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FOLLOW-ON SURVEY OF PUBLIC PERCEPTION OF LIBERIA'S LAND INSTITUTIONS

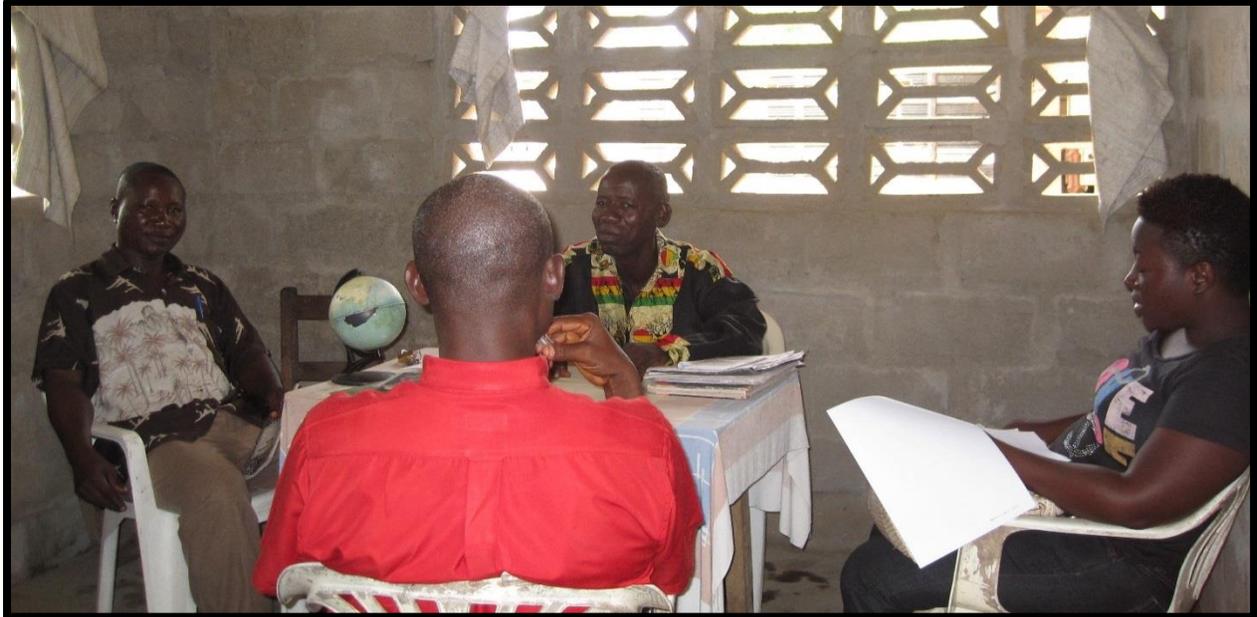
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REPORT ON THE FOLLOW-ON SURVEY OF PUBLIC PERCEPTION OF LIBERIA'S LAND INSTITUTIONS



Prepared for the Liberia MCC Threshold Program
Supporting USAID Land Policy & Institutional Support (LPIS)
Project

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Mark Marquardt, Chief of Party for USAID's Land Policy and Institutional Support (LPIS) Project once again offered focused input, provided valuable guidance, and organized meetings with key stakeholders. Laurie Cooper, Chief of Party of USAID's Land Conflict Resolution Project – Liberia (LCRP), provided valuable information and insight on the work to date and plans for the future, especially relating to the public education and outreach campaign.

The data gathering and reporting was managed by Monrovia-based Subah-Belleh Associates, under the project leadership of Oliver Subah. The data gathering team members brought energy and commitment to the project. A list of individuals who participated is set forth in Appendix D. Curtis Taylor, associated with UL-PIRE, offered his expertise with the preliminary study and helped with coordination. Within the Liberia Monitoring and Evaluation Program (L-MEP), M&E Specialist Mulbah Reed oversaw the fieldwork and kept the project on track. With the support of James Whawhen, L-MEP Chief of Party, and Dr. Michael Richards, L-MEP Knowledge Management Specialist, the study benefited from L-MEP's technical assistance and guidance. This report was authored by attorney and land tenure consultant, Robin Nielsen.

Photo on cover page is Subah-Belleh Associates testing the questionnaire and data gathering in Kings Gray, Monrovia.

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ACRONYMS AND ABBREVIATIONS

APLSUL	Association of Professional Surveyors of Liberia
CASUAL	Cadastral Surveyors Association of Liberia
CNDRA	Center for National Documents and Records/National Archives
DLSC	Department of Lands, Surveys and Cartography
GOL	Government of Liberia
LCP	Liberia Crusaders for Peace
LCRP	Land Conflict Resolution Project - Liberia
L-MEP	Liberia Monitoring and Evaluation Project
LPIS	Liberia Land Policy and Institutional Support
MCC	Millennium Challenge Corporation
MLME	Ministry of Lands, Mines and Energy
PE&O	Public education and outreach
SBA	Subah-Belleh Associates
SLRB	Surveyors' Licensing and Registration Board
USAID	United States Agency for International Development

EXECUTIVE SUMMARY

The Liberia Monitoring and Evaluation Program (L-MEP) is responsible for monitoring and evaluating the land component of the Millennium Challenge Corporation (MCC)'s Threshold Program for Liberia, which is being carried out by the Land Policy and Institutional Support Project (LPIS), managed by USAID. As part of its monitoring and evaluation (M&E) role relating to LPIS, L-MEP conducted a preliminary public perception survey in July 2012 and a follow-on survey in May 2013. The primary objective of the surveys was to collect information about the public perception of selected land topics relevant to the objectives of LPIS. The information will be available to: 1) assist in the measurement of the impact of LPIS; and 2) help inform the development and refinement of Government of Liberia (GOL) land activities during the lifespan of LPIS and thereafter.

The Project Team collected information on:

- Public awareness of the Land Commission and its activities;
- Public perception of surveyors and the surveying profession; and
- Public perception of and experience with deed registration services.

In the preliminary survey, data gathering teams conducted 200 key interviews of members of targeted groups and held group discussions with 153 members of the general public on the topics of the Land Commission and surveying (74% men and 26% women). For the follow-on survey, data gathering teams interviewed a total of 294 key informants (targeted groups and members of general public) in eight counties on the topics of the Land Commission and surveying. Sixty-three percent of respondents were men and 37% were women. On the topic of deed registration, the preliminary survey teams interviewed a total of 108 key informants (67% men, 33% women) who had registered deeds in the period from 1965 to 2012. The follow-on survey teams interviewed 28 key informants (68% men, 32% women) on their experience with deed registration in the period from January 2012 through May 2013. As in the preliminary survey, respondents in both samples came from a range of professions and positions in their communities, including community and religious leaders, business owners, social services professions, skilled and unskilled trades people, unemployed individuals, and students. The following is a summary of the preliminary and follow-on findings relating to public perception in the specific survey areas relating to the LPIS components:

1. Land Commission. The preliminary survey found that public awareness of the Land Commission was low; across eight counties, only 35% of individuals in targeted groups (e.g., local traditional and religious leaders, government officials, professionals in social services, NGOs, etc.) and nine percent of the members of the general public

interviewed in groups knew of the Land Commission. Awareness was lowest among members of the general public and women. Although the Land Commission has a mandate precluding it from serving an adjudicatory function, almost half of those who reported awareness of the Land Commission in the preliminary survey believed its role was to resolve land disputes.

Since the time of the preliminary survey, the Land Commission engaged in multiple and varied activities that were designed, in part, to increase public awareness of the Land Commission and its role and activities. In the period following the preliminary study, with the support of the LPIS program, LCRP, and other donors, the Land Commission:

- Conducted six regional consultations (covering all 15 counties) regarding the proposed Land Policy, targeting local traditional leaders, religious leaders, local government officials, social services professionals, and civil society organizations (CSOs).
- Identified multiple interest groups (e.g., youth, industry, professional) and conducted targeted consultations with interest groups on the proposed Land Policy.
- Opened four additional Land Coordination Centers.
- Implemented a multi-faceted public awareness campaign that included radio addresses, development of a new website, regular newspaper articles, and broad dissemination of posters and bumper stickers.
- With the support of LCRP, the Land Commission worked with Liberia Crusaders for Peace (LCP) to create jingles and dramas to inform the population about specific land issues and design and conduct Land Commission events such as parades and public meetings.

The results of the follow-on survey showed increases in awareness of the Land Commission and knowledge of its activities. The table below provides an illustration of the changes in awareness and public perception of the Land Commission recorded in the follow-on survey. Awareness of the Land Commission was highest in within the groups targeted by the Land Commission (e.g., traditional and religious leaders, local officials, civil society organizations (CSOs), social services professionals, members of interest groups) and in Margibi County. Awareness of the Land Commission was lowest among members of the general public and in Grand Cape Mount County. The transfer of knowledge regarding Land Commission activities and land issues was highest within the targeted groups; within the general public, very few individuals reporting awareness of the Land Commission (most of whom heard of the Land Commission by radio) had any understanding of the Land Commission's role, its activities, or the new Land Policy.

Illustrative summary of changes in public perception of selection topics

Interview topic	Preliminary survey	Follow-on survey	Change
Awareness of Land Commission – all respondents	33%	54%	+21%
Awareness of Land Commission – targeted groups	35%	73%	+38%
Awareness of Land Commission – general public	9%	38%	+29%
Women with awareness of Land Commission (% of all female respondents)	16%	44%	+28%
Reports accurate or inaccurate information regarding Land Commission’s role and one or more activities (% of those with awareness of Land Commission)	34%	54%	+20%
Belief Land Commission resolves land disputes (% of those with awareness of Land Commission)	44%	35%	-9%

2. Surveyors/surveying profession. The public perceptions of surveyors captured in the preliminary survey were quite polarized. A majority of respondents reported that, in general, they perceived surveyors as potentially serving as peacemakers capable of resolving land disputes and maintaining peace in the county. Slightly less than half took the other position, expressing opinions that surveyors were crooks driven by self-interest and financial gain. Regardless of whether they perceived the profession positively or negatively, almost all key informants making suggestions focused on improving the integrity, competence, and accountability of surveyors. In keeping with the respondents’ recommendations, the preliminary survey report suggested that the government: 1) Visibly engage in setting and enforcing standards of skill and professionalism for surveyors; and 2) Create systems of public accountability for surveyor conduct and performance.

In the period since the preliminary survey was conducted, relevant LPIS-supported activities included:

- LPIS teamed with USAID-funded Enhancing Higher Education for Liberian Development (EHELD) to conduct a three-month survey technician training course at the Fendall Campus of the University of Liberia.
- Five students are completing the geomatic engineering program at Kwame Nkrumah University of Science and Technology (KNUST) in Ghana and expect to receive their MSc degrees by year-end.
- Liberia's private surveyors' association, the Association of Professional Land Surveyors of Liberia (APLSUL) (formerly the Cadastral Surveyors Association of Liberia (CASUAL)) met in March 2013 and discussed a number of activities, including the need to adopt a new constitution. The proposed constitution includes self-regulation provisions that establish standards for the qualification for the admission of new members and the discipline of members for unprofessional behavior, and the promotion of the association as a professional body.

These activities continue to help rebuild the intellectual capacity and institutional foundation for Liberia's surveying profession. These activities were not, however, designed to impact the current operations of DLSC or the current performance or accountability of Liberia's surveyors. Nor, indeed, could they be expected to have had any such impact: The educational and training programs had not yet concluded, and APLSUL is in an embryonic stage.

Not surprisingly, therefore, there was little change in the public perception of surveyors and the surveying profession between the preliminary and follow-on surveys. As in the preliminary survey, a majority of respondents reported that they perceived the profession as valuable: Surveyors either had the ability to keep peace between neighbors and in communities, or to cause or exacerbate conflict over land. Surveyors control land access, determine the extent of an individual's interest in a parcel by setting boundaries, and provide the landowner with a deed. For many respondents, therefore, surveyors were responsible for whatever tenure security they had obtained or would retain in their land.

Respondents again rated the quality of the surveys they received along a scale ranging from excellent to unsatisfactory, in relatively equal distribution, with the highest ratings coming from Grand Cape Mount County and the lowest from Margibi County. The fee paid appeared not to impact the ratings respondents gave to the quality of the survey. Respondents again rated the overall profession highly, although at least a third of those

making positive comments distinguished between the importance of the profession to the country and the lack of integrity of many surveyors. Many respondents again reported that surveyors engaged in corrupt practices and called for them be held to standards of competence, integrity, and accountability. Specific and reoccurring comments recommended that surveyors be required to:

- ✓ Verify who is the actual owner of the land before surveying;
- ✓ Advise community members of the survey in advance;
- ✓ Not move boundaries based on who will pay them extra money;
- ✓ Not buy or sell land themselves;
- ✓ Respect alleys and roads and right-of-ways necessary for cars and wagons to pass; and
- ✓ Charge only set fees.

One change in findings is worth highlighting: in the course of the interviews for the follow-on survey, far more respondents referenced the extremes in economic status within the Liberian population and their perception that the wealthy unfairly benefited from land survey practices. The comments of many respondents reflected a perception that wealthier members of society can afford to hire surveyors and obtain surveys that increase their access to land, resolve land disputes in their favor, and strengthen their land tenure security. Those without the same financial resources to devote to a land survey have more limited opportunities to access land, are less likely to obtain a land survey favorable to their interests, are less likely to have a deed, and are highly unlikely to have a registered deed. In the perception of many Liberians, therefore, land surveying practices are perpetuating and increasing economic inequality.

3. Deed registration. Under the leadership of the Director General and with the support of USAID, MCC, and the World Bank, since 2010, CNDRA has been actively engaged in assessment, rehabilitation, and reforms designed to build the deed registry. LPIS has supported the ongoing efforts of CNDRA to improve the operations of the deed registry, build staff capacity, and improve customer service. Specifically, LPIS has assisted CNDRA staff with creating and implementing a standardized set of procedures for the registration of deeds and leases, processes for the identification and digitization of land records, and the design, development, and implementation of the Customer Service Center, which opened in September 2012.

The preliminary survey interviewed 108 individuals on the subject of deed registration, with registration dates ranging from 1965 to 2012. The follow-on survey focused on recent registration experience and interviewed 28 individuals, with registration dates

between January 2012 and May 2013. Although the follow-on survey had a small number of respondents, especially when the registrations in the preliminary survey that were completed in 2011 – 2012 are separated from those in the pre-2011 period, some trends are evident. As illustrated in the table below, over the course of time:

- ✓ More people are registering deeds themselves as opposed to relying on third parties;
- ✓ An increasing percentage of people report learning about the registration process from CNDRA and obtaining fee information from CNDRA;
- ✓ The time required to register a deed is decreasing;
- ✓ The number of trips required to register a deed appears to be decreasing;
- ✓ The fees paid by people for registration are decreasing; and
- ✓ The tradition of paying “cold water” (*i.e.*, an additional payment, usually relatively small, made by a customer to a public servant ensure good service or additional consideration) has remained relatively constant.

Illustrative Summary of Changes in Public Experience of Deed Registration Process*

Interview topic	Preliminary survey 2011 pre-registrations	Preliminary survey 2011- May 2012 registrations	Follow-on survey Jan 2012 – May 2013 registrations
Handled registration personally	40%	71%	69%
Awareness of documents needed for registration	33%	56%	68%
CNDRA as source of information on registration process	14%	66%	69%
Respondents registering in one week or less	26%	44%	69%
Respondents registering in 1 or 2 trips to CNDRA	44%	70%	59%
Advised by CNDRA staff of fee	43%	69%	100%
Average deed registration fee paid (not including “cold water”)	\$25 – \$50 (range data only)	\$25 – \$50 (range data only)	\$15
Percent reporting paying “cold water”	25%	28%	32%

**Note: Because the respondent pool in the follow-on survey is small, no real statistical significance should be inferred for this table, and the reader is advised to interpret possible trends only.*

Challenges faced by CNDRA include promoting the necessity and benefit of deed registration to a larger segment of the general public and dealing with the tradition of paying “cold water,” which appears to be continuing despite efforts to reform practices.

Conclusions. Almost uniformly, the Liberians interviewed for both the preliminary and follow-on surveys expressed strong interest in issues of land access, tenure security, and the role of government in land matters. The desire for understanding about how land issues are handled, and desire for certainty and predictability in land procedures and processes, were equally strong. Particularly on broader issues of land access and tenure security, respondents consistently call for the government to establish fair policies and rules, educate the public on those policies, and enforce rules consistently, without regard for the financial resources of the individuals involved.

From a standing start in 2010, the Land Commission has built public awareness of its role and activities and created new avenues for the resolution of land disputes and public consultation and discussion on land matters. Much work still lies ahead, particularly in building locally legitimate and effective institutions engaged in land issues and ensuring that public education and outreach (PE&O) methods are effective in transferring information to the general public. As the Land Commission, other GOL officials, and stakeholders prepare for a new land agency and the development of land legislation, the Land Commission’s experience to date with building public perception, and its future efforts guiding public engagement with and understanding of newly articulated land policies and law, will be of increasing value.

CNDRA’s steady progress in making the deed registration process faster, less costly, and more user-friendly has resulted in increased confidence in the institution and the registration process among users. The achievement reflects both the dedication of CNDRA’s staff and leadership and the potential for other GOL institutions to rebuild public confidence. CNDRA’s planned decentralization of archive services and continued promotion of the Customer Service Center services will take advantage of its growing legitimacy in the minds of the public to help encourage a broader range of individuals to register their deeds.

In contrast to the findings regarding the Land Commission and CNDRA, the follow-on survey found no change in the public perception regarding the surveying profession. Liberians continue to view the profession as crucial to maintaining peace, yet operating without adequate controls over the professionalism and integrity of surveyors. Based on the results of both surveys, Liberians do not necessarily look to the government to regulate the surveying profession; in general, the public does not appear to rely on the government for information about land surveys, to manage survey fees or procedures,

nor to provide relief in the event of a problem with a survey. The public's apparent lack of reliance on an established role of the government with regard to land surveying may create an opportunity for fresh consideration of the appropriate institutional structure to manage and govern the profession in the future and allow for serious exploration of a potential role for the private sector.

Recommendations. The following are areas where the survey process and their findings suggested particular opportunities to continue to build public support for and increase public confidence in Liberia's land institutions:

1. Update, refine, and extend strategy for Public Education & Outreach on land issues. The Land Commission adopted a PE&O strategy in 2010. Consistent with that strategy, in 2012 – 2013, the Land Commission developed a multi-faceted effort to build public awareness of its role and activities, seek input and develop consensus on the national Land Policy, and support alternative land dispute resolution and a tribal land certificate inventory pilot program. Especially within the targeted groups, the effort was effective. As the Land Commission, GOL officials, and stakeholders look toward the development of land legislation and creation of a standalone land agency, the time is ripe to update, refine, and extend the PE&E strategy to:

- 1) Identify concrete PE&O goals and objectives supporting the next phase of Land Commission and GOL land activities.
- 2) Articulate desired behavioral change in various target audiences, including county-level leaders, industry leaders, and the general public. The goal should now extend beyond building general awareness; the Land Commission should identify what specific actions it wants various groups of people to take to support and reinforce its agenda. The actions (which can be quite simple) must be carefully considered to ensure they are easily accomplished, without cost and, to the extent possible, without controversy.
- 3) Select a limited number of messages, dictated and organized by the overall PE&O goals and objectives. Consider drawing on comparative experience with effective PE&O methods from other sectors (e.g., public health, education) and land programs from other countries, many of which emphasize the effectiveness of adopting dissemination strategies that focus on delivering no more than one message at a time through several different mediums.
- 4) Include a specific sub-strategy geared toward reaching the general public. The sub-strategy should take note of and emphasize the most effective methods for transferring knowledge to various groups and developing ideas for scaling the dissemination. For example, radio dramas or soap operas might take advantage

of the large numbers of men and women who listen to the radio but who do not necessarily absorb the content of informational programming. Likewise, developing short messages for oral delivery by religious leaders might take advantage of high levels of church attendance and the power of personal communications in transferring knowledge. Another approach might be to create short video dramas in local languages and dialects that can be played for different groups on portable DVD player. Whatever sub-strategy is created, it should give focused consideration to methods designed to reach remote rural residents, women, and marginalized populations.

- 5) Integrate ongoing, short M&E tools and processes into the PE&O strategy to make rapid determinations about the effectiveness of various dissemination methods and messages.
- 6) Build in a regular (*e.g.*, quarterly) schedule for revisions and refinements to the PE&O work plan based on the results of ongoing M&E.

2. Identify and invest in local, established organizations and individuals with high social legitimacy to take on active Public Education & Outreach roles. To date, the Land Commission has not yet had the opportunity to develop a solid foundation for its PE&O activities at the local level. The original plan to identify appropriate local civil society organizations to serve as county-level hubs for land information may be revisited, or the Land Commission may wish to concentrate on the Land Coordination Centers. In either case, the effectiveness of the selected organization will be aided by the extent to which the public views it as well-established, connected to the general population, and with significant social legitimacy. A local organization can also provide training and support for key individual leaders (such as pastors, chiefs, and social services professionals). These individuals will be critical to providing the kinds of personal messages and communications that the survey found were one of the most effective means of transferring knowledge to the general public, particularly women.

3. Support efforts of a public or private institution to set and enforce standards of professionalism in the surveying profession. The public perceives surveyors as powerful sources of land access and tenure security and critical to preventing and resolving land disputes. The public also perceives the profession as largely unregulated or under-regulated. As in the preliminary survey, in the responses to the follow-on survey the public again called for establishing and enforcing standards governing the competence, integrity, and accountability of surveyors. In stark contrast to the public's growing confidence in CNDRA and its increasing recognition of the leadership of the Land Commission on land issues, there was little indication in the findings of either survey that the public looks to an existing government agency to

provide information on surveying, control the profession of land surveying, or provide remedies for problems with surveys. The lack of perceived connection between the government and land surveying practices -- coupled with some level of GOL disengagement on land surveying – creates a potential opportunity for a private institution, whether APSUL or another, to fill the vacuum. Regardless of what institution takes on the challenge, it will need support to eradicate the corruption and self-interested practices of surveyors and rebuild public confidence in the integrity and competence of the profession.

4. Continue to promote the necessity, cost-effectiveness, and efficiency of deed registration. CNDRA's Customer Service Center has made the deed registration process more efficient, cost-effective, and user-friendly. Nonetheless, most of the people registering deeds are highly educated and large percentages of people with deeds are not yet taking advantage of the registration process. Anecdotally, many appear to be content with the tenure security they perceive to have as a result of their possession of deeds, and they are often unaware of the need for and benefit of registration. Alternatively, they may be unwilling to make the effort because they fear the costs and time required (often inaccurately presented to potential clients by surveyors or agents seeking to handle the transactions themselves). Deed registration is one increasingly accessible means by which all deed holders can secure their land rights, and the \$15 fee makes the process affordable to much of the Liberian public. As CNDRA makes further progress and especially as county-level Customer Service Centers are opened, it should further refine and extend its promotion of the need for and advantages of deed registration to the public.

5. Consider institutionalizing and legitimizing "cold water" payments with tiered services structure. The practice of providing CNDRA staff with additional payment beyond what is required to ensure good service or to perform tasks for the customer is proving difficult to eradicate. To some extent, the practice appears to infect both CNDRA and Ministry of Finance processes. Anecdotal information collected in the course of the survey suggested that the tradition of paying public servants some additional sum is perpetuated by both the public and CNDRA staff, making it difficult to control simply through prohibitions imposed on staff. CNDRA's Director General suggested the possibility of controlling the practice by institutionalizing it. For example, CNDRA could offer customers a tiered services structure in which customers can pay a set fee for specific registration services within a set number of days (*e.g.*, \$15 for three-day registration service) and options of paying for expedited service to receive the deed in one or two days (*e.g.*, \$20 for one-day registration service) or for additional services, such as obtaining the Ministry of Finance receipt. The idea is well worth exploring and if adopted, should be done in partnership with the new Ministry of Finance office within

CNDRA.

6. Continue to build local M&E capacity specializing in land tenure, land administration, and Public Education & Outreach activities. The design and development of programs and projects should continue to include opportunities to build local M&E capacity, especially capacity with a specialty on land tenure, land administration, and related PE&O issues. The fields have their own principles, pitfalls, and terminology -- which can combine to create steep learning curves. PE&O is an area that often attracts lay experts who may be experienced in the underlying subject matter but not the delivery methods, or vice versa. PE&O programs can chug along with little reflection on the actual transfer of knowledge until the program's completion. In order to ensure that programs and activities continue to be designed and implemented as effectively as possible, the GOL and donors should continue to invest in local capacity to monitor and evaluate land programs and PE&O activities and require rigorous use of the data to inform ongoing program refinements.

I. BACKGROUND AND PROJECT CONTEXT

1.1 Progress on Liberia's land issues and LPIS

In the years since the end of civil conflict in Liberia, the Liberian government recognized that continued stabilization and recovery required substantial reform of the country's land tenure institutions and systems. Unresolved issues relating to land access and land use and occupancy -- coupled with lack of reliable land records -- have perpetuated the insecurity of land tenure and unequal land access, threatening the postwar peace and economic recovery.

In the last year, the government has made progress on several of the well-documented challenges facing its land institutions and is building the foundation for further progress. As of this writing, some of the GOL activities with the potential to impact public perception of the country's land institutions include:

- The Land Commission conducted a series of regional and interest group consultations on the development of a national Land Policy;
- With input from the regional and interest group consultations and discussion with government officials and key stakeholders, the Land Commission drafted a comprehensive national Land Policy for review, validation, and, ultimately, adoption. The new Land Policy includes statements regarding land ownership, land classification, the status of customary land rights, and women's land rights;
- Establishment of four additional county-level Land Coordination Centers and implementation of a multi-faceted Public Education & Outreach strategy;
- In early 2013, the President of Liberia called for the creation of a separate government agency for land; and
- Under leadership of the Director General of the Center for National Document and Records Archives (CNDRA), land records are being collected and digitized, and a new Customer Service Center is processing the registration of deeds and leases and supporting land record searches. Decentralized archives and county-level Customer Service Centers are being established.

Some significant issues remain, including the need for:

- Development and implementation of a legal framework to support and extend the principles contained in the Land Policy;
- Development of an effective land administration system (including a reliable land information system);

- Continued rebuilding and strengthening the capacity and professionalism of the land surveying; and
- Implementation of the President’s call for a standalone land agency.

Several donors, including Millennium Challenge Corporation (MCC) and the United States Agency of International Development (USAID), have provided significant support for Liberia's planned land reforms and the strengthening of Liberian's land institutions. MCC selected Liberia for Threshold eligibility in 2009, and in consultation with MCC and USAID, the Government of Liberia (GOL), developed a Threshold Country Plan. One of the areas targeted in the plan was land rights. The Strengthen Land Rights and Access (SLRA) Component is funded by MCC and administrated by USAID. The SLRA Component is being carried out as the Land Policy and Institutional Support (LPIS) Project, which is managed by USAID.

LPIS officially began October 1, 2010. The project has endeavored to help the Liberian government rebuild public confidence in Liberia's land systems and increase the security of tenure, investment in land, and land market activity by improving the policy and legal frameworks for land management in Liberia. Specifically, the project has:

- Assisted the GOL in its development of land policy and law through support for: 1) building the capacity of Liberia's Land Commission; and 2) conducting research to increase understanding of land rights issues within government, civil society, and the general population (Component 1).
- Supported the rebuilding of technical capacity in land administration and surveying in the Department of Land Survey and Cartography (DLSC) within Ministry of Lands, Mines and Energy (MLME) by providing capacity building for the surveying profession and introduction of modern land information systems technology to assist with land surveying (Component 2).
- Supported the efforts of Center for National Documents and Records Archives (CNDRA) to rehabilitate the deed registry system to improve its efficiency and develop procedures for the management and storage of land records (Component 3).¹

The completion date for the project, which reflects two extensions, is July 31, 2013. As the project nears its conclusion, some of its numerous accomplishments include:

¹ Tetra Tech ARD. 2012. Liberia Land Policy & Institutional Support (LPIS) Project. Annual Report (October 2010 – September 2011). Burlington, VT: Tetra Tech ARD.

- Sustained and focused capacity building for the Land Commission, including support for the Commission’s development of the Land Policy and designing and implementing frameworks to support reforms relating to land institutions;
- Assessment of the capacity of land administration agencies and support for development of plans for reorganization, reform, and development;
- Facilitation of an inventory of GOL-granted land use rights;
- Support for upgraded land survey technology and education; and
- Assistance with the design and piloting of a process to inventory tribal land certificates.²

In addition, collaborating with the USAID-funded Land Conflict and Resolution project (LCRP), LPIS has supported the Land Commission’s Public Education & Outreach (PE&O) activities.³

1.2 L-MEP surveys of public perception of land institutions

The Liberia Monitoring and Evaluation Program (L-MEP) is responsible for monitoring and evaluating SLRA, the land component of MCC's Threshold Program for Liberia. In addition to other monitoring and evaluation processes, L-MEP designed and implemented the preliminary public perception survey (the subject of a 2012 report) and the follow-on survey that is the subject of this report. The data collected provides information to assist in evaluating the impact of LPIS and to contribute to the measurement LPIS' impact. The information collected under the three components also helps provide answers to the following overarching questions set forth in the MCC SLRA Matrix (Appendix A):

- 1) Has LPIS helped to increase public confidence in Liberia's land system, and, if yes, is there evidence that such confidence is well-placed?
- 2) Has the perception of average Liberian citizens and business owners regarding the system of land administration and the role and professionalism of the land surveyors changed as a result of implementation of LPIS?

² Tetra Tech ARD. 2013a. Liberia Land Policy & Institutional Support (LPIS) Project. January – March 2013 Quarterly Report. April 2013. Burlington, VT: Tetra Tech ARD.

³ Tetra Tech ARD. 2013c. Liberia Land Conflict Resolution Project (LCRP) Monthly Report: March 2013. Burlington, VT: Tetra Tech ARD; Project Team meetings with Arthur Tucker (Land Commission), Mark Marquardt (COP LPIS), and Laurie Cooper (COP LCRP).

The Mitchell Group, Inc. (TMG) entered into a contact with USAID/Liberia to provide the L-MEP services to LPIS. L-MEP conducted the preliminary survey of public knowledge and perceptions of land institutions in July 2012. L-MEP repeated the survey (with refinements based on lessons learned from the preliminary survey) in May 2013 to determine whether the project has had an impact on changing attitudes and increasing the public's confidence in Liberia's land system.

In order to implement the survey, L-MEP contracted with the Liberian company, Subah-Belleh Associates (SBA), to collect, compile, and report public perception data from eight Liberian counties. L-MEP also contracted with international land tenure consultant and attorney, Robin Nielsen (Consultant), to provide short-term technical assistance to the project. L-MEP managed the project, and staff from L-MEP and SBA, in addition to the Consultant, composed the Project Team.

II. PUBLIC PERCEPTION FOLLOW-ON SURVEY DESIGN

2.1 Objectives

The overall purpose of the follow-on survey was to determine whether LPIS activities have influenced public perception of Liberia's land institutions. Accordingly, the Project Team designed the follow-on survey to track the preliminary survey both in substance and geographical focus. The findings of the two surveys were compared to assess the level of change (if any) in public perception between July 2012 and May 2013 (see SOW attached as Appendix B). The information collected will be available to:

- 1) Contribute to body of information collected to assist in measurement of the impact of LPIS;⁴ and
- 2) Help inform the refinement, development, and implementation of GOL land activities beyond the lifespan of LPIS.

A secondary objective of the follow-on survey was to continue to strengthen the technical capacity in Liberia for monitoring and evaluation, with a particular emphasis on experience, skills, and tools supporting the monitoring and evaluation of programs involving land rights, PE&O, and related issues.

2.2 Survey stakeholders

The Project Team designed both surveys in consultation with project stakeholders. In addition to MCC, USAID/Liberia, and LPIS, survey stakeholders included LPIS' GOL

⁴ The findings of the L-MEP surveys are intended to complement, not supplant, the more extensive LPIS Performance Improvement Plan.

partners: the Land Commission; the Department of Lands, Surveys and Cartography (DLSC) within the Ministry of Lands, Mines and Energy (MLME); and the Center for National Documents and Records/National Archives (CNDRA), also within MLME. Brief descriptions of the GOL institutions and LPIS-supported activities are set out to supply context for the survey inquiry areas and findings in Section V below.

2.3 Focused inquiry areas

The inquiry areas selected for the preliminary survey dictated the inquiry areas for the follow-on survey. Both surveys focused on:

- 1) Public awareness of the Land Commission, its role, and its activities;
- 2) Public perception of the role and performance of surveyors and the surveying profession; and
- 3) Public awareness of the process of deed and lease registration and public perception of CNDRA's deed and lease registration services.

These three focus areas align with the MCC SLRA matrix (Appendix A) and LPIS Project components.

2.4 Project design issues

During the design process for the follow-on survey, the Project Team considered and addressed issues relating to the nature of MCC and LPIS' objectives, LPIS' work (and the work of other entities and individuals), stakeholder interests and sensitivities, and available human and financial resources. Specific design issues confronted are outlined below.

2.4.1 APPROACH TO MEASURING LPIS COMPONENT 1 ACHIEVEMENTS. As described more fully in Section 2.4.1 of the Preliminary Survey Report, in consultation with stakeholders, the Project Team limited the focus of its assessment of LPIS' Component 1 activities to public awareness of the Land Commission and its role and activities. The decision reflected recognition of:

- The difficulties inherent in gathering public perception on complex, abstract, and often highly charged issues such as tenure security, land access, and women's land rights;
- The difference between the project timeframe and a realistic timeframe for gauging meaningful changes in public perceptions on issues such as tenure security (*i.e.*, one to three years vs. decades);
- The existence of other research addressing the broader concepts and

assessments of some related processes and institutions;⁵ and

- Project limitations on time and resources.⁶

The preliminary survey results confirmed the usefulness of the limited and targeted focus of inquiry regarding Component 1. The Land Commission has been the primary GOL institutional mechanism for reforms of Liberia's land institutions, gathering input on reforms, and disseminating information regarding GOL policy development and plans. The preliminary survey results confirmed the Land Commission's awareness that, in mid-2012, only a relatively small percent of the population was aware of the Land Commission and its role. The Land Commission recognized that increased attention to PE&O was critical to its plan to lead discussion and development of land law and policy, and to build public awareness and support for a national Land Policy and, ultimately, new land laws and programs. The Land Commission responded to the challenge to increase public awareness of its role and activities, and the follow-on survey again limited its Component 1 inquiries to that topic.

2.4.2 EXCLUSION OF TOPICS. As it did with the preliminary survey, the Project Team designed the follow-on survey to attempt to avoid creating or increasing any sense of tenure insecurity among respondents. To that end, the Project Team identified and focused on respondents who had taken steps to secure their land rights (through actions such as surveying their land or registering a deed) rather than those who had not taken such steps. In cases where respondents had not taken certain steps, the enumerators did not probe for perceptions of tenure security or insecurity or ask why respondents had not taken steps to secure their land rights.⁷

⁵ For example, in 2008, the GOL's Governance Commission held public consultations on land that explored public perception of land rights and sources of land tenure insecurity, resulting in a report. The 2011 LPIS-sponsored study on customary land rights and women's land rights collected information of public perception of land rights, use of statutory land instruments, and indications of tenure insecurity. In addition, in 2010 LPIS conducted a baseline assessment of the land administration institutions and agencies, and two follow-on consultancies focused on land administration functions and surveying capacity, an institutional strengthening study (2011), an inventory of state land use rights (2012). Civil society organizations, most notably the Norwegian Refugee Council and the Sustainable Development Institute, have made substantial contributions to the knowledge regarding people's perceptions of their land rights, tenure security, and use of government institutions. Finally, in 2012, L-MEP supported two related studies: the Agency for Economic Empowerment and Development (AEDE) conducted a survey of the CNDRA Customer Service Office in September – December 2012, and UL-PIRE conducted a survey of the probate court function in November 2012.

⁶ The LOE budget for the follow-on survey was a total of 30 days.

⁷ In the course of its attempts to identify individuals registering deeds, the Project Team collected anecdotal information about why many people do not register deeds. That anecdotal information is reported in Section 5.3.

2.4.3 TIMING. The follow-on survey was conducted ten months after the preliminary survey, a consequence of L-MEP and LPIS project schedules. Ten months is, of course, a very brief period in which to influence public perception, particularly in a manner such that a survey would register a change. However, as discussed in Section V, in two of the three topical areas surveyed, GOL land institutions engaged in targeted activities during the interim period, and changes in some public perception that can be fairly attributed to those activities are evident. In addition, because of the nature of how public perception develops, to some extent the findings of the follow-on survey collected some information on public perceptions that developed prior to the interim timeframe (i.e., between the two surveys) and thus cannot be attributable to activities conducted during the interim period. For example, a respondent might report that she knew of the Land Commission and first heard about the Land Commission in 2010, prior to either the preliminary or follow-on survey. The awareness may, nonetheless, potentially be attributed to earlier Land Commission activities and represent a change from the time that LPIS commenced. To the extent possible, the report identifies this potential in the course of the discussion of the findings.

III. METHOD

3.1 Research method

The research method used for the follow-on survey included desk research, data collection, and data organization, tabulation, and analysis. The desk research undertaken for this follow-on study included the most recent project reports from LPIS and LCRP, and the reports of the studies of CNDRA's Customer Service Center and the probate court undertaken by L-MEP with local partners Agency for Economic Empowerment and Development (AEDE) and the University of Liberia Pacific Institute for Research and Evaluation (UL-PIRE), respectively. A combined list of sources consulted for both surveys is set out in Section 7 of this report.

The follow-on survey collected data from the same eight counties as the preliminary survey. Following the method used in the preliminary survey, the follow-on survey used a mixed method, focusing primarily on qualitative data with a quantitative dimension. The follow-on survey collected information through individual interviews of key informants – both individuals likely to have specific knowledge due to their position or profession and members of the general public.

The preliminary study used a combination of individual key informant interviews of members of the targeted population and large group interviews of members of the general public to gather data on the topics of the Land Commission and land surveying. The information collected from the group interviews and discussions proved far less valuable than the individual interviews. The large group interviews required significant time to organize in the various counties, and group participants were often confused about the purpose of the discussion. As a result of that experience, the Project Team for the follow-on survey eliminated the use of large group interviews and expanded the selection of key informants to include members of the general public. The decision resulted in fewer total respondents but clearer information from those members of the general public whom the enumerators interviewed.

3.2 Selection of respondents

3.2.1 LAND COMMISSION AND SURVEYING TOPICS (QUESTIONNAIRE I). The survey teams targeted two types of key informants for the topics of the Land Commission and land surveying:

- a) Individuals likely to have specific knowledge due to position or status in a community; and
- b) Members of the general public, who may or may not hold positions or have status such that they were likely to have specific knowledge.

This approach allowed a comparison of the perspectives of people likely to have specific

knowledge of the topics and the general public. As with the preliminary survey, obtaining the perspectives of a range of respondents was intended to provide a type of triangulation to help highlight some essential aspects of individual awareness and perspectives, and possible correlations to factors such as profession or education.

Category 1: Individuals likely to have special knowledge. For the first category of respondents, the selection method was purposeful; enumerators selected respondents based on: a) Their position in communities (e.g., local traditional leaders, religious leaders) or employment (e.g., professionals, business proprietors); b) Their presence in a town or other non-rural location; and c) Their interest in discussing land issues. The criteria for selecting these respondents was designed to identify individuals who were likely to have relevant experience and knowledge regarding the Land Commission and land surveying topics.

The professions and community positions used for initial respondent selection were:

- Local leader (elder, religious leader, leader of community based organization (CBO), etc.);
- Business owner or manager;
- Local government official;
- Health, education, and social work professionals; and
- Other professionals (e.g., administrator, accountant, lawyer, etc.)

Category 2: General community members. Enumerators selected general community members to interview in each location. The method used for selection was a combination of purposeful and opportunistic techniques. Enumerators looked for individuals who did not appear to fall into the status and employment categories above and who appeared to be non-elites. The individuals targeted included those who were employed in skilled and unskilled trades, farmers, unemployed individuals, and students. Enumerators generally selected the average community members from those individuals who were visible around their homes or in public areas like markets and schools, had time to be interviewed, and expressed a willingness to be interviewed.

As with the preliminary survey, the selection process for the follow-on survey did not seek to determine the distribution of the key informants' experiences or perceptions in the population. Thus, for example, the survey did not seek to determine from random samples of people what percentage knew of the Land Commission. Rather, the selection of key informants based on position and status was designed to identify those individuals who were most likely to have heard of the Land Commission to record their level of awareness and details regarding that awareness, such as how they learned about

the Land Commission and the extent of their knowledge about Land Commission activities. The selection of members of the general public was designed to provide some comparative information and potentially highlight factors such as occupation, education level, or county that might influence public awareness and perception on the topics of inquiry. In addition, the comparison provides potentially useful information to the Land Commission and project staff regarding the penetration and effectiveness of its PE&O efforts and messages.

3.2.2 DEED REGISTRATION TOPIC (QUESTIONNAIRE II). Key informants for the survey on deed registration were limited to those who had registered a deed, whether for themselves or for a third party. In the initial survey design, the Project Team planned to select key informants from those individuals who registered deeds during the data gathering period (May 13 – 27, 2013). This decision was based on a desire to collect the most recent experience of those using the Customer Service Center and CNDRA estimates of relatively large numbers of deed registrations. However, foot traffic for deed registration was significantly lower than anticipated during the data collection period. In response, the Project Team expanded the methods used for identifying key informants to include five different methods: 1) Physical presence at CNDRA to complete a deed registration; 2) Records of deed registrations maintained by CNDRA that included telephone contact information; 3) Personal knowledge of individuals who had registered a deed; 4) Contact with lawyers who might represent individuals registering deeds; and 5) A snowball technique. Because there were few deed registration during the May 13 - 27, 2013 data collection period, the Project Team also extended the timeframe for the deed registration to include deeds registered from January 2012 to the present. While the Customer Service Center did not open until September 2012, a number of reforms and capacity building programs for CNDRA staff had taken place by January 2012, making the inclusion of those who registered in the January – August 2012 period meaningful.

3.2.3 LEASE REGISTRATION. In the preliminary survey, the data collection team interviewed 16 individuals who had registered leases at any time prior to the interview dates in July 2012. In the data gathering for the follow-on survey, enumerators only identified and interviewed a single individual registering a lease during the 2012 – present period. Given the difference in numbers of respondents between the two surveys, the lease registration information is not included in the analysis.

3.2.4 SECONDARY SELECTION. Within the course of the survey, a secondary selection process occurred. Those who answered positively to questions about their awareness of the Land Commission and personal experience with land surveying were asked follow-up questions. Those who answered those inquiries in the negative were not asked those

additional questions. Female deed registration respondents also answered additional questions about their experience with the registration process.

Table 1: Selection of Respondents

Survey Topic	Method	Initial selection criteria	Secondary selection criteria for certain questions
Land Commission and land surveying	Key informant interviews	<ol style="list-style-type: none"> 1. Profession/position: (a) individuals holding local leadership positions (community leaders, religious leaders, leaders of NGOs, etc.); (b) employees in social services (health, education, NGOs); or (c) business owners; 2. Members of general public (skilled and unskilled labor, farmers, unemployed, students, etc.); 3. Resides (temporarily or permanently) in area where interview conducted 	<ol style="list-style-type: none"> 1. Awareness of Land Commission; and 2. Personal experience with land survey
Deed registration	Key informant interviews	Experience registering a deed at CNDRA in Monrovia in the period from January 2012 – May 2013	Personal experience of women registering a deed.

3.3 Geographical areas

The follow-on survey collected information from the same eight counties as the preliminary survey: Bomi, Bong, Cape Mount, Gbarpolu, Lofa, Margibi, Montserrado, and Nimba.



**Figure 1: County Map of 2008 Population Census Results
Liberian Institute of Statistics and Geo-Information Services (LISGIS)**

The number of key informants selected in each county was based on several factors: 1) The relative populations of the counties; and 2) Fieldwork schedule and logistics. See Section 4.1 for comparison the numbers of interviews conducted for the two surveys, organized by county.

Within the counties, the data collection teams concentrated on the urban centers in order to track the same areas as the preliminary survey and locate key informants in an efficient fashion, given the fieldwork schedule and road conditions. Those individuals holding leadership positions, professionals, and business owners are most likely found in the towns and cities, as opposed to the rural areas. However, as noted in the report of the preliminary survey, concentration on the urbanized areas meant that the survey did not test the penetration of the awareness of the Land Commission, the effectiveness of its messages in the more remote areas, or the perception of more remote rural residents on the land surveying profession.

For the deed registration topic, the data collection teams limited their focus to CNDRA in Monrovia. The preliminary survey included two interviews at the Bong County archives office in Gbarnga. However, inquiries about traffic in the county-level offices suggested that enumerators would have even more difficulty identifying key informants

in those locations. Therefore, the enumerators concentrated on registrations at the central archives.

3.4 Questionnaire design

The design of the follow-on survey questionnaires followed the design created for the preliminary survey, with some modifications based on the experience with the preliminary survey and lessons learned. Based on the experience with the preliminary survey, the Project Team revised the original questionnaires to:

- Address general confusion between the Land Commission and county land commissioners with a lead-in description of the national Land Commission;
- Focus more specifically on the methods by which people received knowledge of the Land Commission and deed registration processes; and
- Add questions regarding the Land Policy and awareness of the Land Commission's most recent PE&O methods and materials.

The Project Team also used its experience with the preliminary survey results to streamline questions and code most of the responses, which significantly reduced the time enumerators spent writing out responses and reduced some potential for misunderstanding of responses.

3.4.1 LAND COMMISSION/LAND SURVEYING QUESTIONNAIRE (QUESTIONNAIRE I). In addition to collecting some demographic information, Questionnaire I had 13 questions on the Land Commission and 12 questions on land surveying, covering the following topics:

- Awareness of the Land Commission;
- Understanding of the Land Commission's role and activities;
- Source of information about the Land Commission;
- Perception of the Land Commission's fulfillment of its mandate (as understood by respondent);
- Awareness of the Land Policy and source and extent of information;
- Personal knowledge of land surveying;
- Personal experience with land surveying process;
- Avenue to address problems with surveys;
- Perception of land surveyor profession; and
- Recommendations to strengthen land surveying in Liberia.

The questionnaire covered the same topics as the preliminary survey, with the addition of inquiry regarding the key informant's awareness and knowledge of the new Land Policy. The follow-on survey also used copies of flyers and bumper stickers produced since the preliminary survey (see, for example, poster in Figure 2) to question key informants on their awareness of such materials.

3.4.2 DEED REGISTRATION QUESTIONNAIRE (QUESTIONNAIRE II). The questionnaire for deed registration asked 25 questions covering the following topics:

- Whether the respondent is a landowner or agent for a landowner;
- The reason for registration;
- Knowledge of the process and where the respondent obtained the knowledge;
- Time and number of trips required for registration;
- Fees paid;
- Problems encountered;
- Overall experience with registration process;
- Opinion regarding accessibility of process; and
- Suggestions and recommendations.

Copies of the questionnaires are attached as Appendix C.

3.5 Subah-Belleh Associates (SBA) survey teams and training

The Subah-Belleh Associates staff included eleven enumerators (including three supervisors), a programmer, and a project manager. The project also engaged a supervisor from UL-PIRE, which had conducted the preliminary survey, in order to ensure consistency between the two surveys. The enumerators were divided into three teams, with two teams focused on the Land Commission and surveying topics (Questionnaire I), and one team focused on the topic of deed registration (Questionnaire II). A list of staff who worked on the project is attached as Appendix D.

All of the team members had prior experience with a variety of data gathering techniques, including conducting key informant interviews. The Project Team conducted a one-day of training that included an introduction to the land institution issues and the questionnaires. The training was reinforced with: a day devoted to testing the questionnaire and debriefing the testing experience; debriefing during the data collection; and oversight in the field by the Project Team. The L-MEP M&E Specialist and the Consultant were in the field during data collection in the seven counties outside of Montserrado County.

3.6 Testing questionnaires

The questionnaires were tested to identify gaps, problems with phrasing, ambiguities, and other hindrances to the understanding of respondents and enumerators. The enumerators debriefed the testing process with the Project Team, and based on the experience and comments, the Project Team revised the questionnaires.

3.7 Data collection

The fieldwork was organized in three parts. The first and second parts were devoted to Questionnaire I. Two teams of enumerators gathered data on the topics of the Land Commission and land surveying in Margibi, Bong, Lofa, and Nimba counties during Part I (May 13 – 18, 2013) and in Bomi, Grand Cape Mount, Gbarpolu, and Montserrado counties in Part II (May 20 – 30, 2013). In each location, the teams met with appropriate community leaders to advise them of the survey project and its scope and received authorization before beginning the data collection.

The fieldwork's third part was devoted to Questionnaire II. While the two teams were in the interior with Questionnaire I, a team remained in Monrovia and gathered data on deed registration using Questionnaire II. As the teams returned from the interior, they joined the team collecting data on the deed registration questions. This part of the fieldwork took place from May 13 to May 30, 2013. A copy of the fieldwork schedule is attached as Appendix E.

Because the respondents for the deed registration survey were selected based on their registration activities as opposed to their location in a particular community, in most cases the team did not consult with the local authority governing the respondent's residence. It is noteworthy, however, that in one instance where the team was seeking information about registration of a block of plots in an area, a local authority denied them permission to collect the data. By way of explanation, local residents advised the enumerators that the local authority had handled registration for the residents and had added an (undisclosed) additional sum to the cost of each registration. Enumerators surmised that the local authority did not want the practice exposed through a survey of residents.

3.8 Quality control

The Project Team used several different methods to ensure the quality of the data collection process:

- The questionnaire forms required identification of the respondent, the location where the interview took place, the date, and the time.
- The enumerators reviewed the questions and their notations at the conclusion of each interview and before ending the time with the respondent to allow for the

opportunity to fill gaps or obtain clarification at the time.

- The questionnaire form includes a quality control column. Supervisors reviewed each completed questionnaire, verified the data entered, and addressed any inconsistencies at the time.
- A summary Quality Control section on page one of each questionnaire allowed for rapid review of the quality of the data.
- During the three parts of data collection, SBA supervisors oversaw the data collection process and the SBA Project Manager was in the field a good percentage of the time.
- The L-MEP M&E Specialist and Consultant traveled to the seven counties outside Montserrado County with the data gathering teams and observed the key informant interviews.
- Members of the Project Team reviewed the completed questionnaire forms throughout the data collection process.

3.9 Data compilation and reporting

SBA staff entered the data from the questionnaire forms into an Excel-based database and used the Excel system and pivot tables for data sorting and data reporting. L-MEP also prepared selected SPSS tables. In addition, Project Team members took notes and compiled quotations, narrative comments, and other information from the interviews observed and from a review of the questionnaire forms.

IV. GENERAL INFORMATION ABOUT RESPONDENTS

4.1 Overview

Over the course of the 15 days of fieldwork conducted in the May 13 - 30, 2013 timeframe, the data collection teams interviewed a total of 323 respondents across eight counties. Data collection teams interviewed 294 individuals on the topics of the Land Commission and land surveying and 28 individuals on the subject of deed registration.

Table 2 sets out the county data and number of respondents (targeted positions and professions and general public) interviewed on the Land Commission and surveying in each county for the preliminary and follow-on survey.

Table 2: Country data and comparison of number of respondents on Land Commission and surveying topics, by county

County	Area (sq. km)	2008 Population	Preliminary survey: No. key informants (targeted population)	Preliminary survey: No. group interview respondents (general public)	Follow-on survey: No. of key informants (targeted population)	Follow-on survey: No. key informants (general public)
Bomi	2122.15	84,119	12	8	7	5
Bong	8378.55	333,481	31	16	42	17
Gbarpolu	9235.29	83,388	15	10	5	7
Grand Cape Mount	4797.78	127,076	44	32	15	10
Lofa	10313.04	276,863	30	29	18	33
Margibi	2811.24	209,923	23	24	21	14
Montserrado	1802.01	1,118,241	11	8	13	27
Nimba	11901.80	462,026	34	26	28	32
Subtotals			200	153	149	145
Totals			353 preliminary survey respondents		294 follow-on survey respondents	

As noted above, the preliminary survey interviewed 108 key informants on deed registrations spanning the period from 1965 through May 2012. The follow-on survey interviewed 28 key informants, all of whom registered deeds in the period from January

2012 through May 2013.

4.2 Distribution of key informants on Land Commission and surveying topics

Of the 294 individuals interviewed regarding their perceptions of the Land Commission and land surveying, 63% were male and 37% female. Fourteen percent of key informants were under 24 years old and 8% 60 years and older. The largest age group (26%) was between the ages of 39 and 45 years old. The largest number of individuals identified themselves as businessmen or women (25%), followed by social, health, and education professionals (13%). Twelve percent of key informants were either community leaders or members of the clergy. Nineteen percent of key informants identified themselves as unemployed or students. The level of education was spread relatively evenly across the individuals interviewed: 14% had no education; 12% had some amount of primary education; 26% had some amount of high school education; and 21% had some college education, including 2% with post-graduate work (see Table 3).

Table 3: Respondents on Land Commission and land surveying: basic demographic information

Selection	Number	Percent of total
Total key informants	294	
Sex		
• Men	184	63%
• Women	110	37%
Age		
• Less than 24 years old	40	14%
• 25 – 31	45	15%
• 32 – 38	53	18%
• 39 – 45	76	26%
• 46 – 51	36	12%
• 52 – 59	21	7%
• 60 and older	23	8%
Education (highest level completed)		
• None	41	14%
• Some primary	20	7%
• Primary	15	5%
• Some junior high	23	8%
• Junior High	18	6%
• Some high school	41	14%
• High School	73	25%
• Vocational school	13	4%
• Some college	25	9%
• College	18	6%
• Post-graduate	7	2%

Occupation		
• Community leader	18	6%
• Clergy	18	6%
• State/local official	5	2%
• Business proprietor	74	25%
• Business professional (administrator, accountant, lawyer, etc.)	11	4%
• Social services (health, education, NGO, etc.) professional	38	13%
• Trades (construction, driver, laborer, etc.)	33	11%
• Farmer/agriculturalist	33	11%
• Community member (unemployed, student)	57	19%
• Other	7	2%

4.3 Distribution of key informants on deed registration

A total of 28 key informants provided information on the registration of deeds. Sixty-nine percent were men and 31% were women. Their ages ranged, with the largest percentage (55%) between the ages of 31 – 51 years old. They reported holding a range of jobs, with the largest group of key informants (31%) identifying themselves as professionals, including two surveyors. Fourteen percent identified themselves as general community members without a particular occupation. The education levels ranged from no education to post-graduate; however, 66% of the respondents had at least some college education, with 28% having graduated (see Table 4). In comparison, 21% of key informants on the topics of the Land Commission and surveying reported some post-high school education (see Table 3).

Table 4: Key informants on deed registration: basic demographic information

Selection	Number	Percent of total
Total key informants	28	
Sex		
• Men	19	68%
• Women	9	32%
Age		
• Less than 24 years old	1	4%
• 25 – 31	2	8%
• 32 – 38	8	31%
• 39 – 45	7	27%
• 46 – 51	4	15%
• 52 – 59	2	8%
• 60 and older	1	4%
Education (highest level completed)		
• None	0	--

• Some primary	1	4%
• Primary	0	--
• Some junior high	2	8%
• Junior High	0	--
• Some high school	1	4%
• High School	5	18%
• Vocational school	5	18%
• Some college	6	21%
• College	6	21%
• Post-graduate	2	8%
Occupation		
• Community leader	0	--
• Clergy	1	4%
• State/local official	2	8%
• Business proprietor	3	11%
• Business professional (administrator, accountant, lawyer, etc.)	7	25%
• Social services (health, education, NGO, etc.) professional	2	8%
• Trades (construction, driver, laborer, etc.)	3	11%
• Farmer/agriculturalist	1	4%
• Community member (unemployed, student)	4	15%
• Deed agent	2	8%
• Surveyor	2	8%

V. FINDINGS RELATIVE TO LPIS COMPONENTS

This section is organized to follow the LPIS components and the related survey topics. For each component, the section gives a:

- Brief overview of the GOL institutional partner and LPIS engagement;
- Summary of the issues tested;
- Brief summary of the findings of the preliminary survey;
- List of activities conducted since the preliminary survey relevant to a potential change in public opinion; and
- Findings of the follow-on survey.

Each section concludes with a summary of any changes in findings between the two surveys and a discussion of attribution.

5.1 Topic 1: Awareness of Land Commission (LPIS Component 1)

Liberia's Land Commission was established by legislative act in August 2009 and officially launched in March 2010. The Land Commission, which is operating under a five-year mandate, is responsible for proposing, advocating for, and coordinating reforms in land policy and laws

aimed at promoting equitable access to land, tenure security, and effective land administration and management. The Land Commission's duties and functions include: fact-finding on land issues; convening public consultations and engaging in educational outreach on land issues; establishing forums for internal government discussion and coordination of interim actions on land issues; and drafting land legislation. The Land Commission does not have an adjudicatory or implementation role.⁸

The Land Commission appointed one Commissioner to be responsible for PE&O. The Commissioner is supported by a PE&O support officer.

5.1.1 LPIS/LRCP SUPPORT FOR LAND COMMISSION. LPIS and LCRP provide the Land Commission with capacity building and technical advice in support of the Commission's role and duties. A non-inclusive list of specific activities relating to the Land Commission and undertaken since the preliminary survey includes:

- Continued capacity building and organizational development support for the Land Commission;
- Technical support for the development of the Land Policy, public consultations, and legal reforms;
- Piloting of the inventory of tribal land certificates; and
- PE&O activities relating to awareness of Land Commission, Land Policy, launch of Land Coordination Centers, inventories of tribal land certificate inventories; and support for alternative and collaborative dispute resolution of land issues.⁹

5.1.2 INQUIRY AREAS: PUBLIC AWARENESS OF LAND COMMISSION AND KNOWLEDGE OF ACTIVITIES.

Both the preliminary and follow-on surveys collected information on:

- Public awareness of the Land Commission;
- Knowledge of the Land Commission's role and activities; and
- Avenues through which the public has received information about the Land Commission and its activities.

⁸ See Liberia's Land Commission. 2012. Annual Report: 2011 (Monrovia: GOL).

⁹ Land Commission of Liberia. 2012. Annual Report January - December 2011; interviews with Land Commission members, July 2012; TetraTech/ARD. 2012. LPIS Project: First Annual Report (October 2010 - September 2011). Burlington, VT: TetraTech/ARD; TetraTech/ARD. 2012. LPIS Project: Year Two Work Plan (October 2011 - September 2012). Burlington, VT: TetraTech/ARD.

5.1.3 SUMMARY OF FINDINGS OF PRELIMINARY SURVEY REGARDING THE LAND COMMISSION AND RECOMMENDATIONS. At the time of the preliminary survey, the Land Commission had limited exposure in the counties and faced challenges from confusion with the county land commissioners and its role regarding the resolution of land conflicts. The preliminary survey results found that, across eight counties, about 33% of all respondents had some awareness of the Land Commission. Knowledge was highest among those in targeted positions and professions (e.g., traditional authorities, clergy, local government, employees in social services sector, NGOs, etc.) (35% percent) and lowest among members of the general public (9%). Only 16% of women had awareness of the Land Commission, compared with 44% of men. Of those respondents with awareness of the Land Commission, almost half believed that its role was to resolve land disputes. The preliminary survey report recommended that the Land Commission clarify its role and refine its PE&O strategy to focus on the effective dissemination of information, especially to the general public.

5.1.4 ACTION SINCE PRELIMINARY SURVEY. In the period following the preliminary study, with the support of the LPIS program, LCRP, and other donors, the Land Commission undertook the following activities:

- Conducted six regional consultations (covering all 15 counties) regarding the proposed Land Policy, targeting traditional authorities, religious leaders, local government officials, NGOs, professionals in social services sector, etc.
- Identified multiple interest groups (e.g., youth, industry, professional) and conducted consultations with interest groups on the proposed Land Policy.
- Opened four additional Land Coordination Centers.
- Implemented a multi-faceted public awareness campaign that included radio addresses, development of a new website, regular newspaper articles, and broad dissemination of posters and bumper stickers.
- With the support of LCRP, the Land Commission worked with Liberia Crusaders for Peace (LCP) to create jingles and dramas to inform the population regarding: 1) the tribal land certificate inventory project; 2) the opening of Land Coordination Centers; 3) use of alternative dispute resolution techniques; and 4) the Land Commission's role and activities, including its activities relating to the Land Policy. LCP organized campaigns that included parades, musical events, community meetings, radio announcements, and dramatic productions to

highlight key messages. LPC's campaign was launched in Bong, Lofa, Montserrado, and Margibi counties and was conducted in two phases, the first in August – September 2012, and the second in October – November 2012.¹⁰

Project Team Observations. In the course of collecting data in the eight countries, the Project Team noticed numerous Land Commission posters, bumper stickers, and banners referencing land issues ranging from state ownership of swamp land, to the Land Commission's regional consultations, to prohibitions against multiple land sales. Posters and bumper stickers were visible on buildings on the main streets of towns and cities and on the sides of building in neighborhoods. See Figures 2 and 7. Almost all the offices of traditional authorities and local government visited by the Project Team displayed Land Commission posters. The Project Team also saw copies of the Land Policy bulletin in the offices of two government officials.

Unimplemented Activities. In addition to the Land Commission activities identified above, as part of its strategy for consultations relating to the Land Policy, the Land Commission planned to work with selected local civil society organizations (CSOs) based in the counties to create ongoing links between the Land Commission and the local populations. The selected CSOs would provide decentralized hubs that would serve as local advocates of the Land Policy, champion the Land Commission's role and activities at the country-level, and serve as a continuing resource for the local population on land issues. In addition, the plan for the regional consultations included an agenda item focused on encouraging the attendees to carry the information back to their counties and pass on the messages. Unfortunately, faced with time, logistical, and cost constraints, the Land Commission eliminated the local CSO layer of public consultation and engagement from its strategy and, based on project staff observation, little, if any, attention was given to instructing attendees of regional consultations on methods for disseminating information to the general public.¹¹

As of the time of the follow-on survey in May 2013, the Land Commission's PE&O strategy for engaging with the general public in the counties during the Land Commission next phase had not yet been fleshed out. In counties with Land Coordination Centers (LCCs), LCC staff rosters include (or will include) a staff member

¹⁰ Land Commission. 2013. Education & Outreach Program Activity Update (May 8, 2013); Liberia Crusaders for Peace. 2012a. Report on Civic Education and outreach Campaign in Three Counties: Montserrado, Margibi, and Bong. August – September 2012. Monrovia: Liberia's Land Commission and USAID/LCRP; Liberia Crusaders for Peace. 2012b. Report on Civic Education and outreach Campaign in Three Counties: Margibi, Bong, and Lofa. October - November 2012. Monrovia: Liberia's Land Commission and USAID/LCRP.

¹¹ TetraTech ARD. 2013a. Liberia LPIS Quarterly Report (January – March 2013).

focused on PE&O, although the exact nature of the effort had yet to be developed at the time of the follow-on survey. In addition, in counties with LCCs, there are plans to convene local Mediation Committees composed of local landlords, community elders, town chiefs, and representatives from women and youth groups. The Mediation Committees will serve as a local, community-driven forum for mediation of land disputes, with the power to refer cases on to the LCC as indicated. Land Commission and project staff noted that the Mediation Committees could potentially have a broader role that encompasses dissemination of land rights information to the public.¹²

5.1.5 FINDINGS OF FOLLOW-ON SURVEY: AWARENESS OF LAND COMMISSION. A comparison of the results of the preliminary and follow-on surveys shows an increase in public awareness of the Land Commission and increased numbers of people who have an accurate understanding of its role. More than half of all people interviewed (54%) reported having heard of the Land Commission, as compared with 33% in the preliminary survey. Men continued to be more likely to have heard of the Land

Commission than women (58% men compared to 44% women), but the gap between the sexes narrowed from 28% to 14% in comparison to the preliminary survey. Roughly 48% of those who had heard of the Land Commission heard an initial message in the period from about May 2011 to October 2012. About 21% initially heard about the Land Commission between November 202 and May 2013. Of those who heard multiple messages, 73% heard at least one message in the period from November 2012 through May 2013.

Figure 2: Land Commission poster in Ganta

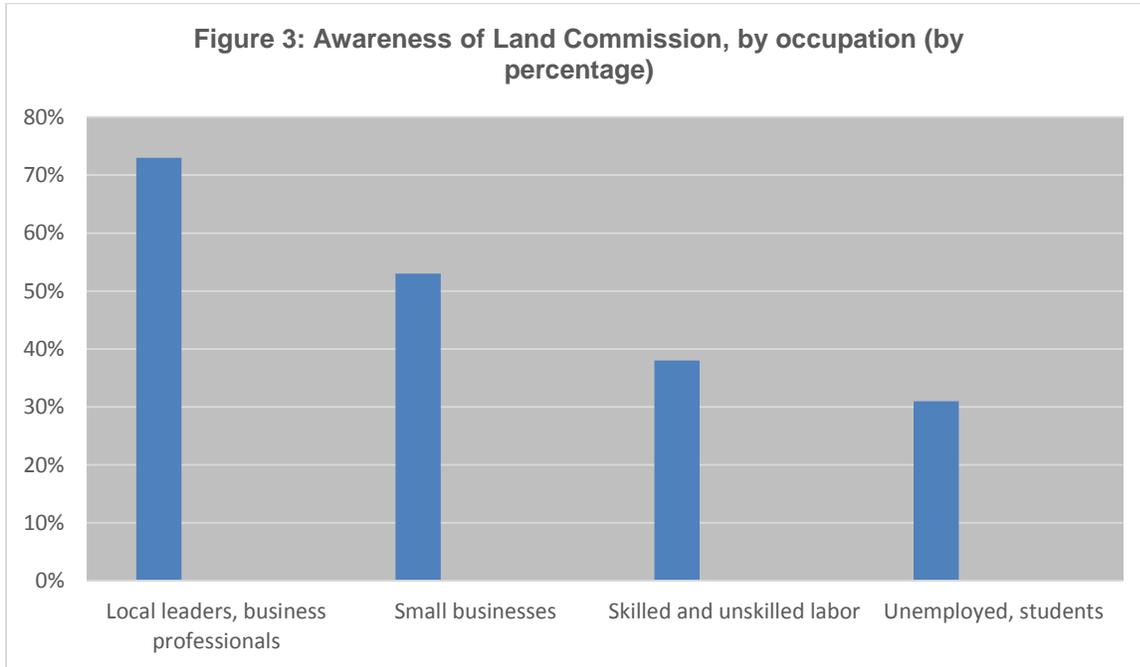


Position in the community and occupation continued to be strong determinants of whether an individual reported awareness of the Land Commission. Seventy-three percent of community and religious leaders, members of local government, and professionals in business and

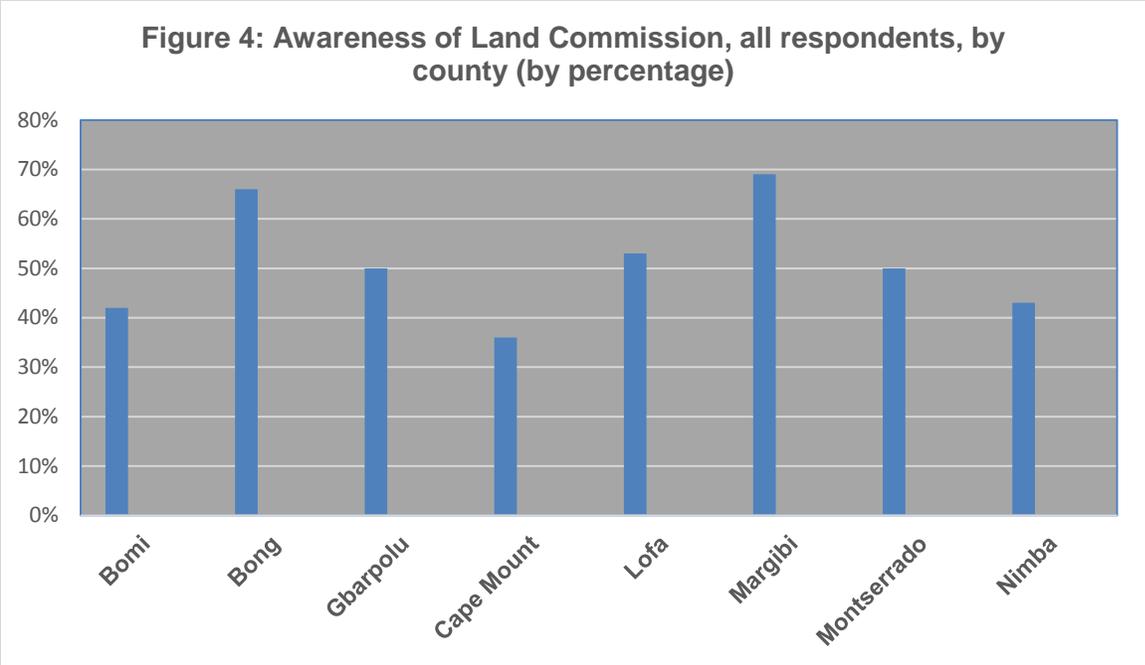
social fields surveyed were aware of the Land Commission. Fifty-three percent of those running small business enterprises knew of the Land Commission, and of those surveyed performing skilled and unskilled labor (drivers, construction workers, carpenters, etc.),

¹² TetraTech ARD. 2013b. LCRP Monthly Report: March 2013 (Draft): Project Team interview with Arthur Tucker.

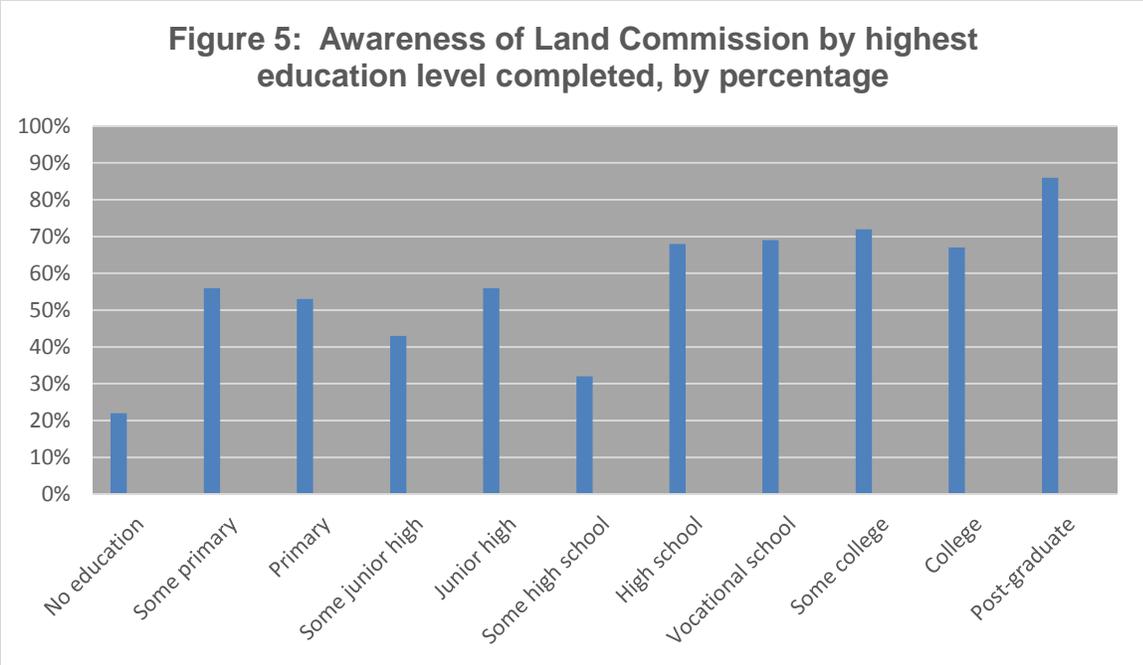
38% had awareness. The lowest percentage (31%) were those who identified themselves as unemployed, performing household work, or students. See Figure 3.



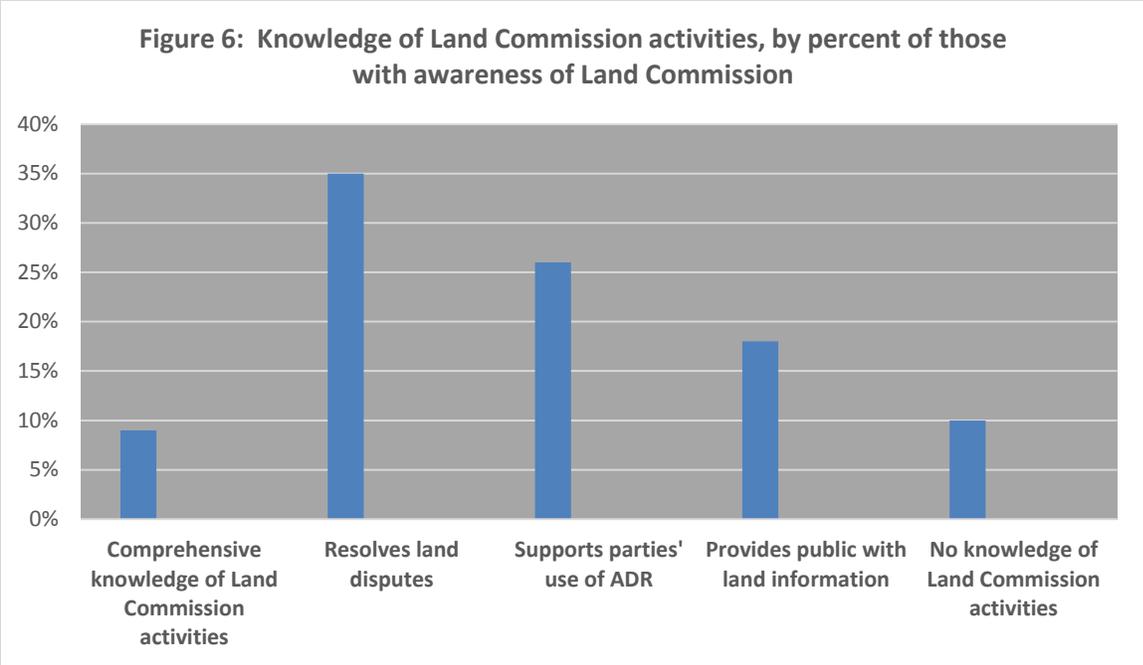
Awareness of the Land Commission also varied by county. The highest percentage of respondents in all occupations reported awareness in Margibi County (69%), followed by Bong County (66%), and Lofa County (53%). Grand Cape Mount County had the lowest percentage of respondents reporting awareness of the Land Commission (36%). See Figure 4.



Awareness of the Land Commission was higher among those respondents who had attended college (or equivalent), particularly as compared to those with no education. Those with some primary school education appeared to be as likely as those with some high school education to have knowledge of the Land Commission. See Figure 5.



5.1.6 FOLLOW-ON SURVEY: PERCEPTION OF LAND COMMISSION ACTIVITIES. Of those who reported awareness of the Land Commission, nine percent reported a comprehensive knowledge of the Land Commission’s range of activities, including developing the Land Policy and providing public education on land issues. At the other end of the spectrum, 10% of those who had heard of the Land Commission had no idea what its role was and could not identify any Land Commission activities. The balance of respondents (81%), reported knowledge (accurate and inaccurate) of at least one Land Commission activity. Within that group, the largest number of respondents (35% of all with awareness of Land Commission) stated that the role of the Land Commission was to resolve land disputes. Twenty-six percent reported that the Land Commission assists individuals in resolving land disputes by providing access to mediators and alternative dispute resolution tools, and 18% stated that the Land Commission provided the population with land information. See Figure 6.



While 35% of those reporting some awareness of the Land Commission inaccurately believed that its role was to resolve land disputes, the findings suggest a potential trend toward a more accurate understanding. Of those respondents who reported hearing about the Land Commission multiple times and at least once in the six months prior to the survey, 47% stated that the Land Commission helped arrange for land dispute resolution and 19% stated that the Land Commission resolved land disputes.

The Land Coordination Centers, which were operating in three of the survey counties (Lofa, Margibi, Bong), were relatively unknown as a Land Commission activity among those surveyed; only two respondents referenced the LCCs when reporting examples of Land Commission’s activities.

5.1.7 SOURCE OF INFORMATION ABOUT LAND COMMISSION. Of the key informants who

Knowledge of Land Policy

Although the Land Commission held multiple regional consultations regarding the Land Policy and highlighted its work on the Policy in various media, only 21% (25% of men and 11% of women) of respondents reported having heard of the Land Policy. Of those people, most (59%) heard about the policy on the radio. Only a handful of people (13%) who heard about the Land Policy were able to provide any information about any

had heard about the Land Commission, the majority (73%) heard at least one message about the Land Commission over the radio. The second highest percentage (18%) heard about the Land Commission through some kind of personal contact, including family, community members, clergy, traditional leaders, and local government. Women were equally likely as men to have heard about the Land Commission by radio, but a greater percent of women reported

hearing about the Land Commission through a personal communication with or by a family or community member or local leader (29% of women versus 16% of men). Thirteen percent of respondents learned about the Land Commission because they attended a Land Commission meeting, and 10% heard about the Land Commission through some form of written material (e.g., poster, bumper sticker, newspaper article). One respondent attended a dramatic production.

5.2.8 EFFECTIVENESS OF INFORMATION TRANSFER. Those respondents who attended a Land Commission meeting or dramatic production about land issues, and those who had personal conversations with individuals who attended a Land Commission event, reported the most comprehensive information about the Land Commission's role and activities. Most of the respondents who stated they had attended one of the Land Commission consultations had comprehensive knowledge of the Land Commission's role. For example, a local government official with a high school education in Marshall City, Margibi County, who attended a Land Commission event accurately reported that the Land Commission was working on a national land policy and that the Commission supported collaborative processes for the resolution of land disputes, but did not itself resolve disputes. In addition, a few respondents in local leadership positions had good understanding of the Land Commission's role and activities even though they did not attend a Land Commission event. A community leader in Kakata understood the range of the Land Commission's activities, including providing people with information regarding land issues. He reported obtaining his information through conversations with other community leaders and radio programs.

The most detailed report of information received, understood, and retained by a member of the general public was provided by a woman who attended a dramatic production put on by a theater group in Zorzor City. The woman noted that she received word about the production from the chief either earlier in the day or the day prior so she could arrange to attend. Despite the passage of several months since she saw the production, she relayed a scene by scene account of the performance, identified the issues being presented, and relayed at least one lesson learned (regarding preventing land disputes). She and her husband had also responded to a call for people interested in recording their tribal land certificates, which reinforced her interest in the theater production. In the course of the interview, the respondent stated several times that the team managing the inventory process provided her and other residents with transportation, which she considered a significant benefit and made it easy for her to participate.

Some who heard a radio address, such as the community leader in Kakata referenced above, stated that they learned information about the Land Commission from the radio. However, many respondents whose only information about the Land Commission was a

radio jingle or program could only report that they heard a message about the Land Commission; they could not recall details of the message. For example, a businessman in Totota with a high school education heard a radio announcement about the Land Policy but could not provide any details about the policy, including whether it was a national policy, any substantive aspect of the policy, who the policy applied to, or any other detail. Likewise, a male NGO worker in Tappita and a male health care worker in Ganta, both with college educations, stated that they heard about the Land Policy on the radio. Neither could provide any information about the policy.

In general, those respondents whose only source of information about the Land Commission was either radio or print media were unlikely to have any accurate knowledge of the Land Commission's role and activities. Education and occupation did not appear to increase the likelihood of the transfer of information by radio or print media. For example, a businessman with a high school education in Kpaai District of Bong County heard about the Land Commission on the radio but did not know the role of the Land Commission or any of its activities. A woman employed in the social services in Marshall City reported seeing a poster about the Land Commission. However, although she was college-educated, she did not read the poster and did not know what the Land Commission did. A disabled student initially stated during the interview that he had never heard of the Land Commission. When the Project Team noted that one of the Land Commission's bumper stickers was plastered on the wall of the building behind him (see Figure 8), the college student stated he had indeed seen the bumper sticker, but had not read it, even though it was a single line of text. One of the community members sitting with the student suggested:

It is not good to have something on this wall and that is the only thing for people. People will not be seeing that. It is better when the chief comes and talks to the people.

5.1.8 SUMMARY OF CHANGE AND CONCLUSIONS

During an interview for the preliminary survey, an assistant paramount chief in Cape Mount County recommended:

The government should visit all counties and districts and create awareness on land issues. Not only a handful of people should be invited.

In the time since the paramount chief made that comment, the Land Commission took multiple actions designed to advise Liberians of its role and activities and to seek input and discussion on the proposed Land Policy – both in Montserrado and in the counties. In the follow-on survey, an increased percentage of people in all eight counties reported having heard of the Land Commission. Almost all of those reporting knowledge also

reported that they heard of the Land Commission through one of the Land Commission activities, such as radio jingles, posters, and Land Commission events.¹³ Awareness was highest – and knowledge most accurate and comprehensive – among the Land Commission’s targeted audience (*e.g.*, traditional leaders, clergy, NGOs leaders, etc.) (see Table 5).

Table 5: Illustrative Summary of Change in Public Perception of Land Commission

Interview topic	Preliminary survey	Follow-on survey	Change
Awareness of Land Commission – all respondents	33%	54%	+21%
Awareness of Land Commission – targeted groups	35%	73%	+38%
Awareness of Land Commission – general public	9%	38%	+29%
Women with awareness of Land Commission (% of all female respondents)	16%	44%	+28%
Reports accurate or inaccurate information regarding Land Commission’s role and one or more activities (% of those with awareness of Land Commission)	34%	54%	+20%
Belief Land Commission resolves land disputes (% of those with awareness of Land Commission)	44%	35%	-9%

While awareness of the Land Commission has increased, the transfer of specific information about the Land Commission and messages regarding land rights has been less successful overall. Those who had some personal interaction, such as attending a Land Commission event or having a personal conversation, reported the most comprehensive and accurate information transfer and learning. Other sources of

¹³ The only respondents who did not identify a Land Commission activity as the source of their knowledge reported hearing about the Commission from family or community members who may have received their knowledge through a Land Commission activity. There was no suggestion in the findings that respondents had gained their awareness through means or sources entirely unrelated to Land Commission activities.

In general, those respondents whose only source of information about the Land Commission was either radio or print media were unlikely to have any accurate knowledge of the Land

information, such as radio and various types of print media, appear to have been less successful at transferring specific information effectively. Many respondents reported seeing the posters and bumper stickers but did not read even the single line of text. More targeted research is needed to determine if the lack of information transfer from these methods can be attributed to confusion by the number of different messages, the nature of the substantive content of the messages, ambiguity in the underlying behavioral objectives, other elements, or a combination of elements.

Efforts to determine the most effective methods of transferring knowledge would be very well placed. As in the preliminary survey, almost without exception respondents demonstrated a high degree of interest in land issues. Tenure insecurity persists and the potential for land conflict is on the minds of many. Liberians continue to be hungry for information about land rights, especially those who are not in positions most likely to receive information. In every county at least one respondent asked that the government to provide people with education on land issues. The comment of a 39-year old woman in Marshall City who had not heard of the Land Commission or the new Land Policy was representative of the thoughts of many:

The government should bring people to educate we the citizens...and create awareness on how land business should be handled."

5.2 Topic 2: Land Surveyors and Surveying Profession (LPIS Component 2)

Liberia's long term goals of land tenure security, equitable land access, and a vibrant land market require a functioning, modern system of land administration. Professional land surveying – and public confidence in the skill and integrity of the surveyors – are essential components of a land administration system. Government surveyors identify land for acquisition and are responsible for accurate measurement of parcels, mapping, and recording land rights. The public also relies on private surveyors (who may be government surveyors working for private parties, licensed professionals working independently or employed by business interests, or unlicensed operators) for resolution of boundary disputes, identification of land for purchase, accurate land measurement and mapping, and deed registration services.

Liberia's surveying profession has suffered from the decades of conflict, lack of modernization, and erosion of administrative support. The proper functioning of Liberia's institutions governing land surveying (currently the Department of Lands, Surveys and Cartography (DLSC) within the Ministry of Lands, Mines and Energy (MLME)), adoption and enforcement of standards for surveyor skill and professionalism, and effective oversight of the profession are critical to building the public confidence essential to a functioning land administration system.

5.2.1 LPIS ACTIVITIES SUPPORTING SURVEYING PROFESSION. The initial design of LPIS contemplated collaboration between DLSC and LPIS to improve and strengthen surveying capacity in Liberia. With the support of other donors, implemented LPIS activities have included institutional assessments, technical assistance, and educational and training programs for geomatic engineering students, current surveyors, trainees, and DLSC staff. In addition, LPIS (in conjunction with other donors) funded the purchase of modern surveying equipment, infrastructure development, and support for institutional development.

5.2.2 SURVEY TOPICS: ROLE OF SURVEYOR AND PERCEPTION OF PROFESSION. Both the preliminary and follow-on surveys collected data relating to the public's experience with surveyors and the general public perception of the surveying profession. The surveys queried respondents on the following topics:

- Experience with land surveying and surveyors
- Reason for surveys
- Fees
- Incidence and types of problems with surveys
- Perception of individual surveyors and surveying profession as a whole
- Recommendations for the surveying profession

5.2.3 SUMMARY OF PRELIMINARY FINDINGS RELATING TO PUBLIC PERCEPTION OF SURVEYING PROFESSION AND RECOMMENDATIONS. The public perceptions of surveyors captured in the preliminary survey were quite polarized: a majority of key informants reported that they considered surveyors capable of resolving land disputes and maintaining peace in the county. Slightly less than half took the other position, expressing opinions that surveyors were crooks driven by their own interests, especially financial gain. Regardless of whether they perceived the profession positively or negatively, almost all key informants making suggestions recommended that the government focus on improving the integrity, competence, and accountability of surveyors. Many suggested surveyors

attend regular training programs and workshops to keep their skill level high. Several recommended creating institutions, such as citizen oversight bodies and professional associations, which would regulate the profession and hold individual surveyors accountable when they did not meet standards. In keeping with the respondents' recommendations, the preliminary survey report suggested that the government visibly engage in setting and enforcing standards of skill and professionalism for surveyors and create systems of public accountability for surveyor conduct and performance.

5.2.4 ACTIVITIES SINCE PRELIMINARY SURVEY. In the period since the preliminary survey was conducted, relevant LPIS-supported activities included:

- LPIS teamed with USAID-funded Enhancing Higher Education for Liberian Development (EHELD) to conduct a three-month survey technician training course at the Fendall Campus of the University of Liberia. The training course is scheduled to conclude in June 2013.
- Five students are completing the geomatic engineering program at Kwame Nkrumah University of Science and Technology (KNUST) in Ghana and expect to receive their MSc degrees by year-end.
- Liberia's private surveyors' association, the Association of Professional Land Surveyors of Liberia (APLSUL) (formerly the Cadastral Surveyors Association of Liberia (CASUAL)) met in March 2013 and discussed a number of activities, including the need to adopt a new constitution. The proposed constitution includes self-regulation provisions that establish standards for the qualification for the admission of new members, the discipline members for unprofessional behavior, and the promotion of the association as a professional body. LPIS has offered technical support for review of the proposed constitution.¹⁴

These activities continue to help build the intellectual capacity and institutional foundation for Liberia's future surveyors. These activities were not, however, designed to impact the current operations of DLSC or the current performance or accountability of Liberia's surveyors. Nor, indeed, could they be expected to have had any such impact: the educational and training programs have not yet concluded, and APLSUL is in an embryonic stage.

Early on, LPIS and other donors supported several consultancies focused on assessing DLSC operations. The assessments outlined potential strategies for reforming,

¹⁴ TetraTech 2013a. Liberia Land Policy and Institutional Support Project: January – March 2013 Quarterly Report (April 2013). Burlington, Vt.: TetraTech/ARD.

strengthening, and developing procedures for conducting core activities, managing financial and human resources processes, and promoting accurate and efficient business practices. DLSC faces continuing challenges relating turnover in leadership, staff motivation, and longstanding issues with the relationship between DLSC and MLME and the internal functioning of MLME.¹⁵ At the time of the follow-on survey, DLSC had not yet taken advantage of the technical assistance. As of the time of the follow-on survey, LPIS had also not been successful in engaging Liberia's Surveyors' Licensing and Registration Board (SLRB) and its Chairman in discussion of strategies to improve the quality of the surveying profession.¹⁶

The Project Team's experience was consistent with the LPIS reports on the status of activities focused on DLSC operations and institutional development. In the course of the follow-on survey, the Project Team found no evidence in the reports reviewed, meetings with stakeholders, or during the interviews with the public that suggested that DLSC, MLME, or any GOL body had taken any action in the last ten months that would be likely to impact the public's perception of Liberia's land surveyors – either individually or as a profession.

5.2.5 FOLLOW-ON SURVEY FINDINGS. Slightly more than half of all persons interviewed in the follow-on survey on the topics of the Land Commission and surveying (53% overall, 64% of men, 35% of women) had some personal experience with a land survey.¹⁷ Of those with personal experience, 68% used a public surveyor.¹⁸ Seventy percent of those who had experience with a survey reported knowing the general process for obtaining a survey, having land measured, and obtaining a deed. Women were somewhat less likely than men to have knowledge of the surveying process than men (63% of women had knowledge compared with 72% of men). The highest percentages of respondents learned about the process from family or community members (28%), the surveyor (22%), or the land seller (17%). As in the preliminary survey, women are most likely to obtain information for a family or community member (50% of women with knowledge as compared with 33% of men) or through watching the process (12% of women compared with eight percent of men) than through other sources. Only six percent of respondents (women and men) reported learning about the process from the

¹⁵ TetraTech. 2011. LPIS First Annual Report. Burlington, Vt.: TetraTech/ARD; TetraTech, 2013a; TetraTech, 2013b.

¹⁶ TetraTech, 2013a; TetraTech, 2013b.

¹⁷ For purposes of the questionnaire, personal experience with a land survey included the respondent's direct experience and his or her indirect experience gained through sufficient knowledge of a survey conducted for a family or community member.

¹⁸ The percentage of people using public vs. private surveyors seems to hold steady over the years of experience reported. For surveys conducted in 2013, 69% of respondents used a public surveyor. In the period from 2011 – 2012, 66% used a public surveyor, and in the period pre-2011, 68% used a public surveyor.

government.

The findings on the following topics are set forth below:

- Importance of surveyors
- Surveying fees
- Value for fee paid
- Inequality in treatment by surveyors
- Quality of work performed
- Perception of surveying profession
- Recommendations

Importance of Surveyors. As in the preliminary survey, the answers of the respondents to the follow-on survey reflected a recognition of the importance of surveyors to Liberia. For many of the people interviewed, land surveyors are their primary source of information about their land rights. Surveyors can, to use the words of a social services worker in Gbarnga (Bong County), "*set you free from the next question about your land.*" As in the preliminary survey, numerous people stated that surveyors had the power to keep peace between neighbors and in communities, or to cause or exacerbate conflict over land. For many, surveyors control land access, determine the extent of an individual's interest in a parcel by setting boundaries, and provide the landowner with a deed. In some cases, the surveyor handled the probate and registration of the deed. For many respondents, therefore, surveyors were responsible for whatever tenure security they had obtained or would retain in their land. A police officer in Kakata (Margibi County) summed it up, characterizing surveyors as, "*key players in society because land is a problem in Liberia.*"

If you don't know the rightful procedures on fees, you have to pay a lot of money ... if you don't know the law on the price you have no option ... [the surveyors] just say, 'This costs this' and that is what you pay ... If I know the amount I have to pay, I can prepare myself. If the surveyor just says after, this is the price, this can be a shock for people.

Fees. The highest percentage of respondents (30%) reported paying between \$26 and \$50 for a survey, followed by 21% paying \$51 - \$100. Ten percent of respondents received a free survey as part of the Norwegian Refugee Council's program, and 26% paid more than \$100 for a survey (half of whom paid more

than \$200).

In the preliminary survey, the fees reportedly paid were somewhat lower overall. In the preliminary survey, only 17% paid more than \$100 their survey, and only five percent of respondents reported paying more than \$100. There may be a trend toward increasing fees. Of the respondents in the follow-on survey who had personal experience with a land survey in 2013 and who knew how much the surveyor charged, 41% paid more than \$100. In comparison, only 23% of key informants reported paying more than \$100 for surveys conducted in the years prior to and including 2012.

Value for Fee Paid. The results of the inquiry regarding whether respondents believed they got good value for the fee paid were similar for both surveys. Many respondents (46%) in the follow-on survey considered the fee paid to be a good value. A woman in Cotton Tree (Margibi County) who paid more than \$200 for survey was pleased because the public surveyor *“did a good job for us”* in a land dispute. In Totota (Bong County), a businesswoman explained that: *“Because we are not hearing of any palava, so we know the surveyor is doing good work.”*

Thirty-two percent of respondents stated they did not believe they received good value for the money paid, and the balance of respondents were ambivalent. As was true with the responses to the preliminary survey, many respondents noted that they had no way to judge whether the amount charged by the surveyor was fair or appropriate because they had no option but to engage a surveyor and pay what the surveyor demanded. In Unification Town (Margibi County), for example, an elderly businessman reported that he paid too much to a public surveyor in September 2012, but he had no choice because there was a dispute over the land. A community leader in Suakko District (Bong County) also felt pressed to pay what the public surveyor demanded because the boundaries were contested. He waved off the questions regarding his perception of the value received; questions of good value were irrelevant to his assessment: *“I wanted my land to be surveyed so I was forced to pay that amount.”*

A handful of respondents reported being cheated. An elderly woman in Suakoko District, Bong County, paid twice for the survey of her land – once to the county land commissioner and once to the public surveyor. As with the preliminary survey, respondents identified a number of options for raising complaints about surveyors, including the county commissioner, the surveyor himself, and the traditional or formal court system. However, as in the first survey, anecdotally the respondents did not express confidence that any of these avenues was likely to bring them satisfaction.

Inequality of Treatment by Surveyors. Far more people in the follow-on survey made comments suggesting that a landowner’s economic status impacted the service received from surveyors. The comment of an unemployed female community member in Grand

Cape Mount County was typical of many and the most succinct:

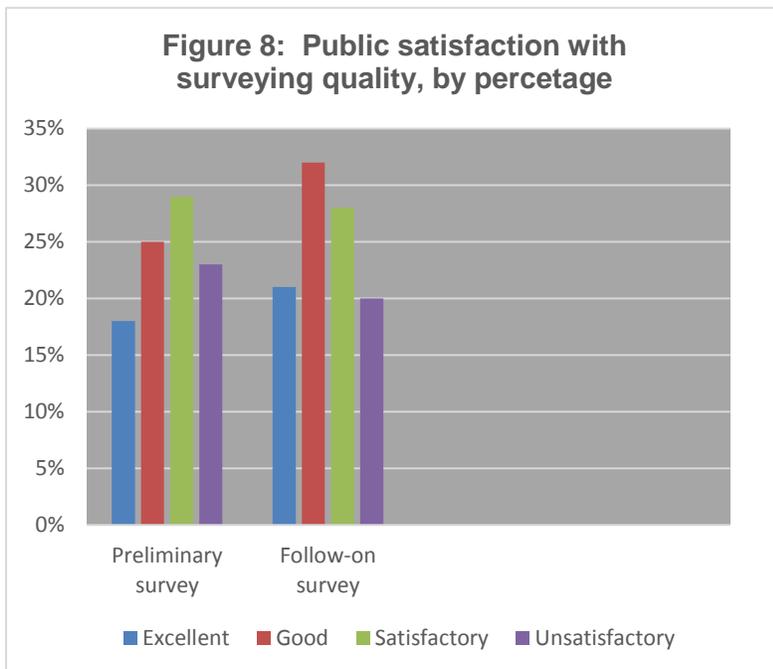
"The rich have an advantage with the surveyor. That should not be."

A pastor in Totota (Bong County) said it most colorfully and with specific reference to public surveyors:

"If you don't have the money, [the public surveyors] just step on you."

The proprietor of a small shop in Tappita (Nimba County) had a similar complaint about private surveyors, explaining that private surveyors sided with those people who had the most to pay him to take their side in a dispute over a boundary. The surveyors *"overlook you when you do not have money to give them."* The consequences for those who do not pay the surveyor as much as someone else are immediate. A businessman in Gbopolu City (Gbarpolu County) described what happens:

People will bribe [the surveyor] and at the end of the day you find your land shorter....



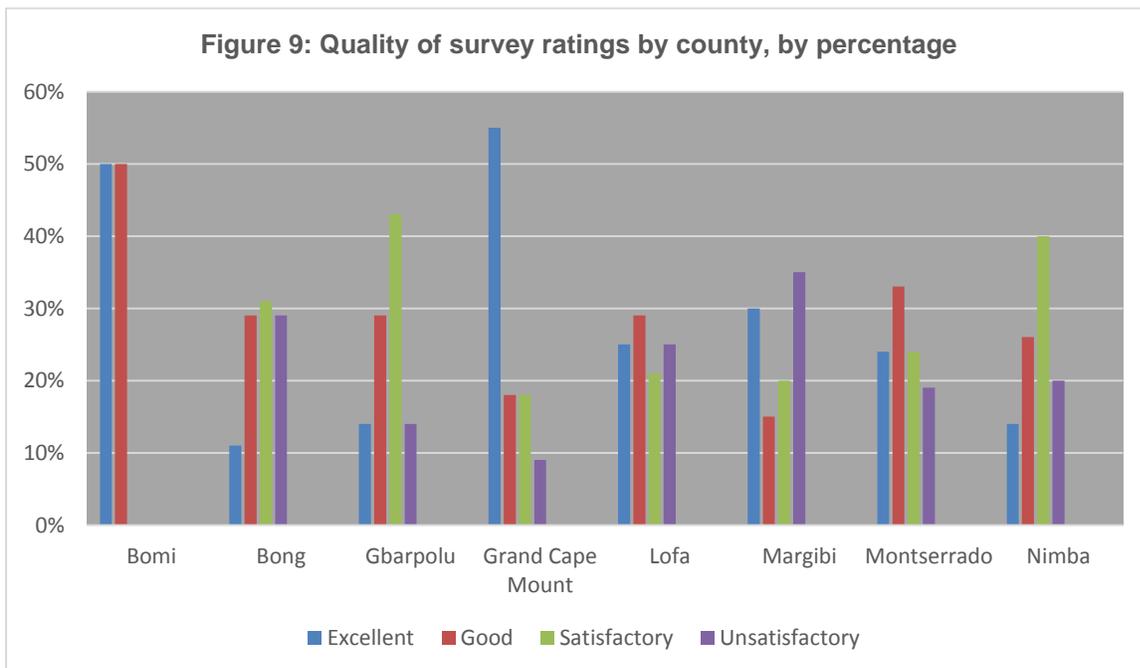
The Quality of Work Performed.

Overall, public opinion of the quality of work performed was, again, relatively evenly divided among all categories: 21% believed the quality was excellent; 25% said it was good; 29% reported satisfactory quality; and 23% unsatisfactory quality. These ratings are quite similar to the ratings given by respondents in the preliminary survey, in which 18% reported excellent service; 32% good; 28%

satisfactory; and 20% unsatisfactory (see Figure 8). The reasons for the ratings given by respondents again appear to be quite individual but almost always relate to the role a surveyor played in preventing or resolving a land dispute.

As in the responses to the preliminary survey, there was no correlation evident between the fee paid for the land survey and the perception of the quality of work performed by

the surveyor. For example, of those who received free surveys, the quality of work rankings were as follows: 27% excellent, 27% good, 27% satisfactory, and 18% unsatisfactory. At the other end of the fee spectrum, of those who paid more than \$200 for a survey, 25% rated the surveyor’s service excellent; 25% rated it good; 19% rated it satisfactory, and 31% rated it unsatisfactory. When the results are considered by county, Grand Cape Mount and Bomi counties had the highest percentage of respondents reporting excellent service. Margibi and Bong counties had the highest percentage of respondents reporting unsatisfactory service. See Figure 9.



Perception of Surveying Profession. The perceptions of respondents of the surveying profession in the follow-on survey were again quite polarized. Roughly 70% of respondents (an increase from 55% in the preliminary survey) made positive comments about the surveying profession overall, explaining that the profession was important to avoiding and resolving land conflicts. *“Surveyors are problem solvers,”* a businessman in Karnplay explained. A male farmer in Ganta (Nimba County) agreed:

I look at them as good people because they try to stop conflict between two persons over land business.

Twenty-seven percent of respondents reported a wholly negative impression of the profession. These respondents reported incidents of self-dealing and bribery, sales of community land to individuals, and a general lack of professionalism and integrity.

Figure10: interview with community member on surveying profession in Bong County



As in the preliminary survey, the large percentage of key informants making positive statements about the profession, has the potential to be misunderstood. Most respondents made a distinction between their perception of the profession overall and the actions of individual surveyors. Although a majority of respondents made positive statements about the profession in general because surveyors can keep the peace, about a third of them qualified their responses with explanations along the lines of the following statement made by a community leader in Greater Montserrat:

The [surveying] profession is good but most of the surveyors are bad.

To the same effect, a businessman in Suakoko District (Bong County) noted that the profession itself was not at fault, but the individual surveyors must *"stop taking bribes and work fairly."*

An elderly businessman in Unification Town (Margibi County) said: *The surveyors are people who do not have one word. Their words cannot be trusted and are not reliable.*

These opinions were echoed in every county:

It is a good profession but there are criminals among them.
(Businessman in Gbarnga, Bong County)

It is a good profession but sometimes some surveyors steal people's land. (Female social services sector employee, Kakata, Margibi County)

Surveyors are good people but some of them only put the money business in front of the work and it is spoiling the profession. (Male social services sector employee, Voijama, Lofa County)

Respondent Recommendations. As in the responses to the preliminary survey, respondents in the follow-on survey called for the establishment and enforcement rules governing the work of the country's land surveyors in the following areas: 1) surveying fees; 2) competence; 3) integrity; and 4) accountability.

1) RESPONDENT RECOMMENDATIONS REGARDING FEES. Roughly 23% of respondents making recommendations mentioned surveying fees. Almost all suggested their changes in an effort to address the problem of surveyors pressuring their clients for

money. A Ganta-based (Nimba County) businessman said:

Surveyors are good people, but some of them use surveying work to take money from people. Surveyors should not charge on their own; let the charges be done by the government.

Like the Ganta businessman above, many stated that as a step toward preventing corruption, the public should pay the fee for surveying at the government office in advance, not to individual surveyor in the course of the work.

Some respondents believed the government was taking advantage of public surveyors by requiring them to work for insufficient salaries and not covering their expenses. Six percent of respondents making recommendations suggested that the government increase the salaries for surveyors or give them a stipend for transportation and food. All of the respondents making recommendations regarding surveying fees believed that the fees charged were a problem and some action should be taken to address the problem.

2) RESPONDENT RECOMMENDATIONS ON SURVEYOR COMPETENCE. Many respondents reported a belief that surveyors lack an appropriate level of skill. Twenty-six percent of those who made recommendations stated that the government should provide surveyors with training and appropriate equipment. A businessman in Robertsport (Grand Cape Mount County) stated that there should be a law that controls surveyors and the law should require that surveyors are qualified. The law should also require that surveyors “are serious” about their jobs. A businesswoman in Suakoko District was more direct: *“If surveyors are not trained, they should not be allowed to work.”*

What I would like to tell the government is that it shouldn't be just anyone who surveys. It should be someone who has gone to school and should have a document that shows people that they will not steal or be corrupt and they will survey land in the right way.

--Gbarpolu resident

Respondents identified several basic principles relevant to their judgment of the surveyors' competence and professionalism. They would like surveyors to:

- ✓ Verify who owns the land before surveying;
- ✓ Advise community members of the survey in advance;
- ✓ Not move boundaries based on who will pay them extra;
- ✓ Not buy or sell land themselves;

- ✓ Respect alleys and roads and right-of-ways necessary for cars and wagons to pass; and
- ✓ Charge only set fees.

3) RESPONDENT RECOMMENDATIONS ON SURVEYOR INTEGRITY. Fifty-three percent of respondents making recommendations focused on issues of integrity. A businesswoman from Totota expressed a basic standard echoed by many:

"The one who comes to survey the land should be just and fair."

Respondents were particularly concerned about surveyors favoring those people who will pay them the most money. A community member in Saclepea, Nimba County instructed:

[Surveyors] should not take sides. They should not choose between rich people and poor people when it comes to land matters.

A businessman in Tappita, Nimba County was more specific:

The government surveyors are creating problems in the community. They do not show boundaries for peace to remain. They should put the citizen interest first and not money ... The government surveyors should put a stop to this too much money problem so that we can have peace in the land business."

4) RESPONDENT RECOMMENDATIONS ON ACCOUNTABILITY. Eighteen percent of those making recommendations suggested that surveyors be held accountable for poor performance or dishonesty. A number of those addressing accountability suggested that all surveyors be licensed and a union or professional organization be created to regulate the profession. Ten percent specified that surveyors should be jailed or fined and should lose their licenses for transgressions. A health care professional in Salala (Bong County) noted that he had witnessed a poor man lose his land as a result of a survey. He stated his belief that surveyors seek out the party with the most money and benefit that party, which is contrary to the requirement that they survey the land fairly:

The government should be strict on this issue. Once [surveyors] go beyond [their] job description, they should be dismissed.

5.2.6 COMPARISON OF PRELIMINARY AND FOLLOW-ON RESULTS AND CONCLUSIONS. The findings from the preliminary and follow-on survey are quite similar. Key informants in both surveys recognized the power that surveyors have over land rights and the critical role that surveyors play in preventing and resolving land disputes, and an increasing majority reported having a positive impression of the role of the surveying profession.

However, even among those who made positive statements about the profession, many also believe that individual surveyors often do not conduct their work with competence and integrity, and they do not believe that the GOL is effectively holding surveyors to professional standards or enforcing basic principles of integrity.

As in the preliminary survey, anecdotally there is a sense that respondents in the follow-on survey considered themselves lucky if they got the services of a good surveyor, or if they had the financial resources to obtain a favorable survey. In addition, while respondents in the follow-on survey again identified several different potential places in

Some people come and say this land is for me. And you don't know. The big people have a lot of money and have power and they have a surveyor and a lawyer. And you don't have money and can do nothing...

---Weala (Margibi Co.) female community member

which they could bring a problem with a surveyor, few suggested that they believed their complaints would be effective.

The similarity of findings in the two surveys is not surprising. There does not appear to have been any GOL activity in the interim period that was designed to address the public's issues with surveyor fees, surveyor

competence and integrity, and the lack of accountability raised in the preliminary survey report. One change in findings is worth highlighting: in the course of the interviews for the follow-on survey, far more respondents referenced the extremes in economic status within the Liberian population and their perception that the wealthy unfairly benefited from land survey practices. The comments of many respondents reflected a perception that wealthier members of society can afford to hire surveyors and obtain surveys that increase their access to land, resolve land disputes in their favor, and strengthen their land tenure security. Those without the same financial resources to devote to a land survey have more limited opportunities to access land, are less likely to obtain a land survey favorable to their interests, are less likely to have a deed, and are highly unlikely to have a registered deed. In the perception of many Liberians, land surveying practices are perpetuating and increasing economic inequality.

Not surprisingly, therefore, many respondents seek control through greater knowledge. In the course of the interviews, many respondents asked for more public information and education regarding the processes for surveying, the fees, and the avenues for redress if there are problems. As a community member in Robertsport (Grand Cape Mount County) said: *The government should "inform every citizen about surveying land, not only the people who are powerful."*

5.3 Deed Registration

A comprehensive, accurate, and efficient registry and accessible registry processes for recording and researching land rights are essential to rebuilding public confidence in the country's land record archive and strengthening land tenure security. Liberia has a deed registration system, and its Center for National Documents/Records Archives (CNDRA) maintains Liberia's registry of deeds and land leases. Under the leadership of the Director General, and with the support of USAID, MCC, and the World Bank, CNDRA has been actively engaged since 2010 in assessment, rehabilitation, and reformation activities designed to build the deed registry.¹⁹

5.3.1 LPIS ACTIVITIES. LPIS is supporting the ongoing efforts of CNDRA to improve the operations of the deed registry, build staff capacity, and improve customer service. Specifically, LPIS has assisted CNDRA staff with creating and implementing a standardized set of procedures for the registration of deeds and leases, processes for the identification and digitization of land records, and the design, development, and implementation of the Customer Service Center, which opened in September 2012. LPIS has also provided technical assistance and training supporting CNDRA's improvements of services in four of its county offices.²⁰

5.3.2 SURVEY TOPICS: REGISTRATION EXPERIENCE. The preliminary and follow-on surveys focused on the public's experience with the registration process. The topics included:

- Reason for registration
- Knowledge of registration procedure
- Length of time and number of trips for registration
- Fees and receipts
- Problems encountered
- Service received
- Recommendations for improving services

5.3.3 PRELIMINARY SURVEY: KEY INFORMANT DEMOGRAPHICS AND TIMEFRAME FOR REGISTRATION. In order to obtain as large a sample as possible, the preliminary survey did not impose any restriction on date of registration. The dates of deed registration by

¹⁹ P. Bloh Sayeh. 2013. CNDRA Briefing to Delegation from US House of Representatives. May 3, 2013. Monrovia: CNDRA; Mustapha K. Wesseh. 2013. Annual Report Deeds and Titles Section of the Center for National Documents and Records/Archives. Monrovia: CNDRA.

²⁰ Ibid; TetraTech ARD 2013a.

108 respondents ranged from 1965 to 2012. Eighty-four percent of respondents registered a deed prior to 2011, and 63% registered a deed in the period from 2000 to May 2012. Sixteen percent (17 respondents) registered a deed in the period from January 2011 to May 2012. For purposes of comparison, the data from the preliminary survey relating to the deeds registered in 2011 and 2012 was extracted from the data set for analysis (see Table 6).

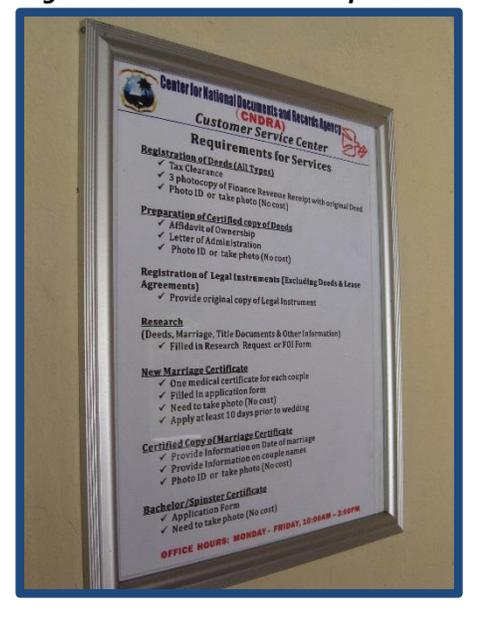
5.3.4 PRELIMINARY SURVEY: FINDINGS. The findings from the preliminary survey were characterized by a relatively high reliance by key informants (55%) on non-CNDRA third parties (surveyors, family and community members) for information regarding deed registration and for conducting the deed registration process itself. Of those respondents who registered their deeds personally, 41% reported that the process required less than a week, and 39% reported that the process required between one and four weeks. Forty-seven percent of respondents paid between US\$ 25 – US\$ 50 to register a deed and 26% paid between US\$ 51 – US\$ 100. Roughly 29% of respondents registering deeds themselves reported that they paid an additional fee to the clerk to ensure good service (a practice known as “cold water”). Respondent recommendations generally fell into one of three categories:

- 1) Improve the system of data management through computerization or other means;
- 2) Educate the public on the registration process so they do not need to rely on third parties; and
- 3) Ensure the honesty and integrity of staff.

The preliminary survey report suggested that CNDRA promote the advantages of self-registration in terms of cost and time saved. In addition, the preliminary survey report suggested that CNDRA continue to work on eradicating the tradition of paying “cold water” for CNDRA services.

5.3.5 ACTIVITIES SINCE PRELIMINARY SURVEY. Since the time that the preliminary survey was conducted, CNDRA opened its Customer Service Center. The fee schedule and procedures for deed registration are posted prominently at the door to the offices and are visible whether or not the building is open (see Figures 11 and 12). Immediately upon entering the building, customers are greeted by a clerk seated at a reception table. The clerk collects information regarding the

Figure 11: CNDRA Notice of Registration Requirements



customer's needs, provides information regarding the processes, and directs the customer to the appropriate place, depending on the service sought and where the customer is in the process. Chairs are available and a TV helps people pass the time spent.²¹

The Customer Service Center served about 1,500 customers through March 2013, a total that includes customers seeking marriage registration and conducting records research.²² CNDRA also began establishing Customer Service Centers in several counties and providing training for the staff at these offices, and with funding from MCC, USAID, and the World Bank, CNDRA continued operations in its Digital Scanning Center. Scanning began in July 2011, and as of May 2013, center staff had scanned almost 17,000 deed records into the OpenTitle database. Production has increased with growing experience and the addition of six staff members in February 2013; in the first quarter of 2013, almost 4,500 deeds (close to a third of the total since the Center opened) were scanned.²³

With support from the project, selected CNDRA staff attended a five-week archival training program in Ghana. In addition, 16 CNDRA staff attended a general training course in public administration, and CNDRA conducted a March 2013 GOL workshop on techniques for proper recordkeeping.²⁴

5.3.6 FOLLOW-ON SURVEY RESPONDENT DEMOGRAPHICS AND FINDINGS. The data gathering teams interviewed a total of 28 individuals, 19 men and 9 women who had registered deeds. Sixty-five percent of respondents registered in 2013 and the balance in 2012. As noted in Section 4.3, the largest group of respondents (31%) identified themselves as professionals, including two surveyors. Sixty-six percent of the respondents had at least some college education, with 28% stating they were college graduates. The findings of the follow-on survey suggest trends of increased public engagement in the deed registration process, increased reliance on information from CNDRA regarding registration, and reduced registration fees. The practice of paying "cold water" for good service, or to engage CNDRA clerks to perform some of the steps of the registration process for the registering individual, has continued. Summaries of specific findings on various topics are set forth below:

- **Self-registration.** Sixty-nine percent of respondents conducted their deed

²¹ In the period that the fieldwork teams spent in the CNDRA office, they observed few people waiting more than a few minutes for service.

²² P. Bloh Sayeh, 2013; Wesseh, 2013.

²³ P. Bloh Sayeh, 2013; Wesseh, 2013.

²⁴ P. Bloh Sayeh, 2013.

registration personally. The percentage is an increase from the 40% of respondents to the preliminary survey who registered their own deeds in the pre-2011 period.

- **Reasons for registration.** The reported reasons for registering remained consistent between the two surveys: In both cases, roughly 66% registered their deeds in order to secure their existing land rights, including protecting rights threatened by a land dispute.²⁵
- **Knowledge of procedure and accessibility of process.** Most respondents learned about how to commence the registration process either from CNDRA or from family or community members; once they commenced the process, 69% relied on information from CNDRA regarding the steps to complete registration. A full 100% of respondents reported having sufficient information to understand the process. Sixty-eight percent of respondents knew the documents that they needed for registration, compared to 33% of respondents in the preliminary survey. These findings are further supported by the responses to the question on the accessibility of CNDRA procedures: Seventy-nine percent of respondents stated that they believed anyone could register a deed; no special knowledge or skills were required. The other 23% suggested that people should have some basic literacy skills in order to fill out the form.
- **Length of time and number of trips.** The largest percentage of respondents (48%) reported that the entire registration process was completed in three to five days; 21% reported that the process took only one to two days. Most people (59%) visited CNDRA twice; 31% required three or four visits. The additional visits were almost always attributed to the need to visit the Ministry of Finance to make the payment and return to CNDRA with the receipt. The number of trips required for registration appears to be declining: In the pre-2011 registrations reported in the preliminary survey, about 40% of registrations were completed in one or two visits; 43% required three or four visits, and 17% required more than three visits.

²⁵ In the course of searching for respondents on the topic of deed registration, anecdotally, Project Team members heard a number of people with deeds express reasons why they did not register their deeds. Many believed that the possession of a deed provided sufficient tenure security – often more than their parents or grandparents had. Many also are unaware of the benefit of deed registration and fear the costs, including paying any taxes due and the probate court fees. Very few were aware of the new \$15 fee for registration or the ease with which they might handle the process themselves.

Figure 12: Notice of registration fees outside CNDRA

SERVICES	COST (USD)	COST (LD)
Deed Registration	15.00	
Certified copy of Deed		1000.00
Registration (Legal instruments excluding Deeds/Lease Agreements)	15.00	
Research Request Form		250.00
Marriage Application		250.00
Marriage Certificate Registration	50.00	
FOI Request Form	0.00	0.00

- **Cost.** One hundred percent of respondents stated that CNDRA provided them with written information about the registration fee of \$15, and the majority of the respondents paid the stated \$15 fee. However, seven respondents paid between \$5 and \$15 in addition to the \$15 fee. Those who paid extra to the CNDRA staff stated that they either did so because the CNDRA staff agreed to handle the registration process for them (including the processing at the Ministry of Finance) or they paid extra to ensure rapid service.²⁶ The information regarding additional payments was often ambiguous regarding which party initiated the suggestion of an additional payment. Anecdotally, it appeared that the respondent customers offered an additional

payment more often than they reported being pressured for a payment.²⁷ However, at least one woman expressed her frustration with an apparent suggestion from CNDRA staff for additional payment:

Let the people in Archives ... stop collecting small, small money from people before doing their work.

One respondent reported paying an additional sum at the Ministry of Finance, and several additional respondents noted that the staff at the Ministry of Finance were notorious for requiring customers to pay additional amounts for decent service. A land agent explained the practice as follows:

The arrangement is if someone will have cash to push, that person will have

²⁶ The findings regarding “cold water” payments in the follow-on survey was consistent with the findings in the preliminary survey. The findings are inconsistent with the results of the AEDE study of the Customer Service Center operations in the September to November 20102 timeframe, which reported no evidence of “cold water” payments. It is unknown how the AEDE enumerators probed for information about “cold water” payments, or whether there were other factors that influenced the differences in outcomes between the surveys. However, given that there was no apparent incentive for respondents in the preliminary and follow-on surveys to volunteer incidents of “cold water” payments, and given the comments by selected respondents who had not paid “cold water” but nonetheless commented on the practices, the Project Team believes that the information gathered about continuing issues with “cold water” payments is credible.

²⁷ Those who reported paying more at the Ministry of Finance suggested the payments were “encouraged” by that office.

a short time at Finance.

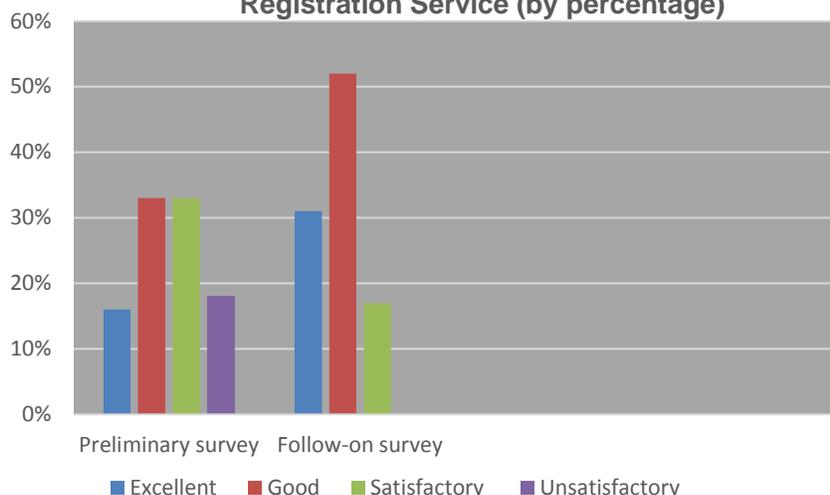
However, although the practice might be entrenched, the practice reported at Ministry of Finance is nonetheless resented by some. A clergyman said it succinctly:

The people at Finance should do their jobs and stop looking for handouts.

As discussed more completely in the preliminary survey report, fees also increase as a result of reliance of agents for registration. As noted in Section 3.7, the data collection team for the follow-on survey encountered one land development area where a local leader had apparently handled the deed registration for all residents, adding on a fee for the service. It is unknown what additional fee was charged.

- **Receipts.** Eighty-two percent of respondents reported receiving a receipt for the fee paid. Of the five respondents who reported not receiving a receipt, four paid “cold water” in addition to the regular registration fee. In the preliminary survey, only 32% of respondents registering deeds prior to 2011 received a receipt.
- **Problems encountered.** Eight of the respondents stated they experienced problems in the registration process. Three of those cited problems with delays at the Ministry of Finance. Two were unhappy that they had to make a second visit to pick up their deed in one or two days and a couple of respondents reported that the process seemed complicated because they had to visit more than one clerk. One respondent cited a clerk’s “*you eat and I eat*” attitude a problem.
- **Service received.** Thirty-one percent of respondents labeled their overall experience with deed registration “excellent,” 52% labeled their experience “good,” and the balance (17%) “Satisfactory.” No one gave CNDRA an “unsatisfactory” rating in the follow-on survey. These results suggest a positive trend. In the preliminary survey 16% reported excellent service, 33% good service, 33% satisfactory service, and 18% unsatisfactory service (see Figure 13).

Figure 13: Public Perception of CNDRA Deed Registration Service (by percentage)



- Women’s registration.** In the preliminary survey, eight percent of those registering deeds were women. Two reported that they believed they had received less courteous service than the service extended to men. In the follow-on survey, 32% of the respondents were women. All reported that they received the same level of service as the male customers.
- Public’s recommendations.** Many of the respondents said they had no recommendations, only praise. The following comments are representative:

There are no suggestions for [CNDRA] now. Everything is going smoothly, as it never used to before. The system has improved. Very fast.

To me the system is improved. A short time to get my registration done.

I will just encourage them to continue the good work.

Of those who made recommendations, almost all suggested that the Ministry of Finance have an office in the building so customers can pay those fees onsite, removing the need for visiting another office and returning to CNDRA. Such an office is already planned, although implementation has been delayed.²⁸

5.3.7 SUMMARY OF COMPARISON OF FINDINGS AND CONCLUSIONS. As noted above, there are differences between the two survey samples: the preliminary survey interviewed 108 individuals on the subject of deed registration, with registration dates ranging from

²⁸ TetraTech ARD, 2013b.

1965 to 2012. The follow-on survey interviewed 28 individuals, with registration dates between January 2012 and May 2013. Nonetheless, especially when the registrations in the preliminary survey that were completed in 2011 – 2012 are separated from those in the pre-2011, some trends are evident. As illustrated in Table 6, over the course of time:

- ✓ More people are registering deeds themselves as opposed to relying on third parties;
- ✓ An increasing percentage of people report learning about the registration process from CNDRA and obtaining fee information from CNDRA;
- ✓ The time required to register a deed is decreasing;
- ✓ The number of trips required to register a deed appears to be decreasing; and
- ✓ The fees paid by people for registration are decreasing.

Table 6: Illustrative Summary of Changes in Public Experience of Deed Registration Process*

Interview topic	Preliminary survey 2011 registrations	Preliminary pre-2011 survey 2011- May 2012 registrations	Follow-on survey Jan 2012 – May 2013 registrations
Handled registration personally	40%	71%	69%
Awareness of documents needed for registration	33%	56%	68%
CNDRA as source of information on registration process	14%	66%	69%
Respondents registering in one week or less	26%	44%	69%
Respondents registering in 1 or 2 trips to CNDRA	44%	70%	59%
Advised by CNDRA staff of fee	43%	69%	100%
Average deed registration fee paid (not including “cold water”)	\$25 – 50 (range data only)	\$25 – 50 (range data only)	\$15
Percent reporting paying “cold water”	25%	28%	32%

***Note: Because the respondent pool in the follow-on survey is small, no real statistical significance should be inferred for this table, and the reader is advised to interpret possible trends only.**

These positive trends would suggest that people would be more likely to register a deed without resorting to making “cold water” payments to ensure good service. However, “cold water” payments have continued over time and appear to be rising slightly in frequency. As noted above, in some cases, respondents reported that they paid CNDRA staff to handle the Ministry of Finance portion of the process. In other cases they paid

extra simply to ensure that their registration was handled quickly. In an interview with the Project Team, the Director General stated she has warned CNDRA staff that soliciting or accepting “cold water” payments will lead to discipline; however, she acknowledges that if she is not physically present in the office, it is difficult to enforce the rule.

While the practice of “cold water” payments has yet to be addressed effectively, progress is evident both in the numbers indicated on Table 6 and in the comments by people using the deed registration services. As a result of specific actions taken by CNDRA, the registration process is faster, less expensive, and most believe capable of being navigated by anyone. The quantitative results of the survey and the comments of the respondents using the registration service suggest a trend of growing public confidence in CNDRA, and that confidence appears well-placed.

VI. CONCLUSION AND RECOMMENDATIONS

6.1 Conclusion

Let the government have proper processes for land issues. If there are no processes the next war here will be [over] the land.

--Islamic teacher, Robertsport, Grand Cape Mount County

Almost uniformly, the Liberians interviewed for both the preliminary and follow-on surveys expressed strong interest in issues of land access, tenure security, and the role of government in land matters. The desire for understanding about how land issues are handled, and the desire for certainty and predictability in land procedures and processes, were equally strong. Particularly on broader issues of land access and tenure security, respondents consistently call for the government to establish fair policies and rules, educate the public on those policies, and enforce rules consistently, without regard for the financial resources of the individuals involved.

The Land Commission has taken on the role of helping guide the creation of a national land policy, support efforts to increase tenure security, and educate the public. From a standing start in 2010, the Land Commission has built public awareness of its role and activities and created new avenues for the resolution of land disputes and public consultation and discussion on land matters. Much work still lies ahead, particularly in building locally legitimate and effective institutions engaged in land issues and ensuring that PE&O methods are effective in transferring information to the general public. As

the Land Commission, other GOL officials, and stakeholders prepare for a new land agency and the development of land legislation, the Land Commission's experience to date with building public perception, and its future efforts guiding public engagement with and understanding of newly articulated land policies and law, will be of increasing value.

CNDRA's steady progress in making the deed registration process faster, less costly, and more user-friendly has resulted in increased confidence in the institution and the registration process among users. The achievement both reflects the dedication of CNDRA's staff and leadership and exposes the potential for other GOL institutions to rebuild public confidence. CNDRA's planned decentralization of archive services and continued promotion of the Customer Service Center services will take advantage of its growing legitimacy in the minds of the public to help encourage a broader range of individuals to register their deeds.

In contrast to the findings regarding the Land Commission and CNDRA, the follow-on survey found no change in the public perception regarding the surveying profession. Liberians continue to view the profession as crucial to maintaining peace, yet operating without adequate controls over the professionalism and integrity of surveyors. Based on the results of both surveys, Liberians do not necessarily look to the government to regulate the surveying profession; in general, the public does not appear to rely on the government for information about land surveys, to manage survey fees or procedures, nor to provide relief in the event of a problem with a survey. The public's apparent lack of reliance on an established role of the government with regard to land surveying may create an opportunity for fresh consideration of the appropriate institutional structure to manage and govern the profession in the future and allow for serious exploration of a potential role for the private sector.

6.2 Recommendations

The following are areas where the survey process and their findings suggested particular opportunities to continue to build public support for and increase public confidence in Liberia's land institutions:

6.2.1. UPDATE, REFINE, AND EXTEND STRATEGY FOR PUBLIC EDUCATION & OUTREACH ON LAND ISSUES. The Land Commission adopted a PE&O strategy in 2010. Consistent with that strategy, in 2012 – 2013, the Land Commission developed a multi-faceted effort to build public awareness of its role and activities, seek input and develop consensus on the national Land Policy, and support alternative land dispute resolution and a tribal land certificate inventory pilot program. Especially within the targeted groups, the effort was effective. As the Land Commission, GOL officials, and stakeholders look toward the development of land legislation

and creation of a standalone land agency, the time is ripe to update, refine, and extend the PE&E strategy to:

- 1) Identify concrete PE&O goals and objectives supporting the next phase of Land Commission and GOL land activities.
- 2) Articulate desired behavioral change in various target audiences, including county-level leaders, industry leaders, and the general public. The goal should now extend beyond building general awareness; the Land Commission should identify what specific actions it wants various groups of people to take to support and reinforce its agenda. The actions (which can be quite simple) must be carefully considered to ensure they are easily accomplished, without cost, and, to the extent possible, without controversy.
- 3) Select a limited number of messages, dictated and organized by the overall PE&O goals and objectives. Consider drawing on comparative experience with effective PE&O methods from other sectors (*e.g.*, public health, education) and land programs from other countries, many of which emphasize the effectiveness of adopting dissemination strategies that focus on delivering no more than one message at a time through several different mediums.
- 4) Include a specific sub-strategy geared toward reaching the general public. The sub-strategy should take note of and emphasize the most effective methods for transferring knowledge to various groups and developing ideas for scaling the dissemination. For example, radio dramas or soap operas might take advantage of the large numbers of men and women who listen to the radio but who do not necessarily absorb the content of informational programming. Likewise, developing short messages for oral delivery by religious leaders might take advantage of high levels of church attendance and the power of personal communications in transferring knowledge. Another approach might be to create short video dramas in local languages and dialects that can be played for different groups on portable DVD player. Whatever sub-strategy is created, it should give focused consideration to methods designed to reach remote rural residents, women, and marginalized populations.
- 5) Integrate ongoing, short M&E tools and processes into the PE&O strategy to make rapid determinations about the effectiveness of various dissemination methods and messages.

- 6) Build in a regular (*e.g.*, quarterly) schedule for revisions and refinements to the PE&O work plan based on the results of ongoing M&E.

6.2.2 IDENTIFY AND INVEST IN LOCAL, ESTABLISHED ORGANIZATIONS AND INDIVIDUALS WITH HIGH SOCIAL LEGITIMACY TO TAKE ON ACTIVE PUBLIC EDUCATION & OUTREACH ROLES. To date, the Land Commission has not yet had the opportunity to develop a solid foundation for its PE&O activities at the local level. The original plan to identify appropriate local civil society organizations to serve as county-level hubs for land information may be revisited, or the Land Commission may wish to concentrate on the Land Coordination Centers. In either case, the effectiveness of the selected organization will be aided by the extent to which the public views it as well-established, connected to the general population, and with significant social legitimacy. A local organization can also provide training and support for key individual leaders (such as pastors, chiefs, and social services professionals). These individuals will be critical to providing the kinds of personal messages and communications that the survey found were one of the most effective means of transferring knowledge to the general public, particularly women.

6.2.3 SUPPORT EFFORTS OF A PUBLIC OR PRIVATE INSTITUTION TO SET AND ENFORCE STANDARDS OF PROFESSIONALISM IN THE SURVEYING PROFESSION. The public perceives surveyors as powerful sources of land access and tenure security and critical to preventing and resolving land disputes. The public also perceives the profession as largely unregulated or under-regulated. As in the preliminary survey, in the responses to the follow-on survey the public again called for establishing and enforcing standards governing the competence, integrity, and accountability of surveyors. In stark contrast to the public's growing confidence in CNDRA and its increasing recognition of the leadership of the Land Commission on land issues, there was little indication in the findings of either survey that the public looks to an existing government agency to provide information on surveying, control the profession of land surveying, or provide remedies for problems with surveys. The lack of perceived connection between the government and land surveying -- coupled with some level of GOL disengagement on land surveying -- creates a potential opportunity for a private institution, whether APSUL or another, to fill the vacuum. Regardless of what institution takes on the challenge, it will need support to eradicate the corruption and self-interested practices of surveyors and rebuild public confidence in the integrity and competence of the profession.

6.2.4 CONTINUE TO PROMOTE THE NECESSITY, COST-EFFECTIVENESS, AND EFFICIENCY OF DEED REGISTRATION. CNDRA's Customer Service Center has made the deed registration process more efficient, cost-effective, and user-friendly. Nonetheless, most of the people registering deeds are highly educated and large percentages of people with deeds are not yet taking advantage of the registration process. Anecdotally, many

appear to be content with the tenure security they perceive to have as a result of their possession of deeds, and they are often unaware of the need for and benefit of registration. Alternatively, they may be unwilling to make the effort because they fear the costs and time required (often inaccurately presented to potential clients by surveyors or agents seeking to handle the transactions themselves). Deed registration is one increasingly accessible means by which all deed holders can secure their land rights, and the \$15 fee makes the process affordable to much of the Liberian public. As CNDRA makes further progress and especially as county-level Customer Service Centers are opened, it should further refine and extend its promotion of the need for and advantages of deed registration to the public.

6.2.5 CONSIDER INSTITUTIONALIZING AND LEGITIMIZING "COLD WATER" PAYMENTS WITH TIERED SERVICES STRUCTURE. The practice of providing CNDRA staff with additional payment beyond what is required to ensure good service or to perform tasks for the customer is proving difficult to eradicate. To some extent, the practice appears to infect both CNDRA and Ministry of Finance processes. Anecdotal information collected in the process of the survey suggested that the tradition of paying public servants some additional sum is perpetuated by both the public and CNDRA staff, making it difficult to control simply through prohibitions laid on staff. CNDRA's Director General suggested the possibility of controlling the practice by institutionalizing it. For example, CNDRA could offer customers a tiered services structure in which customers can pay a set fee for specific registration services within a set number of days (*e.g.*, \$15 for three-day registration service) and options of paying for expedited service to receive the deed in one or two days (*e.g.*, \$20 for one-day registration service) or for additional services, such as obtaining the Ministry of Finance receipt. The idea is well worth exploring and if adopted, should be done in conjunction with the new Ministry of Finance office within CNDRA.

6.2.6 CONTINUE TO BUILD LOCAL M&E CAPACITY SPECIALIZING IN LAND TENURE, LAND ADMINISTRATION, AND PUBLIC EDUCATION & OUTREACH ACTIVITIES. The design and development of programs and projects should continue to include opportunities to build local M&E capacity, especially capacity with a specialty on land tenure, land administration, and related PE&O issues. The fields have their own principles, pitfalls, and terminology -- which can combine to create steep learning curves. PE&O is an area that often attracts lay experts who may be experienced in the underlying subject matter but not the delivery methods, or vice versa. PE&O programs can chug along with little reflection on the actual transfer of knowledge until the program's completion. In order to ensure that programs and activities continue to be designed and implemented as effectively as possible, the GOL and donors should continue to invest in local capacity to

monitor and evaluate land programs and PE&O activities and require rigorous use of the data to inform ongoing program refinements.

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APPENDIX

Appendix A. MCC Property Rights Matrix

Property Rights	<ul style="list-style-type: none"> To what extent has the LPIS project contributed to increased understanding of the public right to land ownership and registration procedures? 	Action 1.4, Action 1.5, ongoing project monitoring
Land Administration	<ul style="list-style-type: none"> To what extent has the perceptions of the surveying profession among the public changed as a result of the LPIS interventions implemented to improve the surveying profession? 	Action 1.4 Attitude surveys on land administration and survey profession. Key informant interviews with individuals who have and have not registered land and users and non-users of surveying services Action 1.6

	<ul style="list-style-type: none"> • To what extent has the knowledge of and the perception of the public regarding land administration changed as a result of the project? • To what extent does the involvement of the Probate Court complicate the administration of land and delay registration? 	<p>Descriptive study of the Monrovia and County probate courts</p>
<p>Institutional Capacity Building</p>	<ul style="list-style-type: none"> • To what extent has LPIS built the capacity of partner organizations? 	<p>Action 1.7 Follow-up interviews with trainees</p> <p>Action 1.8 Follow-up institutional assessments</p>
<p>Deed registry</p>	<ul style="list-style-type: none"> • To what extent has the 	<p>Action 1.5 Exit interviews/custom</p>

	institutional building interventions resulted in increased customer satisfaction, reduction in the number of days, and efficiency in deed registration?	er satisfaction surveys administered through the customer service center; review of deed registration monitoring data
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Appendix B. SOW

Millennium Challenge Corporation (MCC) Threshold

Liberia Land Policy Institutional Support Project (LPIS)

Survey of Knowledge and Attitudes of Land Administration and Surveying

Scope-of-Work (SOW) for Liberian Implementing Partner

Introduction:

The Liberia Monitoring and Evaluation Program (L-MEP) has the overall responsibility for monitoring, evaluation, and conducting special studies of the three MCC Threshold Programs in Liberia: 1) the Land Policy and Institutional Support Project (LPIS) being implemented by Tetra Tech ARD; 2) the Liberia Trade Policy and Customs (LTPC) being implemented by Deloitte and IBI and; 3) the Girls' Opportunities to Access Learning (GOAL) Project being implemented by American Institute of Research (AIR). The special surveys and studies are intended to measure the extent to which the overall MCC Threshold Program is achieving its intended results.

In accordance with its overall responsibility to monitor and evaluate the Land Policy and Institutional Support Project, L-MEP conducted a baseline survey of citizen and business knowledge of and perceptions of land administration and the surveying profession in Liberia in July 2012. This survey is being repeated to determine whether the project has had an impact on changing attitudes and increasing the public's confidence in the land system in Liberia, since July 2012.

Background:

The Liberia Land Policy Institutional Support Project (LPIS) is designed to improve the policy and legal frameworks for land management in Liberia, thereby increasing the security of tenure, investment in land, and land market activity. The project works with the Land Commission of Liberia, the Department of Lands, Surveys, and Cartography (DLSC), the Center for National Deeds and Records/Archives (CNDRA), and the Ministry of Land and Mines (MLME). It also provides information needed for reforms in land

policy and law to promote equitable access to land and increased land tenure security;; supports the rebuilding of technical capacity in land administration and surveying in DLSC and MLME; and supports rehabilitation of the deed registry system within CNDRA to improve the efficiency, capacity, and procedures for the management and storage of land records and services to clients.

LPIS has three components. The first component focuses on increasing the understanding of property rights issues. To accomplish this objective, LPIS provides the Land Commission training and capacity building; conducts case study research on land and resource use, tenure and governance in ten rural communities; conducts research into women's access to land in customary and statutory settings; and assists the Land Commission develop land policy and law.

The second component works with DLSC and MLME and focuses on rebuilding land administration through capacity-building of the survey profession and other staff, institutionalization of the training capacity, and applying modern technology to assist with land surveying.

The third component is s to improve the efficiency of the deed registry at CNDRA through rehabilitation and equipment of the facility, the establishment of a Customer Service Center, the establishment of standard operating procedures, and the digitization and indexing of deed records.

Purpose and Design of the Survey:

The overall purpose of this survey is to determine whether the project has had an impact on changing attitudes and increasing the public's confidence in the land system in Liberia. The proposed study is a follow-on study of the one conducted in June 2012, which focused on obtaining information on the average Liberian citizen's and business owner's knowledge and understanding of and perceptions of the administration of land in Liberia as well as their perception of the role and professionalism of the land surveyors. The findings from this study will be compared with the findings from the previous study to determine the level of changes that have taken place since the first survey was conducted in July 2012.

Respondents will be queried as to their:

- knowledge of the Land Commission and its purpose and its activities;
- knowledge of the draft Land Policy;

- knowledge and understanding of the legal framework of land administration including the land registration process, the various types of deeds obtained, how they are obtained, probated, and registered within what legislated statutory period;
 - knowledge of land transactions and perceptions of land transaction procedures; and
 - understanding of the process of land surveying, the role of land surveys in the determination of land rights and land transactions, and their perception of the land surveyor profession.
 - assessment of the fairness of certain processes within the overall system of legal formalization of land matters.
- The study will also address the functioning of the DLSC as it pertains to surveying and the determination of property rights.

The study will gather both quantitative and qualitative data, using a survey and key informant interviews protocol. Data will be collected from specified counties of Liberia, likely, the USAID priority counties, with perhaps one or two additional ones with land sensitive issues. An effort will be made to gather information from the same general groups of individuals that participated in the initial study, such as business owners in a town, women visiting a local market, and individual registering deeds. The study will also attempt to re-interview some individuals who participated in the first study, such as local community leaders and professionals. In general, however, the study will not seek to re-interview and re-survey the same individuals. The detailed survey design will be finalized by the consultant.

Survey Team Composition

1. An International Consultant for this activity will be required and that person should be an expert in issues of land tenure and land regulation procedures and have experience in conducting surveys. Due to the nature of this study—as a sequel to the first survey conducted in July 2012—it is strongly recommended that the consultant be the same person who carried out the first survey—Attorney Robin Nielsen.
2. Subbah-Belleh Associates, a local partner of L-MEP, will be recruited to work with the consultant on this effort.

Level of Effort

The US Consultant will spend four weeks in Liberia working with SBA reconfiguring the questionnaire and the key informant interview instrument. The Consultant will be responsible for training enumerators and for designing the SBA field strategy management. The Consultant additionally will be a participant in the initial pilot survey, and making any changes required. After the survey is conducted, SBA will organize and analyze the data, derive findings and conclusions, and compile all the necessary data tables for the report. The consultant will require 1 week to review the data tables and write the final report.

Approximately 18 to 20 staff persons will be responsible to implement this exercise. It is expected that all the staff members have prior and existing requisite training and experience to conduct such a study. This project will be implemented in eight (8) counties: Bong, Lofa, Nimba, Margibi, Montserrado, Bomi, Grand Cape Mount and Gbarpolu Counties.

Design & Methodology

Due to the exploratory nature of this proposed project (e.g., perceptions, attitudes and behaviors of community members, business owners and key stakeholders, etc.), we propose to utilize qualitative methods in order to achieve the objectives of this operational field project.

The qualitative methods will include Key Informant Interviews (KIIs) and Focus Group Discussions (FGDs) that are ideally-suited for collecting such data to inform programs and strategies, and to pilot concepts and innovative ideas. Qualitative interviews have an advantage to stimulate, facilitate and elicit memory recalls, a wider range of responses, and the lessening of inhibitions around discussions of potentially uncomfortable topics. In addition, the expression of strong opinions during qualitative interviews can stimulate disagreement, qualification and/or defense of stated opinions among discussants, which is necessary to gain perceptions regarding program benefits and/or acceptance, etc.

Sample Size

We propose a total sample of one hundred ninety-five (195) KIIs for communities' members, partners and stakeholders across the eight (8) counties which will take into consideration the populations of the various counties. The greater the population, the greater the number of KIIs per county and vice versa. For each county, we will

proportionally target key informants, partners and stakeholders from each designated political district per county. We selected the above numbers of qualitative interviews because a minimal of 15 KIs per category (e.g., county) have been shown to be an appropriate number for obtaining a diversity of responses regarding their perceptions on land-related issues before reaching theoretical saturation. This will effectively ensure that diversity of opinions on perceptions and attitudes will be elicited during the probing and data collection exercises, and further analyzed to provide representative views, whether convergence and/or divergence, of the populations. Moderator guides will be developed and interviews conducted by trained staffs with prior and existing experience in qualitative interviews. The interviews will be audio-taped, transcribed and analyzed.

For the FGDs, we propose a sample of sixteen (16) for the eight counties; two (2) per county. Each FGD will consist of 12 participants. We will recruit into each FGD a diversity of key informants, partners, and stakeholders to prevent homogeneity of perceptions, beliefs and attitudes, etc. We anticipate a total of one hundred and ninety-two (192) participants to complete the proposed numbers of FGDs.

Under the leadership of a US attorney specialized in land issues in developing countries, Subbah-Belleh will be contracted to provide enumerators, manage the collection of data in the field, complete the data analysis process, and present all the required data tables.

Timeline

TASKS	TIMELINE
Development of instrument, pre-testing and training	April 29-May 3
Implementation of data instruments	May 8-24
Data cleaning/analysis, and drafting of report	May 25-29
Presentation at USAID	May 30

Appendix C. Questionnaire Forms



L-MEP Public Perception Study supporting Liberia Land Project (LPIS)

Introduction

Hello, my name is _____. I come from Subah-Belleh Associates. Subah-Belleh Associates is a management consultant firm that has been hired to undertake a survey for Liberia Monitoring and Evaluation Program (L-MEP) on land issues, including the work of the national Land Commission, land surveying, land records and the registration process. The government is interested in the public's perception about how it is handling land issues. The information collected by this questionnaire will be used to evaluate the government's progress on land issues in Liberia. Thus, to enable an accurate assessment, it is important that all information requested in the questionnaire be provided as completely and accurately as possible. I assure you that the information you provide will be treated confidentially and only be used by L-MEP to better plan for the improvement of land issues in Liberia.

SECTION A: Identification

COUNTY NAME: _____	<ol style="list-style-type: none"> 1. Bomi 2. Bong 3. Grand Cape Mount 4. Gbarpolu 5. Lofa 6. Margibi 7. Montserrado 8. Nimba
DISTRICT NAME: _____	
CITY/TOWN/VILLAGE: _____	
Start Time: ____:____	End Time: ____:____
Enumerator (Name & Signature)	
Supervisor (Name & Signature)	
Quality Control	

1. **Interview Status:** Fully completed ____ Partially completed ____ Not Completed ____

2. **Total # of Visits Made:** _____ (Note: Make up to 3 visits before making alternative plans)

3. **Enumerator Self Check (field):** _____

4. **Field Supervisor Self Check (field):** _____

5. **Other Check (field):** _____

6. **No. of Missing Values Found by Supervisor:** _____

7. **No. of Missing Values Resolved:** _____

8. **No. of Missing Values Unresolved:** _____
(Supervisor: Check total number of resolved and unresolved and confirm with enumerator)

9. **Data Manager Coding of Open-Ended Responses (note question no.)**

10. **Management Comments:** _____

Q#	Questions and Enumerator Instructions	Responses and Response Code Instructions	Response Codes	GO TO	Sup
	Name				
A1	Sex:	1 = Male 2 = Female	1 2		
A2	Age	<i>(enter actual age in 2 digits, e.g., 55)</i>			
1	What is your occupation/Profession?	1 = Community leader (traditional leader) 2 = Clergy (religious leader) 3 = State/local government 4 = Business proprietor/manager 5 = Business professional (accountant, lawyer, administrator, etc.) 6 = Social, health, education, NGO professional 7 = Trades (construction, driver, laborer, etc.) 8 = Farmer/agriculturalist 9 = Community member (no occupation, student, etc.) 10 = Deed registration agent 11 = Surveyor 12 = Other (specify): _____	1 2 3 4 5 6 7 8 9 10 11 12		
2	What is the highest level of Education you have completed?	1 = None 2 = Some primary 3 = Primary 4 = Some Junior High 5 = Junior High 6 = Some High School 7 = High School 8 = Vocational school 9 = Some College 10 = College or equivalent 11 Above college	1 2 3 4 5 6 7 8 9 10 11		

Part II (Land Commission)

In 2009, the government of Liberia created a national commission to focus on land issues. The commission is based in Monrovia and has 7 members who represent all regions of Liberia. The commission advises the President and government about issues of land and does public outreach. This national commission is called the Land Commission.

3	Have you heard of this Land Commission? <i>(If necessary, probe for distinction between the Land Commission and the county land commissioner to make sure the respondent is talking about the national Land Commission.)</i>	1 = Yes 2 = No	1 2	Q13	
4	When did you first hear about the Land Commission?	1 = More than 2 years ago (2010 – April 2011) 2 = 1 – 2 years ago (May 2011 – April 2012) 3 = Between 6 – 12 months ago (May – Oct 2012) 4 = Between last 3 - 6 months (Nov 2012 – January 2013) 5 = In the period from February 2013 to today	1 2 3 4 5		
5	How did you first hear about the Land Commission?	1 = Land Commission meeting or workshop 2 = Local government official 3 = Community leader, clergy, NGO, etc. 4 = Family member 5 = Friend or community member 6 = Radio 7 = TV 8 = Newspaper 9 = Brochure, poster, sign, billboard, or bumper sticker 10 = Other (specify): _____	1 2 3 4 5 6 7 8 9 10		
6	What did you hear about the Land Commission's role and activities?	1 = (Comprehensive understanding) –policy advice, public education, land research, etc. 2 = Provides Land Coordination Centers 3 = Provides support for people to resolve their land disputes (information, find mediators) 4 = Resolves land disputes 5 = Provides people with land information 6 = Doesn't know what Land Commission does 7 = Other (specify): _____	1 2 3 4 5 6 7		
7	Have you heard anything more about the Land Commission since that first time?	1. Yes 2. No	1 2	Q11	
8	What have you heard <i>most recently</i> about the Land Commission?	1 = (Comprehensive understanding) –policy advice, public education, land research, etc. 2 = Provides Land Coordination Centers 3 = Provides support for people to resolve their land disputes (information, find mediators, etc.) 4 = Resolves land disputes 5 = Provides people with land information 6 = Doesn't know what Land Commission does 7 = Other (specify): _____	1 2 3 4 5 6 7		

9	When did you receive the most recent information about the Land Commission?	1 = More than 2 years ago (2010 – April 2011) 2 = 1 – 2 years ago (May 2011 – April 2012) 3 = Between 6 – 12 months ago (May – Oct 2012) 4 = Between last 3 - 6 months (Nov 2012 – January 2013) 5 = In the period from February 2013 to today	1 2 3 4 5		
10	How did you receive the most recent information?	1 = Land Commission meeting or workshop 2 = Local government official 3 = Community leader, clergy, NGO, etc. 4 = Family member 5 = Friend or community member 6 = Radio 7 = Newspaper 8 = Brochure, poster, sign, bumper sticker 9 = Other (specify): _____	1 2 3 4 5 6 7 8 9		
11	Do you think that the Land Commission is actually doing the things you have heard that it is supposed to do?	1 = Yes 2 = No	1 2	Q13	
12	If no, what do you think that the Land Commission is actually doing?	1 = (Comprehensive understanding) –policy advice, public education, land research, etc. 2 = Provides Land Coordination Centers 3 = Provides support for people to resolve their land disputes 4 = Resolves land disputes 5 = Provides people with land information 6 = Doesn't know what Land Commission does 7 = Other (specify): _____	1 2 3 4 5 6 7		
13	Since 2011, the Land Commission has been working with the counties and civil society and government on creating a national Land Policy for Liberia. Have you heard about this Land Policy?	1 = Yes 2 = No	1 2	Q16	
14	How did you heard about the new Land Policy?	1 = Land Commission meeting or workshop 2 = Local government official 3 = Community leader, clergy, NGO, etc. 4 = Family member 5 = Friend or community member 6 = Radio 7 = Newspaper 8 = Brochure, poster, sign, bumper sticker 9 = Other (specify): _____	1 2 3 4 5 6 7 8 9		
15	What do you know about what the Land Policy says?				

Part III (Land Surveyors)					
16	<p>Have you had any personal experience with a land survey?</p> <p><i>[Personal experience includes knowledge gained through the respondent's own survey, or a family member's, neighbor's, or community's survey.]</i></p>	<p>1 = Yes 2 = No</p>	<p>1 2</p>	Q26	
17	<p>When was the survey done? (month/year)</p>				
18	<p>Why did you [or your family member, neighbor, etc.] get a survey?</p>	<p>1 = Land transaction (land sale, land purchase, inheritance, etc.) 2 = Land dispute (boundary, ownership, etc.) 3 = To secure existing land rights, prevent encroachment, etc. 4 = Legal requirement 5 = Other (specify): _____</p>	<p>1 2 3 4 5</p>		
19	<p>Was the survey done by a public surveyor or a private surveyor?</p>	<p>1 = Public surveyor 2 = Private surveyor 3 = Don't know</p>	<p>1 2 3</p>		
20	<p>Do you know the process for arranging a survey of land, paying for the survey, and obtaining the deed?</p>	<p>1 = Yes 2 = No</p>	<p>1 2</p>	Q22	
21	<p>If you know the process, how did you learn the process?</p>	<p>1 = From the surveyor 2 = From land seller 3 = From a government official 4 = From a local community leader 5 = From family or neighbors 6 = From watching the process 7 = Other (specify): _____</p>	<p>1 2 3 4 5 6 7</p>		
22	<p>What fee was charged by the surveyor?</p>	<p>1 = No charge because provided by NRC 2 = Less than \$25 3 = \$26 - \$50 4 = \$51 - 100 5 = \$101 - \$200 6 = More than \$200 7 = Don't know</p>	<p>1 2 3 4 5 6 7</p>		
23	<p>Were you satisfied with the price that you paid for the survey?</p>	<p>1 = Yes 2 = No 3 = Don't know</p>	<p>1 2 3</p>		

	Please explain answer:	Use back of page if space is insufficient			
24	What is your perception of the quality of service provided by the surveyor?	1 = Excellent 2 = Good 3 = Satisfactory 4 = Unsatisfactory	1 2 3 4		
24	Where would you go if you had a problem with a surveyor?	1 = Family member 2 = Traditional court (clan, chief, etc.) 3 = Formal court 4 = Land Commission 5 = County land commissioner 6 = Ministry of Lands, Mines and Energy 7 = I would go nowhere and just live with the situation 8 = Other (specify): _____	1 2 3 4 5 6 7 8		
25	What is your overall perception of surveyors as a profession?	Use back of page if space is insufficient			
26	Please give any recommendation for how the surveying process can be improved:	Use back of page if space is insufficient			

End Time : _____

Thank You!!!!!!



L-MEP Public Perception Study supporting Liberia Land Project (LPIS)

Introduction

Hello, my name is _____. I come from Subah-Belleh Associates. Subah-Belleh Associates is a management consultant firm that has been hired to undertake a survey for Liberia Monitoring and Evaluation Program (L-MEP) on land issues, including the work of the national Land Commission, land surveying, land records and the registration process. The government is interested in the public's perception about how it is handling land issues. The information collected by this questionnaire will be used to evaluate the government's progress on land issues in Liberia. Thus, to enable an accurate assessment, it is important that all information requested in the questionnaire be provided as completely and accurately as possible. I assure you that the information you provide will be treated confidentially and only be used by L-MEP to better plan for the improvement of land issues in Liberia.

SECTION A: Identification

COUNTY of land holding/leased premises	1. Bomi 2. Bong 3. Gbarpolu 4. Grand Bassa 5. Grand Cape Mount 6. Grand Gedeh 7. Grand Kru 8. Lofa	9. Margibi 10. Maryland 11. Montserrado 12. Nimba 13. River Cess 14. River Gee 15. Sinoe
Place of land holding/leased premises:		
Type of registration	1. Deed 2. Lease	
If lease, length of term		
Start Time: ____: ____		End Time: ____: ____
Enumerator (Name & Signature)		
Supervisor (Name & Signature)		
Quality Control		
11. Interview Status: Fully completed ____ Partially completed ____ Not Completed ____		
12. Total # of Visits Made: _____ (Note: Make up to 3 visits before making alternative plans)		
13. Enumerator Self Check (field): _____		

14. **Field Supervisor Self Check (field):** _____

15. **Other Check (field):** _____

16. **No. of Missing Values Found by Supervisor:** _____

17. **No. of Missing Values Resolved:** _____

18. **No. of Missing Values Unresolved:** _____
(Supervisor: Check total number of resolved and unresolved and confirm with enumerator)

19. **Data Manager Coding of Open-Ended Responses (note question no.)**

20. **Management Comments:** _____

Q#	Questions and Enumerator Instructions	Responses and Response Code Instructions	Response Codes	GO TO	Sup
	Name				
A1	Sex:	1 = Male 2 = Female	1 2		
A2	Age	<i>(enter actual age in 2 digits, e.g., 55)</i>			
1	What is your occupation/Profession?	1 = Community leader (traditional leader) 2 = Clergy (religious leader) 3 = State/local government 4 = Business proprietor/manager 5 = Business professional (accountant, lawyer, administrator, etc.) 6 = Social, health, education, NGO professional 7 = Trades (construction, driver, laborer, etc.) 8 = Farmer/agriculturalist 9 = Community member (no occupation, student, etc.) 10 = Deed registration agent 11 = Surveyor 12 = Other (specify): _____	1 2 3 4 5 6 7 8 9 10 11 12		
2	What is the highest level of Education you have completed?	1 = None 2 = Some primary 3 = Primary 4 = Some Junior High 5 = Junior High 6 = Some High School 7 = High School 8 = Vocational school 9 = Some College 10 = College or equivalent 11 = Above college	1 2 3 4 5 6 7 8 9 10 11		
Part II (Deed or Lease Registration)					
3	Are you a landowner (or family member) registering a deed/lease or a third party agent who registered a deed/lease for someone else?	1 = Landowner (or family member) 2 = Third party agent	1 2		

4	What is the date of your deed or lease registration?				
5	From the time you first visited CNDRA/the Archives to when you received the registration, how long did the process take? [Do not include probate court time.]	1 = 1 – 2 days 2 = 3 - 5 days 3 = 6 – 10 days 4 = 11 – 15 days 5 = 16 – 21 days 6 = 22 – 30 days 7 = 1 to 2 months 8 = More than 2 months	1 2 3 4 5 6 7 8		
6	How many visits did you make to CNDRA/the Archives to complete the registration?	1 = One 2 = Two 3 = Three – four 4 = More than four visits	1 2 3 4		
7	Why did you register your deed or lease (or, if you are an agent, why did the landowner or lessee want to register the deed or lease)?	1 = Land transaction (land sale, land purchase, inheritance, etc.) 2 = Land dispute (boundary, ownership, etc.) 3 = To secure existing land rights, prevent encroachment, etc. 4 = Legal requirement 5 = Other (specify): _____	1 2 3 4 5		
8	How did you know to start the process for deed or lease registration at the CNDRA (Archives)?	1 = Training received from government position, work as surveyor or land agent 2 = Information provided by CNDRA/Archives 3 = Other government office 4 = Local community leader 5 = Family or community member 6 = Brochure or flyer 7 = Other:	1 2 3 4 5 6 7		
8b	How did you know the process/steps require for deed or lease registration?	1 = Training received from government position, work as surveyor or land agent 2 = Information provided by CNDRA/Archives 3 = Other government office 4 = Local community leader 5 = Family or community member 6 = Brochure or flyer 7 = Other:	1 2 3 4 5 6 7		
9	Did you have sufficient information to understand the process?	1 = Yes 2 = No	1 2	Q11	
10	If “no,” what information were you missing?				

11	Did you know what documents you needed for registration <u>before</u> you visited the Archives?	1 = Yes 2 = No	1 2		
12	Did you receive an information sheet at the Archives stating the fees for registration?	1 = Yes 2 = No	1 2		
13	Did the Archives staff tell you about the fees that would be charged for registration?	1 = Yes 2 = No	1 2		
14	Was the information that you received about the fees for the registration consistent?	1 = Yes 2 = No	1 2	Q17	
15	If the information was inconsistent, please describe inconsistency:				
16	What fees did you pay for registration? <i>[Note: if the informant paid one lump sum to probate court or a surveyor and the fee included registration, ask if they were told the amount for the registration process and enter that number.]</i>	Registration fee only _____			
17	Did you receive an official receipt for the registration fees that you paid?	1 = Yes 2 = No	1 2		
18	Did you pay any fees in addition to those fees stated on the receipt?	1 = Yes 2 = No	1 2	Q20	
19	If you paid an additional amount, including a small amount to a clerk, what amount did you pay and why:				

20	Did you have any problems, including delays, with the registration process?	1 = Yes 2 = No	1 2	Q22	
21	If yes, please describe the problem:				
22	Overall, what level of customer service did you receive from the Archives:	1 Excellent 2 Good 3 Satisfactory 4 Unsatisfactory	1 2 3 4	Q24 Q24 Q24	
23	If you answered “unsatisfactory,” Please explain:	Use back of page if space is insufficient			
24	<u>[For women respondents only]</u> did you receive the same level of customer service that male customers received?	1 = Yes 2 = No	1 2	Q26	
25	If your experience was different, whether better or worse, please explain:				
26	For all respondents Do you believe anyone could register a deed or lease at CNDRA/the Archives or does it require special knowledge, skills, or educations?	1 = Anyone could follow registration process 2 = Requires special knowledge, skills, or education	1 2		

27	Do you have any suggestions to improve CNDRA/the Archives' services?	Use back of page if space is insufficient
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End Time : _____

Thank You!!!!!!

Appendix D. Subah-Belleh staff

R. Oliver G. Subah (*Survey Team Leader*)

TEAM ONE

1. Forkpa Karmon (Supervisor)
2. Blasson Marvie
3. Edward Fineboy
4. Isaac Zuo

TEAM TWO

1. Pewu Willie (Supervisor)
2. Yassah Yates
3. William Belleh

TEAM THREE

1. Tendeh Collins (Supervisor)
2. Tamia Morris
3. Naomi Zokpo
4. Daluboe Subah

Leonard A. Greene (Programmer)

Appendix E. Fieldwork Schedule

WORK PLAN																													
ACTIVITIES	MAY																										JUNE		
	WK 1							WK 2							WK 3							WK 4							
	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	
6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	1	2		
Signing of Contract																													
Planning & Review of Questionnaire & Field Materials																													
Recruitment of Field Staff																													
Training of Data Collectors																													
Pre-Testing of Field Instrument																													
Correction & Revision of Questionnaire																													
Field Logistics & Reproduction of Questionnaires																													
Team 1 Deployment (Monrovia)																													
Teams 2 & 3 Depart Monrovia for Margibi																													
Teams Deployment & Data Collection in Margibi																													
Teams 2 & 3 Depart Margibi for Bong																													
Teams Deployment & Data Collection in Bong																													
Teams 2 & 3 Depart Bong for Nimba																													
Teams Deployment & Data Collection in Njmbe																													
Teams 2 & 3 Depart Nimba for Lofa																													
Teams Deployment & Data Collection in Lofa																													
Teams 2 & 3 Depart Lofa for Gbarpolu																													
Teams Deployment & Data Collection in Gbarpolu																													
Teams 2 & 3 Depart Gbarpolu for Bomi																													
Teams Deployment & Data Collection in Bomi																													
Teams 2 & 3 Depart Bomi for Cape Mount																													
Teams Deployment & Data Collection in Cape Mount																													
Data Cleaning & Presentation of Data file																													

Work-Plan for the Land K & A Survey

Data Collection Team

Team One

1. Forkpa Karmon
2. Blason Marvie
3. Edward Fineboy
4. Isaac Zuo

Team Two

1. Tendeh Collins (*Supervisor*)
2. Tamia Morris
3. Dalubo Subah
4. Naomi Zokpo

Team Three

1. Pewu Willie (*Supervisor*)
2. Yassah Yates
3. William Belleh

Margibi

1. Marshall
2. Unification Town
3. Cotton Tree
4. Kakata
5. Weala

Lofa

1. Salayea
2. Zorzor
3. Voinjama
4. Kolahun
5. Foya

Bong

1. Salala
2. Totota
3. Suakoko
4. Gbarnga
5. Bellefania
6. Palala
7. Panta

Nimba

1. Ganta
2. Gbahn
3. Karnplay
4. Sanniquele
5. Sacclepea
6. Tappita
7. Graei

Gbarpolu

1. Gbarma
2. Bopolu

Bomi

1. Clay
2. Tubmamburg

Grand Cape Mount

1. Garwula
2. Porkpa
3. Commonwealth
4. Tewor

Montserrat

1. Todee
2. Careyburgs