

**Land Administration and Management Project
Phase 2**

AidWorks Initiative Number: ING041

INDEPENDENT COMPLETION REPORT

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Aid Activity Summary

Aid Activity Name	Land Administration and Management Project – Phase 2		
AidWorks initiative number	ING041		
Commencement date	9 February 2006	Completion date	30 June 2010
Total Australian \$	A\$30.1 million (committed amount)		
Total other \$	US\$16.19 million (World Bank) US\$1.99 million (Government of the Philippines (GoP) counterpart)		
Delivery organisation(s)	Land Equity International		
Implementing Partner(s)	Department of Environment and Natural Resources (DENR) Department of Finance (DOF) – Bureau of Local Government Finance		
Country/Region	Philippines – Asia		
Primary Sector	Economic growth		

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The views and opinions expressed in this report are those of the authors. They do not in any way reflect the official position of AusAID or the Government of the Philippines.

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Executive Summary

This is an independent completion report (ICR) of the Land Administration and Management Project – Phase 2 (LAMP2) which presented the views of external evaluators on the performance of the project. This will be used to (i) inform future country strategy and programming, (ii) strengthen evidence for assessment of program performance, and (iii) analyse implications and lessons learned for broader Agency implications. An ICR is a requirement for all completing AusAID-funded activities of AUD 3 million or more.

The Government of the Philippines (GoP), with assistance from AusAID and the World Bank, has worked towards an overall goal of reforming the land administration and management (LAM) system to better contribute to socioeconomic development in the Philippines. This started with the Land Administration and Management Program (LAMP) 1.

LAMP2 (2006–2011) is the second phase of reform. It has five components:

Component 1 – policy development

Component 2 – institutional development and capacity building

Component 3 – tenure security

Component 4 – property valuation and taxation

Component 5 – project management

LAMP2 is funded by AusAID (A\$29.6 million grant), the World Bank (US\$16.194 million loan) and the GoP (\$US1.966 million counterpart fund). A mid-term review conducted by GoP, AusAID and the World Bank led to a crucial decision to cut both loan and grant funding to LAMP2. It was assessed that at the rate of its progress, it would not be able to deliver promised outputs by the end of its project life (March 2011). This ICR should therefore read as an analysis of what was learned from this completed project, both its positive accomplishments and its shortcomings.

The analysis of LAMP2's five components completed by the ICR team was structured around the key evaluation criteria required of AusAID projects, namely, relevance, effectiveness, efficiency, sustainability, gender, monitoring and evaluation (M&E) and analysis and learning.

LAMP2's overall contribution has been the development of a good policy and institutional framework for LAM reform in the Philippines.

At *national level*, LAMP2 developed policies to support reform through the Real Estate Service Act (RESA), the Residential Free Patent Law, and department orders within the Department of Environment and Natural Resource (DENR) and Department of Finance (DoF), which issued pertinent rules and regulations, and strengthened and created units (e.g., Property Valuation Office under DoF) engaged in LAM reform.

At *agency level*, LAMP2 began building capacity for LAM reform, more specifically at the Land Management Bureau (LMB) (DENR) and the Bureau of Local Government Finance (DOF). LAMP2 also improved LAM systems and procedures, and collaborated with educational institutions to develop and offer the first valuation and LAM academic courses in the Philippines. .

At *local government unit (LGU) level*, LAMP2 developed an approach for delivery of LAM services with great potential to be replicated through partnerships between LGUs and NGAs. This was basically drawn from the experience of the Innovation Support Fund (ISF) – an AusAID-funded facility for LGUs that want to reform LAM within their jurisdictions.

Relevance of LAMP2

LAM reforms are an important component of the GoP's economic growth and poverty reduction strategy. This is because efficient land markets stimulate investments, which, in turn, generate strong economic growth and create jobs—all of which reduces poverty. To date, there is no hard evidence, based on field research, that LAMP2 is achieving this. However, donor agencies and national-level governing bodies believe the project is making significant inroads.

LAMP2, as with its predecessor LAMP1, are part of a long learning exercise in a difficult reform area, and both have yielded invaluable lessons and techniques for advancing reforms leading to land's optimized contribution to economic growth and poverty reduction. However, LAMP2's record in achieving its reform objectives is mixed.

The biggest results came from the minor activity under Component 5, the ISF, which was rolled out at local level¹, and Component 4. Moderate success was achieved through Components 1 and 2. Even though it had the largest budget allocation and largest number of personnel, Component 3 was not delivering expected outputs and outcomes at the time of writing this report and the poor performance in this regard, which led to the belief that LAMP2 would not deliver outputs by the end of the project's life (March 2011), was a main reason for AusAID and the World Bank making the major decision to cut both loan and grant funding.

Overall, donor agencies and national-level governing bodies believe LAMP2 provided a sound national policy framework and a set of sound technical solutions. It achieved in several respects.

Nevertheless, focusing on national agency-level priorities weakened LAMP2's overall impact. This design weakness meant that LAMP2 did not address the reality that LAM reform priorities are different at local level where reform matters most.

Casting LAMP2 as mainly a land titling project was also problematic. The LAM technologies developed under Components 1, 2 and 4 responded to local issues and needs, which is why LGUs and local people were motivated to push for sustainable reforms. Component 3 did not respond to local priority issues. Even though it delivered its services at the best international standards, it was not addressing the priorities of those using the land. Excellent project services are no substitute for understanding LAM issues from the local perspective.

Notwithstanding the inadequate results, a LAM reform program of some kind is still relevant and necessary. However, the program should be designed around the actual priorities identified by LGUs and local people. The design of a new LAM project, including in the areas of valuation and property taxation, should capitalise on the positive experience of the ISF and adopt an LGU – NGA partnership approach.

In the event of the enactment into law of the Valuation Reform bill, which seems to have a greater probability of passage compared with the Land Administration and Reform Act (LARA) bill, more intense activity in ownership verification, land titling and registration, and valuation can be expected.

¹ It is referred to as 'minor' because of its relatively small budgetary allocation (out of the total grant (8.68%). This allocation was disbursed directly to LGUs as grants through the ISF, which operated as a flexible funding facility.

Effectiveness

Component 1 assisted with the passage of the RESA and the Residential Free Patent Law and the issuance of department orders and administrative measures. This is an important contribution because an appropriate legal and regulatory framework is the platform for future reforms. The Residential Free Patent Law, in particular, simplifies the procedure for acquiring title on informal residential lands. Unfortunately, passage of this law came towards the tail end of LAMP2, which limited DENR from extending the free patent process to thousands of informal residential lands.

Component 2 contributed to capacity building of government agencies, state-owned educational institutions, and some LGUs through institutional development.

Component 3 did not deliver its full target for land titles. As of June 2010, 43.44% of the total target of 102 000 titles had been met. The One-Stop-Shop, the integrated land registration and land management systems approach, also did not realise its full potential because of management and procurement difficulties at the DENR and lack of cooperation toward the project at the Land Registration Authority (LRA).

Component 4 delivered most of its expected outputs – development and adoption of valuation standards, guidelines, systems and valuation education, adoption of unified single based property valuation system by pilot LGUs, and the creation of an accredited appraisal professional association and the PVO.

Component 5's ISF performed extremely well, playing a major role in providing an entry point for LAM reform at local level.

The holistic approach in instituting LAM reforms, although complex, was positive, despite straining the capacity of the DENR and LAMP2 to deliver. LAMP2 had a good partner in BLGF and working with LGUs through the ISF was highly effective. Future reform will benefit from LAMP2's success in introducing policy framework and institutional reforms through a whole-of-reform approach. Piecemeal reform will not simultaneously address the different LAM problems.

LAMP2's experience with project design was not as effective. The design's assumptions were unrealistic and the project should have explored alternative designs to minimise risks arising from political and legislative decisions. A project design that responds to local goals and needs and pulls together agencies (national and local) to achieve these goals and needs will be a more effective LAM reform approach.

National leaders and policy makers will find it hard to ignore the success of LAM reform at local level, and its resulting ability to build a constituency for reform. Partnership arrangements such as between LGUs – NGAs under the successful ISF will be important in informing future LAM reform effort. In conclusion, the effectiveness of a project depends greatly on the quality and the type of partnership arrangements. The ICR notes the advantages of the partnership arrangements between the national government, LGUs and donors and having the right key government agencies involved (DENR – LMB, BLGF, LRA, LGUs) in pursuing LAM reforms. The challenge lies in ensuring strong national leadership to solve problems of coordination and collaboration among concerned government agencies. It is useful to critically examine funding arrangements (especially how funds were used and managed) and the procurement guidelines for the loan and grant components (especially how they could be better synchronised and aligned). Under LAMP2, the PCO faced challenges in using the loan component, which led to delays in procuring and deploying resources at project sites. The grant component proved more effective with the managing contractor accessing it by following AusAID procurement guidelines.

Given the many challenges of the bureaucratic system in the Philippines, it may be advantageous to continue using a managing contractor to deliver AusAID support. To bring down the cost of using private delivery structures, the following actions may be considered:

- (a) ensure tight screening of a managing contractor through a global competition to reduce relative costs and free more funds for actual project activities
- (b) adopt a performance-based contract to provide added incentive for the managing contractor to deliver outputs and outcomes
- (c) use a combination of expertise—an international managing contractor for highly technical aid projects, local project management experts supported by individual foreign technical advisors.

Notwithstanding the bureaucratic and administrative challenges faced by GoP, it is not advisable to retreat from engaging it in project implementation. Careful project management design should find opportunities to involve the government in project implementation while providing it with measures to strengthen and improve aid policies, procedures and processes.

Efficiency

LAMP2 could have been more efficient overall had the project:(a) adopted more efficient procurement processes and (b) had the flexibility to allocate more significant resources to its better performing components, that is, the ISF and valuation.

Policy instability created by the very frequent changes in leadership at the DENR led to inefficient procurement and financial management.

The grant component, provided by AusAID and directly administered by the managing contractor, was efficient (use and management). AusAID's procurement guidelines were followed and the managing contractor followed a Technical Assistance Plan to mobilise international and local consultants to deliver technical services. Unfortunately, the benefits from the availability of consultants were not maximised because of delays in procuring equipment and paying counterpart staff.

After the April 2008 Mid-Term Review, LAMP2 tried to match the availability of technical assistance consultants (funded from the grant component) with the required resources (equipment, personnel and supplies funded from the loan component). However, AusAID and the managing contractor could not control or influence the total cash flow, which depended on the smooth movement of funds from two separately managed streams: (a) grant component (controlled by AusAID and administered by the managing contractor) and (b) loan component (controlled by World Bank and the GoP—the DENR, LMB and the Department of Budget and Management (DBM)).

Following the Mid-Term Review conducted jointly between AusAID and the World Bank and AusAID's monitoring visit (October 2008), AusAID reduced its overall grant funding. A reduction of the World Bank loan and reduced inputs from GoP were likewise envisioned at that stage due to poor project performance in Component 3. AusAID maintained the framework and prioritise performing activities and stipulated that additional funds would be made available contingent on performance indicators being met.

Overall, the national and project steering committees—populated by top representatives from the government agencies and donors involved in LAMP2—should have been proactive in solving project inefficiencies since these weakened project performance. They should also have been proactive in solving the non-cooperative behaviour of the LRA and the irreconcilable differences between the LRA

and the DENR. In the end, the PCO technical staff and managing contractor were left to deliver project outputs as best as possible in the constrained legislative and institutional environment.

Sustainability

LAMP2 produced some sustainable results.

Several LAM education programs developed and taught at the School of Urban and Regional Planning (SURP), University of the Philippines, University of the Philippines-Open University (UP-OU) and VSU through Component 2 and Component 4 are shining examples and these programs continue to be available today. The academic programs are helping in creating a corps of LAM professionals whose expertise will be valuable in future reform. Making the real estate valuation service a profession—starting with the formation of the Professional Regulatory Board of Real Estate Service—is also a sustainable achievement as is the adoption of the Philippine Valuation Standard, which is becoming nationally accepted. Finally, if fully implemented, the LSDF will be able to provide a needed long-term perspective for LAM reform.

One positive long-term result of LAMP2 is the Property Valuation Office (PVO) created by GoP under Component 4 with technical assistance provided for under the AusAID grant component. Once implemented, the PVO will be responsible for the nationwide rollout of the internationally benchmarked Philippine Valuation Standards to be used by GoP and the private sector. Fair and transparent property valuation is a critical element of efficient real property taxation that generates much needed local revenue.

The government has already created the PVO with a budget for permanent staff. These staff are being trained on the LMB and on LAM technologies. A drawback is the potential loss of trained contractual consultants and personnel of the PCO and the managing contractor's office (TA team). This is due to the inability of the DENR to absorb these people due to budgetary difficulties and the current stringent policy of the DBM in hiring permanent new staff. Contractual staff are paid much higher than regular DENR staff.

The systematic adjudication and titling processes developed with close involvement of LGUs have been tested in a couple of tenure security project areas. Attempts at mainstreaming these processes using GoP funds have been trialled in one region. The newly established Center for Land Administration and Management Philippines (CLAMP) (<www.lmb-clamp.org>), when it is institutionalised and has developed internal capacity, will serve as a hub for disseminating LAM technology materials and information.

Under ISF LAMP2 developed a partnership model that can be used as a prototype for future, sustainable LAM working arrangements. This model is the LGU-NG partnerships with LGU driving the reform in close collaboration with national LAM agencies. It is driven by clear, immediate LGU benefits such as generating revenue, better land use planning and better delivering of land-related services.

The combination of a LGU-led approach and LAM technologies developed by LAMP2 augur well for the future.

There are glaring risks in replicating LAMP2's design approach into future LAM reform. Although these hindrances cannot be solved it will be important to note them in future project design. At the national level is the personnel needed to focus on

LAM reform issues. A large proportion of these are project funded (66%²), meaning they are engaged only on a contract basis. A (fiscal) deficit-prone GoP may not be able to retain contractual personnel for long unless tax effort significantly generates more income. While the budget for the PVO is assured for 2010 it may not have been allocated for 2011. The ICR team acknowledges, however, that some activities (such as systematic adjudication and titling) are non-recurrent.

Continued technical support will be vital to enabling local effort to address LAM issues. LAMP2 has created a relatively good corps of trained staff and consultants who could provide support to LGUs. The challenge to the DENR and LGUs, however, is how to continue to tap into this expertise given that the DENR may find it difficult to absorb this corps as permanent regular staff because of its budgetary problems.

Expanding coverage of LAM reform and getting thousands of LGUs to participate is not an easy matter. First, the agency to orchestrate the LAM reform effort at a nationwide scale has yet to be determined. Second the LGUs are limited in their capacity to screen and retain quality LGU participants.

Gender

LAMP2 is contributing to the goal of gender equity and has a consistent gender responsive³ rating. Project staff produced a Gender Mainstreaming Guidebook that can be adapted across projects and agencies. Following the lead in the guidebook, the Monitoring and Evaluation Framework and Field Operations Manual incorporated gender, stipulating the need to generate a sex-disaggregated database enabling sex-disaggregated reporting on project personnel, beneficiaries from titling activities to training, free patent claimants and even land records.

Despite progress, however, with the omission of the social development and gender thematic group in the LSDF—the main vehicle for sustaining LAM initiatives—gender equity may be sidelined once more in the implementation of future LAM activities.

Monitoring and evaluation

A well-functioning M&E system is in place even though limited staff resources and procurement problems have hampered some essential activities.

The system's development was guided by an M&E framework. The system generates regular monitoring reports such as annual, six-monthly (biannual) and quarterly reports. It is worth noting that the M&E system has supported and implemented the generation of a sex-disaggregated database. Consequently, sex-disaggregated reporting on project personnel and project beneficiaries has been completed.

Despite progress, the current allocation of limited resources for M&E activities—relative to the tasks required—may be indicative of the sustainability of the M&E of LAM activities.

Analysis and learning

The Philippines continues to face serious LAM constraints, which require concerted effort of concerned government agencies, LGUs and the private sector to solve. The LAM reform process will take time because of the enormity of the problem and the

² Activity Completion Report.

³ The NEDA Harmonized Guidelines rates a project (20 highest and 0 lowest) as either gender invisible (0–3.9), gender promising (4.0–7.9), gender sensitive (8.0–14.9) or gender responsive (15.0–20.0).

substantial amount of human and financial resources needed. Based on the feedback from the broad range of stakeholders engaged in policy discussions, and through workshops and project activities (especially at LGU level), there is a valid reason to continue with reform. Both LAMP1 and LAMP2 have provided a rich source of lessons learned that could be tapped into to further advance the country's reform agenda. LAM reform remains a high priority on the country's development agenda although it would be unwise to define it narrowly as a land titling issue—as it was with LAMP2.

The ISF experience demonstrated that it is much better to start LAM project design stage fresh by determining what people need rather than making assumptions based solely on the experience of one previous project to define the problem (in this case, LAMP2 relied too heavily on the experience of LAMP1 which, in turn was based on analytical work not grounded on real priorities and needs and intuition). This approach led NGA and donor level to pinpoint tenure insecurity in situations of low investments in agriculture as the problem and so LAMP2 focused on this. However, without comprehensive research the nature of the tenure insecurity could not have been fully understood, including whether it would be the foremost constraint to local-level investment. This approach also led to the conclusion with LAMP2 that land titling was the main issue for the LGUs or some local people which, in the end, it was not.

Creating a new LAM project should draw on the lessons learned with LAMP2 in general and with the ISF in particular.

One main lesson is that design must start with the engagement of sub-national governments (provinces, municipalities, cities) as lead institutions for reform.

A second main lesson is that partnering with NGA, academic institutions, and the private sector on basic research is necessary to identify potential investments and constraints to local initiatives. It cannot be assumed, as the LAMP2 experience has so well demonstrated, that the problems in one municipality are the same as those in another. Key technical support can be provided at local level by academic institutions and the private sector in the shorter term. Successful LGU programs will create a rolling demand for LAM and, in the longer term, a local constituency for reform. Therefore, it cannot be stressed enough that the groundswell for more LAM reforms must start at local level.

A third main lesson is the large scope for involving the private sector in reform, especially if a LAM project is designed to respond to local needs and priorities. The future is bright for more public – private partnerships in delivering LAM services. Academic institutions also play an important role in providing ongoing research and professional education on LAM. This will develop a corps of professionals in government and the private sector armed with the necessary LAM knowledge and technologies.

A fourth main lesson pertains to legislation. While legislation is important, LAMP2 proved that it is not prudent to include the passage of certain pieces of legislation as a pre-condition for expanding project activities and generating expected results. The failure to pass the LARA bill stymied efforts to establish the Land Administration Authority (LAA), which unifies the functions of several land agencies under one umbrella and accelerates the provision of land administration services. Future project designers should work within current legal frameworks, especially if the project being designed is a relatively short-term one. They should also use existing government agencies, but protect the project being funded by official development assistance (ODA) from political intrusion or caprice.

Recommendations

- In future LAM projects, GOP and donors should use a demand-driven approach using sub-national governments (provinces, cities, municipalities) as lead institutions, with concerned national agencies providing support and technical assistance.
- GOP and donors should try to vest future projects with as much flexibility as they can without losing accountability. This is to enable project management to be able to respond quickly and decisively to varying circumstances or changes that may affect project viability and the delivery of expected outputs/outcomes.
- GOP should consider public-private partnerships or collaboration in donor-funded projects, including the utilization of academic institutions, when appropriate and enlisting broad-based stakeholder support in future project design and implementation.
- Donors should only consider funding projects where GOP demonstrates a convincing commitment to project success by providing a realistic risk management plan to minimize the disruptive impact of political intrusion that mars project implementation; conversely, donors should require GOP to appoint only professional managers and experts of the highest calibre to donor-funded projects. Government people that will be recommended to head Project Coordination Offices should pass the scrutiny of donors.
- In the interest of sustainability, GOP and donors should devise an approach that will ensure that project learning's and activities will be sustained using regular government staff. This may mean assigning regular staff full time to the project and releasing them from duties and responsibilities, which are not germane to the project. Creating a dedicated unit, which will be funded on a regular basis such as PVO, will be important in post-project activities. This approach should be part of project design.

Evaluation Criteria Ratings

Evaluation Criteria	Rating (1-6)
Relevance	5
Effectiveness	3
Efficiency	3
Sustainability	3
Gender Equality	5
Monitoring & Evaluation	4
Analysis & Learning	4
Overall	4

Rating scale: 6 = very high quality; 1 = very low quality. Below 4 is less than satisfactory.

The Report

Introduction

This is an independent completion report (ICR) of the Land Administration and Management Project – Phase 2 (LAMP2) which presented the views of external evaluators on the performance of the project. This will be used to (i) inform future country strategy and programming, (ii) strengthen evidence for assessment of program performance, and (iii) analyse implications and lessons learned for broader Agency implications. An ICR is a requirement for all completing AusAID-funded activities of AUD 3 million or more.

Activity Background

The GoP and donors supporting LAM reform in the Philippines saw the critical need to address the issues standing in the way of economic growth and poverty reduction, including:

- inefficient delivery of land administration services
- duplication, inconsistency and overlapping of land titles
- high incidence of land tenure insecurity
- multiple land valuation approaches employed by several agencies at different levels of government, including government financial institutions.

These issues were constraining land markets, natural resource management and protection. The GoP and donors believe that the lack of public and business confidence in the country's LAM system continues to constrain access to formal finance and dampen investments. The Philippines has an estimated 30 million hectares of land, of which about 16 million hectares (53%) are classified as forest lands, mineral lands and national parks. The remaining 14 million hectares (47%) are classified as alienable and disposable for economic development. Only an estimated 9 million of these 14 million hectares are titled properties.

To deal with these constraints, the GoP and donors introduced a reform vehicle called LAMP. The GoP saw this as a long-term commitment (15 to 20 years). LAMP's objective is to reduce poverty and enhance economic growth by improving land tenure security and by fostering efficient and transparent land markets in urban and rural areas.

In the past 10 years, the GoP—with assistance from AusAID and the World Bank (as donors)—has pursued a reform agenda covering the LAM sector through LAMP. The initial project, called LAMP1, ran from 2001 to 2004 and the second phase, called LAMP2, ran from 2006 to the end June 2010. AusAID has supported the transition period between LAMP1 and LAMP2.

LAMP2 is the subject of this ICR. It has five components:

- (1) policy development
- (2) institutional development and capacity building
- (3) land tenure security
- (4) property valuation and taxation
- (5) project management, with a minor activity, the ISF.

LAMP fits into the government's overall economic development and poverty reduction strategy for the Philippines. The Medium Term Philippine Development Plan (2004–2010) identified land as a:

... very strategic resource to accumulation of wealth and other inputs to production. Those who own land are usually the ones who control and or have access to productive resources such as credit, technologies and other inputs to production. Inequitable access to land has, therefore, contributed to high poverty incidence in the countryside. Addressing this issue is critical to the government's goal of reducing poverty and the promotion of social equity. Assets reform especially land reform, is key to the attainment of these twin goals.

A major problem to be addressed in the Philippines by LAMP was the absence of an overall system of land information which could clarify what units of land and natural resources are being discussed. Carefully surveying a parcel of land is not helpful when the administrator has no way of knowing where the judicial entity is located. This was a labour-intensive and expensive solution that did not support much-needed land use planning on the one hand or direct investment in natural resource enhancement on the other.

LAMP2, was designed to lay and strengthen the foundation for improving inter-agency collaboration in delivering an integrated land administration service, which supports tenure security and property valuation. It was designed to keep the momentum of the LAM reform process through the active development of inter-agency services agreements at the provincial and municipal levels and through inter-agency collaboration.⁴

Annex A provides the logframe of LAMP2, which describes the project components and expected key outputs and outcomes. The last column shows this report's assessment of each component.

Funding for LAMP2 came from these contributions:

- AusAID—A\$29.6 million grant, which was used to provide technical assistance, training, academic programs and the Innovation Support Fund (ISF) – a flexible fund facility for local government units (LGUs)
- World Bank—US\$18.995 million loan, which was used to buy equipment and defray operating costs
- GoP—US\$2.285 million counterpart fund.

The World Bank loan and GoP counterpart were reduced by 15% and 14 % respectively, after a mid-term review in March 28 concluded that the land titling component had not delivered the expected outputs and that the loan would not be totally spent by the project's completion date. The loan terminates on March 2011. Correspondingly, AusAID also reduced its financial assistance, by 13% because of poor project delivery and moved its grant termination date from March 2011 to 30 June 30 2010. The GoP counterpart fund was reduced by 14% for these same general reasons. See Table 1 for details.

⁴ Ibid.

Table 1: Amended source of funds

Source of funds	Approved at design (in million)	As amended (following mid-term review) (in million)
GoP	US\$2.285	US\$1.966
World Bank loan	US\$18.995	US\$16.194
Total	US\$21.280	US\$18.160
AusAID	AUD\$34.00 AUD	AUD\$29.600

Evaluation Objectives and Questions

All ICRs are expected to respond and address evaluation questions. To inform the development of future country strategy and programming, selected questions were given more emphasis. These questions are shown in bold fonts in **Annex B**. Other questions are considered on the basis of available information⁵.

Objectives

The Terms of Reference for this ICR are to assess the:

1. Relevance of LAM reform in reducing poverty and enhancing economic growth in the Philippines.
2. Relevance of LAMP2 and how it supports LAM reform, specifically in the areas of titling, valuation, human and institutional development, and policy.
3. Appropriateness of the following list of elements in pursuing LAM reform within the political, legislative and institutional environment:
 - whole-of-reform approach (simultaneous engagement in areas of LAM such as policy, capacity building, the land information system, survey, titling and valuation)
 - partnership arrangements (between national and sub-national levels and between the GoP and AusAID – World Bank)
 - funding arrangement (co-financing)
 - way of working (using a managing contractor to implement AusAID-funded activities)
4. Explain the difference in the success or failure of reforms at national and sub-national levels and how the ISF sub-component of LAMP2 has contributed to achievements and outcomes.
5. Sustainability of initiatives completed under LAMP2.
6. Identify sustainability-enhancing activities.

⁵ Based on a meeting called by AusAID Manila Post on 18 February 2010 to clarify the terms of reference and the project team's scope of work.

Evaluation Scope and Methods

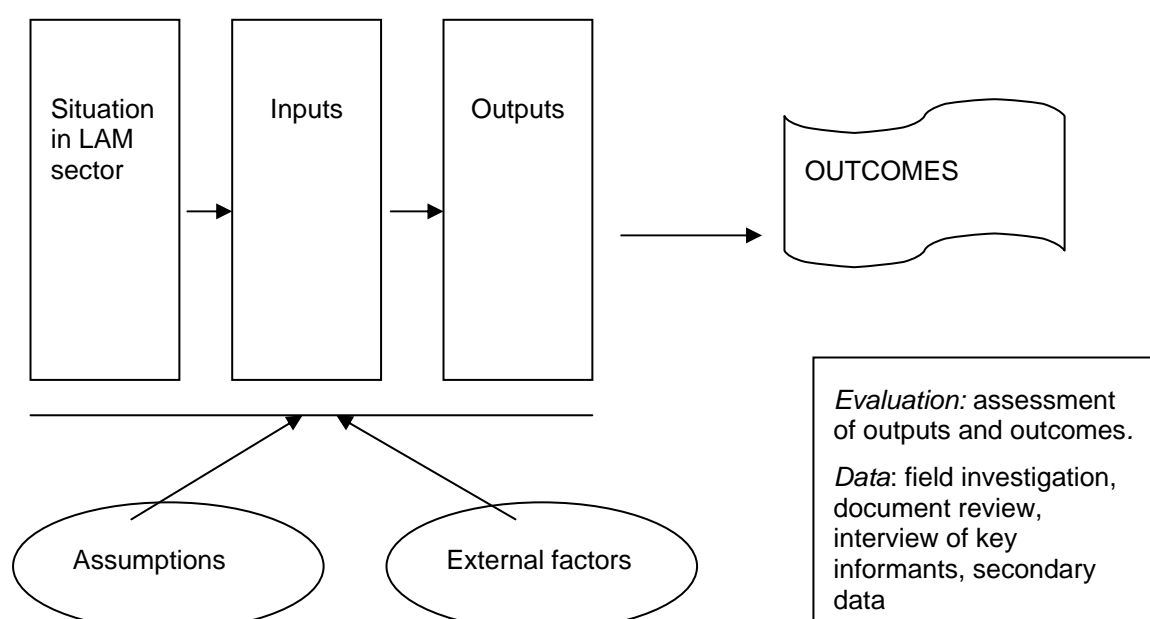
The ICR team developed an evaluation plan for LAMP2 which was approved by AusAID. The plan's logic framework (logframe for short) is illustrated in **Figure 1**. It defined what was to be evaluated, how the evaluation was to be carried out and what data was required for the assessment.

Given time and data limitations, the evaluation of project outcomes was handled at the level of national agencies and departments and a small sampling of implementation sites (LGUs).

At the national level, the following levels were involved:

- (a) national agency and institution level—DENR, LRA, BLGF, NEDA and the Bangko Sentral ng Pilipinas (central bank)
- (b) cooperating educational institution level—UP-OU, SURP, University of the Philippines and the VSU
- (c) implementation site level—LGUs, which served as pilot sites for the application of LAM techniques and processes.

Figure 1. Evaluation plan in the logframe



It should be noted that the ICR conducted was not an impact evaluation (which looks at changes attributable to the project more than achievement of targets) although there was an attempt to discuss some indication of the impact of LAMP2.

Evaluation criteria, evaluation method and source of information

Evaluation criteria, detailed in **Annex B**, were grouped into nine dimensions:

1. relevance
2. effectiveness
3. efficiency

4. impact
5. sustainability
6. gender equality
7. M&E
8. analysis and learning
9. lessons.

Evaluation method is included in **Annex C**.

The LAMP2 logframe was used to compare the outputs and outcomes of project activities and components as they were designed with actual results. Comparisons were conducted on a component-by-component basis against the evaluation criteria. The comparison of project deliverables—as stated in the project design and captured in the project's logframe, as well as in information contained in annual and quarterly reports and other project documents, all of which was supplemented by information from the field visits—informed the analysis of results and outcomes under each project component.

The evaluation team used a document review, field visits and stakeholder meetings/workshops to generate the data and information to be analysed. The ICR team also discussed with the LAMP2 Monitoring and Evaluation Manager the data and information reported on in the project's M&E framework.

In conducting this work, the ICR team reviewed annual and quarterly reports, project design document, progress reports, monitoring data and various reports prepared by the LAMP2 TA team, and other documents. The team also met with land agencies and other NGAs, including the NEDA and the Bangko Sentral ng Pilipinas (central bank), to gather information on what had been delivered or accomplished.

The document review, meetings and presentations in Manila enabled the ICR team to determine how the field visits would be conducted, focus on important questions and issues (as raised during key interviews) and validate and check for consistency reported project outcomes. **Annex D** lists the documents reviewed by the ICR team, the NGAs and LGUs interviewed, the itinerary of the field visits held between March and April 2010, and a list of stakeholder forums where the ICR team presented findings and observations on LAMP2.

The ICR team also interviewed key informants during field visits to a sample of LGUs involved in the implementation of the ISF to gain deeper insight into and more detailed information on project activities and outcomes. Informants selected had first-hand knowledge about LAMP2 implementation.

The ICR team also visited facilities to observe operations—such as the One-Stop-Shop and the LAM system being used by participating LGUs—and be able to systematically describe site accomplishments. The team visited the following sites: Bayawan City, Mandaue City, Olongapo City, Tayabas, Quezon and the provinces of Bohol (Tagbilaran City) and Leyte (Tacloban City). Project implementers from the municipality of Nabunturan and Naga City gave presentations while the ICR team was visiting Mandaue and Olongapo.

Evaluation Findings

Relevance

LAM reforms are an important component of the GoP's economic growth and poverty reduction strategy. This is because efficient land markets stimulate investments, which, in turn, generate strong economic growth and create jobs—all of which reduces poverty. To date, there is no hard evidence, based on field research, that LAMP2 is achieving this. However, donor agencies and national-level governing bodies believe the project is making significant inroads.

A quick scan of Organisation for Economic Co-operation and Development countries reveals that developed rich nations have effective, functioning land administration institutions. A look at developing countries reveals that no poor country has a land administration system that functions properly. Establishing a LAM system is a fundamental building block in the modern development process.

In the Philippines, land has played a major role throughout the country's modern history. Inequitable distribution of land and lack of security of tenure have constrained growth and kept poverty alive and well since the colonial periods under Spain and the United States. Political resistance movements took strength from agrarian unrest and land reform (now known as agrarian reform) became part of the government's strategy to address age-old problems of poverty and unemployment, and inequitable land distribution.

The goal of the present Comprehensive Agrarian Reform Program (CARP) is to distribute the national land base in the Philippines. If the GoP is to meet this goal in the near future, it will have to concentrate on producing effective and efficient institutions to administer and manage all new land tenures created. A thorough reform of LAM is needed if the ambitious CARP reform program is to be sustained.

Without an effective LAM policy, poor management of natural resources (through, for example, illegal logging) as well as environmental degradation will continue, resulting in much lower development outcomes in all sectors, especially in rural and remote areas of the country..

At the macro level, there is therefore a need for a clear land use policy, and effective institutions in the LAM sector. LAMP2 tried to achieve this under Component 1 through policy administrative measures (different Department Administrative Orders issued by the DENR, and orders issued by DOF) and through legislation (RESA and Residential Free Patent Law).

At the institution level, there is a need for ongoing development of in-country capacity to produce the required LAM professionals and improve systems and processes. These will be necessary to support a land use policy that will work for the entire national polity and that conforms to international obligations and agreements. LAMP2 contributed to this effort through institutional development under Components 2, 3 and 4

At the micro or local level LAM reform requires working models for the delivery of LAM services. These services include knowledge of where natural resources are located, who has rights to them and how they are allowed to be used. This requires quality, detailed information on all land-use claimants by jurisdiction and quality data on claimed land units and parcels. None of this will result in achieving development goals unless these data are in a form that is readily compatible with an overall land information system (LIS) that places them in the context of landed resources. This is the case because in a modern economy, land use optimization is best accomplished through broad discussion and participation. Increasing participation in land use

planning at the local level is the most cost effective way of ensuring that limited natural resources are put to their best use. Improved governance through discussion, which strengthens citizen action is the way around the common problems affecting local areas (for example, illegal logging and denudation of watersheds). It was the Innovation Support Fund (ISF) under Component 5 that played a major role at the 'micro level' by providing a good entry point for LAM reform at the local level.

In sum, the following components of LAMP2 are relevant components of a LAM project:

- (a) policy development
- (b) institutional development and capacity building
- (c) land tenure security
- (d) property valuation and taxation
- (e) project management with ISF (a minor activity, budget-wise, tucked under Component 5)

Notwithstanding perceived weaknesses in project implementation, LAMP1 and LAMP2 are part of a long learning exercise, with a steep learning curve. The experience has resulted in invaluable lessons learned which are being used to advance more effective LAM design and reforms.

Effectiveness

LAMP2 activities are all very relevant and will bring significant impact when implemented. However, overall, LAMP2 had a mixed record in achieving its objectives. It provided a set of good technical solution (LAM technologies) but failure to realise that LAM reform matters most at the local level led to a weakening of project impact. LGUs and local people have the incentive to push LAM reforms, which will make it a sustainable advocacy.

The meaningful results came partly from Components 1, 2 and 4 but mostly from ISF, which was done at the local level. The land tenure security (Component 3), which had the biggest budget and personnel allocation turned out to be not the overriding issue. It also suffered the most from management, financial and procurement difficulties.

Project Components

Component 1 (policy development) scored a major achievement with the eventual enacting of two important laws—the Real Estate Services Act (RESA) and the Residential Free Patent Act. These laws will be important in supporting current and future LAM reform activities. However, this component would have been even more effective had Congress passed these laws earlier during project implementation, in particular the Residential Free Patent Act, which could have benefited thousands of local residents had it been passed earlier.

The policy, regulatory and institutional framework would also have been much stronger had the LARA and Valuation Reform bills received Congressional approval. Unfortunately, these bills have, to date, failed to be enacted into law.

In a country where land is as volatile as it is in the Philippines, it should never be assumed that legislative reform will be passed, especially if the legislation has been blocked previously. The failure to enact into law the LARA Bill constrained LAMP2's operating options. It stopped the LAA from being established and prevented LAM services from being brought together under one roof. It also affected the success of the full implementation of the One-Stop-Shop strategy (provide LAM services through

an integrated land registration and land management systems) and the delivery of targeted land titles.

On the positive side, broad stakeholder support for the LARA and Valuation Reform bills demonstrated that the public was aware of the importance of LAM reforms, specifically, the importance of supporting them through the passing of laws. There is a general expectation that the next Philippine Congress and the new administration of President Benigno Aquino III will pass these two pending bills.

Adoption of relevant department orders – improving operations of various LAM institutions – were also facilitated.

Component 2 (institutional development and capacity building) has partly fulfilled its objective by building capacities in the LMB, BLGF and LGUs under ISF but to the exclusion of the LRA (the LRA was invited to participate in the capacity building activities of LAMP2, but it declined). Properly operating land administration and land management institutions is a fundamental building block in modern development. Without this building block, legislation and national policy remain 'hollow'.

The first valuation and LAM academic courses are developed and offered by the University of the Philippines – Open University (continuing professional education on property valuation), the Visayas State University (masters program and continuing professional education on LAM) and the University of the Philippines – Urban and Regional Planning (seven LAM subjects in existing the masters program) Scholarships at the UP-OU and VSU have been given to the initial batch of participants to initiate what is expected to be a continuing program of education and training on LAM issues.

The ICR team concluded that one area where LAMP2 made great progress is in its alliances with educational institutions. If sustained, these alliances will continue to make a major contribution of LAM reform effort. In the end, the LAM system that emerges in the Philippines must be created by system participants. Thus it is vital to produce a number of experts on LAM and the best way to achieve this is through the formal educational system. This will help serve the increasing willingness of GoP agencies and LGUs to use the private sector for technical services and support. High-quality, professional training is therefore fundamental to success and LAMP2 was a catalyst in this process.

Component 3 (land tenure security) failed to deliver its full target for land titles. As of June 2010, the titling achievements in LAMP2 stood at 43.44% of its total target of 102 000 titles.⁶

When LAMP was first conceptualised there was consensus among development experts that proper land titling was the catalyst for turning 'dead capital' (insecure titles) into 'living capital' (investment-grade properties). Even though Component 3 was the major component in terms of the resources (largest budget), it was not successful. It was hampered by management and procurement difficulties in the DENR and PCO and the non-cooperative behaviour of the LRA toward the project. It was also held back by the incorrect assumption under LAMP2 that the land titling was the major response to LAM problems

Component 4 (property valuation and taxation) achieved its objectives of demonstrating that effective modern land valuation and assessment can be implemented in the Philippines. It is too early to know if the lessons learned from this component can be applied beyond its small number of successful trials. None of the

⁶ Source: Table 8, 'Titling achievements in LAMP2', June 2010, TA Team Activity Completion Report (ACR), June 2010, report prepared by Land Equity International.

most promising initiatives (for example, Naga City) has proven sustainable. LAMP2 identified the need to improve the fiscal capacity of LGUs by improving their real property tax systems. Real property taxes in the Philippines are the primary source of local LGU revenue (if effectively imposed and collected). It is not enough, though, to have accurate records of all taxable parcels in a LGU's jurisdiction; the LGU has to be able to determine taxable value. The payment of taxes is greatest when citizens believe their taxes are assessed in a fair and equitable way and when their use complies with the desires of the citizens.

The GoP succeeded in getting RESA passed and signed into law on 1 August 2009. This act establishes a professional regulatory board to set standards for agents, appraisers and valuation officers. It also provides for continuing professional education, which is critical to dissemination of the procedures developed during the LAMP pilot projects.

Under Component 4, LAMP2 developed a methodology for land valuation as well as manuals and training programs. It also created the PVO, a unit under the DOF, which disseminates the learning under this component with the LGUs. Unfortunately, the GoP still has not passed the Valuation Reform Act, the overall legal framework needed to push for all valuation reforms desired under the project.

A key benefit of Component 4 has been the ability of LGUs to take over the further development of LAM within their jurisdiction. The increased revenue makes it possible to implement local programs and initiatives without waiting for help from the national agencies.

The ICR team concludes that Component 4 has succeeded in testing the methodology, institutional framework and practices needed for a national implementation program in selected LGUs. However, there are several important *caveats* to consider before replicating this on a national level, including whether the GoP has the capacity to implement a national valuation program and ensure its proper governance. The sheer number of *barangays* (around 42 000) in the Philippines, and the number of parcels in each, necessitates a huge amount of resources, financial and technical, for such a program to work. Success is much more than installing a cadastral index, map-based assessment system; it is about good governance. A tax system without good governance is just the opposite of development. The present regime in Myanmar, for example, is good at extracting the maximum local tax from its population, but it remains one of the poorest nations in Asia. It used to be one of the richest.

Is the answer at this time one national valuation system? The ecological base, economic structure and cultural history of LGUs in the Philippines is so varied from north to south that it is questionable if a 'one size fits all' approach to land and property valuation would work. Even small rich countries like Switzerland, Taiwan, and Denmark have local variations.

Another question is how many LGUs are knocking at the national government's door asking for reform of their valuation systems? How many can contribute at least 25% of the implementation costs (the counterpart contribution of an LGU participating under the ISF)? How many can cover the cost of personnel once money external to the LGU source of funding (for example, through donors) runs out? These and other questions point to the need for serious research and analysis before the decision is taken to embark on a large-scale, national valuation system that could run against the constraint of inadequate government capacities.

Component 5—Innovation Support Fund (ISF) was the bright spot in LAMP2, especially at the operational level. It provided small grants to LGUs to use in implementing programs to reform their LAM institutions. Sixteen LGUs (12 cities and

4 municipalities) were funded. Key to receiving funds was the LGUs' commitment to also use considerable resources from their own budget (at least 25% of the total funds as well as staff) for the programs.

The LGUs most ready to receive LAMP2 assistance through the ISF submitted proposals for improving property tax collection. Other proposals were for geographic information system (GIS) support in creating a modern land information system and still others were to enable LGUs to improve their data processing. In other words, even the LGUs judged to be the most 'LAMP-ready' had several high priorities they still needed to tackle.

Overall approach and partnership arrangement

Much of the success of LAMP2 at the operational level is attributed to the sterling performance of the ISF and not from the main objective of LAMP2 (i.e., component 3 – improving land tenure security).

Even in the face of promising possibilities, there are many reasons for the poor results under Component 3, as have been outlined in this report—including the need to take a local needs approach. The ISF experience was much more positive, proving, for example, that LGUs do have diverse LAM reform priorities, which should have been identified during project design based on field research and consultations.

A whole-of-reform approach in instituting LAM reforms, admittedly a complex approach in the Philippines—in part because of an entrenched faulty system—, produced positive reform results, although in delivering it strained the capacity of the DENR and LAMP2. LAMP2's partnership with BLGF was effective. It delivered the policy and institutional support needed to improve land valuation and property taxation. Working with LGUs through the ISF was a fortuitous decision, made only after AusAID insisted that the ISF be included as a minor activity under Component 5. Future LAM reform should consider introducing appropriate policy framework and institutional reforms under a whole-of-reform approach. A piecemeal reform effort will not be as effective.

LAMP2's experience indicated the need to make realistic assumptions, and to explore alternative project designs to minimise risks arising from political and legislative decisions. The lack of information on future events e.g., LRA's Land Titling Computerization Project did not remain on hold during the duration of LAMP2 project life; the failure to enact the LARA bill that will unify all land agencies under one roof (LAA) proved costly to LAMP2.

A project design that responds to local goals and needs and that pulls together various agencies, national and local, to support the achievement of those goals and needs, may be a more effective LAM reform approach. Policy makers and the national leadership will find it hard to ignore success at LAM reform at the local level, which builds a constituency for reform and provides a huge potential for generating broad-based political support. Partnership arrangements such as LGU – NGAs under the successful ISF will be important in future LAM reform effort. The participation of relevant stakeholders and such partnership arrangements create an ownership of reform. Social capital built on more secure land tenure at the local level and ownership by local officials and local residents of LAM reforms that generate local revenues for better service delivery, among others, can be used to generate the necessary political capital for reforms at the national level.

Many partnership arrangements with the right key government counterparts served LAMP2 well. However, the lack of cooperation between the DENR – LMB (the project implementing agency) and the LRA (which opposed the enactment of the LARA Bill) proved to be problematic and ineffective. The challenge for future LAM initiatives lies

in ensuring effective coordination and collaboration among all institutions concerned with reform. Strong national leadership is also imperative.

The engagement of national agencies with LGU participants through the ISF was highly effective. LAM reform results were successfully delivered at local level in part because national agencies responded to the needs and priorities of LGUs instead of imposing a top-down approach to solving LAM problems. The engagement with donors was also positive.

Funding arrangement

The nature and limitations of funding arrangements affected the project's efficiency in some regard, especially the use and management of funds and the procurement guidelines for both loan and grant components. These could have been better aligned and synchronised. Financial management and procurement guidelines were intended to be responsive to the GoP's and donor's needs for transparency and integrity. LAMP2's experience exposed the challenges faced by the PCO in using the loan fund, which led to delays in procuring and deploying resources at project sites. It also showed the relative effectiveness of grant utilisation by the managing contractor.

Given the challenges related to efficiencies in some parts of the Philippine bureaucratic system, it may be advantageous to continue using a managing contractor to deliver AusAID support. There is a trade-off here. On the one hand, the use of more effective private sector arrangements to deliver aid is more expensive and does not adhere to the development goal of government ownership. On the other hand, implementation of aid projects with full reliance on government implementation is less expensive but not as efficient.

To reduce the cost of using the private sector, the following measures can be considered:

- (a) ensure tight screening of a managing contractor through competition on a global basis to bring down relative costs and free more funds for actual project activities
- (b) adopt a performance-based contract to improve the efforts of managing contractor in ensuring the delivery of envisaged outputs/outcomes
- (c) use an international managing contractor only for highly technical aid projects and conversely, consider using local project management expertise complemented by foreign technical (individual, not firm) advisors.

Notwithstanding the well-known weaknesses of the government bureaucracy, it is not advisable to retreat from engaging it in project implementation. Careful project management design should find opportunities to involve the government in project implementation while at the same time providing it with measures to strengthen and improve aid policies, procedures and processes.

Efficiency

LAMP2 faced some efficiency issues⁷ It would have operated at a more efficient level if it had adopted better procurement processes (for example, through the innovative use of the private sector) and allocated more significant resources to its better performing components—the ISF and the valuation and taxation component.

⁷ LRA tried to cooperate but there was difficulty aligning DENR–LMB long-term interest to unify land agencies under one roof with the position taken by LRA that it should remain as is.

Pinning great hopes of spurring LAM reform on the passing of the LARA Bill, and subsequently creating the LAA and its local version, the One-Stop-Shops, may have dragged down project efficiency overall.

Procurement

Procurement suffered primarily because of the instability created by the frequent changes in leadership at the DENR and LMB. It is noted that there is no flexibility with regard to the use and assignment of the proceeds of the loan component of the project. The World Bank loan supports Component 3, which as earlier noted, did not perform as expected and was mainly responsible for low loan utilisation. Proactive assistance undertaken by AusAID and the managing contractor was to dispatch technical specialists to help the PCO deal with financial management and procurement difficulties because of the lack of expertise in these areas at the top management level of the Project Coordination Office.

The use and management of the grant component, directly administered by the managing contractor, was efficient overall. AusAID's procurement guidelines were followed. The managing contractor followed a Technical Assistance Plan to mobilise international and local consultants to deliver technical services to LAMP2, all of which provided the necessary technical support to the project. Unfortunately, the consultants were not fully used because of delays in procuring equipment and paying counterpart staff salaries. It is noted that after the April 2008 Mid-Term Review, LAMP2 tried to match the availability of technical assistance experts (funded from the grant component) with the required resources (equipment, personnel, supplies funded from the loan component) which resulted in better use of grant resources.

Operations

Operational efficiency suffered because the co-funding arrangement was not always synchronised. The grant component funded by AusAID was not subjected to bureaucratic red tape and tedious governmental procurement procedure. The loan component was not quite as streamlined—its drawdown had to follow donor-government procurement guidelines. The result was poor use of loan proceeds (51.5%⁸) with a negative impact on the loan titling component, which depended on the availability of (borrowed) funds.

The different experience in drawdown procedures further highlights the inherent problems of a loan cum grant project. The quicker and more time-responsive drawdown procedures under AusAID provided the needed flexibility for funding ISF activities, and this contributed to the ISF's success. Unfortunately, the managing contractor and AusAID could neither control nor influence total cash flow, since this depended on the smooth movement of funds from two separately managed streams: (a) grant component (controlled by AusAID and the managing contractor) and (b) loan component (controlled by World Bank and the government, that is, DENR, LMB and the DBM).

Following the Mid-Term Review in April 2008, completed jointly by AusAID and the World Bank, and AusAID's monitoring visit in October 2008, the overall grant funding for the project was reduced because of poor project performance, primarily in Component 3. There was also a reduction of the World Bank loan and government counterpart for the same reasons. AusAID maintained the framework and priority

⁸ As of 31 March 2010, Project Report to the National Steering Committee meeting 24 June 2010.

areas of the Technical Assistance Plan and stipulated that additional funds would be made available contingent on performance triggers.

Governance arrangement

Overall, the National Steering Committee and the Project Coordination Committee should have been proactive in solving project inefficiencies caused by (i) the frequent change of leadership at the very top of the DENR and PCO and (ii) the refusal of the LRA to participate. While attempts were made, these two committees—both populated by top representatives from NGAs and donors—could not solve the different approaches taken by the LRA and the DENR, which contributed to the weakening of project performance. The PCO technical staff and the managing contractor were therefore compelled to deliver project outputs in a constrained legislative and institutional environment.

Impact

It was difficult to determine definitive impacts of LAMP2, particularly, at the goal level because many factors cause poverty reduction and economic growth and because long-term and sustainable economic growth and development and poverty reduction takes time. At most the ICR could only be expected to point to some possible likely impacts.

Governance

In terms of governance—indicated by transparent, accountable and efficient/effective service delivery—there is evidence of improved LAM services. For example, field visits by the ICR team validated improved efficiency in operations in ISF LGUs. Also, LAM technologies enabled ISF LGUs to reduce their transaction period:

- from one hour to an average of 10 to 20 minutes – real property tax (RPT) assessment
- from one day to an average of 10 to 20 minutes –map preparation for a parcel of land
- from 15 to 60 minutes to an average of 3 to 10 minutes –RPT collection
- 24 months to an average of 3.5 months – issue land titles (including survey and tax mapping)

Social and gender equity

Social and gender equity were enhanced and promoted through LAMP2, including through policies on ownership of property (attributing it to rightful owners regardless of sex) and in LAM education programs. The project has also incorporated gender equity into some operating procedures (such as generating a sex-disaggregated project database) and into project reports.

Working partnership model

An unintended effect is the discovery of a working partnership model that can potentially be a prototype for future engagements in LAM. This is the LGU-NG partnership with LGU driving the process in collaboration with national LAM agencies. This is driven by the clear and immediate LGU benefits such as revenue generation, better land use planning and others. The experience of ISF LGUs revealed important leads in building a unified land information system that can serve as a platform for a number of applications designed to address particular LGU need (for example, updating property valuation and revising property tax assessments,

using GIS-supported planning for delivery of basic public goods and services, especially to the poor and disadvantaged local households.

Sustainability

The positive results for sustainability include several LAM and property valuation education programs developed in three local universities under Components 2 and 4. The continuing professional education program will help create a corps of LAM professionals whose expertise will be needed in future LAM reform efforts. The professionalisation of the real estate valuation service has also started with the formation of the Professional Regulatory Board of Real Estate Service. There is anecdotal evidence that the adoption of the Philippine Valuation Standards among LGUs may become universal. Finally, the Land Sector Development Framework (LSDF), a document recently prepared by DENR can provide the long-term perspective for LAM reform.

Technical assistance from the AusAID grant component assisted the DOF through Component 4 to create a PVO, which will be responsible for the nationwide roll out of an internationally benchmarked Philippine Valuation Standards as the reference standards to be used by the government and the private sector. The government has created the PVO and provided a budget for permanent staff. Appropriate property valuation is a critical element of efficient real property taxation that generates much needed local revenues. Likewise, training of the staff of the LMB on LAM technologies has commenced, which will be useful in future LAM activities of the DENR. A drawback is the potential loss of trained contractual consultants and personnel of the PCO and the managing contractor's office (TA team) because of inability of DENR to absorb them due to budgetary difficulties and the current stringent policy of the DBM in hiring permanent new staff. Those contractual staff are paid much higher than regular DENR staff.

LAM technologies have also been developed and tested with several ISF – LGUs providing the show window for applications. There is also the systematic adjudication and titling processes that closely involved LGUs that have been tested in a couple of tenure security project areas. Attempts at mainstreaming these processes using GoP funds have also been attempted in one region. The newly established Center for Land Administration and Management in the Philippines can serve as a hub for disseminating LAM technology materials and information. At this point, LAMP2 only jumpstarted the Center, presenting only a potential for disseminating LAM technology materials and information. It has yet to be institutionalised and to develop internal capacity.

LAMP2 under ISF developed a working partnership model that can potentially be a prototype for future engagements in LAM. This is the LGU-NG partnership with LGU driving the LAM reform. The combination of a feasible approach (LGU-led approach) and LAM technologies developed by LAMP2 augur well for the future.

But there are glaring downside risks that may hinder the replication of LAMP2 efforts in LAM reform in the future. It is noted though that these hindrances cannot be solved but it will be important to take note of them in future project design.

At the national agency level is the issue of personnel needed to focus on LAM reform issues. The ICR team notes that a large proportion of LAMP2 personnel are project-funded (66%⁹), meaning they are engaged only on a contractual basis. A (fiscal) deficit-prone Philippine government may not be able to retain contractual personnel

⁹ Activity Completion Report

for long in the future unless tax effort significantly improves. The budget for the PVO at the DOF is only assured for 2010 and it seems that it has not been allocated a budget for 2011. It is acknowledged though that some of the activities (such as systematic adjudication and titling) are non-recurrent, and thus, may not need permanent staff.

The harmonisation between the LAMS of DENR and Land Titling Computerization Project of the LRA has not progressed well, which can impede progress in cleaning land records. The LSDF as of now is only a mere declaration of principles that need to be translated into operational guidelines, procedures and activities. The resource requirements of LSDF in the absence of a good work plan and budget, and the source of resources to make LSDF operational are largely unknown.

At the LGU level, the continuing availability of technical support will be vital to local communities effort to address LAM issues. LAMP2 has created a relatively good corps of trained staff and consultants who would be able to provide support to LGUs. The challenge to DENR and LGUs is how to be able to tap those personnel even as DENR may find it difficult to absorb them as permanent regular staff for reasons stated above. This challenge may entail an honest soul-searching by the national government and LGUs (who stand to benefit most from LAM reform) to find out how high is the priority accorded to LAM reform and determine whether this reform agenda merits a bigger budgetary allocation.

LAMP2 experience has demonstrated that a LGU-led reform effort has worked for LGUs selected to participate in the ISF. Expanding coverage and participation by thousands of LGUs would not be an easy matter. Problems of screening and retaining quality of LGU participants would arise given well-known capacity limitations of many LGUs. Which agency would orchestrate the LAM reform effort at a nationwide scale has yet to be determined. BLGF would naturally favor valuation and property taxation as the entry point for continuing LAM reform. DENR – LMB would obviously support more titling activities. LGU leagues seem to be a candidate organization to provide overall direction and coordination but they have never been actively involved in LAMP2 implementation and there are several of them (Union of Local Authorities of the Philippines; Leagues of Provinces; Leagues of Cities; Leagues of Municipalities) who would vie for leadership. There is a need for a serious study of LAM reform at the local level in an expansion phase.

While technologies and manuals may be ready for deployment, what approach will be adopted to sustain LAM reform efforts in the future can spell the difference between success or failure. Given the diverse motivations and needs in the LAM sector; a demand-driven approach will enhance the prospect of sustainability of the LAM reform process. Further, those who will be directly affected and benefited by LAM reforms—the local communities—are better placed to determine demand for LAM reforms. As shown by the ISF experience, there is a much more efficient matching of motivations, needs, technologies, and resources if done by those communities.

The eventual complete answer to LAM for the Philippines will include all the things that LAMP set out to accomplish. It seems that only the ISF programs that are able to fund themselves and possibly with some donor money, will continue. The same can be predicted for those valuation programs that have reached a certain take-off point.

However, what is not known is what route will be taken by any particular LGU. Differing environments, cultural traditions, and social, economic, and political situations mean that most needed LAM improvement will vary across the whole country. Where to start should be determined by the people themselves who know what the local LAM problems and who are aware of the limitations as well as the capacity of the community. In a future LAM project, it is critical to first find out what

are the local priorities and problems and assess if technical solutions are available in-country before offering technical solutions that may have worked somewhere else but may not find traction in contemplated project areas because of differing socio-economic-political context and priorities. Given the history of LAM in the Philippines, there will be cases where non-LAM issues have to be resolved first.

Gender Equality

On the goal of gender equity, there are clear indications that this is being enhanced by the project. A guidebook has been developed that provided direction for gender mainstreaming. The Monitoring and Evaluation Framework and Field Operations Manual that stipulated sex-disaggregation has resulted in a sex-disaggregated database enabling sex-disaggregated reporting on project personnel, beneficiaries from titling activities to training, free patent claimants, and even land records. This mode of recording permeates the system from field to central operations as demonstrated, for instance, in the progress monitoring board in a land-tenure security field office visited by the team. Awareness on equal access to land services and ownership also introduced into the Residential Free Patent Act and LAM education programs. Special mention can also be made of the explicit inclusion of names of both spouses and real property owners regardless of sex in land property documents. The project did facilitate the recognition of spousal rights in the areas where it registered land.

Monitoring and Evaluation

A well-functioning M&E system is in place even if very limited staff resources and procurement problems have hampered some essential activities. The M&E Framework describing the overall M&E design was written describing the objectives, information requirements of M&E users, the sources of information, responsibilities of units in information generation and reporting and using M&E information. Of note is the project logframe developed from the project appraisal document (PAD)¹⁰ and the project design document¹¹ which described well the design of the project and has been updated to reflect changes in the thrusts of the project. The basic pieces of information of the updated version of the logframe are shown in **Annex A**. It provided a convenient and effective basic structure for pooling ICR team observations on the different components of the project. Following the M&E framework, monitoring reports, including Annual, Six-Month (Biannual) and Quarterly Reports, are regularly produced. These monitoring reports feed into the annual implementation planning process. In addition, a midterm ad completion reports are also produced.

An apparent weakness of the M&E system is the evaluation component – a common problem for many projects. This partly because the M&E staff was considered insufficient for the required M&E tasks described by the M&E framework. In addition, since the M&E personnel is part of the planning staff, they are drawn to perform non-M&E tasks such as planning. Procurement issues have also delayed the conduct of some baseline studies. For instance, only the socioeconomic baseline study for Leyte has been produced while the service delivery baseline study was not done.

It is worth noting that the M&E system pursued the generation of a sex-disaggregated database in line with the gender equity thrust of the project. Consequently, sex-disaggregated reporting on project personnel and project

¹⁰ Developed by the World Bank with GoP support.

¹¹ Developed by the GoP with support from an AusAID-funded design team.

beneficiaries were done. Thus, some specific gender-related issues were raised as mentioned in the Gender Equality section.

Sustainability of M&E for LAM activities in the future maybe at risk considering the limited resources currently allocated to the activity as indicated by the very limited staff resources dedicated to M&E activities. It has already been highlighted that evaluation activities are very limited and hampered by procurement problems. Lack of evaluation activities may also mean this part will likewise be sidelined in future M&E activities.

Analysis and Learning

Annex A shows the LAMP2 project logframe, the expected outputs and performance indicators, as well as the ICR assessment of each component. The Activity Completion Report, a report produced by the AusAID technical assistance team at the end of the project, discusses project outputs, which the ICR team reviewed and evaluated.

The Philippines continues to face serious LAM constraints, which will require the combined effort of NGAs, LGUs and the private sector to solve. The reform process will take time. Based on the broad range of stakeholders who have been engaged in policy discussions, workshops and various project activities—especially at LGU level—there is a need to continue with LAM reform. It is a plus that both LAMP1 and LAMP2 have provided a rich source of lessons learned and techniques that can be tapped into for advancing the reform agenda. LAM reform continues to be a high priority.

As demonstrated by the ISF experience, LAM reform needs to be institutionally established as a partnership between NGAs, LGUs, academic institutions, and the private sector. Resources need to be shared and the design based on an accurate understanding of local needs that account for the capacity of partner institutions and the LGUs. The project must, in other words, respond to demand-side issues as articulated and prioritised at LGU level. This strategy is why the ISF worked so well—an important lesson learned.

The way the ISF was set up allowed the LGUs to decide how much outside help they could absorb, how much financial and technical resources and political commitment they could realistically generate, and what LAM issues they needed outside help with. Another successful project component is Component 4 as indicated by the outputs and outcomes that have been delivered. It is noted that Component 4 was completed in only one site, Naga City, and partially in several others. Yet it demonstrated the potential of valuation and property tax reform, an aspect of LAM for which LGUs appears to be ready. Component 4 also received a smaller share of overall project resources. As observed above, other components were partially successful.

Another important lesson learned is that thorough field research is needed to generate input from those who will be affected by the reforms (for example, LGUs and local people) and validate assumptions needed for quality project design.

Also, the project design should account for what can be reasonably accomplished with the resources and personnel at hand and the constraints of institutions and existing legislation. Counting on legislation to pass to deliver project outcomes is not the best approach—the risk is that the law will not eventuate.

Notwithstanding the performance of Component 3 (land tenure security) a land titling program is still relevant more so because of the passage of the Residential Free Patent Law and the RESA. In the event the Valuation Reform bill is enacted (and this

seems to be more probable than the passage of the LARA Bill), more intense activity in ownership verification, land titling and registration, and valuation can be expected. However, any future LAM program should be viewed in the context of actual LAM needs (problems) identified by LGUs and local people. Design of a future land titling project, including valuation and property taxation should better take into account the experience of the ISF and use an LGU-led approach supported by LGU–NG partnership.

Evaluation Criteria Ratings

Evaluation criteria	Rating (1–6)
Relevance	5
Effectiveness	3
Efficiency	3
Sustainability	3
Gender equality	5
Monitoring and evaluation	4
Analysis and learning	4
Overall average rating	4

Conclusion, Lessons and Recommendations

LAMP2's contribution to reform could have been considerable. Still, it made some contributions. Overall, for example, it: defined the reform process; developed technologies; started to build capacity within the LMB, BLGF, educational institutions and ISF LGUs; mobilised stakeholder support, including the LGUs; and presented an effective strategy and approach to LAM reform through LGU-NG partnerships. Project success came primarily from the delivery of Component 4 and the ISF. Components 1, 2 and 3 were only partly successful.

The ISF, even though only a sub-activity and not a component in its own right, should have been allocated a much greater share of the overall resources. This would have been possible had the project detected early on that Component 3 was not working within LAMP2, and had there been flexibility in how the loan component could be used (it was locked in).

LAMP is still a relevant program and responsive—through the ISF—to the GoP's need to address LAM issues, which have constrained economic growth and poverty reduction.

LAMP2 could have benefited from:

- (a) better assessment of the demand for LAM reform issues
- (b) better prioritisation of activities or components based on actual needs at local and agency levels
- (c) commitment of a bigger budget to the activities that worked best (that is, the ISF, property valuation and taxation)
- (d) more flexibility, which would have enabled management to reallocate funds to components delivering LAM results.

The basic conclusion of this ICR is that the Philippines faces serious LAM constraints that are not all amenable to the approach taken in LAMP2. Relative to the size of the combined donor–GoP funding, the overall results delivered by land tenure security—the biggest component of LAMP2—are disappointing. The two major wins, Component 4 and the ISF, only had a small share of total project resources. The bulk of the funding was allocated to Component 3, which did not deliver expected results, so much so that aid assistance was reduced or withdrawn after the project's mid-term review.

Lessons for future project design

Even though the results of LAMP2 were mixed, important lessons were learned for project design.

1. *Projects should be based on real demand and priorities on the ground.* There is no substitute for quality field research, interviews and consultation to accurately identify the constraints preventing people from using their property in more productive ways. Project design, in other words, is better driven from the demand-side at field level than from the top by well-meaning, but information-constrained bureaucrats and donors.

It must be recognised that local people and LGUs face different LAM issues and have different LAM needs than do the national government and donors. The ISF has shown that a much more modest goal of getting support to those LGUs that are able to clearly define and put their own resources into meeting their LAM priorities works well. There should be recognition that a demand-driven project, which emphasises that local people and LGUs have views that might well be different from those of NG and donors, is a more sensible approach. If this had

been the case with LAMP2, there may not have been such a heavy emphasis on land titling, which—in the end—was not the main issue for LGUs and even some local people

The demonstration effect of successful programs by LGUs will stimulate a rolling demand for LAM reforms and eventually create a local constituency for reforms. The widespread adoption of LAM reforms that have been motivated by earlier successes could form the platform for a wider-based LAM reform effort at the national level.

2. *Project assumptions need to be validated.* LAMP has demonstrated that giving people private property rights in land is not the catalyst everyone—donors and GoP alike—expected. This is not to say that giving security of tenure is not part of the eventual solution to LAM issues, but the hypothesis that removing the constraint of land tenure insecurity would somehow lead to poverty alleviation ended up being a major design fault of LAMP. This is owed in part to the incorrect assumption that all poor people—just because they have land title—will know how to use their small land holdings productively

The reality is that there is no place in the world where small holders prosper without subsidies and/or off-farm income. Therefore it is not surprising that until constraints to agriculture and the realities of life in rural areas (for example, lack of infrastructure, policy biases against agriculture, information problem and covariant risks) are overcome the process of registering land, which takes time and is expensive, may not be a high priority for the poor.

3. *Legislative enactment as precondition of projects creates operational risk.* Enabling legislation and institutional reform, while critical to achieving reform goals, is an internal government matter and seldom driven by the needs of external projects. Projects like LAMP2 that weave into their project design the enactment of certain laws or a change in institutional arrangements create an operational risk for project implementation. With LAMP2, for example the LRA was willing to cooperate with the project but only if this cooperation did not lead to its demise. A project as complex as LAMP2 should develop effective risk management measures that anticipate and manage all types of project risks, including those relating to legislation and institutional reform. The failure to pass the LARA Bill is clear evidence of this. It stymied efforts to establish the LAA—the institution that was to bring together various functions of several land agencies under one umbrella to speed up the provision of land administration services. Future project designers need to work within current legal frameworks, especially if the project being designed is relatively short-term. At the same time as using existing governmental institutions, agencies and units, the project designers must also work with government to ensure that ODA funding is protected from political intrusion or caprice.
4. *Mainstreaming of projects into regular activities of government is crucial for sustainability.* Project must be designed so that activities can be integrated into the regular activities of the government with dedicated funding and staff after the project is terminated. In every project site visited by the ICR team, around 63%¹² of staff were being paid with project money and on a scale that was substantially higher than that of regular government line staff. This makes it difficult to, if not impossible for, government to integrate the project once it is completed and to continue with the technical and managerial capacity required to sustain what has been accomplished. Hired contractual staff paid for with project money are not

¹² ACR

absorbed by the government because of lack of budget and also because their salaries are way above standardised government salaries. Also, the government staff trained or involved with the project go back to their original units unless a new unit is created, which involves DBM approval and has an impact on the government's fiscal consolidation plan. This approach, in other words, almost guarantees non-sustainability.

The ISF did not apply this approach which was, in part, why it was more successful. It was set up to allow LGUs to decide how much outside help they could absorb and how much financial and technical resources, and political commitment they could realistically generate.

5. *Partnership approach is a way to go.* On management and implementation, a major lesson learned is that a partnership approach is the way to go for future LAM reform projects. This means engaging sub-national governments (provinces, municipalities, cities) as lead institutions, but partnering with NGAs, academic institutions and the private sector in the effort. This approach of allowing LGUs to successfully implement reform at their level will stimulate a rolling demand for reforms and eventually create a local constituency for LAM. The ground swell for more LAM reforms needs to start at local level, in other words. Their widespread adoption at that level will build the platform for greater success at national level.

This approach means that the economic agent with the largest incentive for attaining project objectives should be 'in charge' and that action has to concentrate on the level where improved LAM services will be more pronounced and effective.

There is major scope for involving the private sector in LAM reform activities, especially where projects are designed to respond to local needs and priorities. More public – private partnerships in delivering services would be beneficial. The role of academic institutions for providing professional education on LAM—that will contribute to a corps of professionals in government and the private sector armed with essential LAM knowledge and technologies—must be recognised.

Recommendations

1. *The GOP and donors should use a demand-driven approach in design of future LAM projects.*

LAMP2 demonstrated the strategic advantage of using a demand-driven approach to project design. This involved understanding what potential beneficiaries thought of the project, how it would impact the beneficiary level and how to harness local resources and expertise for project sustainability. These are among the many demand-side issues that project designers need to understand. ISF succeeded in part because it resonated with local needs and priorities and was flexible enough to deal with variegated local circumstances. LAMP2 also illustrated the need to generate information critical to sound project design by conducting serious field investigation and/or research and to engage potential beneficiaries in discussion.

2. *The GoP and donors should engage more with sub-national government units (provinces, cities, municipalities and barangays) as a pathway to promote and advance LAM reform.*

There will soon be other large-scale land related or LAM projects being proposed for the Philippines. Certainly this will include an effort to ramp Component 4 (Valuation) up a couple of notches. Based on experience, it

should be pointed out that having a mainly national government focus proved to be a significant flaw in the design of LAMP2. The ISF can support this initiative and become an effective vehicle for valuation reform.

Based on its success, it is logical to continue with ISF, including by engaging more sub-national governments in LAM reform. ISF can do much more than act solely as a vehicle for large-scale valuation projects. It can, for example, support locally designed initiatives that include the other aspects of LAM that the Philippines so desperately needs. Not all *barangays* are ready for valuation reform any more than they were ready for One-Stop-Shops. Some will need land information system, others land use planning, still others zoning, and so forth.

The ISF experience has shown that building a reform constituency is easier at local level where benefits (or losses if reforms are not pursued) are more easily understood and felt. A broader-based reform constituency of more and more LGUs emulating successes will take place and this will naturally cause a push for more reform, including at the top levels (NGAs and legislators). Perhaps at that stage, it will be easier to consolidate all land agencies into a single institution that is best positioned to effectively and efficiently provide land administration services. Future legislation will thus be driven by pressure from a broad constituency of sub-nationals representing the will of the majority of the population.

An approach to LAM reform relying chiefly on sub-national government units to take the lead does not mean ignoring the significant role that NGAs—such as LMB, LRA or BLGF—should play. However, it is best to clearly define their subordinate and collaborative role as support for the LGUs.

3. *The GoP and donors should consider public-private partnerships or collaboration in donor-funded projects when appropriate, including through academic institutions, as well as enlist broad-based stakeholder support in future project design and implementation.*

There is major scope for involving the private sector in LAM reform activities, especially if a project is designed to respond to local needs and priorities (for example, revenue generation benefiting from an efficient valuation methodology). ISF has been attractive to promote a technology to produce a digital cadastral data base which is the platform for a range of purposes for the LGU. These include tax mapping, revenue collection, real property valuation and taxation, business permits and licenses, survey and titling, poverty mapping and analysis, asset/infrastructure mapping, geo hazard mapping and land use planning and management. This points to the potentially large and competitive role of the private sector in service provision, maintenance and governance.

4. *The GoP and donors should design future projects with as much flexibility as possible without, of course, risking the loss of accountability. This would enable project management to respond quickly and decisively to varying circumstances or changes that may affect project viability and the delivery of expected outputs and outcomes.*

A common problem with donor-funded projects, especially those dependent on loans from multilateral and bilateral institutions is the absence of flexibility in the use and deployment of loan funds. Tight, rigid loan covenants define the eligible projects or activities that may be funded by such loans. Procurement guidelines—typically following those established by the multilateral or bilateral funding institution—are imposed rigidly due to fears that weak governance in

recipient or borrower developing countries will misuse, misappropriate or steal donor funds.

The LAMP2 experience proved that lack of flexibility constrained the use of loan funds for the component identified in the loan covenant (in this case, land tenure security). Thus, while the ISF was delivering desired LAM results, it could not be given more funds outside of the grant money made available by AusAID because project management did not have the authority to move funds poorer performing components to better performing components (Component 4 and the ISF).

5. *Donors should only consider funding projects where the GoP demonstrates a commitment to project success by providing a realistic risk management plan to minimise political interference on project implementation; conversely, donors should require the GoP to appoint professional managers and experts of the highest calibre to donor-funded projects. Government people who are recommended to head PCOs or Project Management Offices should pass the scrutiny of donors.*

LAMP2 demonstrated the effect that political intrusion can have on the effectiveness and efficiency of project implementation. In this case, frequent leadership changes led to policy instability in the project executing agency (the DENR), which resulted in inefficiencies in project management, procurement and financial management. This resulted in delays in buying necessary equipment and in paying salaries and allowances, which combined to ultimately constrain staff capacity to deliver expected project results. The GoP and donors must find a way to shield ODA-funded projects from political interference and instability.

6. *In the interest of sustainability after an ODA-funded project has terminated, the GoP and donors should develop an approach to ensure that project lessons and activities will be sustained through regular government staff. This may mean assigning regular staff full time to the project and releasing them from their former duties and responsibilities, which are not germane to the project. Creating a dedicated unit, funded on a regular basis, is also important for sustainability of post-project activities. This approach should form part of project design.*

LAMP2 experience showed that the sustainability of project activities may be at risk because of the potential loss of key project contractual personnel unless the executing or implementing government agency has in place at least a core of regular staff who can carry forward project activities. Typically, ODA-funded projects depend on highly-paid consultants and contractual staff who leave after the funding provided by the ODA has been exhausted. The ideal situation is for the executing or implementing government agency to absorb project contractual staff who will have, at that point, been well trained and who will have the expertise to continue with project activities long after ODA funds are spent. Mainstreaming project activities, in other words, is essential for sustainability and this relies on capable government agency staff

Annex A.

REVISED LAMP II LOGFRAME MATRIX¹³, Expected Outcomes and Performance per ICR Assessment

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
	Goal: To reform the land administration system so that it contribute to the country's socio-economic development goals.		Poverty reduction in LAMP2 areas Economic growth Better governance (transparent and accountable efficient/effective service delivery) Increased social and gender equity	Not visible; there are many causative factors Not visible; there are many causative factors Indication of better land administration and management system in LAMP 2 project sites Indication of social and gender equity
	Purpose			
	To accelerate the process of land administration reform and apply the lessons of LAMP I in selected regions, provinces and municipalities to support the progressive expansion of tenure security and the adoption of	In supporting the progressive expansion of tenure security, LAMP II will work within the scope of OSS partnership agreements in 4 provinces/cities to register up to 151,800 titles/ leasehold rights by the end of 2010 with the following project year indicative targets (assuming the Free Patent Amendment is not passed):	(see components objectives below) (see outputs below)	Establishment of LAA & NVA: Not applicable as LARA and VAR bills not passed Better defined property rights: Visible in project sites and ISF LGUs

¹³ Logframe from M&E framework – Annex A (as amended) ACR

¹⁴ Outcomes/Impacts identified in the M&E Framework-Annex Q

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
	approved property valuation standards and procedures through sustainable partnership agreements.	<p>Project year 1 – 8,000</p> <p>Project year 2 – 15,100</p> <p>Project year 3 – 29,800</p> <p>Project year 4 – 50,700</p> <p>Project year 5 – 48,200</p> <p>(For years 3-5, should the Free Patent Amendment to the Commonwealth Act No. 141 be passed, these targets will be doubled)</p> <p>(No. titles/leasehold rights disaggregated by sex, common or conjugal rights, socio-economic status, type of tenure, locality etc)</p> <p>In supporting the development of a system for property valuation, LAMP II will develop valuation standards, pilot them and facilitate their adoption and implementation in selected LGUs in 2 new provinces by the end of 2009 – as well as continuing in LAMP I LGUs as appropriate. The milestones are:</p> <p>(i) Successful completion of databases, simulation models and capacity building in 2 new pilot LGUs by end of 2008.</p> <p>(ii) Completion of preliminary rollout to improve property valuation practice in three LGUs (including at least one jointly with the land titling component) including establishment of databases, simulation models and capacity building, together with preparation of valuation lists by end of 2009.</p>		<p>Increase access to credit: No evidence found yet</p> <p>Increased investment in agriculture: No evidence found yet</p> <p>Improved service delivery on land related transactions: Documented in Leyte OSS and ISF LGUs</p> <p>Increased government revenues: There is indication particularly in ISF LGUs but all revenue increases are attributed to the project. To avoid over estimation of possible impact, natural growth should have been removed.</p> <p>Benefits of technologies developed in LAM are demonstrated particularly in ISF LGUs and project sites</p>

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
	Component 1 – Policy Development			Some deviation of expected and actual accomplishments
1	Objective: To pursue and develop policy, legislative and regulatory changes in support of LAM reform.	LAM agencies operating within an agreed policy, regulatory and institutional framework that facilitates LAM reform and provides for cost effective and efficient service delivery.		
	OUTPUTS			
1.1	Policy, legislation and regulations <i>drafted and promoted</i> to support LAM reform.	LAA, Free Patent Amendments, DAOs and Land Administration Code are developed and pursued.	<p>More efficient and effective LAM legislation, agency organization and operating arrangements, clear and consistent mandates with no duplications of responsibilities</p> <p>Increased applications and issue of Free Patent titles at lower unit cost (relative to alternatives)</p>	<p>Passage of LARA bill not achieved</p> <p>It was proven wrong to assume that the LRA, being the lead agency in recording land tenure for a century, can be realigned without a fight because a new project is installed. The demonstrated considerable support given by various sectors did not proved to be sufficient to pass the bill into law</p> <p>Passage of Residential Free Patent Law achieved</p> <p>Amended Free Patent Law provides the legal framework and potential for increased applications and issue of FP titles</p>

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
			<p>Greater access to titles for all legitimate claimants (increased equity)</p> <p>Faster/cheaper more efficient/effective survey methods (as the result of DAO 98-12)</p> <p>Subsequent land transactions are registered cheaply, accurately and quickly</p>	<p>Amended Free Patent Law provides potential for greater access for all legitimate claimants</p> <p>DAOs issued</p> <p>LAMS and OSS provide potential</p>
1.2	A framework which prioritizes the development and implementation of policy, legislation and regulations to improve the management of government lands.	A policy framework for the improved management of government lands (including, but not limited to: forestlands, foreshore areas, friar land, informal settlements) developed and pursued.	<p>A policy framework which will specify a program of action priorities to:</p> <ul style="list-style-type: none"> - establish accurate inventories of government lands (GLs) - update and as necessary amend laws regulating the management of government lands - define and rationalize future responsibilities between agencies for the management of GLs • set clear guidelines for future decisions on the future uses of GLs (i.e. whether retained in public ownership or divested, and if retained how used/leased). 	In the LAM Sector Development Framework (LSDF). The preparation of the LSDF have been completed recently

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
1.3	A LAA transition plan supported by all LAM agencies	Draft transition plan prepared in advance of the passage of the LAA Bill.	<p>A LAA Transition Plan enjoying active stakeholder support</p> <p>Roles and responsibilities of LAM agencies in the transition identified and agreed</p> <p>Administrative disruption and adverse staff reactions are minimized at the time the LAA becomes operational and the following 6-12 months</p>	Not applicable with the failure of passage of LARA Bill
1.4	A <i>15 year</i> development plan for the LAM sector prepared and <i>documented with active support from</i> stakeholders.	1/ Integrated LAM long term framework plan prepared and endorsed by stakeholders.	Scope of LAM Sector programs and reforms, and future phases of LAMP, are logically defined and agreed by stakeholders	These are covered in the LSDF
	COMPONENT 2 – Institutional Development and Capacity Building			Outputs achieved except for LRA
	Objective			
2	To develop transparent, <i>gender</i> responsive and service oriented institutional <i>and HRM&D</i> arrangements for land administration and develop the	<p>1/ Cost effective and efficient LAMP II institutional arrangements at the national, regional and provincial level.</p> <p>2/ A program of organizational assessments for LAM agencies completed identifying activities/support to</p>	(see outputs below)	

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
			<p>implement the project.</p> <p>Incentives appropriate for contract staff and promoting involvement of regular staff (within existing laws)</p> <p>Increased sense of ownership by all participating LAM agencies. Agencies supporting/advocating LAMP2 activities</p> <p>Institutionalization and mainstreaming of the Project and its improved LAM procedures and improved prospects for sustainability.</p> <p>Gender-responsive HRM&D policies/procedures</p> <p>Improved system for recruitment and selection of project staff</p>	<p>There are specific cases in a field office where staff cites disparities in incentives between contractual and regular staff</p> <p>This is demonstrated in ISF sites where LGUs put their own resources into the project and by national LAM agencies (DENR/LMB), DOF/BLGF, NTRC) issue supporting Department Orders</p> <p>Indication of roll out of LAM procedures to non-project regions</p> <p>Gender disaggregation in trainees and all other activities</p>
2.2	<i>Institutional assessments of LAM agencies conducted, and support provided for restructuring and strengthening, as agreed with the agencies</i>	<p>1/Organizational assessments completed in key LAM agencies, and work/change programs developed, prioritized and implemented in support of the LAM program and reform agenda.</p> <p>2/Improved competencies in support of the LAM program and reform agenda.</p>	Agencies with increased capacity to implement key LAM functions	There are indications of capacity improvement in project sites

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
2.3	<i>Institutional development and capacity building plan developed for the LAA upon its establishment.</i>	LAA strategic and HRM and D plans completed	LAA quickly established and operational with clear strategic direction and plans for HRM&D Org culture change towards service delivery (through strategic plans, HRM&D plans, performance management systems etc)	Not applicable since LARA Bill not passed
2.4	<i>LAM education and training program developed and implemented (valuation related education moved to component 4)</i>	1/ LAM sector-relevant, competency-based education and training programs developed. 2/ Efficient and effective competency-based education and training services delivered. 3/ Philippines academic institutions with demonstrated capacity to provide LAM education and training within new qualifications. 4/ Improved knowledge and competencies in the public and private sector in the management and delivery of tenure security and property valuation services (no.s trained/qualified by course, public/private sector employment, sex).	New courses developed for LAM & Geodetic Engineering (GE) Technician and LAM/GE Bachelor degree, Valuation and Taxation delivered and sustained by a minimum two education and training institutions Improved capacity of institutions to deliver effective training/education to support the LAM sector Improved numbers and skills of graduates to support LAM programs and reforms	Establishment of LAM Continuing Professional Education/Development (CPE/D) achieved VSU will be offering masteral program UP SURP will be offering enhancement of existing course using LAM examples because course revision is done only every five years Key professors and course writers in these universities were sent to the Netherlands and Australia for training and exposure visits. VSU professors done case studies of ISF LGUs but report not yet released

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
				Courses have yet to be offered in June 2010
	COMPONENT 3 – Tenure Security			Failed but with identified reasons
3	<p>Objective: To increase the level of tenure security in the urban and rural areas of selected provinces through an accelerated land adjudication program and establishment of an efficient and accessible land registration system</p>	<p>1/ SA teams efficiently and effectively adjudicating rights and boundaries over 151,800 parcels in 4 provinces by the end of 2010 (assuming Free Patent Amendment is not passed).</p> <p>2/ OSSs operating in four provinces with an efficient and effective land administration system supported by LGUs and other partner agencies.</p> <p>Project year 1 – 8,000 Project year 2 – 15,100 Project year 3 – 29,800 Project year 4 – 50,700 Project year 5 – 48,200</p> <p>(For years 3-5, should the Free Patent Amendment to the Commonwealth Act No. 141 be passed, these targets will be doubled)</p> <p>(No. titles/leasehold rights disaggregated by sex, common or conjugal rights, socio-economic status, type of tenure, locality etc)</p> <p>3/ Appropriate OSS service standards developed and achieved</p>	<p>Increased access to formal credit facilities</p> <p>Sustainable land parcel registration system</p> <p>Increase confidence in a transparent and accountable LAM system</p> <p>Improved collection of real property taxes</p> <p>Increased value of titled lands</p> <p>Increase activity of the formal land market</p> <p>Women's and men's tenure rights are formalized correctly based on history of occupation/use/records and inheritance law</p> <p>Increased proportion of A&D lands with</p>	<p>No evidence that there is increased access to formal credit arising from issuance of titles.</p> <p>There is general appreciation for the security of tenure afforded by titles. People have been waiting for titles for many years.</p> <p>The LAM technologies introduced greater transparency, better governance and increased security.</p> <p>Evidence of improvement in RPT collection</p> <p>No evidence of increased value of titled lands</p> <p>No evidence of increased activity in formal land market</p> <p>Names in title reflect real owner irrespective of sex</p>

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
			secured tenure	Titles have been issued but below targeted number.
	OUTPUTS			
3.1	<i>A program planned and implemented, in partnership with LGUs and other government agencies, to promote community participation and awareness of land rights, responsibilities, and the benefits of land titling and improved tenure.</i>	<p>1/ Improved participation rates in titling and related activities (targeting 80% of workable parcels by end of project) based on improved knowledge of constraints to participation (with LAMP II addressing constraints by improving its procedures)</p> <p>(No.s participating/not participating by socio-economic status, type of tenure, sex, locality, ethnicity etc)</p> <p>2/ Full understanding by communities of tenure security systems, titling options, procedures, fees and community roles and responsibilities (disaggregated by sex, socio-economic status etc).</p>	<p>Social investigations and land tenure profiling underpin tenure security procedures and land tenure improvement planning. (SATs aware of particular circumstances in undertaking systematic registration activities)</p> <p>Improved participation of Municipal and barangay in land tenure security procedures</p> <p>Strengthened municipal and barangay development planning in land tenure improvement</p> <p>Increased action of the Municipal Local Poverty Reduction Action Councils</p> <p>Increased involvement of DAR in formalization of leaseholds agreements</p>	<p>Evidence found ISF pilot and tenure security sites</p> <p>Evidence found in ISF and LGU-led titling sites</p> <p>Evidence found in ISF sites</p> <p>No evidence for this</p> <p>No information on DAR participation; There is information that cases where CLOAS are shared by several ARBs pose a problem for individual titling, which becomes cumbersome because the</p>

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
			<p>Community is aware of their tenure rights and responsibilities and participate in land tenure security procedures</p> <p>Mortgagees (lenders) are not issued Free Patents over land owned by mortgagors during Systematic Adjudication</p> <p>Increased public confidence in the land registration system</p> <p>Community awareness and systematic adjudication procedures are gender sensitized</p> <p>Title holders register subsequent transactions at the One Stop Shop.</p>	<p>CLOAs have to parceled out to individual ARBs.</p> <p>Communities in ISF pilot and tenure security sites are aware of tenure rights and responsibilities.</p> <p>There are indications in ISF pilot sites.</p> <p>Systematic adjudication procedures are gender sensitized</p> <p>Indication of increasing transactions in Leyte OSS</p>
3.2	<i>Accelerated land tenure security provided through improved survey, mapping and adjudication services in partnership with LGUs and other agencies</i>	<p>1/ LGU agreements formalized and commitments provided to SA teams covering the whole titling process.</p> <p>2/. Land parcels adjudicated:</p> <p>87,000 titles issued in Leyte by 2010:</p> <ul style="list-style-type: none"> - 8,000 in year 1 - 13,000 in year 2 - 28,000 in year 3 	<p>Target title numbers are achieved</p> <p>Clearly defined lot boundaries in barangays</p>	<p>Titling targets far from being achieved on average (40%) although there are areas (e.g. Bohol) where achievements relative to targets are high</p> <p>Nabunturan ISF was able to identify problems with barangay boundaries</p>

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
		<ul style="list-style-type: none"> - 28,000 in year 4 - 10,000 in year 5 <p>and 64,800 titles issued in three other provinces in year two to five (assuming Free Patent Amendment is not passed)</p> <p>(No. titles/leasehold rights disaggregated by sex, common or conjugal rights, socio-economic status, type of tenure, locality etc)</p>	<p>Cadastral Index Maps used by ROD and OSS to eliminate duplicate title issuance and make land information accessible to the public, LGUs and other government agencies (e.g. land use planning)</p> <p>Shortened processing time and reduced costs in titling (improved efficiency and cost-effectiveness)</p> <p>Reduced costs of titles to land owners</p> <p>Land disputes and conflicts reduced</p>	<p>Evidence in Leyte OSS and in varying degrees in pilot ISF sites (Bayawan, Nabunturan, Puerto Princesa, Tayabas) show operating ULIS</p> <p>Evidence in ISF and tenure security areas</p> <p>Evidence in ISF and tenure security areas</p> <p>Conflicting evidence in project areas; while in some areas better demarcation of boundaries led to better tenure security, this has led to open boundary disputes in others</p>
3.3	OSSs <i>established</i> providing <i>land administration</i> services to the government and the public through integrated land registration and record management systems.	<p>1/ Partner agencies complying with OSS partnership agreements.</p> <p>2/ A fully operational Cadastral Index Mapping system.</p> <p>3/ Improved land records management systems.</p> <p>4/ OSS personnel delivering services in accordance with approved procedures.</p> <p>5/ Minimum service standards consistently achieved by OSS and partner agencies.</p> <p>5/ Increased volume (and proportion) of land related</p>	<p>Consistency in land records and land information between the OSS agencies, reliable and updated records</p> <p>Increased confidence in the integrity of the land parcel registration system as a result of integration of land records in OSS</p> <p>Efficient systems for registration of subsequent transaction and records management</p>	<p>Evidence in Tacloban OSS; Bohol OSS not functioning; failed to visit Bukidnon because of travel advisory. There is also evidence in ISF areas</p> <p>In general, the LAM technologies introduced greater transparency, more accurate information, and a cost effective delivery of land-related information/services</p> <p>The LAM technologies have also improved access to land records</p>

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
		transactions registered at the OSS.	<p>established</p> <p>Cost-effective, efficient delivery of land related transactions/ services to appropriate quality standards.</p> <p>Improved access to land records and information</p> <p>Less corruption in the system.</p>	<p>and information</p> <p>The lone study on OSS service delivery standards for Leyte, show most of the transactions were done under three hours limit except for transactions involving PLAs with CENROS</p> <p>Evidence in Leyte OSS and ISF sites</p> <p>Have potential to reduce corruption in the system.</p> <p>The experience of ISF LGUs revealed important leads in building a Unified Land Information System (ULIS) which underlie the operations of the OSS. Assuming there is already an existing cadastral survey of the area, experience in LGU titling under ISF showed that the common bottleneck is the state of survey records at DENR. The record keeping was very poor that providing Lot Data Computation Sheet (LDCS), the basic information to populate the DCDB, took a long time. The LDCS was found to be the final authority and the most comprehensive source of information in establishing parcel boundaries. Parcel boundary information from either the (a) TCT or (b) Tax Declaration are almost always found to be erroneous and incomplete because these are not always based on consistent technical information. The technical information found in TCTs is often erroneous because these are typewritten when prepared. On top of these is the confusion introduced by the lack of common survey reference points, particularly, for individually surveyed lots.</p>

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
				<p>The co-location requirement in the OSS has been challenged by ISF LGUs three of which are operating virtual OSS. One is using VPN (Olongapo) and are two using wireless technologies (Nabunturan and Puerto Princesa)</p> <p>While Leyte OSS is currently functioning, ROD is apprehensive that once LTCP is operational in the area there are bound to be problems</p>
3.4	<p><i>New provinces for LAMP 2 roll out selected and initial preparations supported.</i> <i>(Implementation in the new provinces then continues as per Outputs 3.1, 3.2 and 3.3)</i></p>	<p>1/ LGU partnerships in three new provinces/charter cities; one by end of 2006 and another two in 2007.</p> <p>2/ PPIO staff recruited and trained to competency standards</p>	<p>Three new provinces selected and agreements formalized with key agencies, stakeholders and LGUs</p> <p>Provinces selected with a high potential of workable lots to register</p>	<p>Bohol and Bukidnon are selected but OSS has not been established; only project and LGU-led systematic titling activities are on-going</p> <p>Achieved in terms of selection of provinces</p>
	<p>COMPONENT 4 – PROPERTY VALUATION AND TAXATION</p>			<p>Successful in developing methodology, institutional framework and practices needed for a national implementation</p>
4	<p>Objective :</p> <p>(i) To improve the quality of government and private sector</p>	<p>1/ The DOF working within the scope of partnership agreements in four LGUs demonstrating the application of approved valuation and taxation systems and</p>	<p>(see outputs below)</p>	

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
	property appraisal performance through <i>the adoption of uniform valuation standards and</i> a single valuation base for taxation. (ii) <i>To pursue property taxation reform.</i>	procedures.		
	OUTPUTS			
4.1	Policy, legislative and regulatory activities <i>pursuing the enactment of</i> property valuation and taxation reform.	<p>1/ Policy papers drafted and associated briefings delivered in relation to reform of property valuation, taxation and fees.</p> <p>2/ Legislation, regulations and administrative orders drafted in support of property valuation, taxation and fee reform (under the umbrella of the NAA and professionalization of valuation).</p>	<p>Objective (and de-politicized) preparation of LGU SMVs resulting in values closer to market using transparent procedures</p> <p>Regular and mandatory revision of LGU SMVs using the improved valuation standards</p> <p>Improved consistency and equity in real property taxation</p> <p>Improved community and GOP understanding of and information on the values of properties</p> <p>Improved administration (efficient) of property taxes with a broader tax base</p>	<p>The Valuation Reform Bill is a landmark piece of legislation that should be supported by the incoming new administration.</p> <p>The Real Estate Service Act (RESA) provided a good framework for professionalization of the real estate industry. An interim professional organization has been created.</p> <p>The Professional Regulatory Board of Real Estate Service has been organized and the IRR is being drafted.</p> <p>DOF Department Order 37-09 adopted The Philippine Valuation Standards- adoption of the IVSC valuation standards under Philippine setting. BSP adopted the PVS as a requirement in the TOR of appraisal companies.</p> <p>BSP will endorse the adoption of the PVS to both bank and independent appraisers. They are currently circulating the PVS to</p>

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
				<p>the banks and officers at the CB and found very favorable response. They claim is that it is to regulator's and the bank's interest to have one set of valuation standards. They expect to release an issuance for the adoption of the PVS by end June 2010.</p> <p>Revised SMV based on market values adopted by Naga City. Mandaue City has taken steps to adopt market-based SMV after training on valuation techniques and methodologies.</p>
4.2	An accredited appraisal professional association developing and monitoring practice, standards and international linkages for property valuation.	<p>1/ A professional association established and operational with stated non-discriminatory entry standards, developing practice and ethical standards and active international linkages.</p> <p>2/ Government recognition of the entry standards and regulation of the appraisal profession.</p> <p>3/ A professional development program managed by the association that supports valuation practice.</p>	<p>A better regulated valuation practice by professional association enforcing standards and ethics</p> <p>Valuation practice meeting international standards</p> <p>Professional development program that supports the valuation practice (owned and managed by the association)</p> <p>Improved skills and qualifications of valuers/appraisers</p>	<p>Professional Regulatory Board of Real Estate Service has been organized and is spear heading the organization of professional organization</p> <p>PVS issued adopting international standards</p> <p>Continuing Profession Education/Development in place.</p> <p>Process of professionalization of valuers/appraisers initiated</p>
4.3 Became	Valuation standards and guidelines approved and adopted as best practice by the	<p>1/ Valuation standards and practices developed for property taxation purposes.</p> <p>2/ Valuation standards and practices developed in at</p>	Uniform application of valuation standards and new guidelines on equipment and machinery	Achieved in terms of valuation standards; improvement in valuation skills remain to be seen

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
4.2	DOF and counterpart agencies. (ACR version) National valuation standards and guidelines developed, approved and adopted as best practice by the DOF and one national agency supported in their own implementing rules and regulations	least one additional core area of public sector valuation activity 3/ Consistent valuation approaches, better reflecting market values, increasingly applied by valuation professionals	Uniform application of valuation standards and guidelines on additional core area Valuation professionals applying improved valuation standards Consistent valuation approaches better reflecting market values Improved skills in valuation	PVS issued Process of general adoption of the PVS initiated Only Naga appears to be reflecting market values Done training on valuation
4.4 Became 4.3	<i>Four LGUs trained and with systems developed and in place, ready to adopt the unified single base property valuation system (two LGUs from LAMP I and two new LGUs).</i> (ACR version) <i>Two LGUs trained and with systems developed and in place, ready to adopt the unified single base property valuation system</i>	1/ LGU real property transaction databases developed 2/ LGUs trained in the new valuation standards and appraisal system 3/ Revised SMVs drafted ready for adoption.	Improved real property transaction database Improved data standards used by LGUs for the preparation of SMVs Improved access of information for the public and government agencies LGUs and the community aware of the benefits (and costs) of adopting the reformed valuation system and associated property tax base Improved quality of values in revised SMV	Achieved in Naga and Iloilo; Mandaue was added to train PVO and BLGF on roll-out LGUs cannot adequately value what is not properly defined. Citizens cannot be expected to comply with what is seen as arbitrary taxation. LAMP was successful in developing a methodology, manuals, training programs and institutional organization to carry out equitable market valuation assessments. It has also enabled the LGUs to take over further development of LAM within their jurisdiction. Tayabas, for instance, has gone on to develop additional processing modules to the existing LAMP-developed system to address their own needs.

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
			<p>ready for adoption</p> <p>Improved capacity and skills of appraisal staff</p> <p>Improved appraisal system and processes adopted by LGU</p> <p>Support for the improved appraisal system and tax reforms by key LGU staff and community stakeholders</p> <p>(If adopted) improved equity (tax payers pay property tax in proportion to the market value of their properties)</p>	
4.5 Became 4.4	<p><i>A Valuation Unit established and supported to manage LAMP II valuation activities (New)</i></p> <p><i>The PVS strengthened to provide valuation services and to support reforms and technology transfer.</i></p> <p>A Valuation Unit established and supported to manage LAMP II valuation activities</p>	<p>1/ Organization and management structures established and operational.</p> <p>2/ Basic office established.</p> <p>3/ Management, administrative and financial systems in place.</p> <p>4/ Plans developed, monitored and evaluated.</p>		Created the Property Valuation Office at the DOF although the budget is only for 2010
4.5	Information technology systems developed and deployed to	1/ Design of IT systems to support sales data analysis		The Real Estate Sales Analysis System (RESAS) developed and installed in partner LGUs to support the analysis of sales and help

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
	improve valuation and taxation processes in selected LGUs and PVS offices	<p>completed</p> <p>2/ Number of LGUs where IT systems have been deployed</p> <p>3/ Staff trained on IT systems</p> <p>4/ Documentation of IT systems into users' manual and training manual</p> <p>5/ IT system being used by LGU partners in analysis of sales data</p>		generate schedule of market values (SMV)
4.6	Valuation education and training	<p>1/ Valuation sector-relevant, competency-based education and training programs developed.</p> <p>2/ Efficient and effective competency-based education and training services delivered.</p> <p>3/ Philippines academic institutions with demonstrated capacity to provide Valuation education and training within new qualifications.</p> <p>4/ Improved knowledge and competencies in the public and private sector in the management and delivery of property valuation services (no.s trained/qualified by course, public/private sector employment, sex).</p>		<p>Masteral program at VSU; course enrichment in UP SURP; professional education at UP OU</p> <p>It remains to be seen whether the programs would be sustainable because the courses will be offered in May 2010 and some of the enrollees are with scholarships funded by the project</p>
	COMPONENT 5 – Project Management			Concur with ACR assessment of not meeting design expectation except for ISF
5	Objective: To establish the organizational and management framework, systems and plans for the efficient and effective management and	<p>1/ Organization and management structures established and operational.</p> <p>2/ Offices established.</p> <p>3/ Systems in place.</p>	(see outputs below)	

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
	implementation of LAMP II.	4/ Plans developed, monitored and evaluated.		
	OUTPUTS			
5.1	An organization and management structure <i>in place and project offices established and operational.</i>	Timely and cost effective communication and decision-making linkages between GOP implementing agencies, project partners and donors.	<p>Efficient, effective and timely implementation of plans, including GAD plan</p> <p>Stakeholder participation ensured</p> <p>Women and men have equal opportunity to participate in the management and implementation of LAMP2</p>	There were recurrent procurement problems that affected operations, particularly, titling.
5.2	LAMP II planning and management systems <i>established and</i> operating efficiently and effectively.	<p>1/ LAMP II administrative, technical and management personnel consistently applying best practice in the development and implementation of project planning and management systems.</p> <p>2/ Systems and procedures established that meet GOP and donor requirements – including addressing issues associated with social and gender development, indigenous peoples, resettlement, governance, human rights and the environment.</p>	<p>Effective, accountable, and gender-responsive management systems</p> <p>Budget reflects planned priorities and actual expenditure is within the budget</p> <p>Agreed resourcing provided on time by respective donors and GOP</p>	Annual implementation plans were prepared although it was acknowledged that each plan had to undergo several revisions mainly due to frequent changes in leadership and budget realignments

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
			<p>Procurement system ensures value for money in a timely fashion</p> <p>IT and communication systems in place and functioning efficiently</p> <p>Project accommodation and facilities meet applicable standards</p> <p>Timely issuance of salaries and incentives</p>	
5.3	A LAMP II monitoring and evaluation framework <i>developed and</i> operating efficiently and effectively.	<p>1/ M&E system incorporating SD and gender indicators and M&E requirements.</p> <p>2/ M&E system allowing timely assessment of program progress, performance and lessons learned.</p> <p>3/ M&E system providing information and feedback to project partners and program managers which allow for the progressive improvement of the LAMP II strategy and implementation plan.</p>	<p>Timely, accurate, gender-sensitive information collected as part of M&E. Informative and timely reports</p> <p>Informed, timely management decisions</p> <p>Clear, essential lessons captured and documented</p>	<p>M&E Framework in place</p> <p>Regular monitoring reports are produced</p> <p>But procurement issues has delayed the conduct of baseline studies; only the socioeconomic baseline study for Leyte has been produced; service delivery baseline study was not done although an independent OSS monitoring report was done</p> <p>Gender mainstreaming is evident – proper attribution to real</p>

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
				owners in the TCT, clients in systematic adjudication and titling and attendance to project trainings are sex disaggregated
5.4	A <i>social mobilization</i> strategy informing and actively engaging stakeholders in <i>LAMP 2 implementation</i> and the process of LAM reform.	<p>A social mobilization strategy which facilitates increased support for LAM reform from key institutional, private and public sector stakeholders.</p> <p>Improved engagement and participation by all major stakeholder groups in LAMP II policy development and implementation.</p>	<p>Stakeholders are informed, meaningfully consulted and mobilized to participate in LAMP2 activities</p> <p>Support from key stakeholders for the LAM reform agenda is vocal, articulate and evident</p>	Developed social and gender development framework that guided policy development and operational procedures
5.5	A strategy and implementation plan establishing a framework for consolidating and sustaining GOP commitment to LAM reform.	A strategy and implementation plan which details the GOP program and resource schedule for consolidating and extending the process of LAM reform and improved service delivery post 2009.	Sustained pursuance of LAM reform beyond LAMP2 ensured	<p>Indications of roll out of LAMS in non-project areas</p> <p>LSDF prepared to guide future LAM reforms</p> <p>LAM technologies showcased in 16 ISF sites, 3 tenure security provinces, 3 LAM regions, 1 OSS, 3 valuation partner LGUs</p>
5.6	<i>An Innovation Support Fund mechanism in place and operational.</i>	<p>1/ Transparent and efficient ISF procedures developed (that can quickly and effectively provide support to innovative LGUs to test and adopt improved LAM technologies).</p> <p>2/ No. of LGUs implementing LAM systems and procedures, value and type of support provided</p>	<p>LAMP innovations and services outside LAMP2 sites adopted/supported</p> <p>Increased awareness among LGUs on the potential benefits of LAM reform</p>	<p>ISF has shown how LAM reforms can be promoted with LAM agencies cooperating. In addition, it is a show case of applying technologies developed under LAMP. It has even shown that the co-location requirement in an OSS may not be necessary as shown by three ISF LGUs operating virtual-OSS.</p> <p>Given demand from the LGU and strong leadership from the LCE,</p>

Ref	Narrative Summary	Indicators	Expected Outcomes/Impacts ¹⁴	ICR Assessment
			Efficient and effective (ISF) procedures and value for money	<p>convergence of LAM reforms (titting, property valuation and taxation, management of land records, land use planning) happened at the LGU level</p> <p>Confining project to a select set of "ready" LGUs may have made the difference in performance. It remains to be seen how the program would perform with expanded coverage to LGUs that are not so "ready" to implement LAM reforms. It is worth noting that the potential increase in revenue from good land records has kept the LGU interested in promoting LAM reforms. The leadership of the local chief executive (LCE) also spelt the difference in the cooperation local NG LAM offices which were found wanting at the national level.</p>

Annex B

Evaluation Questions for the LAMP2 Independent Completion Report

Relevance

- **How relevant is land administration and management (LAM) in addressing poverty alleviation and spurring economic growth in the Philippine?**
- **How relevant were the Land Administration and Management Project Phase 2 (LAMP2) focus in areas of titling, valuation, human and institutional development and policy to the objective of supporting LAM reform?**
- Did LAMP2 objectives clearly align with and support explicitly to GoA and GoP objectives?

Effectiveness

- **What has been LAMP2's contribution to reforming LAM particularly in areas of titling, valuation, human and institutional development and policy?**
- **How effective were the following in instituting reforms in LAM system giving consideration on the political, legislative and institutional environment:**
 - whole-of-reform approach (simultaneous engagement in various areas of land administration and management versus one at a time engagement in these areas)
 - partnership arrangements (appropriateness of the key GoP counterparts in LAMP2 in pursuing LAM reform; appropriateness of the level of national and subnational engagement as well as relationship between national and subnational entities; assessment of the World Bank–AusAID partnership in LAMP2 with emphasis on strengths and challenges)
 - funding arrangements (appropriateness of the co-financing arrangement between WB and AusAID)
 - modality of delivering AusAID support (appropriateness of engaging a managing contractor to implement AusAid-funded activities)
- **What factors account for the difference in success/failure of LAM reforms at the national and sub-national levels?**
- **What and how were the features of the Innovation Support Fund (ISF) contributed to the outcomes indicated in the ISF Independent Review? Is ISF scalable?**
- **What are indications of the demand of LGUs to pursue LAM reform? What are potential partnership arrangements?**

Efficiency

- Was the funding provided by AusAID appropriate to achieve stated objectives?
- Was the engagement of managing contractor a value-for-money?
- Has management of the activity by managing contractor and AusAID been responsive to changing needs?

- Did the activity suffer from delays in implementation? Why and what was done about it?
- What were the risks to achievement of objectives and were these managed appropriately by AusAID?

Impact (if feasible)

- What are indications of impact from LAMP2? Are they negative/positive and direct/indirect? Are these contributing to achievement of DAS objectives?

Sustainability

- Do beneficiaries and/or partner country stakeholders have sufficient ownership, capacity and resources to maintain the activity outcomes after Australian Government funding has ceased (in June 2010)?
- **What are the sustainability-enhancing activities that could be supported by other existing funding source (e.g., World Bank loan and existing AusAID initiatives)?**
- What could be done to make the technologies and systems introduced through LAMP2 more useful for GoP and public?

Gender Equality

- What were the outcomes of the activity for women and men, boys and girls?
- Did the activity promote equal participation and benefits for women and men, boys and girls?

Sub-questions:

- Did the activity promote more equal access by women and men to the benefits of the activity, and more broadly to resources, services and skills?
- Did the activity promote equality of decision-making between women and men?
- Did the initiative help to promote women's rights?
- Did the initiative help to develop capacity (donors, partner government, civil society, etc) to understand and promote gender equality?

Monitoring and Evaluation

- Does the M&E system provide evidence to show that objectives have been achieved?
- Were there features of the M&E system that represented good practice and improved the quality of the evidence available?
- Was data gender-disaggregated to measure the outcomes of the activity on men, women, boys and girls?
- Did the M&E system collect useful information on cross-cutting issues?
- What were benefits and challenges of joint AusAID-WB missions?

Analysis & Learning

- Were there sufficient sources/means of learning?

- How well was learning from implementation and previous reviews (implementation review missions of partner agencies and self-assessment of Project Coordination Office) integrated into the activity and inform exit strategy for AusAID assistance?

Lessons

- What key lessons could be drawn from the activity (under each of the evaluation criteria) that can be applied to future programming (including sectors, partnerships arrangements, modalities, etc)?

Annex C

Evaluation Plan

- A. Relevance
- a. LAM in broad development objectives - poverty alleviation and spurring economic growth (**Evaluation Question 1**)
 - Describe the role of LAM in poverty alleviation and economic growth.
 - Assess the contribution of LAMP2 to this process, especially in view of the GOP's stated goal of poverty reduction through growth.
 - b. Relevance of LAMP 2 components on titling, valuation, human and institutional development and policy to LAM reform (**Evaluation Question 2**)
 - Describe the critical role of titling, valuation, human and institutional development (better services), policy development to LAM reform.
 - Provide an assessment of the relevance of focusing on titling, valuation, human and institutional development and policy development to LAM reform in the Philippines.
 - Determine the strengths and weaknesses of LAM in the Philippines.
 - Determine how LAMP 2 addresses those weaknesses and build-on from the strengths. Determine whether LAMP 2 has the right components.
- B. Effectiveness
- a. Assessment of contribution of LAMP2 to reforming LAM (**Evaluation Question 4**)
 - Summarize LAMP2 contributions to LAM reform.
 - Assess what the binding constraints are to efficient LAM and identify LAMP2's specific contributions to titling, valuation, human and institutional development and policy.
 - Discuss how useful are the contribution of each of the components to reforming LAM.
 - b. Assessment of implementation strategy (**Evaluation Question 5**)
 - Assess LAMP2's overall strategy and specific implementation strategies, including:
 - a. Analysis of the whole-of-reform approach in the context of Philippine socio-economic and political economy, including ability of LAMP2 to adapt to changing circumstances/context, e.g., turn-over in DENR leadership
 - b. Whole-of-reform approach – simultaneous engagement – with the following components of the project
 - Discuss the trade-off between dissipation of resources in a multi-front effort and the necessity of a focused multi-front effort to achieve a meaningful and substantial LAM reform.
 - Compare this with the alternative of identifying and prioritizing critical and binding constraints to LAM

reform and concentrating LAMP2 resources on these.

c. Partnerships arrangement

- Describe nature of each partnership agreement and make a statement on whether the partnership was helpful in achieving Project objectives and on areas for improving such partnerships. Additionally, comment on whether the GOP partners in LAMP2 were the right partners or were there better alternatives.
- Describe strengths and challenges of partnership with
 - i. National agencies – LRA (DOJ); LMB (DENR); NTRC, BLGF (DOF), NEDA
 - ii. LGUs – Leagues of Local Governments
 - iii. WB.

d. Funding arrangements

- Describe co-financing arrangement with WB.

e. Assess strengths and weakness of co-financing with WB.

f. Modality of delivering AusAID support (5d)

- Describe the engagement of a managing contractor.
- Describe the strengths and weaknesses of engaging a managing contractor.
- Present ideas on an alternative delivery mode.

c. Assessment of success/failure factors in LAM reform (**Evaluation Question 6**)

- Describe success and failures at the different levels of government.
- At the national and sub-national level, identify which factors helped LAM reform to succeed and which factors prevented it from succeeding.

d. Assessment of a specific promising component – the ISF (**Evaluation Question 7**)

- Describe the ISF and its role in the project.
- Describe the specific contributions of ISF success of the Project and its potential role for supporting the LAM reform effort.

e. Determine the scalability of the ISF.

f. Assessment of sustainability (**Evaluation Question 8**)

- Describe the demand of LGUs for pursuing LAM reform: their demonstrated willingness to pursue LAM reform, resources needed for LAM reform, barriers to the pursuit of those reforms and possible solutions.
- Identify which partnership arrangements would be useful for future LAM reform efforts.

C. Efficiency

- a. Provide comments on efficiency of project implementation on the following aspects: funding, engagement of managing contractor, responsiveness to changing needs, implementation delays, management of project risks.

D. Impact

- a. Provide indications of impact of project initiatives on DAS objectives.
- E. Sustainability
 - a. Identification of sustainability-enhancing activities that could be funded (**Evaluation Question 16**)
 - Identify which LAM initiatives can be supported by the different partners (WB, AusAID).
 - Comment on the sustainability of LAMP2 efforts, inputs and successes.
- F. Gender Equality
 - a. Provide comments on how the project has promoted equal access, equality in decision making, promoting women's rights, and developing capacity for understanding and promoting gender equality.
- G. Monitoring and Evaluation
 - a. Provide an assessment of how M&E system is able to provide evidence on achievement of project objectives.
- H. Analysis and Learning
 - a. Provide comments on the sources and means of learning and how knowledge generated from the project are incorporated over the life of the project.
- I. Lessons and Recommendations
 - a. Describe the lessons from each of the preceding evaluation criteria
 - Identify what initiatives in LAM are worthy of support in the light of the LAMP 2 experience and how these can be assumed and undertaken by the Government of the Philippines.
 - Identify what were the weaknesses of the LAMP 2 design and implementation that need to be recognised
 - Identify what were the strengths of the LAMP 2 design and implementation that need to be highlighted.
 - b. Describe how these can inform future programming of AusAID assistance

Annex D

Documents reviewed, agencies and LGUs interviewed, and itinerary of field visits

- Documents
 - Project Design Document (PDD), Project Appraisal Document (PAD)
 - Annual implementation plans
 - Quarterly reports (accomplishment reports)
 - Project outputs – studies and reports
 - Activity Completion Report (ACR)
 - Independent Review of the ISF
 - Monitoring and Evaluation Framework
- Interview with key informants
 - Project implementers – LAMP2 Project Coordination Office
 - Key GOP counterparts- DENR (LMB), LRA, DOF (BLGF, NTRC)
 - Cooperating agencies- NEDA (PMS and RDCS), UP-Open University, UP-SURP, Visayas State University, PRC, BSP
 - Donor – World Bank
 - Cooperating LGUs – Leagues – LMP, ULAP, LCP
 - LGUs (identified by the AusAID Manila Post)- Provinces of Leyte and Bohol; Mandaue City; Naga City; Bayawan City; Puerto Princesa City; Tayabas, Quezon; Olongapo City and Nabunturan, Compostela Valley.
- Focus of field interviews
 - Titling, and Records and Services– Provinces of Bohol and Leyte
 - Property Valuation – Naga City, Mandaue City
 - ISF – Bayawan City (Negros Oriental), Olongapo City, Tayabas, Quezon, Nabunturan, Compostela Valley, Puerto Princesa City
- Itinerary during field visits as determined by the Evaluation Manager
 - March 18, 2010- Tacloban City, Leyte
 - March 19, 2010- Mandaue City, Naga City
 - March 24, 2010- Tayabas, Quezon
 - March 25, 2010- Tagbilaran City, Bohol
 - April 26-27, 2010- Olongapo City, with Nabunturan LGU staff going to Olongapo City to meet with ICR team.
 - April 29-30, 2010- Puerto Princesa City

Annex E

List of individuals interviewed and met during the mission

Faustino Silang, Mayor, Tayabas, Quezon
Met Villanosa, Register of deeds, Tacloban, Leyte
Robin Tumolva, PENRO/PPIO Manager, Tacloban, Leyte
Winston Solite, PPIO, Tacloban, Leyte
Solomon Faller, Jr., social development supervisor, Tacloban, Leyte
Antonio Abamo, Chair, Dept of Business and Management, Visayas State University
Mario de los Reyes, college secretary, associate professor, SURP- University of the Philippines
Jed Gomez, training director, SURP-UP
David Yap, associate professor, SURP-UP
Jose Regunay, partnership and planning adviser, LAMP2; lecturer at SURP
Marilyn Siapno, Education and training adviser, LAMP 2
Ian Lloyd, Team Leader, LAMP 2
Perla Segovia, Consensus Building and Advocacy Adviser, LAMP 2
Evelyn Duenas, Education and training specialist, LAMP 2
Maria Lourdes Recente, Assistant Secretary, Department of Finance
Dante Sy, Executive Director, National Tax Research Center
Ton Mercader, adviser evaluation and taxation, LAMP 2
Norman Ramos, consultant, Land Sector Development Framework
Ma. Presentacion Montesa, Executive Director, Bureau of Local Government Finance
Arnold Tan, Deputy director, Bureau of Local Government Finance
Ramon Albeus, City assessor, Naga City
Keith Bell, Senior land policy specialist, World Bank Manila
Manuel Gerochi, Undersecretary, Department of Environment and Natural Resources
Hilda Corpuz, Executive Director, League of Cities of the Philippines
Floradema Eleazar, National planning and M&E adviser, LAMP 2
Li-Ann de Leon, Executive Director, League of Municipalities of the Philippines
Benhur Abalos, Mayor, Mandaluyong City
Lourdes Reyes, Innovation Support Fund
Anna Liza Teh, Assistant Secretary, DENR
Elmer Mercado, Undersecretary, DENR
Ofelia Sta. Maria, Deputy administrator, Land Registration Authority
Jesse David, Project monitoring staff, NEDA
Thelma Manuel, Regional development coordination staff, NEDA
Nanette Bacani, Assistant director general, NEDA

Oscar Mia, NEDA Legislative liaison officer

Jenny Echavez, Land information office of Nabunturan (LION), Nabunturan, Compostela Valley

Antonio Tullo, LION staff, Nabunturan, Compostela Valley

Arturo Mark Castillo II- Assistant professor, course writer, UP Open University

Mabec Campos- course writer, UP Open University

Cesar Luna- Assistant professor, UP Open University, team leader

Juvy Gervasio- course writer, UP Open University

Gerry de Asis- staff, LAMP 2

Levi Garcia- research associate, UP Open University

Allan Barcena, Executive Director, PCO, LAMP 2

Henry Pacis, PCO, LAMP 2

Eleazar Alaira, PCO LAMP 2

Paul Carr, LAMP 2

Filemon Reynoso, City assessor, Puerto Princesa City

Josefina Ceniza, City treasurer's office, Puerto Princesa City

Aida Romasanta, City treasurer's office, Puerto Princesa City

Roland Talabuson, Special investigator/adjudicator, DENR-CENRO

Rizalina Francisco, DENR-CENRO

Jeanne Cornel, City assessor's office, Puerto Princesa City

Romeo Tindugan, DENR-CENRO

Alma Romasanta, City assessor's office, Puerto Princesa City

Remedios Valencia, City treasurer's office, Puerto Princesa City

Clyde Caabay, information technology office, Puerto Princesa City

Brian Garcia, ISF program officer, LAMP 2 ISP

Pancho Villasis, City administrator, Bayawan City

Richard Flores, staff, Mandaue City assessor's office

Lee Naya, staff, Mandaue City assessor's office

Raul Perez, staff, Mandaue City assessor's office

Roland Requierme, staff, Mandaue City assessor's office

John Alikpala, programme manager, AusAID

Mervin Martinez- ISMA PVS, LAMP2

Edmond Yee- PVS, LAMP2

Filemon Reynoso, City assessor, Puerto Princesa City

Josefina Ceniza, City treasurer's office, Puerto Princesa City

Aida Romasanta, City treasurer's office, Puerto Princesa City

Roland Talabuson, Special investigator/adjudicator, DENR-CENRO

Rizalina Francisco, DENR-CENRO

Jeanne Cornel, City assessor's office, Puerto Princesa City
 Romeo Tindugan, DENR-CENRO
 Alma Romasanta, City assessor's office, Puerto Princesa City
 Remedios Valencia, City treasurer's office, Puerto Princesa City
 Brian Garcia, ISF program officer, LAMP 2 ISP
 Clyde Caabay, City management information system division, Puerto Princesa City
 Rachel Dilig, Register of deeds, Puerto Princesa City
 Bon Masangcay, Innovation Support Fund, LAMP 2
 Noel Yap, Olongapo City government
 Arnold Poblete, Olongapo City government
 Napoleon Geraldino, CENRO, Olongapo City
 Neal Perez, Olongapo City government
 Oscar Agustin, City assessor, Olongapo City
 Allan Cuevas, Olongapo city government
 Celia Nazareno, Olongapo city government
 Jerico Damaso, Olongapo city government
 Geralyn Dagapopo, Olongapo city government
 Marivic Nierras, Olongapo city government
 German Sarana, Jr., Mayor, Bayawan City, Negros Oriental
 Eugenia Bennagen, consultant, Orient Integrated Development Consultants, Inc.
 Fabrizio Bresciani, Rural Development, Natural Resources & Environment (EASRE)
 Sector, Sustainable Development Department East Asia and Pacific World Bank
 Office Manila (WBOM), World Bank
 Arturo Corpuz, vice-president, Ayala Land
 Brian Roberts, quality assurance consultant, LAMP2
 Melonita Remperas, municipal assessor, Maribojoc, Bohol
 Moises Descallar, LAMP2 head, survey team
 Nesty Flores, community development assistant, Maribojoc, Bohol
 Emiliano Hormachuelos, TSU head, PPIO2, Tagbilaran City
 Lorenzo Esmero, Chief, MSU-PPIO2, Tagbilaran City
 Josephine Magadia, CIM supervisor, OSS, Tagbilaran City
 Leoncio Evasco, Jr., mayor, Maribojoc, Bohol
 Alfredo Doblos, SD supervisor, LAMP2,
 Nestor Canda, DENR PENRO
 Eduardo Inting, PPIO2, LAMP2, Tagbilaran City