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

SURVEY REPORT

September 2012

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Report on the Preliminary 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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Photo on cover page is of UL-PIRE survey teams piloting the questionnaire, Peace Island, Liberia.

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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 as the Land Policy and Institutional Support Project (LPIS), managed by USAID. As part of its M&E role relating to LPIS, L-MEP conducted a preliminary public perception survey project in the period from June to September 2012. The survey was designed and carried out by Robin Nielsen, Attorney and Land Tenure Consultant; Dr. Michael Richards, L-MEP Knowledge Management Specialist (KMS); Jerry Zangar, MPH, L-MEP MCC Monitoring and Evaluation (M&E) Specialist; and a team of experts from the University of Liberia Pacific Institute for Research and Evaluation (UL-PIRE) led by Dr. Stephen Kennedy and Jemee Tegli, MSc. The primary objective of the survey 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.

Using a combination of qualitative and quantitative methods, the Project Team collected information on:

- Public awareness of the Land Commission and its activities;
- Public awareness of the role of surveyors and perceptions of the surveying profession; and
- Public awareness of the process of deed and lease registration and perception of deed and lease registration services.

The UL-PIRE survey teams and L-MEP M&E specialist interviewed a total of 324 key informants in eight counties and conducted 14 group interviews, collecting information from 153 group members across the eight counties. Of the total of 477 persons interviewed as key informants and participants in group interviews, 64% were men and 36% were women. The respondents came from a range of professions and positions in their communities, including business owners/managers, community and religious leaders, and skilled trades people.

Findings. Overall, the information gathered relating to Liberia's land institutions confirmed the well-documented undercurrent of perceived tenure insecurity and lack of confidence in the country's land institutions, which LPIS was, in part, designed to address. Opportunities to rebuild public confidence were evident throughout the data collection process and in the results. In general, most members of the public interviewed expressed interest in clarifying and legitimatizing their land rights. Furthermore, most of those interviewed consider it the government's role to support their efforts to improve land tenure security, and they are eager for the government to fulfill its obligation.

One of the underlying themes in the public's responses to a number of questions was an awareness of a lack of government leadership on land issues. Whether they had heard of the Land Commission or not, many respondents wanted to know what role the Land Commission would play with regard to Liberia's land. As plans for a national land policy continue to develop, the Land Commission can establish itself as the public's source of information regarding land rights and the facilitator of public engagement on policy options. To do so, however, it will be useful to clarify its role regarding land dispute resolution. At least in the eyes of the general public, the Land Commission's engagement in land dispute resolution (which may be to some extent beyond its mandate) may inhibit its ability to lead the participatory development of Liberia's land policy.

The following is a summary of findings relating to public perception in the specific survey areas relating to LPIS components:

1. Land Commission. Public awareness of the Land Commission is low; across eight counties, only 35% of key informants and 9% of group interview participants knew of the Land Commission (as distinguished from the county land commissioner). Awareness is lowest among members of 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 believed its role is to resolve land disputes.

2. Surveyors/surveying profession. The vast majority of respondents understand the role of land surveyors. Knowledge of procedures for engaging surveyors is highest among men and key informants. Public perception of surveyors quite polarized: 56% of key informants and 65% of group interview members reported that surveyors assisted positively in land access, securing boundaries, and preventing encroachment. The balance of respondents had strong negative impressions of surveyors, reporting that surveyors contributed to fraudulent land sales, engaged in self-dealing, and created or perpetuated land disputes. Whether they had a positive or negative experience with a surveyor, the public perceptions reflected a recognition that surveyors hold significant power over land access, tenure security, and land conflict. Moreover, it is to some extent a matter of luck whether a surveyor is a "peacemaker" or a "crook." Public recommendations were remarkably consistent and volunteered with significant enthusiasm: the government should take concrete steps to ensure the competence, integrity, and accountability of surveyors.

3. Deed/Lease registration. Respondents reported registering their deeds and leases in an effort to secure or legitimatize their land rights. A majority (55%) used a third party to process the registrations – resulting in higher costs, longer processing time, and in some cases, less confidence in the outcome. Recent reforms at the registry appear to be having an impact: among those registering deeds in the last two or three years, a greater percentage reports knowing the procedures and undertaking the process personally. One deeply embedded thorn remains – the public's practice of paying the civil servant staff additional amounts to ensure good service.

Recommendations relating to LPIS-supported GOL activities. The planned activities set out in the LPIS Year Two work plan are well suited to address current public perceptions regarding land institutions and build public confidence. The following are a few areas where the survey process and its results exposed particular opportunities to influence public perception positively:

1. Clarify Land Commission role. There was an undercurrent in many of the comments of key informants that there has been little or no government leadership evident on land issues, and that such leadership was needed and would be quite welcome. The Land Commission has an opportunity to fill that void. However, the Land Commission will need to clarify its role in order to do so. Currently most members of the public surveyed who know of the Land Commission believe its role is to resolve land disputes. If the Land Commission's objective is to have a broader role -- especially as to the participatory development of Liberia's land policy and leadership on land issues in general -- it will be useful to clarify the Land Commission's position and function.

2. Create manageable public education and outreach messages, focusing on clarity and concreteness, and techniques for local dissemination. The survey results suggested that messages regarding land issues and government land-related efforts can be vulnerable to misunderstanding. In addition, messages often fail to reach large sectors of the population, such as those in more remotes areas and women. As other projects have discovered, short, single-topic messages

disseminated through a variety of methods and coupled with concrete actions are often most effective. The survey findings suggested that the various community leaders and officials most likely to hear messages directly may need assistance with how to pass on the information most effectively to their communities, congregations, and interest groups.

3. Curtail the power of surveyors by increasing accessibility of land registration, transaction, and dispute resolution procedures. As the land institutions supported by LPIS continue to strengthen and become increasingly accessible to the public, the scope of authority over land rights enjoyed by surveyors should shrink. Activities that shift power to the public by increasing public knowledge of land registration and land transaction procedures and clarifying avenues for handling land disputes, especially over boundaries and land sales, might also assist in curtailing the power of surveyors over the procedures available to access land and improve tenure security.

4. Visibly engage on ensuring the competence, integrity, and accountability of surveyors. There is little evidence of any public confidence in the government's ability to control surveyors, or to provide the public with remedies for abuses by surveyors. The GOL has an opportunity to change public perception by visibly setting and enforcing standards of skill and professionalism for surveyors and creating a system of public accountability for the conduct and performance of surveyors.

5. Promote the advantages of personal registration. One of the findings of the survey is that individuals using third parties to register their deeds are paying more, waiting longer, and are perhaps less confident in the effect of deed registration on their tenure security. With the opening of the customer service center at the Center for National Documents and Records Archives (CNDRA), the registration process should become more accessible and user-friendly, and CNDRA should promote the advantages of handling the process personally to the public.

6. Work both sides of the "cold water" tradition. Anecdotal information collected in the process of the survey suggested that the tradition of paying public servants some additional sum to ensure good service may be perpetuated by both the public servant and the public. Eradication of the practice may require educating the public that additional payments are not necessary and are prohibited, in tandem with internal measures to control staff behavior. If customers insist on making an additional payment, a system might be designed to designate such payments as donations to an appropriate cause, such as the payment of registration or surveying fees for those who cannot afford the fees.

<u>Recommendations relating to M&E function</u>

1. Plan for ongoing mini surveys to test impact of outreach activities on public perception. The Land Commission has a variety of plans for public education and outreach activities. As in any project environment, some efforts will likely be more successful than others in reaching various populations and transmitting the desired information effectively. A plan to conduct small, spot surveys to test the effectiveness of various efforts in various venues can provide concrete feedback in time to allow for adjustments and recalibration as necessary. The tool can also be used test some alternatives for terminology that proved troublesome in the preliminary survey before the post-project survey is designed.

2. Expand geographical scope of interim and post-project surveys. The survey teams concentrated on the urban centers of the eight counties in order to locate key informants in an efficient fashion. For any interim or post-project surveys, the survey design should, if possible, make use of L-MEP maps, which provide detailed information about population concentrations and settlements, land

classifications, and land uses. That tool can assist the survey teams in identifying more remote rural residents, and collect information to help determine the penetration of information into various regions and possible correlations between land classifications and land uses on public perceptions of land systems.

3. Build local M&E capacity specializing in land tenure. Programs and projects should continue to be designed and implemented in a manner that welcomes opportunities to build local M&E capacity. There is a particular need for local M&E experience with land tenure issues. Land tenure concepts are often slippery and, like all fields, land tenure reform has its own principles, pitfalls, and terminology -- which can combine to create steep learning curves. Given the commitment of the GOL and donors to the long and multi-faceted process of reforming the legal and institutional framework for land in Liberia, investing in local capacity to monitor and evaluate land programs and progress makes sense.

4. Revisit lessons learned before designing post-project survey. Several lessons emerged from the preliminary survey regarding design, staffing, and implementation of the preliminary survey. Such lessons might be usefully reviewed prior to designing the post-project survey.

I. BACKGROUND AND PROJECT CONTEXT

1.1 Liberia's land issues and LPIS

In the years since the end of civil conflict in Liberia, the Liberian government has recognized that continued stabilization and recovery requires 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, perpetuate the insecurity of land tenure and unequal land access, threatening the postwar peace and economic recovery. While the government has made some progress in recent years, well-documented[1] challenges persist, including the need for:

- a land policy and legal framework that address significant ambiguities and gaps in existing formal law, particularly in the area of customary rights;
- an effective land administration system (including a reliable land information system); and
- reorganization and reform of the government agencies and institutions responsible for managing Liberia's land and enforcing land rights.

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. Liberia was selected by MCC for Threshold eligibility in 2009. 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 Project (LPIS), which is managed by USAID. The project, which officially began October 1, 2010, was originally scheduled to end September 11, 2012. An extension of the project through at least March 31, 2013 is likely, with a potential further extension through July 2013.[2]

LPIS endeavors 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:

- Assists the GOL its development of land policy and law through support for: a) building the capacity of Liberia's Land Commission; and b) research to increase understanding of land rights issues within government, civil society, and the general population (Component 1).

- Supports 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).

- Supports 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 most comprehensive report was authored by John Bruce and Jon Unruh. See World Bank. 2008. *Insecurity of Land Tenure, Land Law and Land Registration in Liberia*. Report No. 46134-LR. Washington DC: The World Bank. Additional and more recent studies are listed in the Sources Consulted section of this report.
[2] Email communication with Megan Huth, LPIS Senior Technical Advisor/Manager, TetraTech/ARD, September 6, 2012.

Selected examples of LPIS's accomplishments to date include: capacity building for the Land Commission to guide the land policy and law reform process; support for the GOL's enactment of a moratorium on public land sales; assessment of the capacity of land administration agencies; facilitation of an inventory of GOL-granted land use rights; support for upgraded land survey technology and education; and assistance with the initiation of a process to inventory tribal land certificates.[3]

1.2 L-MEP survey of public perception of land institutions

The Liberia Monitoring and Evaluation Programs (L-MEP) has responsibility 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 that is the subject of this report. The data collected will provide information to assist in evaluating the impact of LPIS and contribute to the measurement LPIS's progress toward achieving results under the three LPIS components. The survey will be repeated at the end of LPIS, currently scheduled for March 2013. The information collected under the three components will help provide answers to the following broad, overarching questions:

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?

The Mitchell Group, Inc. (TMG) entered into a contact with USAID/Liberia to provide the L-MEP services, including the preliminary public perception land survey. In order to implement the survey, TMG/L-MEP contracted with the University of Liberia-Pacific Institute for Research & Evaluation (UL-PIRE) to collect, compile, and report public perception data from eight Liberian counties. TMG/L-MEP also contracted with an international land tenure consultant and attorney, Robin Nielsen (Consultant), to provide short-term technical assistance to the project. The project was managed by L-MEP and with significant engagement of L-MEP, creating a core project development and implementation team composed of staff from L-MEP and UL-PIRE in addition to the Consultant (Project Team).

[3] TetraTech/ARD. 2011. LPIS Year 2 (October 1, 2011 – September 11, 2012) Work Plan. Burlington, VT: TetraTech/ARD.

II. PUBLIC PERCEPTION SURVEY PROJECT DESIGN

The scope of the preliminary survey was initially cast quite broadly and included collecting information on public perception of: land rights in Liberia (including statutory versus customary land rights, the land rights of women, the fairness of land rights, and land tenure security); Liberia's land administration systems and institutions; and land transaction processes (see SOW attached as Appendix A). As described below, the Project Team consulted with the project stakeholders to narrow the scope of the survey to accomplish MCC and L-MEP objectives while being responsive to stakeholder interests, avoiding duplication of effort, and recognizing the practical limitations of time and resources.

2.1 Objectives

The **primary objective** of L-MEP's preliminary survey project was to collect information about public perception on selected land topics relevant to the objectives of LPIS. The information 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 development and refinement of GOL land activities during the lifespan of LPIS and thereafter.

A **secondary objective** of the preliminary survey project was to strengthen the technical capacity of its partner organization, UL-PIRE.

2.2 Survey stakeholders

In addition to MCC, USAID/Liberia, and LPIS, survey stakeholders included LPIS's GOL 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 & Records/National Archives (CNDRA), also within MLME. Brief descriptions of these GOL stakeholders and LPIS-supported activities are provided as context for the survey inquiry areas and findings in Section 5 below.

2.3 Development of focused inquiry areas

The Project Team's discussions with stakeholders resulted in a survey focused on public perception of the delivery of information and services to the public relating to: 1) land rights and reforms; 2) land surveying; and 3) registration of land deeds and leases. Specifically, stakeholders reviewed a comprehensive menu of options for survey topics, and in discussions with the Project Team selected the following areas of public perception inquiry:

- Public awareness of the Land Commission and its activities;
- Public awareness of the role of surveyors and perceptions of the surveying profession; and
- Public awareness of the process of deed and lease registration and perception of CNDRA's deed and lease registration services.

These three focus areas align with the MCC SLRA matrix (Appendix B) and LPIS Project components (Section 1.2 above).

[4] The L-MEP survey is intended to complement, not supplant, the more extensive LPIS Performance Management Plan.

2.4 Project design issues

During the survey design process, the Project Team considered and addressed issues relating to the nature of LPIS's objectives and timeframe, LPIS' work (and the work of other entities and individuals) to date, stakeholder sensitivities, and available human and financial resources.

2.4.1 Approach to measuring LPIS Component 1 achievements. As described in section 1.1 above, under its Component 1, LPIS is assisting the GOL in increasing understanding of land rights issues within government, civil society, and the general population. If approached at a conceptual level, measurement of achievements under Component 1 would require collection of pre-project public awareness and understanding of a range of land issues, including issues relating to land tenure security, land access, land use, women's land rights, land transactions, and the public's perceptions of government roles relating to land policy, land reforms, and land administration.

The challenges inherent in designing and executing a survey to probe such abstract (and highly charged) concepts are axiomatic. The preliminary survey was designed to be conducted in eight counties, with a budget allowing for roughly two and a half weeks of field work. The total budgeted time for the project – from design through reporting – was six to eight weeks. Given those perimeters, as a practical matter the survey could not effectively inquire into the range of land policy and land institution issues at the level necessary to gauge and report current public understanding of complex land tenure relationships, the role of government, and the functioning of government agencies. Moreover, such a broadly conceived survey would, in many cases, collect information that had already been collected and reported in the course of various targeted baselines, assessments, and topical studies that have been supported by LPIS, the World Bank, and other entities to date.[5] Finally, an approach at that conceptual level would be unlikely to collect meaningful results at the end of the project and thus unlikely to create a basis for useful comparative analysis. The land reforms that the GOL contemplates and LPIS is supporting are changes that will take place over decades, not a three or four-year project term. Attendant changes in public perception at a conceptual level will require a similarly extended timeframe for assessment.

In recognition of the limitations on time and resources, the volume of information that has already been gathered, and the potential sensitivities among respondents discussed directly below, stakeholders recommended collecting information about public's awareness of the institutional vehicle that the GOL is using to drive its land reform agenda -- the Land Commission. The Land Commission's ability to communicate and engage with the public on land matters will be critical to meaningful public consultations on policy development and achievement of broad-based support for a new land policy, once it is drafted. In recognition of the vital role that the Land Commission will play, LPIS's activities include supporting the Land Commission's public education and outreach program. Preliminary information about the public's awareness of the Land Commission will help assess how successful the Land Commission has been to date in creating effective avenues for disseminating public information, whether its messages have been understood, and where the GOL can most effectively channel its time and resources to impact public perception positively.

[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. See list in Section 7 below, Sources Consulted.

2.4.2 Exclusion of topics. In the course of discussion with GOL stakeholders, several raised concerns about the potential negative impact of the survey on respondents. Some stakeholders noted that relatively widespread perceptions of land tenure insecurity were already well documented and the survey should avoid increasing the perception of insecurity. In response to this concern, the Project Team designed the survey to identify and focus on respondents who had taken steps to secure their land rights (through actions such as registering a deed or lease) rather than those who had not taken such steps. In cases where respondents had not taken certain steps, such as by engaging a surveyor, the UL-PIRE survey team did not probe for perceptions of tenure insecurity or ask why respondents have not taken steps to secure their land rights.

2.4.3 Timing. L-MEP's preliminary public perception survey was designed and executed a year and a half after LPIS began many of its activities. However, the timing does not appear to have impacted the usefulness of the results and, indeed, may have resulted in the collection of more constructive information. First, on the subject of the Land Commission, conducting the survey prior to any Land Commission activity would have necessarily resulted in findings of "no awareness." Conducting the survey following the Land Commission's initiation of a range of activities over the last 18 months resulted in more productive information; the information collected can help identify what types of respondents received information, through what methods, and the nature of the recalled information.

Second, with regard to land surveying, as of the date of the survey (July 2012), none of LPIS's activities relating to surveying were of the type to have an impact on public perception. Indeed, in the course of the survey the Project Team received no information suggesting any respondent was aware of any GOL or project activity relating to surveying or the surveying profession. Thus, the survey findings provide a baseline of public perception of surveying and the GOL's control of the power exercised by surveyors over land rights.

Third, while the Director of CNDRA has taken significant steps in last few years to strengthen the functioning of the land registry, the survey selected key informants without regard to date of registration. As noted in Section 5.4 below, the dates of registration ranged from the 1960s to the present. A majority of the key informants registered their documents prior to the recent reforms, allowing for the analysis of changes in public experience over a substantial period of time.

III. METHOD

3.1 Research method

The research method used for the preliminary survey included desk research, data collection, and data organization, tabulation, and analysis. The desk research undertaken included background studies on Liberia's land issues and reports of recent and ongoing Liberian land and land-related studies. A list of sources consulted can be found in Section 7 of this report. The desk research also extended to review of a range of public perception surveys and analysis of options for data gathering techniques and tools.

The survey project sought to collect information from the largest number of counties possible given limitations of time, resources, and accessibility during the rainy season. Initially, the project design contemplated using a quantitative survey, enhanced by key informant interviews and focus group discussions. However, a large-scale quantitative survey was considered to be beyond the budget and time constraints. L-MEP and UL-PIRE agreed to limit the preliminary survey to a combination of key informant interviews and group interviews. The method used was primarily qualitative, with a quantitative dimension; many of the items in the key informant interviews have inherent values and the calculations for these values are reported in this report. L-MEP anticipates that the post-project survey will make use of both quantitative and qualitative methods.

3.2 Selection of respondents

The project was designed to collect information from two categories of respondents: (1) key informants; and (2) members of the general public. UL-PIRE survey teams interviewed key informants individually and interviewed members of the public in groups of six to 12 participants.

3.2.1 Key informant selection method. The selection method used for key informants was purposeful: criteria for key informants was designed to identify individuals who were likely to have relevant experience and knowledge regarding the survey topics (*i.e.*, Land Commission, land surveying, and deed/lease registration). The selection process did not seek to determine the distribution of the key informants' experience 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 key informant selection process 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.

3.2.2 Group interview participant selection method. The project also included a number of group interviews to obtain the same information gathered from key informants also from the general public. This approach was designed to collect information regarding the perspectives of the general public and also allow a comparison of the perspectives of the general public compared to key informants. Obtaining the perspectives of a range of respondents was intended to provide a type of triangulation to help highlight some essential aspects of the various perspectives and possible correlations to factors such as profession or geographical location. The primary objective was not, therefore, to verify a particular account or probe specific perceptions, but to collect additional information on perceptions held by a broader group in an efficient fashion.

3.2.3 Criteria for selection of key informants. UL-PIRE survey teams gathered information from key informants on all three survey topics: Land Commission; land surveying; and deed/lease registration.

- **Land Commission and land surveying KI questionnaire.** The selection criteria for key informants on the Land Commission and land surveying topics (Rounds I and II) was designed to

identify people who were: (1) likely to have experience and knowledge with the topics of inquiry; (2) based in populated/urban centers of each county; and (3) interested in land issues. With these criterion in mind, the UL-PIRE survey teams used professions or positions in the community to identify possible key informants. 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 care, education, social work administrator or professional;
- Other professionals (e.g., accountant, lawyer, etc.);
- Agriculturalist/farmer

- **Deed/lease registration questionnaire**. For the survey questions relating to deed/lease registration (Round III), key informants with relevant experience were those who had registered a deed or a lease, whether personally or through use of a third party.[6] The UL-PIRE survey teams used three methods of identifying respondents: (1) records of deed/lease registration maintained by CNDRA that included telephone contact information; (2) neighborhood canvassing; and (3) a snowball technique.

  The Project Team initially hoped to use contact information contained in CNDRA records or physical visits by individuals to CNDRA to select key informants. However, traffic at the CNDRA office was quite limited and conditions were not favorable for interviewing people engaged in the registration process. UL-PIRE survey teams reviewed CNDRA records and compiled a list of phone numbers of individuals registering land, but were unable to use the tool to arrange for a sufficient number of in-person interviews: some individuals were suspicious of the reason for the requested interview; many were outside the Monrovia area; and many were not available to set up an interview in the time scheduled for the data gathering. In order to identify larger numbers of potential key informants and reduce the amount of time spent traveling, the Project Team created a list of areas with registration activity from the CNDRA records and assigned UL-PIRE survey teams to canvass those areas. UL-PIRE survey tams were assigned based on their residences to reduce travel time and take advantage of their local knowledge and contacts. In addition, the Project Team included a "snowball" question in the questionnaire, asking key informants to identify anyone he or she knew who had also registered a deed or a lease and contact information. UL-PIRE survey teams used this information to identify additional key informants.

3.2.4 Group interview participants. As noted above, the survey also collected information from members of the general public through the use of group interviews. UL-PIRE survey team members interviewed group members using the same questions asked of key informants on the topics of the Land Commission and land surveying.

[6] In the design stage, the Project Team intended the survey for those informants who had personal experience with the deed/lease registration process, *i.e.*, had done the registration themselves because much of the information gathered related to the perception of CNDRA's customer service. It became clear in the first days of interviews that a large percentage of key informants (ultimately over half) used a third party for the registration process. Given the difficulty locating key informants and limitations of time and resources, the Project Team elected to continue to use key informants who had used third parties to register, with a plan to organize the data based on who handled the registration.

The method for selecting group members was a combination of purposeful and opportunistic techniques. The UL-PIRE survey teams used the following criteria for selection of group members: (1) sex (each group was either all women or all men); (2) local residence; and (3) non-elites. The use of selection criteria was a purposeful effort to create groups that would allow participants to speak freely and tap into the perspectives of individuals from outside the various professions and community positions held by key informants. In addition, groups were formed based on convenience and availability of group members. The UL-PIRE survey teams relied primarily on local leaders and other contacts to organize groups. Other than the requirement of single-sex groups and group size, the UL-PIRE survey teams did not control the selection of group members. In a few cases, therefore, groups included local elites or leaders who had not been selected for key informant interviews.

As Table 1 indicates, 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.

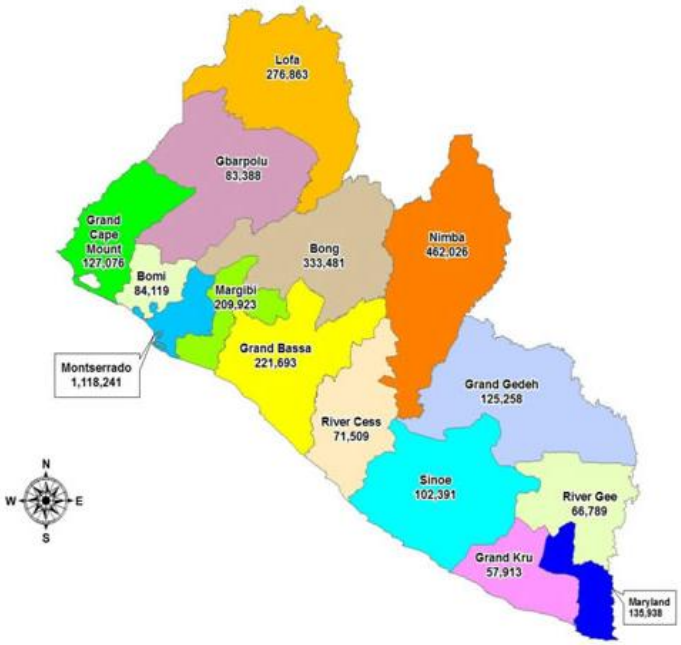
Table 1: Selection of Respondents

Survey Topic	Method	Initial selection criteria	Secondary selection criteria for certain questions
Land Commission and land surveying	Key informant interviews	1. Profession/position: (a) individuals holding local leadership positions (community leaders, religious leaders, leaders of NGOs, etc.); (b) representatives of various sectors of rural society (health, agriculture, education, etc.); or (c) business owners; 2. Personal or general civic interest in land issues; 3. Resides (temporarily or permanently) in area where interview conducted	1. Awareness of Land Commission; and 2. Personal experience with land survey
	Group interviews	1. Member of general public (non-elite/leader); 2. Resides (temporarily or permanently) in area where interview conducted; 3. Member of group (e.g., man, woman)	1. Awareness of Land Commission; and 2. Personal experience with land survey
Deed registration	Key informant interviews	Experience registering a deed (either personally or through third party) in Monrovia	Personal experience with deed registration
Lease registration	Key informant interviews	Experience registering a lease (either personally or through third party) in Monrovia	Personal experience with lease registration

3.3 Geographical areas

L-MEP and UL-PIRE agreed that the survey would collect information from eight counties: 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 selection of key informants and group interview participants in each county was based on the relative populations of the counties. Table 2 below sets out the county data and number of survey respondents for each county.

Table 2: County data and survey respondent numbers

County	Area (sq km)	2008 Population	Number of key informants Land Commission and surveying	Number of group interview members on Land Commission and surveying	Number key informants Deed/Lease registration
Bomi	2122.15	84,119	12	8	0
Bong	8378.55	333,481	31	16	4
Gbarpolu	9235.29	83,388	15	10	0
Grand Cape Mount	4797.78	127,076	44	32	0
Lofa	10313.04	276,863	30	29	0
Margibi	2811.24	209,923	23	24	0
Montserrado	1802.01	1,118,241	11	8	122
Nimba	11901.80	462,026	33	26	0
Totals			200	153	124

2008 Population Census Results
Liberian Institute of Statistics and Geo-Information Services (LISGIS)

Within the counties, the UL-PIRE survey teams concentrated on the urban centers in order to 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, the decision to concentrate on the urban areas meant that the survey did not test the penetration of the awareness of the Land Commission into the rural areas, or the perception of more remote rural residents on the land surveying profession. As a result of the concentration on urban areas, the preliminary survey was also unable to take advantage of L-MEP maps that allow for selection of respondents based on analysis of population concentrations, land classifications, and land uses.[7]

For the deed/lease registration questions, the UL-PIRE survey teams concentrated on Monrovia and environs. Two interviews were also conducted relating to the Bong County office in Gbarnga (Gbanga).

3.4 Questionnaire design

The design of the questionnaires was informed by discussions with stakeholders and the organization of LPIS into three components relating to: the Land Commission; land surveying; and deed/lease registration. The key informants for the Land Commission and land surveying questions were distinct from the key informants for the deed/lease registration. Accordingly, the Project Team developed two questionnaires: one relating to Land Commission and land surveying, and the second relating to deed/lease registration. The second questionnaire was initially conceived to include land surveying in addition to deed/lease registration. However, the combination of topics resulted in a questionnaire that was too long. Accordingly, the second questionnaire was limited to the topic of deed/lease registration.

3.4.1 Land Commission/land surveying questionnaire. The questionnaire had eight main questions on the Land Commission and 12 questions on land surveying. Some of the questions had subparts. The questions inquired about the respondents':

Key informant interview, Gbanga (Bong County)

- awareness of the Land Commission;
- knowledge of the Land Commission's activities and anticipated benefits of the Land Commission's work;
- how he or she heard about the Land Commission;
- knowledge of two documents disseminated by the Land Commission;
- knowledge of role of surveyor and distinction between public and private surveyors;
- personal experience with a surveyor and survey;
- reason for surveying;
- incidence of disputes arising from surveying;
- overall satisfaction with survey and overall perception of surveying; and
- recommendations relating to the surveying profession.

The Land Commission and land surveying questionnaire was revised between the rounds of fieldwork to: (1) assist the UL-PIRE survey teams by clarifying the distinction between the Land Commission and the county land commissioner in the question; (2) revise the reference to the Land Commission

[7] One recommendation for any interim project and post-project survey (see Section 6.2 below) is to plan for a greater geographical scope, including a plan to take advantage of L-MEP mapped information that includes population concentrations, land classifications, and land uses in various areas.

documents disseminated; and (3) formalize information emerging from the interviews by adding a prompt for enumerators to ask why respondents obtained a land survey.

3.4.2 Deed/lease registration questionnaire. The questionnaire for deed and lease registration asked 20 questions (some with subparts) regarding:

- Details of registration process;
- Reason for registration
- Knowledge of process and where gained;
- Perception of service received; and
- Recommendations regarding the registration process.

Copies of the questionnaires are attached as Appendix C.

3.5 UL-PIRE survey teams and training

The UL-PIRE survey team included 15 enumerators, two supervisors, one project manager, and two individuals supporting technical aspects of data collection and compilation. A list of UL-PIRE staff is attached as Appendix D. Most of the UL-PIRE survey team members had prior experience with a variety of data gathering techniques, including conducting key informant interviews. The Project Team conducted refresher training on interviewing techniques and a one-day of training that included an introduction to land tenure issues, overview of the LPIS project, and review of the Round 1 (Land Commission and land surveying questions) questionnaire form and interview method.

Prior to conducting the deed/lease registration interviews, the Project Team provided UL-PIRE survey team members with a further half-day training on deed and lease registration and the deed/lease registration questionnaire. 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.

3.6 Testing questionnaires

The questionnaires were tested to identify gaps, problems with phrasing, ambiguities, and other hindrances to understanding of respondents and data collectors. The data collectors debriefed the testing process with the Project Team, and based on the experience and comments, the Project Team revised the questionnaires. As noted above, the testing process informed the decision to limit interview topics to either: (1) Land Commission and land surveying; or (2) deed/lease registration.

3.7 Data collection

The preliminary survey project used a two-stage data collection process. UL-PIRE survey teams began with sensitization in a geographical location, which involved introducing themselves and the survey project to local leaders, learning about any particular issues or sensitivities that could impact the data collection in that area, and identifying potential key informants and group interview participants.

The second stage -- the key informant and group interviews -- usually took place within a day or two of the sensitization. The UL-PIRE survey teams were usually composed of one moderator who asked the questions and one note taker who filled out the questionnaire form. UL-PIRE supervisors oversaw the work of the UL-PIRE survey teams, and the L-MEP M&E specialist and Consultant traveled among the teams, overseeing the process and attending selected key informant and group interviews.

The fieldwork was organized into three rounds, as set forth in Table 3. A list of counties and towns where data was collected is attached as Appendix E. Round I gathered information on the topics of the Land Commission and land surveying in Bong, Lofa, Nimba, and Margibi counties. Round II gathered information on the same topics (Land Commission and land surveying) in Grand Cape Mount, Bomi, Gbarpolu, and Montserrado counties. Round III gathered information on deed/lease registration primarily in Monrovia and environs (Montserrado County), with a few interviews conducted in Bong Bounty.

Table 3: Fieldwork Topics and Counties

Round	Topics	Counties
I	Land Commission Land Surveying	Bong Lofa Nimba Margibi
II	Land Commission Land Surveying	Grand Cape Mount Bomi Gbarpolu Montserrado
III	Deed/Lease registration	Montserrado Bong

3.8 Quality control

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

- The questionnaire forms for key informant interviews required identification of the respondent, location where interview took place, date, time, and contact information. Group interview questionnaires required similar identifying details from one or two members of the group.
- During the three rounds of data collection, UL-PIRE supervisors oversaw the data collection process
- Members of the Project Team reviewed the completed questionnaire forms on a daily basis during the data collection process, or as soon as contact was reestablished with UL-PIRE survey teams.
- During the fieldwork, the Project Team held meetings with members of UL-PIRE survey teams to discuss and resolve issues as they arose.

In addition, the presence of the Project Team in the field and organization of the data collection process into three separate rounds allowed for the Project Team to make adjustments throughout the process.

3.9 Data compilation and reporting

L-MEP worked with UL-PIRE to create an Excel-based database for the key informant interview data, and provided training on coding, data entry, data sorting techniques, and data reporting. Under L-MEP supervision, UL-PIRE entered the data from the key informant questionnaires into the database. L-MEP used SPSS for data sorting and analysis. Manual techniques were also used to sort and analyze the key informant data in order to prepare this report.

UL-PIRE elected to create Word document tables to compile the group interview data. UL-PIRE entered the data for each group interview on the individual Word documents. Manual techniques were used to sort the group interview data for use in this report.

IV. GENERAL INFORMATION ABOUT RESPONDENTS

4.1 Overview

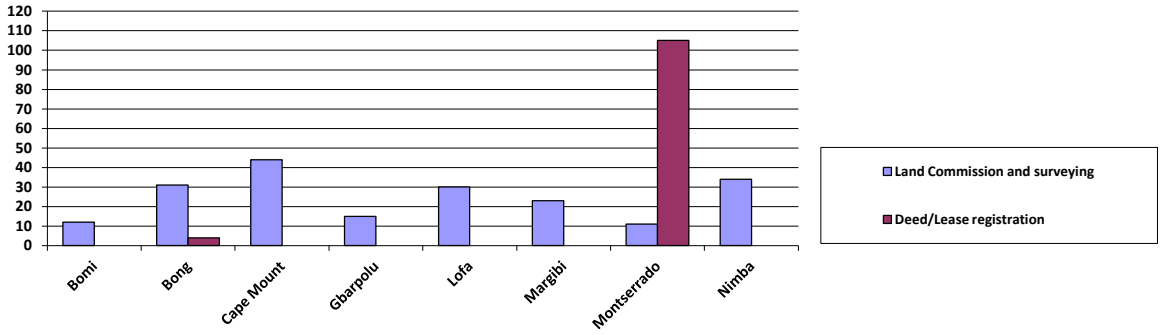
Over the course of the 17 days of fieldwork conducted between July 17, 2012 and August 17, 2012, the UL-PIRE survey teams and L-MEP M&E specialist interviewed a total of 324 key informants in eight counties. In addition, the UL-PIRE survey teams conducted 14 group interviews, collecting information from 153 group members across the eight counties. Of the total of 477 persons interviewed as key informants and participants in group interviews, 64% were men and 36% were women.

Table 4: Number of Respondents by County, Topic, and Interview Format

County	Topics	Number Key Informants	Number Group Interviews	Number Group Interview members	Total individuals interviewed
Bomi	Land Commission & land surveying	12	1	8	20
Bong	Land Commission & land surveying	31	2	16	47
	Deed/lease registration	2	0	0	2
Cape Mount	Land Commission & land surveying	44	2	32	76
Gbarpolu	Land Commission & land surveying	15	1	10	25
Lofa	Land Commission & land surveying	30	2	29	59
Margibi	Land Commission & land surveying	23	2	24	47
Montserrado	Land Commission & land surveying	11	1	8	19
	Deed/lease registration	122	0	0	122
Nimba	Land Commission & land surveying	34	3	26	60
Column totals		324	14	153	477

Of the 324 key informants, 200 key informants and 153 group members provided information on their perception of the Land Commission and land surveying. A total of 108 key informants provided information on their experience with deed registration, and 16 key informants provided information on lease registration. Figure 2 shows the breakdown of key informant interviews for all categories by county and topic.

Figure 2: Distribution of Key Informant Interviews by Topic and County (by number)



4.2 Distribution of respondents on Land Commission and surveying topics

4.2.1 Key informants. Of the 200 key informants who were interviewed regarding their perceptions of the Land Commission and land surveying, 74% were male and 26% female. Key informants ranged in age from 19 to 88 years old; the largest group was between the ages of 45 and 54 (35%). The largest number of individuals identified themselves as businessmen or women (23%), followed by social, health, and education professionals (19%), and community leaders (17%).

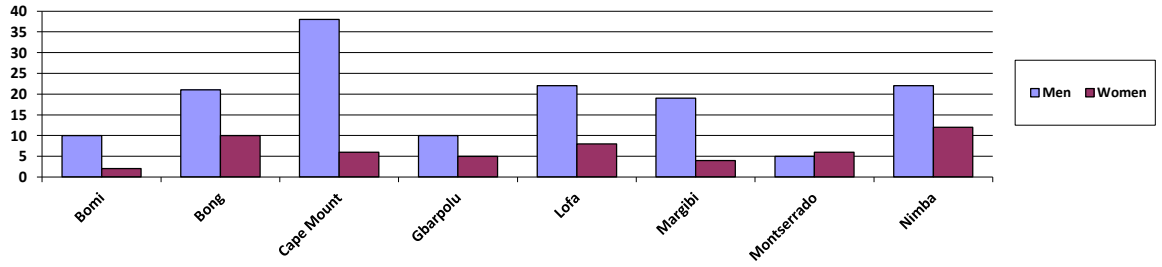
Table 5: Key Informants on Land Commission and land surveying: Basic Demographic Information

Selection	Number	Percent of total
Total key informants	200	
Men	147	73.5
Women	53	26.5
Age		
• 15-34	28	14%
• 35-44	55	28%
• 45-54	70	35%
• 55-90	47	23%
Profession (183 responses)		
• Community leader	32	17%
• Clergy	12	7%
• State and local government	28	15%
• Business proprietor/manager	42	23%
• Business professional (accountant, lawyer, scientist,	3	2%

administrator, etc.)		
• Social/health/education professional	34	19%
• Skilled trades (construction, driver)	13	7%
• Farmer/agriculturalist	12	6%
• Community member (general public, student)	7	4%

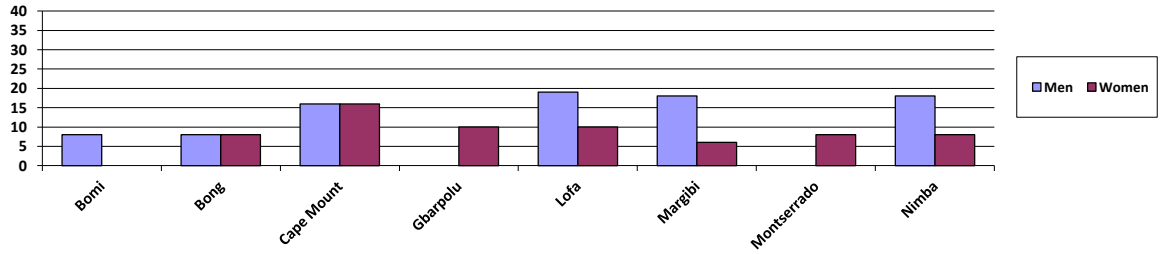
UL-PIRE survey teams interviewed between 11 and 44 key informants in each of the eight counties. The largest numbers of key informants were in Cape Mount (44 individuals, 22%), followed by Nimba (34 individuals, 17%) and Bong (31 individuals, 15%).

Figure 3: Distribution of Key Informants on Land Commission and Surveying Topics by County and Sex (by number)



The number of group interviews held ranged from one to three in each of the districts, with the largest total numbers of group interview participants in Cape Mount (32 group members, 21%), Lofa (29 group members, 19%), and Nimba (26 group members, 17%). Fifty-one percent of group participants were men and 49% were women.

Figure 4: Distribution of Group Interview Participants by County and Sex (by number)



4.3 Distribution of key informants on deed/lease registration

A total of 124 key informants provided information on the registration of deeds (108) and leases (16). Sixty-two percent of key informants were men and 38% were women. Their ages ranged from 24 to 73 years old. They reported holding a range of jobs or positions, with the largest group of key informants identifying themselves as owners or managers of businesses (24%).

Table 6: Key Informants on Deed/Lease registration: Basic Demographic Information

	Deed registration	Percent of total	Lease registration	Percent of total
Total key informants	108		16	
Men	72	67%	10	62%
Women	36	33%	6	38%
Age				
• 15-34	9	8%	2	12%
• 35-44	36	34%	7	44%
• 45-54	29	27%	7 (no disaggregation)	44%
• 55-90	31	29%		
Profession				
• Community leader	5	5%	0	
• Clergy	13	12%	0	
• State and local government	14	13%	0	
• Business proprietor/manager	26	24%	13 (no disaggregation)	81%
• Business professional (accountant, lawyer, scientist, administrator, etc.)	15	14%		
• Social/health/education professional	12	11%	0	
• Skilled trades (construction, driver)	15	14%	0	
• Farmer	0	0	0	
• Community member (general public, student)	8	7%	3 (unspecified)	21%
Date of registration				
• 1960-1969	4	4%	0	0
• 1970-1979	5	5%	1	6%
• 1980-1989	18	17%	0	0
• 1990-1999	13	12%	1	6%
• 2000-2009	45	42%	6	38%
• 2010-2012	23	21%	8	50%

V. FINDINGS RELATIVE TO LPIS COMPONENTS

This section is organized to follow the LPIS components and separate survey topics. For each component, the section gives a brief overview of the institutional partner and selected LPIS activities, followed by a summary of the issues tested, and the findings.

5.1 Overview of findings

Public interest in land rights and government roles relating to land rights was high among key informants and members of group interviews alike. Several themes within the public perception were evident in the responses and anecdotes on all three topics: Land Commission, surveying, and deed/lease registration:

- Public recognition of the insecurity of land tenure colored public perceptions and was reflected in the responses and recommendations offered. Overall and generally, the public appears motivated to clarify and legitimatize their land rights. Moreover, the public looks to government bodies to support those efforts.
- Public awareness of any government role on the development of land policy -- including by the Land Commission -- is limited, yet interest in having government take up a leadership role on land appears high.
- The public recognizes the broad power held by surveyors to secure their land rights or undermine their rights. The responses suggest that the public believes that the GOL has little control over surveyors, leaving the public at the mercy of the profession with few effective avenues to address any abuses of power.
- The public seeks greater competence, integrity, and accountability from GOL land institutions.
- The public perceives that it lacks the information and confidence needed to conduct various land-related procedures (such as deed registration) themselves and seeks more information and more accessible services.

5.2 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 coordinate 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.

The Land Commission appointed one Commissioner to be responsible for Public Education and Outreach. The Commissioner is supported by a Public Education and Outreach support officer.

5.2.1 LPIS activities supporting Land Commission. LPIS provides 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 undertaken include: Land Commission staff and organizational development; information gathering (including land rights inventories and topical studies) to support development of land policy and law; and advice on targeted land issues. LPIS is also supporting the Land Commission's development of: public education and outreach programs; a program for grassroots consultations on

land policy; and a network of county-level community land centers (Land Coordination Centers).[8] With the support of the Norwegian Refugee Council (NRC) and other donors, the Land Commission opened the first center in Zorzor, Lofa County, in 2012.

5.2.2 Inquiry areas: public awareness of Land Commission and knowledge of activities. The Land Commission's ability to collect and disseminate information on land issues and create effective platforms for public discussion will be critical to the participatory development of a Liberia's land policy and legislation. The preliminary survey was designed, therefore, to collect information on:

- public awareness of the Land Commission;
- knowledge of the Land Commission's activities, including understanding of benefits of the Commission; and
- avenues through which the public has received information about the Land Commission

The preliminary survey was conducted two and one-half years after the Land Commission was created and a year and a half after it became operational. At the time of the survey, therefore, the Land Commission had engaged in some public activities. Commission members themselves noted, however, that they have not been as visible as they would like to be in the counties. At the time of the stakeholder meetings preceding the survey, the Land Commission had just initiated a public education campaign and produced some materials, some of which the survey used to test public awareness.

5.2.3 Findings regarding the Land Commission

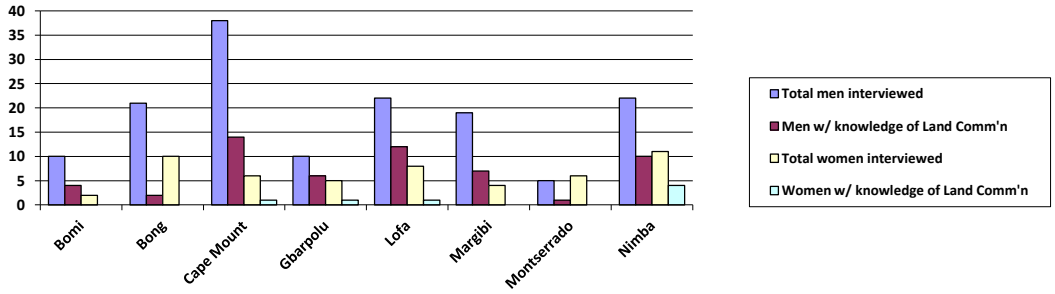
Awareness of Land Commission. Across all eight counties, 106 individuals (53% of key informants) stated that they had heard of the Land Commission. However, only 71 individuals (35%) reported knowing the difference between the national Land Commission and county land commissioner and identified one or more distinctions between the two. The largest number of those key informants (53%) stated that the distinction was the county commissioner worked at the county level and the Land Commission was a national body.[9] The second most popular distinction was that the county commissioner provided surveyors and oversaw public land while the Land Commission resolved land disputes.

Awareness of the Land Commission (as distinct from the county land commissioner) was highest in Cape Mount, Lofa, and Nimba counties and higher among men as opposed to women. See Figure 5. Those key informants reporting knowledge of the Land Commission held a wide range of positions in the community, including community leaders, skilled trade workers, clergy, business people, agriculturalists, and professionals such as teachers and administrators. Those who had no knowledge of the Land Commission came from the same range of positions and jobs. Not surprisingly, by position, local government officials were most likely to know about the Land Commission and the distinction between the Land Commission and county land commissioners (69% of key informants in local government).

[8] 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.

[9] The revision to the questionnaire between Rounds I and II to use terms such as "national" and "Monrovia-based" to help respondents understand the question likely led to the number of respondents making this distinction because most of the answers were offered after the questionnaire was revised and after the UL-PIRE survey teams became more experienced at asking the question to probe the respondents' knowledge.

Figure 5: Key Informant Knowledge of Land Commission by Sex and County (by number)



Far fewer members of the general public who participated in group interviews reported having heard of the Land Commission and understood the Land Commission as distinct from the county land commissioner. Of a total of 153 group interview participants, only 14 (12 men and 2 women) reported having any awareness of the national Land Commission. Those individuals were spread across Bong, Cape Mount, Margibi, and Nimba counties. The highest level of awareness of the Land Commission among group participants was in Margibi County.

Perception of Land Commission activities and benefits. Forty-four percent of key informants stated that they had knowledge of the Land Commission's activities. Their understanding of the Land Commission's activities broke down as follows:

1. The Land Commission resolves or prevents[10] land disputes (46%)
2. The Land Commission makes land policy (34%)
3. The Land Commission monitors or manages land activities (including setting boundaries and registering deeds) (32%).

Land Commission's Land Coordination Center sign, Zorzor (Lofa County)

Twelve of the 14 interview group participants who reported knowledge of the Land Commission stated that the Commission was responsible for settling or preventing land disputes.

As these results reveal, a significant portion of respondents associate the Land Commission with the resolution of land disputes. That perception is echoed in the respondents' identification of benefits: the most commonly cited benefits of the Land Commission work were the resolution of land disputes and bringing peace to the country.

The public perception of the Land Commission's primary role and benefit as a body dedicated in large measure to land dispute resolution (which is contrary to the Commission's mandate) may be the result

[10] Respondents to all three topics used the phrases, "made peace," "brought peace," or "kept peace" to describe the Land Commission and surveyors. Some made clear in their responses that they were describing the entity or individual as resolving disputes over land. However, some respondents also may have meant that through the actions of the Land Commission or surveyors, disputes were avoided. The Project Team did not identify this ambiguity in time to clarify the issue for the survey teams and ensure that the meaning of the terms used by respondents were accurately understood and recorded. The results should, therefore, be considered with that ambiguity in mind.

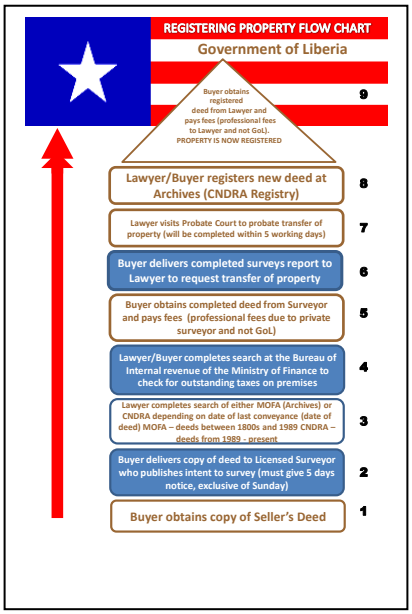
of one or more of the following factors. First, in 2008 (prior to the creation of the Land Commission), Liberia's Governance Commission held a series of regional consultations on Land. One component of the meetings was an inventory of land disputes. As a result of the attention given to the disputes, some were resolved. Second, although its mandate excludes adjudicatory functions, the Land Commission has been called on to help resolve some high profile land disputes, and landholders and other interested parties have sought the Land Commission's engagement on contested land matters.[11] During stakeholder meetings, Land Commission members described their role as helping to facilitate resolution of disputes, including serving as a non-adjudicatory mediator. Third, in some areas respondents stated that they heard that Land Commission plans or has already established county-level Land Coordination Centers (LCC), which they perceive as a decentralized land dispute resolution service.

Source and content of information regarding Land Commission. Of the 71 key informants who had heard of the Land Commission and distinguished between the Land Commission and the county land commissioner, more than half reported hearing more than one message about the Land Commission. Most of those who reported hearing multiple messages were located Lofa and Cape Mount counties. The most recent information they heard related to: the Land Commission resolving land disputes (31%); an office establishment or relocation (22%); and the Commission's engagement on land laws or policies (22%).

Of those 71 key informants, 96% reported learned about the Land Commission through the radio. Some also learned about the Land Commission through the Land Commission itself because they were invited to meetings or visited the Monrovia office. Among group participants, all but two of those who heard about the Land Commission heard the information on the radio.

As of July 2012, the Land Commission's Public Education and Outreach support officer believed that the Land Commission had distributed two public education documents in some areas: a brochure describing the Land Commission (Appendix F), and a flyer illustrating the steps to register land (Figure 6). The officer noted that, as of that time, dissemination had been quite limited.

Figure 6: Property Registration Chart



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

The survey confirmed the limited distribution: only 14 key informants or 7% (3 women and 11 men) and six group participants or 4% (all men) had seen the brochure about the Land Commission previously. Most saw the brochure at the County Administration building, although four people saw it at a Land Commission workshop. Nine of the key informants (3 women and 6 men) and one male group member reported having seen the flyer previously. Most saw the flyer at the country administration building in Lofa County.

Conclusions. Land rights and, more specifically, land tenure security was a matter of significant personal and often general civic interest for most key informants. Even in cases where key informants and group interview participants had no knowledge of the Land Commission, many commented about the importance of land issues and the need for policies and laws. Many were interested to know what the Land Commission's role was with relation to land matters.

Key informants were more likely to have information about the Land Commission than members of group interviews. Men were more likely to have knowledge of the Land Commission than women. Even some of those key informants who received direct information about the role of the Land Commission noted that more general awareness was too limited. As an assistant paramount chief in Cape Mount County stated:

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

The results of the survey suggest that two of the most important public perception challenges faced by the Land Commission are:

1. How to clarify its role in the minds of the public; and

2. How to develop effective methods to communicate with and engage the public in advance of efforts to begin public participation in the development of Liberia's land policy.

5.3 Topic 2: Land Surveyors (LPIS Component 2)

Land administration services in Liberia, including land surveying, have suffered from the decades of conflict, lack of modernization, and erosion of administrative support structure, including oversight functions. Liberia's Department of Lands, Surveys and Cartography (DLSC) is responsible for conducting land surveys for government purposes and land surveys for private acquisition of government land.

Government surveyors play critical roles in the identification of land for acquisition, the accurate measurement of parcels, and the recording of land rights. The public also relies on private surveyors (who may be government surveyors working for private parties, professionals working independently or employed by business interests, or unlicensed operators) for identification of land for purchase, accurate land measurement and mapping, and deed registration services – in addition to technical assistance to avoid or resolve boundary and other land disputes. The proper functioning of DLSC, capacity of public and private surveyors, and the presence of effective oversight of surveyors are therefore essential to building the public confidence necessary to achieve Liberia's long term goals of equitable land access, land tenure security, and a functioning land market.

5.3.1 LPIS activities. LPIS is collaborating with DLSC to improve and strengthen surveying capacity in Liberia by supporting educational and training programs for geomatic engineering students, current surveyors, and DLSC staff. In addition, with the support of MCC, LPIS is helping coordinate the effort to update and upgrade surveying equipment and infrastructure. LPIS has also been involved in helping to re-establish the Surveyors' Licensing and Registration Board (SLRB) and the private surveyors' association, the Cadastral Surveyors Association of Liberia (CASUAL) and providing technical support for the re-establishment or establishment of professional standards and oversight.

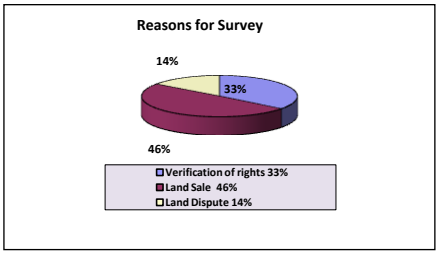
5.3.2 Inquiry areas: role of surveyor and perception of profession. The preliminary survey collected information from respondents on the following topics:

- Knowledge of surveying
- Experience with surveying and surveyors
- Reason for surveys
- Knowledge of overall process, including fee schedule
- Costs and timing
- Incidence and types of problems with surveys
- Perception of individual surveyors and surveying profession as a whole
- Recommendations for profession

5.3.3 Findings relating to public perception of surveyors and surveying profession. Overall, the survey found that the public has a high level of awareness of the surveying profession and recognition of the significant and broad role they play in accessing land and securing land rights. The public perceptions of surveyors are quite polarized, depending on individual experience with surveyors. However, even those who have a positive impression of surveyors join with those with negative opinions to call for the government to take action to improve the competence, integrity, and accountability of surveyors.

Knowledge of surveyor roles. Both key informants and members of the general public who participated in group interviews were generally well informed about the job done by surveyors. Ninety-eight percent of key informants and 73% of participants in group interviews knew what surveyors did. Sixty-eight percent of key informants and 44% of group interview participants knew two or more steps in the process of arranging for a survey. However, there is a difference between the knowledge of men and women. Roughly 74% of men (key informants) reported knowing two or more steps in obtaining a survey; 56% of female key informants knew. Of the group members responding, 52% of men reported knowledge while only 32% of women did. In addition, women were more likely to learn about a process through indirect means (observation and reading) while men were more likely to learn from landowners and surveyors.

Figure 7: Reasons for Survey



There was also a high level of public awareness of the multiple roles surveyors play: key informants reported that surveyors not only measured land but they identified land available for purchase, brokered land sales, and shepherded deeds through the probating and registration process.

The majority of key informants (61%) reported knowing the difference between public and private surveyors. Most of those (57%) defined public surveyors as those who work for the government or are hired by the government while private surveyors are hired by

individuals or working for individuals. A few recognized that some individuals worked as both public and private surveyors.

Personal experience with surveying and surveyors. About 83% of key informants and 39% of group interview participants had personal experience with a survey. In most cases the experience related to their land or land in their family; in a handful of cases, informants were familiar with a survey that took place on neighboring land or land in the vicinity of their business or residence.

Reason for surveys. The most common reason for a key informant's personal experience with a survey was a land sale (46%), followed by verification of land rights (34%). Another 14% of key informants responding to the question reported that they had a survey done because of a land dispute.

"The process of surveying kept the intruders away."

Pastor William Akoi's family has land in Lofa County. After his father passed away and his mother was left on the family land, people began to encroach on the land. The children, including Pastor William, were living in other parts of Liberia and could not confront the encroachers themselves. The children arranged for a surveyor to go and survey the land to give notice that the land was someone's and they should not occupy the land. The surveyor did the work and provided them with the documents but they could not afford the $100 additional fee he charged for probating and registering the deed. Even without registration, as of July 2012, the process of surveying stopped encroachment of the family land and the pastor's mother has not been troubled by intruders.

Key informants described surveys as both an offensive and defensive tool: surveys helped landowners and prospective landowners identify parcels with recognized boundaries and also helped landowners protect their rights to a parcel of land from encroachment. An imam in Ganta explained:

"I survey to know my boundaries so a problem will not come in the future."

A female healthcare worker in Tubmanburg (Bomi County) who had received a section of family land from her grandfather had her parcel surveyed. She explained that her parcel was within a four-acre parcel of family land and, *"I wanted my portion distinct."*

The high percentage of key informants using surveys to verify their land rights appears, at least in part, to be one consequence of the loss and destruction of land records, the collapse of land institutions during the decades of civil conflict, and the inherent weaknesses of a deed registration system. Many people rely on the surveys as a practical step they can take to improve their tenure security. As a project coordinator in Gbarma (Gbarpolu County) stated:

> "*If you don't survey, anyone can come and claim it [your land]. If you survey and put cornerstones, that's ownership; no one can claim it.*"

The use of surveys for verification of land rights is highest in Nimba County (40% of key informants responding).

Land transactions are the most common reason for surveys in Bong, Cape Mount, and Margibi counties. In some cases, land purchasers reported that they believed the survey would verify the boundaries of the parcel and confirm that the land is actually available for purchase. However, numerous informants and participants in groups interviews reported cases of surveyors – either individually or in collusion with landowners – selling a parcel multiple times, altering boundaries in exchange for additional payments from one party, and holding their land documents hostage until they made additional payments.

In Voijama (Lofa County), one man in a group interview reported that he had paid for his parcel of land twice, and he still did not have possession because there were multiple buyers claiming ownership. Another man purchased a parcel on which to build his house, only to discover after beginning construction that the surveyor misrepresented the boundaries. The parcel was re-surveyed and his parcel was reduced in size and shape (without any attendant refunding of purchase price) to make the parcel unsuitable for use for a residence.

In many cases, respondents noted with approval that the surveying process required some notification to neighbors that the survey would take place on a certain day so they can be part of the process of setting boundaries. However, several also stated that the notification did not occur or was not sufficient to prevent problems of multiple sales of a parcel, especially when a percentage of landowners are absentee. One retired civil servant in Monrovia's Old Congo Town recognized the danger of relying on a surveyor for identification of boundaries. When he and his wife were looking for land to purchase, they inquired of local leaders and elders in various neighborhoods about land for sale. When they located a parcel they liked, they met with each of the neighbors in the vicinity of the parcel to find out the history of land ownership, the boundaries of the land, and to confirm the availability of the land for sale. The retiree explained that only through that kind of personal exercise of due diligence could "*a person make a purchase of land that could be trusted by all.*"

Knowledge of process and fees. Of the key informants who had personal experience with a survey, 55% learned about the process from the surveyor. Of those who received information from other sources, most learned about the process from a family or community member. More than half of key informants (64%) were unaware of any established fee structure for surveying services; they relied on the surveyor for information on the required fee.

Of those key informants who reported experience with a survey, 18 individuals received surveys at no cost to themselves, either because the survey was paid for by another party to a land transaction or because it was provided free of cost through a program conducted by the Norwegian Refugee Council (NRC).[12] Of the 72 informants who paid for surveys, 60 reported that they paid less than $100, nine paid between $100 and $199, and three key informants paid more than US $500. Slightly more received a receipt than did not receive a receipt.

Timing. Twenty-six percent of key informants with personal experience with a survey reported that the process of obtaining a survey took between one to three weeks from the time the survey was requested to the time it was completed and the surveyor provided them with documentation, most commonly a deed. Thirty-six percent stated that the process took between one and six months. Five of the 168 key informants who had personal experience with a survey stated the process took between seven and 12 months, another five stated the process took more than a year. Twenty-three key informants reported that a survey was pending at the time of the interview.

> *"Surveyors are not straight because they believe in too much bribery. They are bringing trouble to the country."* --Totota business woman

> *"I survey my land because the landowner who sold the land was too tricky."* Ganta businessman

[12] The Norwegian Refugee Council (NRC) has supported the resolution of land disputes in several counties for a number of years. NRC has services contracts with government-approved surveyors who assist the dispute resolution process by surveying the land to document a boundary, to delineate a landholding, or to produce a diagram that is attached to the deed. Gregory Norton. 2011. Searching for Soap Trees: the Norwegian Refugee Council's Land Dispute Resolution Process n Liberia. Oslo: NRC.

Self-Help

Numerous respondents reported particular frustration with the lack of effective avenues to resolve problems with a land survey. In many cases, by the time the problem was discovered, the surveyor was no longer available and the parties to the transaction or neighbors sharing a contested boundary were left to settle the matter themselves. Respondents noted that in many cases, one party had already invested in the land, often with the result of gaining an advantage in a dispute because mediators and adjudicators are reluctant to require an investment to be reversed. As a consequence, respondents report that legitimate land purchasers and encroachers alike are quick to lay foundations and erect structures in an effort to solidify their claim of rights. The actions can have the effect of quickly escalating disputes and inciting more physical and potentially violent self-help measures.

One key informant blames delays in obtaining a survey for creation of a dispute over rights to the parcel. The coordinator for the NGO, Ganta Women's Concern, stated she had been waiting for nine years the survey she ordered. The coordinator explained that an elder in the community gave the NGO a parcel of land for its offices. The NGO made a formal request for a survey in order to formalize the NGO's rights. According to the coordinator, the surveyor delayed, bowing to political pressure from the elder's family. The elder subsequently passed away and one of his sons is contesting the land transaction. At the time of the interview, nine years had passed and the NGO was well enmeshed in a Dickensian court battle for formalized rights to the land.

Incidence and types of problems with surveys. Thirty-two percent of key informants who had experience with a survey reported that a dispute arose in the course of the survey or thereafter.[13] The most common reported reasons for disputes in the course of or following a survey were:

- Multiple sale of the same land (45% of disputes)
- Boundary disagreement (35% of disputes)

In some cases, key informants blamed the landowners for the problems. In other cases, the informants identified the surveyors as the cause of the problems. Numerous respondents echoed a business woman in Totota, who said:

> *"Surveyors are not straight because they believe in too much bribery. They are bringing trouble to the country."*

Avenues for resolution of survey problems. Respondents identified multiple options they might try to resolve a problem with a survey or surveyor. Most of those responding to the question stated they would bring the issue to the county land commissioner (36%), another county-level government authority (30%), or a representative of the Ministry of Lands, Mines and Energy (19%). Eighteen percent identified the courts.[14] However, there was little suggestion that these avenues would be effective. In the course of the interviews across eight counties, numerous respondents reported problems with surveys and surveyors. There was very little (if any) suggestion that they had received a suitable resolution to the problems they faced, supporting the decision of many to engage in self-help (see box).

Opinion of surveyor's service. A majority of respondents (66%) who used the services of surveyors reported receiving good value for their money. However, the phrase, "good value," proved difficult for respondents and the question did not capture the respondents' opinion of the service provided. Many stated that they had no choice but to use a surveyor so could not comment on the value received. A good percentage (38%) explained that if the business transaction was done (*i.e.*, they paid money and in

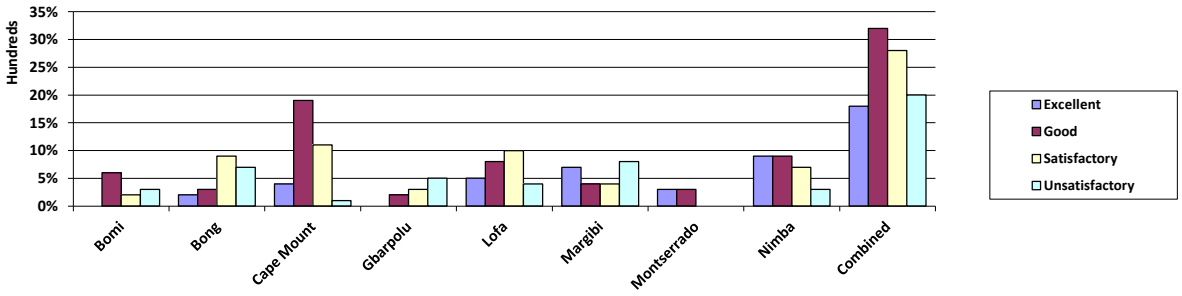
[13] The number reporting disputes is lower than might be reported – in the course of interviews some respondents noted that they dealt with potential problems as they occurred, such as the surveyor requesting additional money.

[14] In analyzing these responses, we assume that the references are to the courts operated by chiefs at various levels as opposed to the municipal courts. However, the questionnaire did not ask UL-PIRE survey teams to probe for identification of the courts.

exchange received the service), they considered they had received "good value." Others stated they believe they received "good value" if there was no dispute regarding the land that was surveyed.

The key informants' overall grades for their surveyor also reflected a mix of experiences: 18% believed their surveyors did an excellent job; 32% a good job; 28% a satisfactory job; and 20% an unsatisfactory job. The highest percentages of excellent and good ratings were reported in Nimba County. The highest percentage of unsatisfactory ratings was reported in Gbarpolu, Margibi, and Bong counties.

Figure 8: Key Informant ratings of surveyor service (by percentage)



General perception of surveying profession. Across all eight counties, 56% of key informants and 65% of group members responded to the question described the surveying profession in positive terms. They described surveyors as "peacemakers." As several women in a group interview in Totota stated,

> *"[The surveyors] come to settle the land problem and are good. They bring peace among the people."*

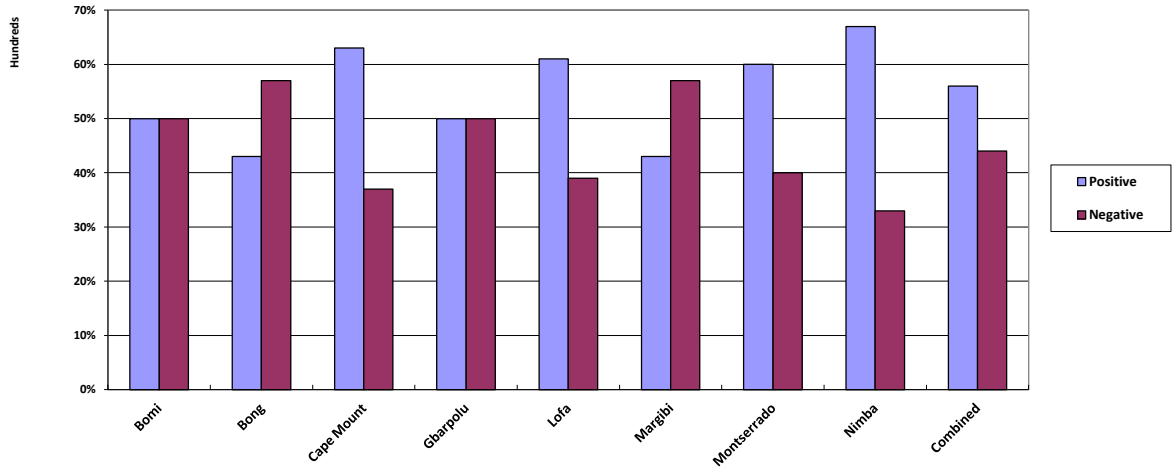
In contrast, 44% of key informants and 35% of group members described the profession in negative terms, using terms like "thieves," "rascals," and "troublemakers". A shop owner in Ganta summed up her feelings as follows:

> *"[Surveyors] are unfair. They are not truthful. They are not dependable. They are conapers [connivers]."*

A number of key informants noted that every surveyor had the potential to be useful and beneficial to society or to be corrupt and self-serving.

Anecdotally, Project Team members discerned a belief underlying many of the comments made by respondents that it seemed a matter of chance or luck whether they had a good or bad surveyor and survey experience. In some cases, respondents were able to control the results of the survey to their advantage with additional monetary payments to the surveyor, but not always. The recommendations were so consistent and offered with such conviction as to suggest that the members of the public participating in the survey perceive surveyors as having a substantial amount of power that they are free to exercise without sufficient controls.

Figure 9: Key Informant Perception of Surveying Profession by County (in percentage)



Respondent recommendations. Regardless of whether respondents perceived surveyors positively or negatively, they were consistent in their recommendations. Most respondents made one or more suggestions focused on improving the professional competence and accountability of surveyors.

1. Ensure competence and professionalism Fifty-four percent of key informants stated that the government should require surveyors to have and exercise a certain level of skill. They recommended that surveyors be required to attend training programs and courses and workshops to ensure that they have the skills to perform their duties. As a businesswoman in Ganta stated: *"Tell them to be good so no palaver can be there."* Some noted that the training should be repeated at regular intervals, possibly as a requirement for retention of their licenses.

Several respondents mentioned that surveyors should be required to operate with integrity and without bias toward one party or another. Respondents noted that the surveyor should have a particular obligation in matters of boundaries; as part of a duty of professionalism, the surveyor should be required to treat both sides fairly and show no partiality.

2. Require accountability. Another common theme in the recommendations offered was accountability. Thirty percent of key respondents suggested that the government should impose regulations on the survey process. Several stated that the government and not the surveyor should set the process for surveys. Fourteen percent stated that the government should punish surveyors who sell land twice or otherwise engage in fraudulent activity. Several people stated that a surveyor who is found to have engaged in such activity should lose his license or be jailed. A pastor in Suakoko Town said,

"The surveyors who are not in earnest in the process of surveying should be punished."

A businesswoman in Gbanga echoed his sentiments:

"The surveyor should know that it is now above the law."

Many key informants also suggested various ways to make the surveyors more accountable for the money they charge. Some informants who were cheated by public surveyors stated that they had to pay the fees in advance and on site, as opposed to at the surveyors' office or county administration offices.

They had no recourse if the surveyor did not do the promised work, the land surveyed was not transacted, or the surveyor held the deed hostage until the landowner paid additional sums. Many stated fees should be paid only on completion of surveying services, not at the beginning. Otherwise, as a farmer in Totota noted, the surveyors, "*eat your money and don't turn up*."

In addition, respondents suggested that payments for surveying should be made, if possible, in the county offices, not on site. In addition, when the government surveyors are used, flag receipts should be issued for all money paid. For private surveyors, the same kinds of protections should be in place so that landowners and prospective buyers do not pay multiple times for surveys or land and have understanding of the rates for the survey alone (compared with the rate for a survey plus probating and registering a deed).

Others suggested there should be a body charged with overseeing the professions. Almost 30% of respondents said that the government should educate the public about the survey process so that they are less dependent on the surveyors for information. One man suggested that members of the public could serve on a watchdog body to oversee surveyors.

Overall, the topic of surveyors and surveying brought out the strongest emotions among respondents. All interviewed appeared to acknowledge the extensive power that surveyors have over land sales, boundaries, and tenure security. A majority of those interviewed reported positive individual experiences with surveyors. However, even those with positive experiences recognize that the power could be abused and called for the government to ensure that surveyors are competent, professional, and accountable to the public.

5.4 Deed and Lease Registration

Liberia currently has a deed registration system, and its Center for National Documents/Records Archives (CNDRA) maintains Liberia's registry of deeds and land leases. A comprehensive, accurate, and efficient registry and accessible registry processes for recording and researching land rights are essential to strengthening land tenure security, rebuilding public confidence in the country's land record archive, and supporting development of a formal land market.

5.4.1 LPIS activities. LPIS is supporting the ongoing efforts of CNDRA's Director and her staff to improve the operations of the registry, build staff capacity, and improve customer service. Specifically, LPIS has assisted CNDRA staff in creating a standardized set of procedures for the registration of deeds and leases and has supported CNDRA staff's design, development, and implementation of the planned Customer Service Center. Going forward, LPIS's Communications and Outreach Specialist plans to work with CNDRA's staff to design and roll out a national campaign of public education regarding the deed registry. The campaign will build public awareness of the benefits of registering deeds and other land documents, the process (including timelines for delivery of services), and the fee structure. LPIS is also assisting CNDRA's improvements of services in four of its county offices with technical advice on registry procedures and training for staff.

5.4.2 Inquiry areas: customer service experience. The areas for inquiry were developed with specific input from the Director of CNDRA and focus on the public's experience with the registration process.

- Date of registration
- Reason for registration
- Knowledge of procedure

- Length of time and number of trips
- Cost
- Problems encountered
- Service received
- Recommendations for improving services

The deed/lease registration questionnaire was designed to focus solely on the registration process at CNDRA, as opposed to the entire process, including surveying and probating the deed. Public perception of surveying services was addressed in the questionnaire used for Rounds I and II; the probating process is the subject of a separate study.

In several places, the findings reference data reported by the World Bank Group's Doing Business project, which includes information on property registration. The data is collected with relation to the hypothetical sale and transfer of real property from one business to another. The most recent data was collected in June 2011.[15]

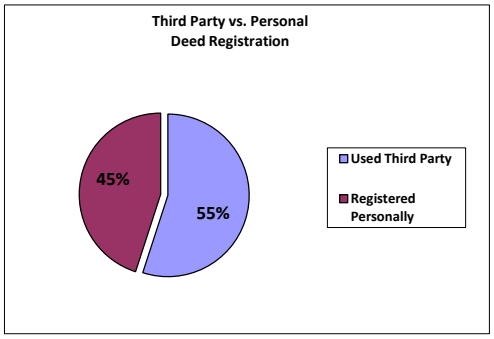
5.4.3 Findings regarding deed/lease registration

Overview of respondents. Sixty-seven percent of the key informants registering deeds were men and 33% women. The largest percentage of key informants registering deeds was between the ages of 35 and 44 years old (34%), followed by people 55 to 90 years old (29%). The most common professions were: business owner or manager (24%); business professionals (accountants, lawyers, etc.) (14%); individual working in skilled trades (14%); and government officials (13%) (See Table 6, Section 4). All of the deeds were registered in CNDRA's central registry in Monrovia, with the exception of two that were registered in Bong County.

Date of registration. The dates of deed registration ranged from 1965 to 2012. Sixty-three percent of respondents registered a deed in the period from 2000 to 2012, with slightly over half as many registering a deed in the last two years (2010-2012) as in the nine years prior (2000-2009). Likewise, most leases were registered in the period since 2000, with as many leases registered in the 2010-2012 period as in the period from 2000 to 2009 (See Table 6, Section 4). Leases registration dates ranged from 1970's to the present, with 43% from 2000-1009 and 36% from 2010-2012. The lease terms varied from one to 25 years, with just under half with 16 to 25-year terms.

Use of third party. Slightly more people (55%) used a third party (such as a surveyor, lawyer, or other agent) to register their deed than performed the registration process themselves or relied on a family member (45%). Men were more likely to register their property personally than women; 47% of men who registered their deeds did so themselves, compared with 38% of women. No profession was more or less likely to register deeds personally.

Figure 10: Third Party vs. Personal Registration



Lease registration responsibility was split evenly between those registering leases themselves (or a family member handling the process) and those using a third party. In one case, the key informant lessee reported that the lessor handled the registration.

[15] World Bank Group. 2011. Doing Business: Registering Property in Liberia. http://doingbusiness.org/data/exploreeconomies/liberia/registering-property/

Reasons for registration. Key informants provided very consistent responses regarding why they registered their deed, with some people offering more than one reason. The top three reasons cited for deed registration were:

1. To secure or protect land rights, including to avoid conflict over land (66%). This was the most common reason offered. The following are examples of reasons given relating to protection of existing rights and avoidance of conflict:

"I registered because I wanted to secure my land to avoid a land crisis."
"I wanted to avoid future trouble."
"To show ownership in the case of confusion."

2. To legitimatize or formalize ownership (33%). A third of the people offering reasons for registration suggested that registering was a way to ensure their land rights were recognized. The following are typical comments:

"*I registered my deed so that I can have legitimate ownership of my property.*"
"*To make sure the government knows about my land.*"
"*To make sure the government knows about me*."

3. To satisfy a legal requirement (18%). Several people responded to the question of why they registered their deed by stating that they had no choice; they understood that registration was required by law.

Those registering leases articulated the same reasons. For example, a businessman in St. Francis Junction registered his lease: *"To allow the government to know about the arrangement. I wanted to avoid future trouble."* A beautician in the Airfield area stated that she registered her lease, *"To have records to prove between the parties and to avoid future embarrassment."*

Knowledge of procedure. Most key informants registering deeds and leases reported knowing two or more steps in the registration process. Among those registering deeds, the highest percentage of people (37%) learned about the process from a surveyor, land broker, or from the Ministry of Lands, Mines and Energy. The second most common source of information was from family, friends, or community members (12%). For those registering leases, more than half obtained information about the process from lawyers.

Only 5% of those registering deeds reporting learning about the registration process from CNDRA. However, those who did learn from CNDRA registered their deeds recently (2011 or 2012). In addition, while only 18% of key informants stated that CNDRA provided then with information about the deed registration process, more than half of those responding positively registered their deed in the 2010-2012 period. These findings may be a reflection of CNDRA's recent progress on providing useful and accessible information to the public on the registration process.

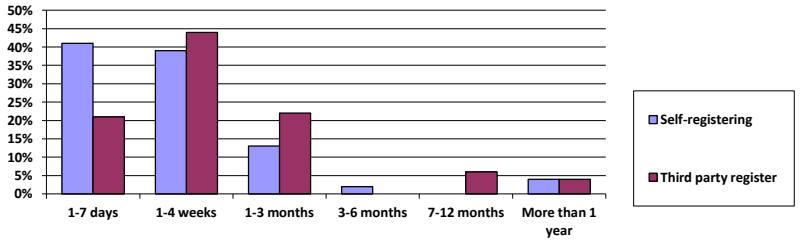
One informant registering a lease learned about the process from CNDRA and reported receiving sufficient information to understand and complete the registration process.

Knowledge of documents needed for registration. Of the key informants responding to the question regarding their knowledge of the documents required for deed and lease registration,[16] 67% reported that they did not know what documents they needed for registration before they visited CNDRA.

Length of time and number of trips. Of those key informants registering their deeds personally, 41% reported that the process required less than a week,[17] and 39% reported that the process required between one and four weeks. Ninety-three percent of those who registered their deeds themselves completed the process within three months.

The registration process for most key informants who used a third party was longer than those who registered their deeds personally. Forty-four percent of key informants reported that the process required between one and four weeks; 22% stated the process took between one to three months; and 21% reported that the process took a week or less.

Figure 11: Length of time to register deed by self or third party (in percentages)



Fifty-one percent the people who registered their deeds personally stated that the process required one or two trips. 39% reported that the process required three to five trips.

Thirty-six percent of leases were registered within a week, and 71% of leases were registered within a month. However, more than half of those to registering leases themselves had to make three or more trips to CNDRA to do so. One factor in the number of trips may be that almost all of those doing the process themselves were unaware of the documents that they needed to register the lease prior to visiting CNDRA. Of the seven key informants who registered their leases personally, two reported that the process required one or two trips to CNDRA. Three informants stated the process required between three and five trips, and two stated that the process required six or more trips.

Cost. Key informants reported paying a range of fees for deed registration, with the largest percentage of people (47%) paying between US$ 25 – US$ 50 and 26% paying US$ 51 – US$ 100.[18] Only 32% of those registering deeds reported receiving an official receipt. Ten key informants registering leases provided information on the fees paid: three paid between US$ 25 – US$ 50; four paid between US$ 50 – US$ 75; and three paid over US$ 100. Only two reported receiving a receipt.

[16] The number of key informants responding (74 for deeds, 8 for leases) included a mix of those who stated they registered their deed personally and those who relied on a third party.
[17] The World Bank's study reports an average of seven working days for the registration to be completed.
[18] These fees are higher than the fees identified in the World Bank Doing Business study. One possible reason is that residents included the fees paid for probating or surveying in the registration fee estimate.

Additional payment to clerks. Roughly 29% of key informants registering deeds and 54% of those handling the process of registering a lease themselves reported that they paid an additional fee to the clerk. None of the additional payments for deed registration exceeded US$ 25. Payments made in connection with the registration of leases were higher: four of the payments made for leases registration were reported to be between US$ 25 and US$ 50.

A male church worker from the Police Academy area noted that it was traditional in Liberia to give a public servant "a small amount for his lunch." As he explained, the extra payment, also known as "cold water," ensures that you will receive good service. The reports of these additional payments spanned all time frames, including key informants who registered their deeds in the 2009 - 2012 period.

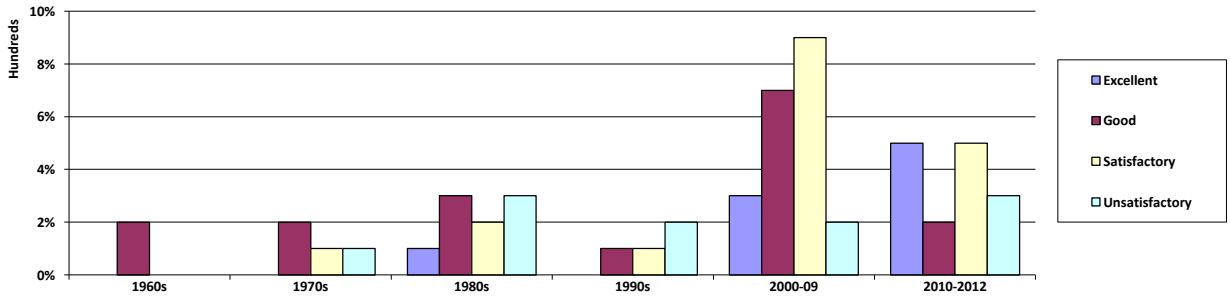
Problems encountered. Only six informants registering deeds and one informant registering a lease reported having any problem with the registration process. Six respondents cited delays and one reported poor customer service. Note, however, that while the incidence of problems reported is low, in many cases key informants who reported making numerous trips to CNDRA and lacking of knowledge of documents required did not cite these issues as problems encountered.[19]

Service received. Of the respondents who handled their registration personally, 16% reported receiving excellent service, 33% reported receiving good service, and another 33% had satisfactory service. Note, however, that "satisfactory" for some respondents is equivalent to another's "good." A retired civil service worker who registered his deed in the 1990's summed up his "satisfactory" experience as follows:

"They were professional. They were cordial. They told me what I needed to know. I got it [registration] done without coming and going and coming and going."

Eighteen percent of those registering deeds reported that the service was unsatisfactory. The 1980s had the highest percentage of unsatisfactory ratings. Forty-three percent of all 14 key informants registering leases rated the service as unsatisfactory.

Figure 12: Key Informant Ratings of Deed Registration Service by Date (by percentage)



Treatment of women. Nine women provided answers to questions regarding their perception of their treatment compared to men. Seven stated they were treated better than men, while two stated they received less courteous service than men received. Two women registering leases responded to the question regarding the comparative level of service received: one stated she was treated the same as the male customers, and one stated she was treated worse.

[19] This result suggests a possible problem with terminology in the questionnaire that should be reconsidered in the post-project survey.

Key informant recommendations. Most recommendations articulated by key informants fell into three categories:

1. **Improve the recordkeeping system** through computerization or other means (37% of comments on deed registration and two of five informants offering suggestions regarding lease registration).

2. **Educate the public on the registration process** so they do not need to rely on third parties (18%).

3. **Ensure the honesty and integrity of the registry staff** (15% of deed registration informants and three of the five suggestions from lease informants). As one elder in Old Congo Town stated succinctly, *"there should be a penalty for crooks that are staff at the Archives."*

> *"Registration. This is something we in Liberia should know for ourselves. To use other people is not good. Because I used this man [for registration], I don't know if my land is there [in the registry]."*
>
> --Female NGO employee, Prince Island

VI. CONCLUSIONS AND RECOMMENDATIONS

6.1 Conclusions

The emphasis within the Land Commission and LPIS on public education and outreach is well placed and the timing opportune. The members of the public across the eight counties showed significant personal and often also general civic interest in Liberia's land issues, in addition to a more concrete desire for increased tenure security and land access. Opportunities to rebuild public confidence were evident throughout the data collection process and in the results.

One of the underlying themes in the public's responses to a number of questions was an awareness of a lack of government leadership on land issues. Both those who had heard of the Land Commission and those who had not were interested to know what role the Land Commission would play with regard to Liberia's land issues.

There is an opportunity for the Land Commission to fill this perceived void. The Land Commission was designed to serve that role but to date only a small percentage of the public is aware of the Land Commission. Few were aware of the Land Commission's role regarding the development of land policy. As development of Liberia's land policy progresses, The Land Commission can establish itself as the source of information regarding land policy and the convener of public forums and platforms for public discussion and input. To do so, however, it will be helpful for the Land Commission to clarify its role regarding land dispute resolution. In the eye of the public, the Land Commission's engagement in land dispute resolution may inhibit its ability to lead the development of Liberia's land policy.

The public perception of surveyors and the surveying profession is highly polarized. However, whether the public has had a positive or negative experience with surveying, all recognize the power that surveyors have over land rights and their own powerlessness in the face of fraud, bribery, breach of contract, and abuses of their position. The calls from the public for the government to ensure competence, professionalism, and accountability of the profession were unequivocal in intent and near universal in conviction.

Even the small amount of data collected on registrations in the last two years suggests that the public is responding to CNDRA's reforms. People are now more likely to obtain information from CNDRA regarding the process than in the past. The percentage of those that had a satisfactory or better experience is increasing. However, the practice of making additional payments to ensure good service continues, with the public likely playing as much a role as CNDRA staff in continuing the practice.

6.2 Recommendations relating to GOL/LPIS activities.

The following are a few areas where the survey process and its results exposed particular opportunities to impact public perception positively:

6.2.1 Clarify Land Commission role. There was an undercurrent in many of the comments of key informants that there has been little or no government leadership evident on land issues, and that such leadership was needed and would be quite welcome. The Land Commission has an opportunity to take up the leadership role, but will likely need to clarify its role in order to do so. Currently most members of the public surveyed who know of the Land Commission believe its role is to resolve land disputes. If the Land Commission's objective is to have a broader role, especially as to the participatory development of Liberia's land policy, it will be useful to clarify its position and function.

6.2.2 Create manageable public education and outreach messages, focusing on clarity and concreteness, and techniques for local dissemination. The survey results suggested that messages regarding land issues and government efforts can be vulnerable to misunderstanding. In addition, messages often fail to reach large population sectors, such as those in more remotes areas and women. As other projects have discovered, short, single-topic messages disseminated through a variety of methods and coupled with concrete actions are often most effective. The survey findings suggested that the various community leaders and officials most likely to hear messages directly may need assistance with how to pass on the information most effectively to their communities, congregations, and interest groups.

6.2.3 Curtail the power of surveyors by increasing accessibility of land registration, transaction, and dispute resolution procedures. As the land institutions supported by LPIS continue to strengthen and become increasingly accessible to the public, the scope of authority over land rights enjoyed by surveyors should shrink. Activities that shift power to the public by increasing public knowledge of land registration and land transaction procedures and clarifying avenues for handling land disputes, especially over boundaries and land sales, might also assist in curtailing the power currently enjoyed by surveyors.

6.2.4 Visibly engage on ensuring the competence, integrity, and accountability of surveyors. There is little evidence of any public confidence in the government's ability to control surveyors, or to provide the public with remedies for abuses by surveyors. The GOL has an opportunity to change public perception by visibly setting and enforcing standards of skill and professionalism for surveyors and creating systems of public accountability for their conduct and performance.

6.2.5 Promote the advantages of personal registration. One of the findings of the survey is that individuals using third parties to register their deeds are paying more, waiting longer, and are perhaps less confident in the effect of deed registration on their tenure security. With the opening of the customer service center at CNDRA, the registration process should become more accessible and user-friendly, and CNDRA should promote the advantages of handling the process personally to the public.

6.2.6 Work both sides of the "cold water" tradition. Anecdotal information collected in the process of the survey suggested that the tradition of paying public servants some additional sum to ensure good service may be perpetuated by both the public servant and the public. In addition to training staff, eradication of the practice may require educating the public that additional payments are not necessary and prohibited. If customers nonetheless insist on making an additional payment, a system might be designed to designate such payments as donations to an appropriate cause, such as the payment of registration or surveying fees for those who cannot afford them.

6.3 Recommendations relating to M&E function

6.3.1. Plan for ongoing mini surveys to test impact of outreach activities on public perception. The Land Commission has a variety of plans for public education and outreach activities. As in any environment, some are likely to be more successful than others in reaching various populations and transmitting the desired information effectively. A plan to conduct small, spot surveys to test the effectiveness of various efforts can provide concrete feedback in time to allow for adjustments and recalibration as necessary. The tool can also be used test some alternatives for terminology that proved troublesome in the preliminary survey before the post-project survey is designed.

6.3.2 Expand geographical scope of interim and post-project surveys. As noted in Section 3.3 above, the UL-PIRE survey teams concentrated on the urban centers of the eight counties in order to locate key informants in an efficient fashion. For any interim or post-project surveys, the survey design should, if possible, make use of L-MEP maps that provide detailed information about population concentrations and settlements, land classifications, and land uses. That tool can assist the survey teams in identifying more remote rural residents, and collect information to help determine the penetration of information into various regions and possible correlations between land classifications and land uses on public perception of land systems.

6.3.3 Build local M&E capacity specializing in land tenure. The design and development of programs and projects should continue to welcome opportunities to build local M&E capacity, especially capacity with a specialty on land tenure issues. Land tenure concepts are often slippery and, like all fields, land tenure reform has its own principles, pitfalls, and terminology -- which can combine to create steep learning curves. Given the commitment of the GOL and donors to the long and multi-faceted process of reforming the legal and institutional framework for land in Liberia, investing in local capacity to monitor and evaluate land programs and progress makes sense.

6.3.4 Revisit lessons learned before designing post-project survey. Several lessons emerged from the preliminary survey regarding design, staffing, and implementation of the survey. Such lessons might be usefully reviewed prior to designing the post-project survey.

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Appendix A. L-MEP-MCC-LPIS Land Survey SOW

Millennium Challenge Corporation (MCC) Threshold Liberia Land Policy Institutional Support Project (LPIS) Survey of Attitudes Toward Land Management and Surveying
Scope-of-Work (SOW)

1. Introduction

The Liberia Monitoring and Evaluation Program (L-MEP) has the overall responsibility for monitoring and evaluation and conducting special studies of the three MCC Threshold Programs in Liberia: the Land Policy and Institutional Support Project (LPIS) being implemented by Tetra Tech ARD; the Liberia Trade Policy and Customs (LTPC) being implemented by Deloitte and IBI; and 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.

2. Study Purpose

In accordance with its overall responsibility to monitor and evaluate the Land Policy and Institutional Support Project, L-MEP will conduct a survey of citizen and business perceptions of land administration and the surveying profession in Liberia. The objective is to collect survey data to contribute to a current assessment and final outcome evaluation of the LPIS Project and specifically to contribute to the determination of whether the project has had an impact on changing attitudes and increasing the public's confidence in the land system in Liberia.

3. 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 Commissions 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). The project 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; supports the rebuilding of technical capacity in land administration and surveying in the DLSC and MLME; and support 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 obtain 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 working 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.

4. Study Questions

The key study questions guiding the design and content of the survey are:

1) Has the LPIS Project been successful in increasing the public's confidence in the land system in Liberia and if yes, is there evidence that such confidence is well-placed?
2) Has the average Liberian citizen's and business owner's perceptions of the administration of land in Liberia as well as their perception of the role and professionalism of the land surveyors changed as a result of implementation of the LPIS Project?

5. Data Collection and Analysis Methods

The survey is expected to be repeated at the end of the LPIS Project activities in order to afford a simple comparison or change in attitudes, perceptions, and understanding at present and at the completion of the project. Respondents will be queried as to: their understanding of property rights issues overall and their overall understanding and perception of how land issues are administered in Liberia; their knowledge and understanding of the legal framework of land administration; their perceptions of the customary versus the statutory land administration systems; their perceptions of how land is measured and sold; their understanding of how deeds are obtained and registered; their understanding of women's rights to own land; and their assessment of the fairness of the system. A statistically representative (random) sample of Liberians will be surveyed in each county of Liberia and key informant interviews will be conducted as well. In addition, a random sample of businesses in Monrovia and Gbarnga will be surveyed. Qualitative data may be collected through focus group discussions in order to contribute to the analysis and interpretation of the results from the quantitative survey questionnaire data. Quantitative data will be analyzed for statistical correlation and potential confounding through regression analysis or other methods. A detailed survey design will be finalized by the consultant.

6. Level of Effort

An expatriate consultant with experience both in land management as well as in conducting surveys will be hired to design and lead this survey work. The consultant will spend an initial four weeks in Liberia designing the survey and focus groups, training enumerators and AEDE management, observing an initial pilot survey, and making any changes required. After the survey is conducted, the consultant will require 3 weeks to analyze the survey and focus groups results, derive findings and conclusions, and draft a report. AEDE will be contracted to provide enumerators and manage the collection of data in the field.

7. Timeline June 2012 – Expatriate hired and survey designed; July 2012 – Survey conducted; and August 2012 – Survey Results analyzed and report written.

Appendix B. MCC Property Rights Matrix

Property Rights	• 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, and ongoing project monitoring.**
Land Administration	• To what extent has the perception of the surveying profession among the public changed as a result of the LPIS interventions implemented to improve the survey profession? • To what extent has the knowledge of and perception of the public regarding land administration changes as a result of the project? • To what extent does the involvement of the Probate Court complicate the administration of land and delay registration?	**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.** Descriptive study of the Monrovia and County Probate Courts
Institutional Capacity Building	• To what extent has LPIS built the capacity of partner organizations?	**Action 1.7.** Follow-up interviews with trainees **Action 1.8.** Follow-up institutional assessments
Deed Registry	• To what extent has the institutional building interventions resulted in increased customer satisfaction, reduction in the number of days, and efficiency in deed registration?	**Action 1.5.** Exit interviews/customer satisfaction surveys administered through the customer service center; review of deed registration monitoring data

Appendix C. Questionnaire Forms

Key Informant Interview Questionnaires
(Land Commission and surveying and Deed Registration samples)

Key Informant
L-MEP Public Perception Study supporting Liberia Land Project (LPIS)
Interview Questionnaire (revised 24 July 2012)
Topics: Land Commission and Land Surveying

Name	Sex	Age	Title/Position	Phone	Locality/County	Date	Time

Project description. Review with the informant in your own words:

1. The Liberian government is working on land issues.
2. For example, the government is working on Liberia's land policies, rules about land sales, how surveys are done, and how land records should be kept.
3. As part of its work, the government is interested in the public's perception about some of the land issues.
4. This interview is part of the process of gathering public perception.
5. We will not be using your name in our report. We will not give your name to anyone or tell anyone your answers.
6. We are asking for your name and contact information only so we can reach you for a follow up interview after the government land project is done.

Questions: Part I (Land Commission)

1. Have you heard of Liberia's Land Commission that is based in Monrovia?

Yes **No** (circle one)

2. Do you know the difference between the Land Commission based in Monrovia and the county land commissioner?

Yes **No**

2.1 If yes, explain the difference

If the answers to Question 1 and 2 are "yes," continue with the questions about the Land Commission (questions 3-8). If the answers are no, probe with some information about the Land Commission compared to the county

land commissioner to test the answers (look at Land Commission Fact Sheet for help). If the informant has no knowledge of the Land Commission, move to Questions 7 and 8.

3. What do you know about the Land Commission? What does the Land Commission do?

4. How did you first learn about the Land Commission?

5. Since that first time, have you heard anything more about the Land Commission?

Yes No

5.1 If yes, what was the last thing (most recent thing) you heard about the Land Commission?

6. What benefits do you get from the Land Commission work?

7. Have you seen any paper from the Land Commission that answers questions about land (*show copy of Land Commission brochure*)

Yes No

7.1 *If the informant says yes, find out the details of where he/she saw the brochure, when, if he/she read the brochure, if the informant understood the brochure, or if the informant did not read the brochure, why not?*

8. Have you seen this flyer on the steps for land registration (*show copy of flyer*)

Yes No

8.1 *If the informant says yes, find out the details of where he/she saw the flyer, when, if he/she read the flyer, if the informant understood the flyer, or if the informant did not read the flyer, why not?*

Questions: Part II (Land Surveyors)

9. Do you know what a surveyor of land does?

Yes No

9.1 If yes, describe what a surveyor of land does

10. Do you know the difference between public surveyors and private surveyors?

Yes No

10.1 If yes, describe the difference

11. Have you had any personal experience with a surveyor?

Yes No

11.1 If yes, please describe the experience

12. Why did you (or your neighbor, community) get a survey?

13. Do you know the process for arranging for a survey of land, paying for it, and obtaining the deed?

Yes No

13.1 If yes, please describe the process

14. *If the informant had experience with a survey, ask:* Did the surveyor explain the process to you?

Yes No

14.1 *If the answer is no, ask,* how did you learn about the process?

15. Do you know what the fee is for surveying?

Yes No

15.1 If yes, what is the fee?

15.2 *If the informant had personal experience with a survey, ask:* What fee was charged by that surveyor?

15.3 *If the informant paid the surveyor, ask:* Did the surveyor give a receipt for the fees paid?

Yes No

15.4 *If the informant got a receipt, ask*: Was it a government receipt (flag receipt) or a private receipt?

16. *If the informant had experience with a survey, ask:* How long was it between the time you arranged for the survey and when you received the deed from the surveyor? (*If the informant did not receive the deed from the surveyor, make a note why not. If the surveyor arranged for probating the deed, make a note regarding the time for probating.*)

17. *If the informant had experience with a survey, ask:* Did any disputes arise during the survey or following the survey?

Yes No

17.1 If yes, please describe

18. ***If the informant had experience with a survey, ask:*** **Do you believe the surveyor gave good value for the fees charged?**

Yes No

18.1 Please explain your answer

19. ***If the informant had experience with a survey*****, ask: What is your perception of the surveyor?**

Excellent Good Satisfactory Unsatisfactory (*circle one*)

20. Where would you go if there was a problem with a survey?

21. What is your overall perception of surveyors (as a group or profession)

22. How could the process of surveying be improved?

DEED REGISTRATION
Key Informant Interview

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

Note: Informants should have registered a deed or be in the process of registering a deed.

Name	Sex	Age	Title	Phone	Locality	Date	Time

Review with the informant:

1. The Liberian government is working on land issues, including land policies, how surveys are done, how deeds are registered, and how land records should be kept.
2. As part of its work, the government is interested in the public's perception about the process for registering a deed or lease.
3. We ask for your name as a way to track people interviewed compared to people registering deeds. Your name will not be used in the report or given to anyone. Your participation in the interview will not have any impact on your registration.

Questions

1. Have you registered a deed?

Yes No

1.1 If yes, how long did the registration process take? [***NOTE: Do not include probate court time.]***

1.2 What was the date of registration?

2. If the registration process is not completed, what steps have been completed?

3. Why did you register your deed (or why are you in the process of registering it)?

4. What are the steps in the process for deed registration?

5. How did you learn about the steps required for deed registration?

6. Did the Archives (called the Center for National Documents and Records/National Archives (CNDRA)) provide you with any information about the registration process?

Yes No

6.1 If yes, was the information sufficient for you to understand the process?

Yes No

6.2 If no, what information did you need that you did not receive?

7. ***[If the informant received information on the registration process from the Archives staff, ask:]*** Was the information given to you by the Archives staff consistent?

Yes No

7.1 If no, what information did you receive that was inconsistent?

8. **[*For informants who have registered deeds*]** How many trips did you make to the Archives in order to complete the registration process?

9. **[*For informants in the process of deed registration*]** How many trips have you made to the Archives up to this time?

10. What documents did you need for registration? ***[Note: if the informant does not say whether or not personal identification was required, please ask if the information has to show an identification card]***

11. Did you know what documents you needed for registration **before** you visited the Archives?

Yes No

12. Did you receive an information sheet at the Archives stating the fees for registration?

Yes No

12.1 If yes, what did the sheet say was the fee for registration?

13. Did the Archives staff tell you about the fees that would be charged for registration?

Yes No

13.1 If yes, what did the staff say was the fee for registration?

14. What fees did you pay for registration? ***[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.]***

Registration fee only: _____

15. Did you receive an official receipt for the registration fees that you paid?

Yes No

16. Did you pay any fees in addition to those fees stated on the receipt?

Yes No

16.1 If yes, what additional fees did you pay?

17. Did you have any problems with the registration process?

Yes No

17.1 If yes, please describe the problems.

18. Overall, what level of customer service did you receive from the Archives:

Excellent Good Satisfactory Unsatisfactory

19. ***[For women informants only]*** Did you receive the same level of customer service that male customers received?

Yes No

19.1 If no, was your service better or worse?

Better Worse

19.2 Describe the difference in service you received compared to men.

20. Do you have any suggestions to improve the Archives' services?

21. Do you know anyone who has also registered a deed who we can contact for an interview? [***If so, get name and contact details]***

Appendix D. UL-PIRE Schedule

UL-PIRE Africa Center
Field Staff Workers on
Land Survey Project – L-MEP
July 1, 2012

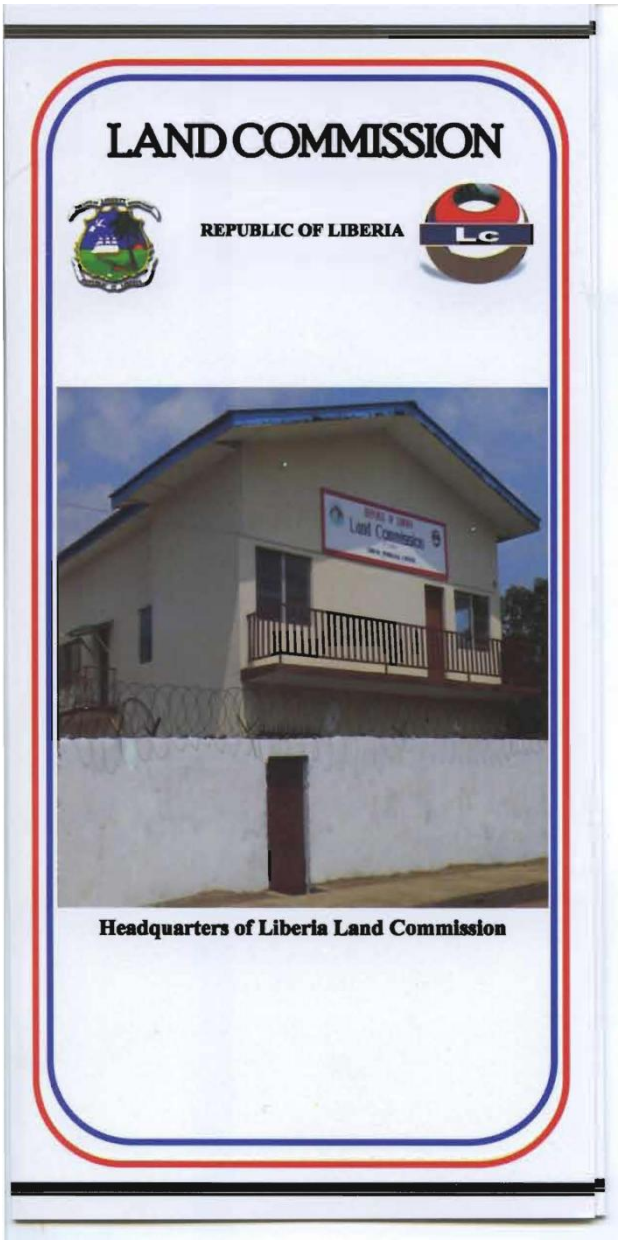
No.	Name	Position	Location
1	Jemee K. Tegli	Senior Researcher	Project Sites
2	Curtis H. Taylor	Junior Researcher	Project Sites
3	Oretha Perry	Data Manager	Monrovia
4	Wede Nagbe	Supervisor	Region II
5	Fred Sosu	"	Region I
6	Mawen Gobeh	Enumerators	"
7	Matthew Warlonfa	"	"
8	Moses Kolubah	"	"
9	Benjamin Soko	"	"
10	Momolo Tegli	"	"
11	Sao Suakollie	"	"
12	Prince Sirleaf	"	Region II
13	Roland Martin	"	"
14	Patricia Tengen	"	"
15	Miata Fahnbulleh	"	"
16	Kokolu Franklin	"	"
17	Aaron Kawreh	"	"
18	Prince Gbemisoye	"	"
19	Joan Wannie Bowdoir	"	"
20	Konah Yeantee	"	"
21	Prof. Steve Jubwe	Investigator	"

Appendix E. Fieldwork Schedule

County/Town Survey Schedule

Date	Time	Activity	Location	Purpose	Facilitator
7/17/12		Team travels to the field	Bong County	Data collection	Research Team
7/18/12	TBD	Data collection	Salala, Totota, Gbartala, Suacoco, Gbarnga	Data collection	Research Team
7/19/12	TBD	Travel to field & Mobilize selected communities Complete **Palala** on the way	Nimba County	Data Collection	Research Team
7/20/12	TBD	Travel to Selected communities	Ganta, Saniquellie, Saclepea, Tappita, Bahn	Data Collection	Research Team
7/21/12	TBD	Travel to Lofa, mobilize Salayea & zorzor	Voinjama	Data collection	Research team
7/21/12	TBD	Mobilization of communities and deployment of teams	Voinjamin, Salayea, Kolahum & Foya	Data collection	Research Team
7/22/12	TBD	Travel to field	Voinjama, Zorzor, Kolahum, Foyah	Data Collection	Research Team
7/23/12	7:00am	Travel to Kakata Jerry & Robin return to Monrovia	Margibi County	Data Collection	Research Team
7/23/12		Mobilize selected communities	Kakata, Weala, Unification Town, Cotton Tree, Mamba Kaba (Gbengbah Town)	Data collection	Research Team
7/24/12		Travel to selected villages to collect data & return to Monrovia	Kakata, Unification Town, Cotton Tree, Gbengba Town	Data Collection	Research Team
7/25/12		Day off for PIRE Staff			
7/26/12		Independence Day			Research Team
7/27/12		Travel to field & mobilize Bomi	Tubmanburg, Gbah, Sasstown, Klay	Data collection	Research Team
7/28/12		Data collection	Tubmanburg, Gbah, Klay, SassTown	Data collection	Research Team
7/29/12		Travel field Gbarpolu & Mobilize	Bopolu, Gbarma, Lofa Bridge	Data Collection	Research Team
7/30/12		Data Collection Travel to Cape Mount	Bopolu, Gbarma & Lofa Bridge		Research Team
7/31/12		Mobilize selected communities	Robertsport, Bo Waterside, Tienne	Data Collection	Research Team
8/1/12		Collect Data & return to Mon.	Robertsport, Bo Waterside, Tienne		Research Team

Appendix F. Land Commission Brochure



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