used to determine the costing for each method undertaken in all areas that PIO2 have been working in. Where possible the measurements have used the current system as a base to allow comparison with the trialled methods. Also the comparisons have been carried out between the methods trialled.
Obtaining all necessary material, including the results from Output 3.1, and conduct an evaluation, including opportunities and constraints that would need to be overcome before adopting the methods	Evaluation workshops for each unit.	Completed. All activities carried out in 3.1 have been evaluated. For new methods trialled in this period the PIO2 production units have been carrying out evaluation workshops at the end of each activity. In these workshops they evaluate the strengths, weaknesses, constraints, issues and lessons learnt from the activity. The workshop output also includes updates required to produce new versions of operational manuals. The evaluation reports for the PIO2 activities form part of this report.
Assisting to conduct workshops on the results and gain consensus for recommended improvements	Workshops	Various workshops have been held with all the stakeholders, PMO and PIO1 to gain consensus. However PIO2 and the PIO2 TA's were largely ignored in the consensus building process carried out by PMO.

Deliverable 36 task	PIO2 Activity	Status
<p>Providing technical assistance to drafting any required modifications to laws/regulations and seeking approval</p>	<p>Assisting the Land Law TA & the National Land Records Strategy TA in their investigations.</p>	<p>Two strategy documents have been prepared one by the Land Registration Law Adviser, the other by the National Land Records Strategy Adviser. PIO2 have been pursuing the stand of the agencies regarding these proposals, but have little commitment from LRA or DENR, both seem to be waiting for the LAA to be formed and carry out the changes. However the prototype managers continue to push for the adoption of these recommendations.</p>
<p>Documenting the selected methods and procedures;</p>	<p>Production of Operational manuals for all PIO2 activities</p>	<p>Completed. Operational manuals have been developed through workshops and consultations with the operational teams. As new methods are adopted or activities modified the manuals have been updated and reviewed by the operation teams. The Manuals produced are:</p> <ul style="list-style-type: none"> ▪ Fake Title Investigation ▪ One Stop Shop operations ▪ CIM production ▪ Field Validation ▪ Office Validation ▪ Tracking/Cross Index User manual ▪ PIO2 manual of operations ▪ Manual for Densification PIO2 ▪ Field Validation Data Capture User Manual ▪ Cross Index Specification ▪ Tracking System Specification

Deliverable 36 task	PIO2 Activity	Status
<p>Assist to develop and operationalise the One-Stop-Shop.</p>	<p>Workshops, training, meetings with agency heads, TWG meetings.</p>	<p>The development phase has been completed, however the OSS is still not operation due to lack of equipment and as at March 2004 it is only used by the ROD to supply certified copies of title. PIO2 have worked with the agencies involved to get agreement on the functions to be carried out within the OSS and have been able to facilitate agreement between the agencies to work together for a common goal. The OSS activities have been agreed to and a Memorandum of Agreement signed off by all agencies involved. Staff to be employed in the OSS have been identified and trained ready to start OSS operations. The funding for the procurement of the rest of the equipment required for the OSS is the only thing holding up the start. PMO have promised to prioritise the request, the Mayor's Office has pledged funds and LEI has added some equipment to the extension budget, but to date funds have not been forthcoming.</p>

B: Overall Performance of PIO2

The overall performance of PIO2 is difficult to rate as it has failed to meet many of its objectives. This has been the result of many difficulties the major one being the slow release of funds to the prototype. This lack of funds has resulted in problems in acquiring equipment, employing staff and renovating the OSS.

The prototype was involved in the following activities:

1. Creation of Cadastral Index Maps (CIM) and development of cross indexes to control duplicate land titles and for other administrative purposes.

The CIM group have created preliminary CIMs but not one final CIM that can be used outside PIO2 has been produced. The cross index is developed but less than half the records have been attached to CIMs. On these figures all you can say is that PIO2 has failed to complete these activities. However if you look at it from the view of achievements versus equipment/staff/etc provided, then PIO2 have produced a great deal with very limited resources. For example computers were not supplied until September 2003 yet the prototype area has been fully digitised and all titles that could be located from the Assessor's data have been captured.

2. Validating existing titles held in the Register of Deeds (ROD) against the records of the Quezon City Local Government Unit (LGU) records.

All TCTs identified in the Assessor's data have been located and keyed. Also any new TCTs created from transfers, land consolidation and or subdivision have been captured. 75% of record's mismatched with around 50% of these mismatches having the potential to increase LGU revenue. Based on these figures the process was very successful, however the prototype is still unsure how many files the LGU still possess which are not converted and what the real benefits would be.

3. Going into the community to try to locate missing records in the field.

In Holy Spirit 1472 records were located 900 of which differed from what was known by the Assessor's, however 26% or 2000 parcels have no TCT records. From these figures locating records in the field has limited success and other methods need to be trialled.

4. Reconstitution of current certificates of title which are missing from the Land Register and facilitating the process of providing land owners with new titles as replacement to their missing titles.

LRA do not want the prototype to take over any reconstitution process and are only interested in the project informing the users of the process for reconstitution. PIO2 has had limited success in this area only advising a handful of people in the process and failing to capitalise on the feedback from field validation. LRA have agreed however to incorporate the Reconstitution acceptance into the OSS allowing PIO2 to take an active role in accepting Titles for reconstitution and returning the new titles to the land owner.

5. Integration of the new records into the ROD, streamlining of land registry operations to maintain quality of land register documents and exchange of land information between related agencies of government.

None of the new records in the form of CIM's or the cross Index have been integrated into the OSS. On this point PIO2 would have to be judged as failing, however seeing the budget to operate and equip the OSS, where these records would form the front end of ROD operations, have not been supplied it has been impossible for PIO2 to complete this requirement.

6. Setting up a One Stop Shop to incorporate the services offered by the ROD, LGU Treasurers, LGU Assessors, Bureau of Internal Revenue (BIR), Land Registration Authority (LRA) and the Department of Environment and Natural Resources (DENR), in a single location.

This was impossible to accomplish without funding. A site was supplied in June 2002, however funding for the renovations was only approved in mid July 2003, funding for the computer equipment September 2003 and when funding to supply the rest of the equipment need to operate the OSS will be approved/supplied is unknown. However PIO2 has complete agreement on the processing to be carried out, staff to be detailed by the agencies have been identified and trained and a Memorandum of Agreement between the agencies has been signed. Also the Mayor of Quezon City has pledged 1.5 million pesos to help with OSS operations and to help finalise the set up. Community support and anticipation has been tremendous and they also eagerly await the opening. Making all the activities surrounding the OSS a huge success, but with no way to operate it.

7. Community Relations Services (CRS) is educating the communities about the objectives and services being offered by the project, as well as advising them of their rights to use and transact in land.

In Holy Spirit the statistics indicate that just over 50% of the community are benefiting. The rest had not heard of LAMP before the field enumerators arrived at the door. For the other Barangays the responsibility lies with PhilSSA to provide the education. This process is only just beginning and won't be measured until the field validation activities have been completed.

C: Benefits to other Agencies

Local Government Unit – Assessor’s and Treasures

1. Office validation is identifying gaps in the records held in the assessor’s database. Part of the office validation process is to compare the records and produce a miss match report between the LGU data and the TCT that will give the assessor’s the ability to investigate the discrepancy and update their records.

Benefit	Impact
<p><u>Cross Index</u></p> <p>Where properties have been transferred or subdivided/consolidated and the owner has not informed the LGU the assessor’s will be able to access the latest information and determine if they need to take further action. While the project is identifying these gaps it is also aware that the assessor’s probably have a large unconverted file, given that 38% of parcels in the prototype area do not appear in the assessor’s database records, these are now identified and the assessor’s can use the information provided to accelerate any further conversion</p>	<p>Improvement in the records held by the LGU. While the current legislation requires the public to provide information to the Assessor’s they can at least know which properties need to be updated and contact owners to encourage them to come in and update the records</p>
<p><u>Cadastral Index Map</u></p> <p>The Assessor’s already possess a tax map; however this is a manual map that is not always up to date. Also it is not in the national standard and has not adopted PRS92. Also because the CIM is already digitised the LGU will be able to develop their own layer of data and eliminate the need to keep a paper based mapping system.</p>	<p>Improved access to accurate data. The CIM/GIS will display all registered parcels within the prototype area, including new subdivisions that have not been presented to the LGU. When implemented the GIS is quicker and easier to update and will contain the new plan information once the TCTs are issued which is much faster than the current method.</p>
<p>The prototype will be making available the Cadastral Index Maps and Cross Index for the agency staff to use within the OSS</p>	<p>The LGU staff can locate properties on the CIM and using the orthophoto as a back drop can make an assessment on whether any improvements have been made to the property (based on their last assessment record).¹</p>

¹ The Orthophotos are 2 years old and can only be used as a guide, for example if a customer claims no improvement yet there is a building on the property which was not there when the last assessment was made. In all cases a field inspection should still be carried out. In the future it could be more efficient and cheaper to use aerial photos.

Benefit	Impact
<p><u>CRS</u></p> <p>The LGU Treasures will also benefit from the efforts of the prototype in finding records and educating the public.</p>	<p>Increased revenue base, as more people understand the process and can negotiate the purchase of the land they live on there will be increased revenues as sales now leave the informal market.</p>
<p><u>Field Validation</u></p> <p>Location of parcels/plans within the prototype area that are still held in the Municipal offices of San Mateo and the Rizal Registry of Deeds not in Quezon City.</p>	<p>Increase in revenue base. These properties are paying land tax to San Mateo not Quezon City. The LRA can move the TCTs from Rizal ROD to QC ROD and Quezon City can take over the management of their facilities.</p>
<p><u>One Stop Shop</u></p> <p>Working together with the BIR in the OSS the LGU staff can compare the BIR assessed value for a property as opposed to their assessment</p>	<p>Assessed values can be more consistent between the agencies and in the short term the BIR and Assessor's will be able to carryout assessments together, prior to the introduction of the Nation Appraisal Authority (NAA).</p>
<p><u>GIS</u></p> <p>Through the project LGU staff are exposed to new technology, including GIS, scanning and digitising.</p>	<p>The LGU will improve the skills base of their staff without having to outlay large sums of money to send them on courses.</p>

Registry of Deeds

2. Many of the benefits to the ROD have been already identified in the reports by the NLMS and the report from the International Land Law Adviser. These reports offer short and long term solutions to the operations of the RODs and the storage and maintenance of records.

Benefit	Impact
<p><u>Cadastral index Maps</u></p> <p>For the first time the ROD staff can use the CIM to see the spatial representation of the TCTs. This assists in identifying gaps and overlaps in the records, especially where documents have been tampered with. In this way the CIM, together with the cross index will provide an effective method for detecting fake and spurious titles. It will allow the ROD staff to quickly identify the authenticity of records while providing links to other necessary data from the assessor's records.</p>	<p>Reduction in the registration of Fake Spurious and overlapping titles. The Registrar of Deeds can present accurate information to the courts to prevent them from awarding decisions that would compromise the integrity of the registry.</p>
<p><u>Cross Index</u></p> <p>The CIM and the cross index will fill in the gaps that will appear in the records captured in the LTCP. As the records captured by the LTCP are only from TCTs, the project can display the Assessor's information where a TCT is not available and the parcel(s) will be shown on the CIM.</p>	<p>Improve the accuracy and completeness of the Registry. LAMP is working towards improving the land records within the prototype area, while improving public confidence in the system.</p>
<p><u>Scanning of Plans</u></p> <p>As the prototype is scanning plans, these plans will be available to the ROD staff to validate the technical description on the TCT.</p>	<p>In time the ROD will be able to dispense with Technical descriptions and make the plan part of any TCT search, as it will be linked via the land description on the TCT.</p>
<p><u>Field Validation</u></p> <p>Location of TCTs within the prototype area that are still held in the Rizal Registry of Deeds not the Quezon City ROD.</p>	<p>Improved accuracy of records. These problems are not identified by the ROD as it is a deeds registry and does not have a cadastral map.</p>
<p>The project will also be going into the field to locate the owners of the properties to assist them in reconstituting their TCTs.</p>	<p>The project will add to records held in the registry by promoting reconstitution.</p>

Benefit	Impact
<p><u>CRS</u></p> <p>Education of Public on the correct identification of owners and the relationship between the land parcels and the Registry of Deeds. Providing the community with invaluable information on how the process works and what their rights are.</p>	<p>The public are less prone to being prayed on by syndicated as they can investigate the true owners of the land at the ROD.</p>
<p><u>One Stop Shop</u></p> <p>ROD can advise the public at the start of the process on the full requirements for lodging documents. The ROD staff on the front desk can check that the requirements are met before accepting the dealing, rather than waiting for the other agencies to finish their processing.</p>	<p>A single entry point where the ROD is not continuously advising on the process that usually begins at the LGU Assessor's. Customers are not returning to find out that they still have other requirements to fulfill before they can lodge.</p>

Bureau of Internal Revenue

3. BIR was one of the first organisations to look at their internal operations to see what changes could be made to streamline them for the OSS. They received an immediate benefit from this change as they were able to create flexible smaller teams that could be rotated throughout BIR. While the project cannot take full responsibility for causing the change it was one of the driving factors that helped in the decision to carry out this reorganisation. The table below sets out the benefits BIR will be able to enjoy from the OSS operations.

Benefit	Impact
<p><u>Cadastral index Maps</u></p> <p>The prototype will be making available the Cadastral Index Maps and Cross Index for the agency staff to use within the OSS.</p>	<p>Availability of tools to assist in the assessment process. The BIR staff can locate properties on the CIM and using the orthophoto as a back drop can make an assessment on whether any improvements have been made to the property (based on their last assessment record).²</p>
<p><u>Cross Index</u></p> <p>The Certificate Authorising Registration (CAR) details and an image of the CAR can be stored against the parcel in the cross index.</p>	<p>Decrease in the forging and reusing of CARs which is a problem in the current system, linked to the CIM.</p>
<p><u>Field Validation and CRS</u></p> <p>The BIR will also benefit from the efforts of the prototype in finding records and educating the public.</p>	<p>As more people understand the process and can negotiate the purchase of the land they live on there will be increased revenues as sales now leave the informal market.</p>
<p><u>GIS</u></p> <p>The BIR will be able to use a layer in the GIS to map the tax zonale information.</p>	<p>Tax zonale information will be readily available to base assessments on.</p>
<p><u>One Stop Shop</u></p> <p>Working together with the Assessor's in the OSS the BIR staff will have the ability to compare the LGU assessed value for a property as opposed to their assessment.</p>	<p>Assessed values can be more consistent between the agencies and in the short term the BIR and Assessor's will be able to carryout assessments together, prior to the introduction of the Nation Appraisal Authority (NAA).</p>

² The Orthophotos are 2 years old and can only be used as a guide, for example if a customer claims no improvement yet there is a building on the property which was not there when the last assessment was made. In all cases a field inspection should still be carried out.

Department of Environment and Natural Resources

4. The prototype is planning to scan all plans at the DENR, in the short term all plans in the prototype area will be scanned, but the long term objective is to scan all DENR plans. The main benefits to DENR are set out in the table below.

Benefit	Impact
<p><u>Scanning of Plans</u></p> <p>The prototype is scanning all plans at the DENR, in the short term all plans in the prototype area will be scanned, but the long term objective is to scan all DENR plans.</p>	<p>Security Copy of the Plans. Besides providing a backup copy of the plan the DENR representative in the OSS will have access to all current LRA and DENR plans. As part of the National Land Records Management Strategy (NLRMS) they will have images of all plans available throughout the country, eliminating the problem of lost or stolen plans.</p>
<p><u>Cadastral index Maps</u></p> <p>The CIM will give the DENR the ability to view all subdivisions/consolidations in an area when registering plans and to determine what plans have already been registered at the LRA.</p>	<p>Avoid overlapping parcels, access to all plan information for the prototype area. This is far more information than their current projection maps which lack information about plans registered by the LRA. Stop duplication of registered plans over the same property, the DENR can inform the owner that they must cancel any plans registered at LRA before they will register the new survey plan.</p>
<p><u>Cross Index</u></p> <p>The cross index allows the DENR to check that the applicant is the registered proprietor, as well as validate the land description and TCT reference of the parcel(s) in the plan.</p>	<p>Reduction in the registration of plans to produce fake and duplicate titles. This will help prevent people attempting to register plans over land that they do not own, using forged documentation.</p>
<p><u>GIS</u></p> <p>Through the project DENR staff will be exposed to new technology, including GIS, scanning and digitising.</p>	<p>DENR will improve the skills base of their staff without having to outlay large sums of money to send them on courses.</p>

Benefit	Impact
<p><u>Field Validation</u></p> <p>Location of parcels/plans within the prototype area that are still held in the Rizal Registry of Deeds not the Quezon City ROD.</p>	<p>Improved accuracy of records. These problems are not identified by the DENR as the plan is lodged with the correct TCT from the Rizal ROD and the projection map does not contain Barangay boundaries.</p>
<p><u>SPIS</u></p> <p>Stronger records management, archiving and research. It also improves access to records and information and improve security and preservation of records.</p>	<p>Improved over-all records management and modernizes the current records system.</p>
<p><u>One Stop Shop</u></p> <p>DENR will be carrying out initial registration at the OSS with the help of the CIM.</p>	<p>Faster, more efficient processing and approval of plans and initiate conversion of mapping to PRS 92.</p>

Land Registration Authority

5. Many of the benefits to the LRA have been already identified in the reports by the NLMS and the report from the International Land Law Adviser. These reports offer short and long term solutions to the operations of the RODs and the storage and maintenance of LRA records.

Benefit	Impact
<p><u>Scanning of Plans</u></p> <p>In the short term all plans in the prototype area will be scanned, but the long term objective is to scan all LRA plans.</p>	<p>LRA already have a backup copy of the plans in microfilm, but this is only accessible were the plans are stored and where a microfilm reader is available. The LRA representative in the OSS will have access to all current LRA and DENR plans.</p>
<p><u>Cadastral index Maps</u></p> <p>The CIM will give the LRA the ability to view all subdivisions/consolidations in an area when registering plans and to determine what plans have already been registered at the DENR.</p>	<p>This is far more information than their current projection maps which lack information about plans registered by the DENR. They will be able to project the new plan onto the CIM to determine if there is any overlap and with the use of the GIS hold an interim plotting of the map in the system. Stop duplication of registered plans over the same property, the LRA can inform the owner that they must cancel any plans registered at DENR before they will register the new survey plan</p>
<p>Full record of all registered surveys that can be related back to TCTs and presented for court cases.</p>	<p>LRA can give the court a full picture of what is registered for an area to help the courts make the correct decisions in court cases relating to land.</p>
<p><u>Cross Index</u></p> <p>The CIM and the cross index will fill in the gaps that will appear in the records captured in the LTCP. As the records captured by the LTCP are only from TCTs the project can displaying the Assessor's information where a TCT is not available and the parcel(s) will be shown on the CIM. The project will also be going into the field to locate the owners of the properties to assist them in reconstituting their TCTs.</p>	<p>The LRA will have a complete record of the properties and be able to easily identify which ones still need to be reconstituted. The additional properties encouraged to have their titles reconstituted from the field validation will increase the number of TCTs in the ROD.</p>

Benefit	Impact
<p><u>GIS</u></p> <p>Through the project LRA staff will be exposed to new technology, including GIS, scanning and digitising.</p>	<p>LRA will improve the skills base of their staff without having to outlay large sums of money to send them on courses.</p>
<p><u>Field Validation</u></p> <p>Location of parcels/plans within the prototype area that are still held in the Rizal Registry of Deeds not the Quezon City ROD.</p>	<p>Improved accuracy of records. These problems are not identified by the LRA as the plan is lodged with the correct TCT from the Rizal ROD and the projection map does not contain Barangay boundaries.</p>
<p><u>SPIS</u></p> <p>Although LRA has a database of its plans, SPIS will modernise their existing system using scanned images and digital photos of plan.</p>	<p>Improved over-all records management and modernizes the current records system.</p>
<p><u>One Stop Shop</u></p> <p>Faster, more efficient processing of application for reconstitution, better coordination with other agencies such as DENR, LGU and BIR and stronger linkage and information sharing with other agencies.</p>	<p>Improved overall records management, information sharing and service delivery resulting into reduced land cases, fake titles and problematic titles.</p>

Benefits to Customers/Community

6. The biggest benefit will be the OSS where the customers will be able to access all the agencies in the one location.

Benefit	Impact
<p><u>Cadastral index Maps and Cross Index</u></p> <p>With the CIM to help them locate their property and the cross index to assist in locating the records of the agencies the customer service level will be vastly improved.</p>	<p>Easier for customers to transact with the agencies, reduced costs in time and effort</p>
<p><u>One Stop Shop</u></p> <p>With all the agencies the one location some of the documentary requirements on the customer could be reviewed. For example when a case is formed the original TCT could be added to the case removing the requirement for the customer to supply certified copies of the plan to the agencies. For those agencies that are required to store certified copies they can make their own copy.</p>	<p>Reduced cost of transacting with government. Opportunity to encourage more people into the formal market. Reduction in the storage capacity required by the agencies.</p>
<p>There is currently a great deal of misinformation and when the customers visit agencies they are only given a small portion of the information they need. This will no longer be the case with the OSS able to provide all the information that customers need to carry out their transactions.</p>	<p>Improved public service, taking away the mystery of the process. Also a reduction in the cost to the public as they will be able to carry out their own conveyancing without needing to hire an agent who knows the complete process.</p>
<p>Reduction and/or elimination of facilitation fees that customers are forced to pay.</p>	<p>The problem of facilitation fees will always be a problem in the current structures. While the OSS will use exit surveys and monitor transaction flows these steps will not necessarily remove facilitation fees. However it is hoped that over time the reporting back of customers experiences will highlight which areas have the greatest problems and help improve the system.</p>
<p><u>Field Validation and CRS</u></p> <p>For many customers the information program provided by the prototype through CRS has provided them with invaluable</p>	<p>Reduction in the number of Syndicates working in the areas. The public are less prone to being prayed on by syndicates as</p>

information on how the process works and what their rights are.	they can investigate the true owners of the land.
<u>BILIS</u> A Barangay based land system that gives the linkage between the ROD and LGU records providing up to date records tied to the spatial record in the form of a Hard copy CIM.	The community can locate the latest land record information before going to the agencies to obtain copies/transfer land/etc.

D: Survey Mapping

The overall task in the prototype is to assist in the development, documenting and training on methodologies and processes to create CIM from existing map data in the offices of participating agencies, using survey information and orthophoto maps to control the mapping process.

Major achievements and outputs for Survey and Mapping

- All preliminary CIMs in the 1:10,000 series have been completed. A handful of 1:5,000 CIMs are still awaiting the collection of plans so that they can be completed. To date no final CIMs have been drawn.
- Three methods have been fully tested the first was plotting the CIMs by hand the second was digitising the plan data then plotting the parcel boundaries which have the other information hand plotted onto them. The third using the Orthophotos.
- Most of the Orthophotos have been delivered to the prototype and the International technical adviser for orthophotos was mobilised, he has tested the quality and of the orthophotos and compared them to the existing CIMs, his findings are reported in the “TA Report Orthophoto Mapping”.
- A GIS using Map info has been created and trail linkage to the cross index has been carried out.
- A plan database which links the plans to the CIMs has been implemented.
- Scanning of Plans at DENR-NCR has commenced.
- Accomplishments

Activity	Where	Accomplishment
Retrieval of Plans	DENR	985
	LRA	735
Preliminary CIMs Prepared (semi-digitized)	Holy Spirit	63
	1:1,000	23
	1:500	40
	Batasan Hills	49
	1:1,000	36
	1:500	13
	Bagong Silangan	32
	1:1,000	25
	1:500	7
	Commonwealth	45
	1:1,000	17
	1:500	28
	Payatas	49
	1:1,000	34
1:500	15	

Outputs for the CIM development

Step by step procedures	Resources	Time	Manpower	Output
1. Retrieval of Survey Plans	<ul style="list-style-type: none"> - own money used for travelling - <i>Monetary Resources:</i> Payment of LRA plans and printing - Vehicle - Computer/database 	LRA: 6.5 hours per plan DENR: 4.8 hours per plan	- One focal person	Per Month: LRA 26 plans DENR: 35 plans
2. CIM Preparation	<ul style="list-style-type: none"> - Low end PC - Digitizer - Plotter - 8 cartographers - two drafting tables - three lettering sets - tracing paper - mylar - scanner 	33 person hours	<ul style="list-style-type: none"> - Seven Cartographers doing hand drawn CIM - One AutoCAD operator 	Per Month: AutoCAD Operator: >20 CIM/mo. Cartographers: > 50 CIM/mo
3. QA	<ul style="list-style-type: none"> • Blueprint of CIM • Highlight marker • Pens • Pencils • Print-out of survey plans • 	1 hour	<ul style="list-style-type: none"> • Three staff • GE I • DENR GE <ul style="list-style-type: none"> • Supervising Cartographer 	>50 CIM/mo.

Comparison of Hand-drawn and Digitized CIM

	Hand-drawn	Digitized
No. of Hours to complete one CIM	22 hours	8 hours
Resources used	Tracing paper, drafting table, drawing kit, rulers	Computer, digitizer, and software
Quality	Prone to errors	Less prone to errors Errors can easily be corrected
Estimated Labor Cost to complete one CIM	Php 1,088	Php 395.00

Technical Transfer and New Practices

- Orthophoto map production and use training was provided by the International technical adviser for orthophotos.
- GIS training has been provided by the National GIS adviser.
- Review and update of the CIM user manual.

Major Lessons Learnt

- For missing survey plans after all available options have been exhausted to locate the survey plan, the technical description available in the title and in the respective agencies can be used to fill the gaps in the CIM.
- DENR and LRA have different methods of storage. It is essential that methods for land records storage should be studied to aid in determining the most appropriate methodology to be utilized for retrieving the plans.
- The projection maps from LRA and DENR and the Assessors tax map are useful as alternative sources for the identification of survey plan
- Proper adherence to the manual minimizes confusion and ensures proper understanding of the method and procedures in CIM production.

Evaluation of the CIM activities

Activity	Strengths	Weaknesses	Constraints
Plan retrieval			
Retrieval of Survey Plans	<ul style="list-style-type: none"> • The paying of bills on survey plans for LRA to fast track the retrieving 	<ul style="list-style-type: none"> • Only one retriever from DENR-NCR retrieves plans for PIO2 • Project is forced to pay for copies from the partner agencies 	<ul style="list-style-type: none"> • Survey plans from DENR are hard to locate thus, slowing the retrieval process.
Plan database			
Encoding of Plans	<ul style="list-style-type: none"> • Existence of the database • The cross index has had the plan database incorporated into it. • Enquiries developed to find LRA and DENR plans 	<ul style="list-style-type: none"> • During capture the absence of link between the database of Office Validation and CIM • During capture unable to detect LRA/DENR plans 	<ul style="list-style-type: none"> • Unclear entries in the survey plans retrieved (reported missing or no record available).
CIM Production			
Hand Drawn CIMs	<ul style="list-style-type: none"> • No need for any expensive computer equipment or digitising board. • Only drafting skills required, do not need to know how to digitise. 	<ul style="list-style-type: none"> • Slower more expensive method • Difficulty in updating, many times the whole CIM has to be redrawn. • Not feasible without survey control. 	<ul style="list-style-type: none"> • CIM are not produced correctly due to the lack of technical descriptions • No drafting tables at the beginning • Lack of manpower early in project
Digitising of CIMs	<ul style="list-style-type: none"> • Digitized CIM: venue for committing erasures are limited • Availability of plotter and CIM 	<ul style="list-style-type: none"> • Wrong calibration at times • Requires control of some description; • AutoCAD works on a plane system; not a map 	<ul style="list-style-type: none"> • Incorrect technical descriptions on plans. • Low memory of the computer. • Lack of manpower early in project

Activity	Strengths	Weaknesses	Constraints
	manual	projection • Highly qualified operators	
Final CIM	• CIMs produced with only the UPI linked to the cross index are less cluttered and can be used in the OSS.	• QA process is under cloud, CIM still have some duplicated UPIs.	• Only two staff carry out the function
QA	• The presence of a standard. • Familiarity with the survey plans • Development of a colour coding scheme in the correction of CIM	• Some survey plans are missing or lost • Lack of storage facility • Extensive filling out of the survey sheets • M&E Tools not used to ensure quality	• No survey plans to counter check the CIM developed

Recommendations

The following are the recommendations for the extension stage

- The list of survey plans required should be prepared as quickly as possible.
- The funds required for survey plan retrieval be made available and accessed quickly when needed.
- LARES records and updates would allow speedier retrieval of survey plans.
- The use of projection maps for the creation of CIM should be used where available.

The following are the recommendations for the LAM Program

- Considering the limited capacity of NAMRIA and the failure to adhere to contractual deadlines, it should be considered that for the LAM Program, international tenders be obtained for both the GPS and orthophoto map production. However it is not viable to use orthophotos in the Urban area and it has been recommended that lower cost aerial photos would be sufficient as a background showing the informal situation.
- The way in which the metes and bound are presented in any document and in survey plans should be changed to the international convention of reading bearings from North in a clockwise direction, i.e. 265°35' not N85 35E. This is a left over from the period early last century where some horizontal circles in the instrument (transits) were by quadrant.
- CIM should be produced using the semi-digitised methods and using GPS control.
- Quality Assurance of CIM needs to be a high priority, the project is trying to improve the quality of land records and needs to ensure that it is not producing a sub standard product.

E: Survey Control

The initial work in survey control was carried out in 2002. No new work was carried out after that although a review of survey practices that has included looking at survey control was carried out in the last quarter of 2003.

Major achievements and outputs for Survey Control

- Workshop with the major stakeholders in the GE industry.
- Review of the recommendations of the original survey control manual.
- Further recommendations have been made in the Survey Practices manual.
- Review of the survey control and photograph control points established for the production of the orthophotos.

F: Office Validation

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

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

Major achievements and outputs for Office validation

- All TCTs identified by the assessor's records and located in the field that have been located in the registry have been keyed.
- LARES have agreed to supply all TCT data for the five barangays free of charge, however the method of extraction is not yet determined and the data has not been supplied. For any records outside the prototype area the cost will be 150 pesos per record.
- All CIMs which have been delivered and office validated:

Barangay	No of CIMs 1:10,000	No of CIMs completed
Holy Spirit	24	24
Batasan Hills	35	35
Bagong Silangan	37	37
Commonwealth	40	40
Barangay	No of CIMs 1:5,000	No of CIMs completed
Holy Spirit	41	41
Batasan Hills	13	13
Bagong Silangan	20	20
Commonwealth	33	33

*NOTE: Separate CIMs for Payatas are yet to be validated and the data is still residing in Commonwealth and Bagong Silangan.

- $\frac{3}{4}$ of the captured records have a mismatch with the assessor's records. With half of these $\frac{3}{8}$ having the potential to increase revenue collection.

Technical Transfer and New Practices

- Development of reports to assist the managers in analysing the data in the cross index.
- Training on data analysis techniques.

Major Lessons Learnt

- Office validation cannot proceed satisfactorily if it does not have the proper equipment and staffing.
- Office validation has wasted a lot of time and effort replicating what the LTCP project is doing, in any further projects the government needs to ensure that only a single data capture occurs and that the data is shared.

- A full capture of a registry in a systematic way would be far better than attempting to isolate TCTs based on an area which is unknown to the registry, ie Barangays.
- The co-ordinated strategy between CIM, Office validation and field validation has helped PIO2 develop the CIMs required for the field and have them office validated ready for use

Evaluation of the Office Validation activities

Activity	Strengths	Weaknesses	Constraints
Cross Index			
Use of Excel spreadsheet for the cross Index	<ul style="list-style-type: none"> • Ease of setup no knowledge of databases required. • Rows and Columns are similar to those held in databases 	<ul style="list-style-type: none"> • Fields that can contain multiple records • Cannot set up data entry formats • Difficult to develop reports from • Difficult to analyse the data. 	<ul style="list-style-type: none"> • There was a lack of equipment available for office validation. There is only one computer between four operators, no printers and only one scanner, shared with field validation
Use of the Access database for the cross index	<ul style="list-style-type: none"> • Can use separate linked tables for fields that can contain multiple records • Easy to set up data entry formats, create reports and analyse the data. • Can hold large amounts of related data which can be easily linked. • Users can be quickly trained to use the forms and become productive. • Inexpensive comes packaged with Microsoft office professional. 	<ul style="list-style-type: none"> • Requires a programmer /analyst to develop the database and the forms/ reports. • Lack of a clear documented backup and roll back strategy. • Lack of proper virus protection software. 	<ul style="list-style-type: none"> • Size of the database Access becomes unwieldy when it holds over 1 million records. • PIO2 budget did not allow for the purchase of expensive database software.
Retrieval of TCTs from the ROD			
Retrieval from the lists (no sorting except in TCT order)	<ul style="list-style-type: none"> • Lists were quick to produce 	<ul style="list-style-type: none"> • Wrong TCT numbers on LGU records for TCTs with dates shown before the registry was burnt due to renumbering by ROD. 	<ul style="list-style-type: none"> • PIO2 assumed that the registry continued numbering titles not gone back to TCT no. 1.

Activity	Strengths	Weaknesses	Constraints
		<ul style="list-style-type: none"> • Large waste of effort by retrievers and OV staff. 	
Sorting of lists into categories, i.e registered before the fire, registered after the fire.	<ul style="list-style-type: none"> • OV staff do not have to go through the TCTs in the lists created from a registration date after the fire, to determine if the TCT is relevant or not. • Lists for TCTs registered after the fire only require the TCT to be retrieved • TCTs on lists before the fire, or with no registration date are checked against the land description of the TCT before being retrieved, if they do not match the TCT is not retrieved. 	<ul style="list-style-type: none"> • Without proper training the method is no different to the previous method for TCTs registered before the fire or with no registration date. • Requires a programmer /analyst to develop the separate lists. • Lack of supplies, such as toner for photocopiers that slow down the retrieval. 	<ul style="list-style-type: none"> • Assessor's records do not have 100% coverage of the prototype area and are reliant on the owner update the tax records after a sale.
Imaging TCT records			
Capturing images of Transfer Certificate of Titles.	<ul style="list-style-type: none"> • Permanent record of the TCT • Can be attached to the titles database record. • Less physical storage space required. 	<ul style="list-style-type: none"> • Time consuming to image the TCT can take 1.5 minutes or longer using PC scanner. • Duplication of effort where LARES have already scanned the TCT • If the folder holding the Scanned images is moved or renamed (even to the same name) the hyperlink is lost. • Or if the image is 	<ul style="list-style-type: none"> • Scanning equipment and computer to hold the image. • Cannot remove the originals from ROD, • Lack of space at the ROD, so TCTs had to be photocopied inside the ROD then scanned from the photocopy.

Activity	Strengths	Weaknesses	Constraints
		added to the database as an embedded image the database file gets too large quickly.	
Office Validation Data Capture			
Capture of all records by CIM and comparing to the Assessor's records (Hybrid Method)	<ul style="list-style-type: none"> • CIM completed at the end of the process. 	<ul style="list-style-type: none"> • TCTs are not retrieved in CIM order requiring the OV staff to go through three different sets of lists to locate the records. • Parcel record was not created for a parcel that did not have a TCT • Extremely slow method, 7 CIMs took three months. • Complex inventory of what has and has not been captured from a list. 	<ul style="list-style-type: none"> • Initially lack of equipment, for a team of 5 only 3-4 could use the equipment at any time.
Capture of TCTs, comparing to the assessor's records. Then when all TCTs for a Barangay are captured, records linked to the CIM are systematic.	<ul style="list-style-type: none"> • Faster method, cost per title cheaper. • All TCTs are captured for a retrieval list so inventory is easier • When attaching CIM/UPI number no lists have to be searched through TCT's are already captured, so benefit of time 	<ul style="list-style-type: none"> • Parcel record was not created for a parcel that did not have a TCT • Double handling of records 1st time to create the parcel then later to add the CIM/UPI number 	<ul style="list-style-type: none"> • Initially lack of equipment, for a team of 5 only 3-4 could use the equipment at any time.
Capture of cancelled TCTs			
Where a TCT has been cancelled the cancelled TCT is also retrieved and copied; at data	<ul style="list-style-type: none"> • Historical trail built up in the Cross index. 	<ul style="list-style-type: none"> • Waste of time and resources that could be finishing records needed for field validation. • The index only needs current information 	<ul style="list-style-type: none"> • Not a requirement of the project to capture and store this historical data.

Activity	Strengths	Weaknesses	Constraints
entry these have been captured.		(and is only duplicating what LARES holds for historical data.)	
Inventory of titles			
Manual inventory of the TCTs that have been delivered compared to the TCTs requested	<ul style="list-style-type: none"> • Unit knows which TCTs have to be re-requested. • Work on hand for data entry operators is known. 	<ul style="list-style-type: none"> • Time consuming uses up one resources time. • Difficulties in determining what TCTs had not been captured or pulled • Results are not validated. 	<ul style="list-style-type: none"> • Lack of staff to carry out inventory.
Storage of TCTs against the CIM	<ul style="list-style-type: none"> • TCTs can be sent to the LGU with the Mismatch report for a CIM to save the LGU pulling extra TCT records. • Any left over TCTs have not been allocated to a CIM 	<ul style="list-style-type: none"> • TCTs were stored against the Barangay not the CIM. • Staff unable to follow the manual 	<ul style="list-style-type: none"> • PIO2 has limited storage capacity and cannot hold onto all the TCTs in the prototype area
Quality Assurance			
QA of the keying carried out for Parcel/TCT capture.	<ul style="list-style-type: none"> • Ensures the quality of the key entry. • Helps in retraining staff • Provides feed back to staff and managers on the quality of keying. 	<ul style="list-style-type: none"> • Over used, should be carried out extensively for new staff and randomly for qualified staff. • Mistaken for being the final QA of CIM. • Costly in time and resources. 	<ul style="list-style-type: none"> • Time consuming process.
QA of the CIM once the UPIs have been added.	<ul style="list-style-type: none"> • Helps to ensure the quality of the product. • Ensures that duplication is eliminated. 	<ul style="list-style-type: none"> • Requires discipline and structured approach to checking the data. • Very time consuming • Has yet to be carried out. • TCTs are not held in CIM order only stored within a Barangay. 	<ul style="list-style-type: none"> • Lack of procedures developed. • Reports from the system are not developed to assist the process.

Activity	Strengths	Weaknesses	Constraints
Sex desegregation of data			
Adding Sex desegregation to the TCT records	<ul style="list-style-type: none"> Facilitates gender analysis of data. Project able to meet the gender requirements of LAMP. 	<ul style="list-style-type: none"> Guess estimate of sex – available info is not enough to determine sex. Staff had to go back through the database to locate and update records. Impacting on other PIO2 activities. 	<ul style="list-style-type: none"> Sex fields were added after data capture was nearly completed

Comparison of methods for Data Capture

Method	Averages			
	Cost per Parcel	Time per parcel	Cost per CIM	Time per CIM
Hybrid	Php 35.21	26 mins	Php 7,534.94	11 days 4 hours & 44 minutes
Keying without Names	Php 18.87	14 mins	Php 4,038.18	6 days 1 hour and 56 minutes
Keying with Names	Php 21.57	16 mins	Php 4,615.98	7 days 1 hour and 4 minutes
LARES	Php 160.78	5 mins	Php 34,406.92	2 days 1 hour and 50 minutes

CIM costs and times are based on the average CIM size of 214 parcels. Calculations are operator's times only any other costs equipment floor space etc. would be the same for each method. The LARES cost consists of 150 pesos per record plus 10.78 pesos for the operators to compare the record and attach the CIM/UIP number.

The cost to retrieve and copy a TCT is Php 37.53 per record and is not added as in any further data capture the capture would be from the TCT using the books rather than locating and copying individual records. The LARES method is the quickest but is 8 times more expensive than using PIO2 staff to key the data. Keying records without names is 3 pesos cheaper per record and a day quicker per CIM, but the benefits of being able to locate records by name are lost, as is the ability to inform the LGU of incorrect names in their records. The preferred method, if the data capture is to continue, would be to key with names. The cheapest method for the project to collect records would be the base cost of Php 30 per title of electricity, floor space etc.³, plus the Php 37.53 to retrieve and copy the TCT plus the Php 21.57 to capture and validate the record. The full cost is Php 89.10 compared to Php 160.78 to use the LARES data and validate it. Even the full capture figure is not correct as the project used untrained data entry staff who were paid a wage irrespective of the number of TCTs captured. This produced a low rate of capture inflating the cost of capture. Studies carried out on large registries in Australia, using data entry staff paid on a per title basis with an accuracy of 99%, show the figures to be closer to Php 66 per title.

³ See the M&E evaluation report for Office Validation

Matching of the Assessor's records

Currently 29,532 TCTs have been captured and have been attached to parcels in the Cross index, the difference includes 5,792 cancelled TCTs, 5,670 which have been superseded in the parcel record by the new (live) TCT,

Of the TCTs held in the database:

- 24,814 don't match against assessors records; while
- 4,728 match the assessors records;

PIO2 received an update of the records from the assessor's database in January 2004 and are negotiating to have regular updates provided. The table below shows the break up of mismatch reasons.

Mismatch reason	Number	Live	Cancelled
No Assessor Record	5009	4915	94
Land Description Different	1222	1206	16
Area Different	172	166	6
No/Wrong TCT#	125	118	7
Subdivided/Consolidated	184	35	149
Potential LGU Revenue Increase	6712	6440	272
Date of Registration different	40	39	1
Et al	324	320	4
LRA Reference Not Keyed	177	175	2
N Not Keyed	4039	4019	20
Names Different	97	95	2
No/Different Reg. Date	120	118	2
Reconstituted	3717	3643	74
No reason entered	595	526	69
Transferred	8992	3647	5346
Other problems in Data	18101	12582	5520
Overall Totals	24814	19022	5792

While these figures are high they are still be investigated, as much of the TCT data has been compared against the original copy of the assessor's database, rather than against the latest data. As each CIM is finalised and signed off the records will be rechecked and a report will be prepared, for that CIM, to be sent to the Assessor's.

Recommendations

The following are the recommendations for the extension phase;

- Since the prototype office does not have the storage capacity to hold a copy of the registry, Photocopies of TCTs should be stored with a CIM and when the mismatch report is presented to the LGU they should be sent with it.
- A system is required to monitor completed CIMs and to identify when one is being updated in the office validation unit.
- The updating of Assessor's records into the cross index needs to be investigated. The process needs to be documented and reviewed to determine if it is causing problems with records that have been manually linked.

The following are the recommendations for the LAM Program;

- Databases were developed without a national strategy being considered and rework will be required in the future. A proper data management system will be required for a more extensive development. The equipment and the structures will need to be fully specified, as well as more work being carried out on transaction rates, file sizes, etc. to determine the database capacity required.
- In an urban context the UPI is limited as a key to combine records from other agencies. For the UPI to work as the key for the database systems, CIMs must be fully completed before Office Validation begins. Also, the entire registry should have been captured to facilitate the comparison of records between agencies. However this does not resolve the problem of the UPI not being known and maintained in other databases that the cross index links to. PIO2 have used a separate field combining the Lot/Block and Plan number as these fields are held in all systems and are easily combined to get a match between records. A satisfactory link must be agreed upon for a national system that can be used by all database systems.
- A separate strategy need to be looked at for areas where the Assessor's/Treasurer's data is not data converted to computer format. In the national LRM strategy the decision has to be made whether an Office Validation is required for areas where the ROD records have not been lost.
- Proper linkages to other systems are required with a system that updates the Cross index with the latest information from the agencies, this can form part of the duties of staff from the various agencies working within the OSS. Such a cross index maintained up to date at the OSS would ensure data across agencies is consistent.
- Capture of TCTs must be carried out in each Registry in a systematic manner and if the data is to be used by BOO and LAMP then a sharing arrangement must be in place. TCTs must only be captured once and the updates transmitted to the appropriate system(s).

G: Field Validation

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

Major achievements and outputs of Field Validation

- Completed analysis of the field validation results from Holy Spirit.
- Carrying out of the field validation in the other Barangays by the NGO.

Technical Transfer and New Practices

- Techniques and procedures for analysing the data retrieved in field validation.
- Finalised procedures for carrying out field validation activities.

Major Lessons Learnt

- If the details collected from the field are not analysed and acted upon the field validation is a waste of time.
- All parcels need to be captured in the cross index to allow the field validation data and documents to be tied to the parcel record.
- Field validation will not return 100% of the records required in difficult areas, other strategies are required.

Evaluation of the Field Validation activities

Activity	Strengths	Weaknesses	Constraints
Pilot Field Validation Activities			
Field Validation Pilot Activity 1 Base Station Method – Established subdivision. The activity involved establishing a base station	<ul style="list-style-type: none"> • Easy to arrange. • Only 4 staff required full time plus one or 2 support with supplies. • Low overhead costs 	<ul style="list-style-type: none"> • Very low rate of return for time spent. • Reason why low number could only be speculated no real evidence. • Unproductive, staff spent large amount of time sitting around doing nothing. 	<ul style="list-style-type: none"> • Carried out between 9am and 4:30pm when most people were at work. • Office Validation was not carried out prior to the field validation.
Field Validation Pilot Activity 2 Door to Door Method – Established	<ul style="list-style-type: none"> • All properties are covered. • Able to collect survey results to determine 	<ul style="list-style-type: none"> • Reliant on person living there being the owner. • Still do not get 100% responses 	<ul style="list-style-type: none"> • Only a three day activity did not allow for following up on information.

Activity	Strengths	Weaknesses	Constraints
<p>Subdivision. A base station was still provided with this method, however the base station contained only one or at the most two people. The rest of the field enumerators went door to door gathering information</p>	<p>why people did not participate in first activity.</p> <ul style="list-style-type: none"> • Improves public relations and allows information dissemination. • People who want to drop off results don't have to wait for field enumerators to return, they can drop them at the base station. 	<p>and have only 50% of properties validated against known records.</p> <ul style="list-style-type: none"> • Time wasted going to properties that would have been office validated, because OV was not carried out first. 	<ul style="list-style-type: none"> • Lack of support staff for enumerators and as a result much needed feedback could not be supplied. • Office Validation was not carried out prior to the field validation.
<p>Field Validation Pilot Activity 3 Door to Door Method – Informally settled area. A base station was still provided with this method, however the base station contained only one or at the most two people. The rest of the field enumerators went door to door gathering information</p>	<ul style="list-style-type: none"> • Improves public relations and allows information dissemination. • People who want to drop off results don't have to wait for field enumerators to return, they can drop them at the base station. 	<ul style="list-style-type: none"> • Very low return for the number of properties visited • High cost of visiting every property. • More an extended CRS program than a useful tool for gathering the required land records. 	<ul style="list-style-type: none"> • Only a three day activity did not allow for following up on information. • Lack of support staff for enumerators and as a result much needed feedback could not be supplied
Field Validation of Records			
<p>PIO2 organising the Field validation of individual barangays. Having established a BAG and carried out the majority of OV and CIM preparation.</p>	<ul style="list-style-type: none"> • Training program followed as specified. • Able to assist with enquiries. • Staff only paid for work carried out. • No complex contract to negotiate. 	<ul style="list-style-type: none"> • Need to keep a management team in the field. • Need to supply support equipment to the field. • Still not a complete trial as the OV and CIM were not all completed. 	<ul style="list-style-type: none"> • Ability of PIO2 to get the funding approved and to be able to pay the enumerators. • Insufficient support staff to monitor all operations and to analyse the results.

Activity	Strengths	Weaknesses	Constraints
An NGO being employed to carry out the field validation of multiple barangays. (This activity is yet to fully evaluated)	<ul style="list-style-type: none"> • Support equipment supplied by the NGO, eg computers. 	<ul style="list-style-type: none"> • Support staff from PIO2 is the same size as it is for PIO2 running the operation. 	<ul style="list-style-type: none"> • Availability of PIO2 staff to help manage the process

Recommendations

The following recommendations for the extension phase;

- A standard training program should be designed for all field enumerators working in the prototype. This training should include highlighting the LAM project-its activities and objectives; basic public relations skills that provides different approaches in dealing with respondents from different socio-economic classes; relevant information on laws/policies related to land; and conflict resolution.
- Other methods need to be tested to try and locate the owners of parcels that do not have any TCT records located in the ROD.

The following are the recommendations for the LAM Program;

- Field validation will not be required in all areas, only where the records have been lost or destroyed and/or there is a high incidence of informal settlement.
- Adequate funding must be available for the activity and the funding must be easy to access.
- A separate approach has been established for subdivisions and informal areas. The informal areas will 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 will focus on establishing ownership and assisting those owners who need to reconstitute their titles. These procedures need to be tested by analysing the results from the NGO and then it can be determined if they are sufficient for the long term program
- 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.

H: One Stop Shop

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

Major achievements and outputs of the OSS

- The processing of documents within the One Stop Shop has been agreed upon by all agencies and a Memorandum of Agreement has been signed off.
- The renovations for the OSS have been completed and the building fitted out.
- The training of the OSS staff is complete and staff awaiting the OSS to become operational.
- User Manual for OSS operations.
- Quezon City Mayor has pledged 1.5 million pesos to support the operations of the OSS.
- Commencement of limited activities within the OSS, Certified copy of Title, Certified tax declarations and Plan acceptance for DENR.
- Hiring and training of PIO2 support staff for the OSS.

Technical Transfer and New Practices

- Training of OSS staff in OSS operations, document tracking system search and simulation workshops.
- Development of new operational procedures for OSS operations.

Major Lessons Learnt

- Securing of the site for the OSS needs to be one of the first activities carried out. Once this is secured any plans and building works need to be followed up as these activities take the longest period of time to complete.
- The procurement process is only vaguely known and understood by the prototypes. This results in requests being made and not being filled in a two year period as the prototypes did not properly monitor the request through PMO and DENR.
- While the equipment requirements for the OSS were worked out and the request included in the budget as early as possible sending the request to PMO does not mean that it will be filled. The start date for full OSS operations is still unknown as all the required equipment has not been supplied.
- The approval process within various agencies must be understood and carefully followed. Renovations were held up because the approval was concentrated on DENR, who control the funds, but the approval from LRA, who manage the site was ignored. As a result the site approvals had not been finalised when the contracts were approved and signed, delaying construction.

Evaluation of the One Stop Shop activities

Activity	Strengths	Weaknesses	Constraints
Partner Agencies Support			
<ul style="list-style-type: none"> 🗑 monthly meetings with TWG meetings 🗑 workshops 🗑 meetings with department heads 🗑 Study Tour 	<ul style="list-style-type: none"> • The agencies are able to provide inputs into the development of the OSS operations. • Meetings with agency heads allows the prototype to gain strong support at the agency head level • The study tour allowed exposure to working examples and to talk with people involved in setting up the process. 	<ul style="list-style-type: none"> • Some TWG members did not have the authority to make decisions. • Some TWG representatives could not provide adequate feedback to their department heads • inadequate meetings with agencies/ conflict of schedules 	<ul style="list-style-type: none"> • Some TWG members were not sure of the level of decision making they were authorized for. • Unavailability of agency heads (schedule conflicts)
Administrative Support (finance procurement)			
<ul style="list-style-type: none"> 🗑 OSS construction 🗑 procurement of equipment 🗑 Hiring of staff 	<ul style="list-style-type: none"> • None 	<ul style="list-style-type: none"> • Delayed approval of the reprogrammed budget. • Problems in getting the plan prepared by LRA. Weak compliance with procurement requirements 	<ul style="list-style-type: none"> • dependency on the PMO to provide the support for the approval process. • Lack of knowledge of the procurement process. • lack of procurement officer • Frequent changes in PIO2 management
OSS Systems development			
<ul style="list-style-type: none"> 🗑 Training of Staff 🗑 Manual Development 	<ul style="list-style-type: none"> • Strong inputs from the TWG and OSS staff. 	<ul style="list-style-type: none"> • Lack of mechanism to share 	<ul style="list-style-type: none"> • Possible conflict with the LARES project.

Activity	Strengths	Weaknesses	Constraints
<ul style="list-style-type: none"> ☐ Simulation workshops ☐ Database (cross index) ☐ networking 	<ul style="list-style-type: none"> • Parallel streamlining efforts from the partner agencies. • Enthusiasm and strong interest of the OSS staff • Conduct of the simulation workshops to pre test the OSS operations 	<p>information with the BOO project.</p>	
OSS Sustainability			
<ul style="list-style-type: none"> ☐ To promote the sustainability with the agencies concerned and have them take over its operations when PIO2 ceases to exist. 	<ul style="list-style-type: none"> • Agencies have already agreed to work in OSS providing a better customer service. • LGU have already promised to commit 1.5 million pesos to the OSS 	<ul style="list-style-type: none"> • OSS started only in April 2004 with limited services. • PIO2 have not put together a financial plan for sustaining the OSS as they haven't been able to base it on actual costs incurred. 	<ul style="list-style-type: none"> • Capacity of the agencies to run the OSS without an independent managing group.

Recommendations

The following are the recommendations for the extension period;

- The OSS must be made fully operational as soon as the staff can be detailed.
- All efforts must be exerted to get the equipment required for the OSS and to fund the CRS campaign for its opening.
- Sustainability plan needs to be developed to sell the project to the agencies and get their commitment to keeping the OSS operational.

The following are the recommendations for the LAM Program;

- The management of any future OSS needs to be reviewed and a decision made as to whether it will be independently managed or managed by one of the agencies.
- Rural and Urban OSS deal with different agencies and have unique problems

relating to their areas. The National strategy will need to take these factors into account.

- The involvement of staff that will operate the OSS will ensure that they take ownership of the processes and assist in its successful operations.
- There should be a specialized unit that can handle all procurement for the needs of the one stop shops and also organises the building and relocation processes.

I: Identification of Fake Titles

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

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

Also PIO2 has run a community education program to advise the public of their rights and to inform them of the correct way to assess the legitimacy of documents presented to them.

Major achievements and outputs of the Fake Title investigation

- Documentation of the current practices and recommendations for enhancing the response of and interconnection between agencies.
- Workshop on the creation and composition of the TWG
- Formation of the TWG and appointment of a chair from the LRA.

Technical Transfer and New Practices

- In the field the enumerators have been trained to identify fake records and to advise the residents of the correctness of document.
- The CIM and cross index has been used in the field to authenticate the resident's records.

Major Lessons Learnt

- Fake title investigation cannot be affective if it does not have a GOP counterpart. If the TAs investigate the procedures and learn the issues, constraints and requirements, this knowledge is lost when they leave at the end of the project, with no benefit to the GOP.
- There are many types of fake and spurious titles/rights held in the community.
- There is not a clear strategic action plan for the passing of information between agencies when fake records detected in the Philippines.
- The TWG needs to have well defined objectives and strong leadership to survive and to solicit involvement of the other agencies/private practice/community.

Evaluation of the Fake Title Investigation activities

Activity	Strengths	Weaknesses	Constraints
Review of Post Activities	<ul style="list-style-type: none"> Each agency has developed their own procedures and is aware of the problems. 	<ul style="list-style-type: none"> Lack of a unified plan between agencies. Separate systems used cause duplication of effort. Criminals are only warned by some agencies (including the ROD) rather than a police investigation being carried out. 	<ul style="list-style-type: none"> Multiple attempts have been made to develop an affective set of requirements and have failed.
Technical Working Group established under PIO2 guidance.	<ul style="list-style-type: none"> Now headed by Deputy Administrator Feliciano giving it strong representation from LRA the lead agency Willingness of the members to get a result. Draft manuals have been completed 	<ul style="list-style-type: none"> Size of the TWG difficult to get decisions made with so many diverse interests. Slow start first workshop was not until June 2002. 	<ul style="list-style-type: none"> Availability of members to meet more than once a month.
Development of a database of fake and spurious TCTs	<ul style="list-style-type: none"> The agencies can view examples and known producers of fake documents. Central depository that can be accessed by all. 	<ul style="list-style-type: none"> Finding an agency to take control of the process. 	<ul style="list-style-type: none"> Where to hold the database and how to issue copies to all concerned agencies if PIO2 is to cease operations

Recommendations

The following are the recommendations for the PA LAMP;

- PIO2 assist the TWG in developing a sustainability program.
- Development of the database to hold examples of fake and spurious titles.

The following are the recommendations for the LAM Program;

- A national strategy be developed and adopted by the agencies involved in the TWG.
- LAMP phase 11 look at funding the operations of the TWG and the long term program to eliminate fake and spurious titles.

J: Community Relations Services

Community Service Relations Services (CRS) program initially started in all Barangays with community dialogues. One of the outcomes of the prototype was to produce refined, proven CRS procedures and materials that would assist the project in interfacing with the community and locating records in the field. CRS was to be a continuous activity that was closely coordinated with the field validation activity. The initial CRS procedures and materials were developed to support the field validation, GPS and the One Stop Shop. The plan was to put into place an effective and open communication between the project and the community in an effort to resolve issues before and during field validation. It was recognised that there are a number of disparate groups with interests in the outcome of the activities. It was seen as important to keep these groups informed of project activities. CRS has expanded to other activities including development of the Barangay Advocacy group (BAG) Area Based Community Dialogues (ABCD) and Community Organizing-Community Development (CO-CD). The last innovation introduced was the use of an NGO, PHILLSA to carry out the CRS campaign in the remaining barangays.

Major achievements and outputs of the CRS

- Formation of the BAG, although it has not been evaluated yet.
- Introduction of ABCD and CO-CD.
- Working with PHILLSA in the remaining Barangays.

Technical Transfer and New Practices

- BAG, ABCD and CO-CD.
- CRS handbook.

Major Lessons Learnt

- Community organizing-community development work as well as in policy advocacy work, civil society organizations have a very important role to play in LAMP
- 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.
- The Project lacks a clear phase in/phase out plan. There was never any thought given to an exit plan once a Barangay is completed the community hanging after the existence of the project.

Evaluation of the CRS activities

Activity	Strengths	Weaknesses	Constraints
Community Assemblies to assist in introducing Global Positioning System (GPS) stations into the community	<ul style="list-style-type: none"> • Educated public on the reasons for having the stations • Ensured that the 	<ul style="list-style-type: none"> • Only a small portion of the community attend community assemblies. 	<ul style="list-style-type: none"> • Fear of informal community that any government survey is there to begin demolition

Activity	Strengths	Weaknesses	Constraints
	GPS staff were not seen as part of a demolition team.	<ul style="list-style-type: none"> • Stations were still dug up and destroyed 	of their homes
Barangay Advocacy Group (BAG)	<ul style="list-style-type: none"> • strong LGU support • high participation in FV activities in informal settlements 	<ul style="list-style-type: none"> • Some members are not participative. • Activities have not been evaluated for their effectiveness. 	<ul style="list-style-type: none"> • Difficulty in convening all the members due to their number.
Area Based Community Dialogues (ABCD)	<ul style="list-style-type: none"> • The community members are easier to convene. • Active participation of community member at the dialogue • Effective way to collect community concerns 	<ul style="list-style-type: none"> • Low community participation (only 7% in Holy Spirit). • No break up of attendances between formal and informal. • The value to the community has not been evaluated. 	<ul style="list-style-type: none"> • Community members especially men are not available to attend due to their work commitments.
Community Organised – Community Dialogues (CO-CD)	<ul style="list-style-type: none"> • Reduction in size of BAG from 63 to a committee of 9 who report back to the others. 	<ul style="list-style-type: none"> • The training did not cover all the required skills. • Weak support to planned activities. • Lack of well defined objectives and outcomes. 	<ul style="list-style-type: none"> • No clear financial allocation
Development of Information and Education Campaign (IEC) materials	<ul style="list-style-type: none"> • Allow the project to hand out information about LAMP and the PIO2 activities. • Highest percentage of people interviewed learnt of LAMP from this method (23% H S). 	<ul style="list-style-type: none"> • IEC materials are not popular; not appealing to the masses. • People don't like reading and feel most brochures are junk mail. 	<ul style="list-style-type: none"> • Low Budget for IEC materials
Assisting PHILLSA in CRS activities	<ul style="list-style-type: none"> • PIO2 are able to monitor the 	<ul style="list-style-type: none"> • Carried out in 4 Barangays at the 	<ul style="list-style-type: none"> • Lack of resources to assist in the

Activity	Strengths	Weaknesses	Constraints
	process.	same time, therefore impossible to ensure consistency. <ul style="list-style-type: none"> • Lack of permanent assistant from PIO2 • Lack of new approaches adopted or testing of the Holy Spirit approaches 	activity

Recommendations

The following are the recommendations for the extension period;

- A specific review of BAG, ABCD and CO-CD needs to be carried out to determine if any approach should be removed, strengthened or merged. Results from the field validation forms need to be properly analysed and the results used to determine the success of these approaches. Also more CBM&E needs to be undertaken to help gain a full understanding of the effectiveness of the CRS campaigns at the level below the BAG.
- BAG members should be engaged in more training that would increase their capacity to act as a bridge between LAMP and the community.

The following are the recommendations for the LAM Program;

- Depending on the level of records within the project area the type of CRS campaign needs to be determined. In areas where records are good the campaign may be restricted to providing information on the OSS and some additional education programs for informal settlements.
- Separate strategies are required for informal and formal areas. Prior to entering any area the profile of the area must be determined, and the community leaders approached for their support.