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**REPORT ON THE EVALUATION
OF THE
REAL PROPERTY TAX ADMINISTRATION PROJECT**

May 1983

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EXECUTIVE SUMMARY

Background

The Real Property Tax Administration (RPTA) Project is a major part of the Philippine Government's effort to promote self-reliance among local governments by improving their capability to generate sufficient local revenues to finance their development programs. The project is being assisted by the United States Agency for International Development through AID Loan No. 492-W-048.

The RPTA project was initially designed as part of the Provincial Development Assistance Program (PDAP) of the Office of the President. In 1978, the project was placed under the Ministry of Local Government and Community Development (MLGCD) as lead agency. In January 1982, administrative control and supervision of the project was transferred to the Ministry of Finance (MOF) as agreed upon by the agencies involved. The transfer was confirmed by Presidential Executive Order No. 766.

Specific Objectives of RPTA II

Under the MOF, the RPTA project (RPTA II) is committed to attain the following specific outputs within the project period January 1982 to May 1983, as stated in the project documents:

Three hundred demonstration local government units fully tax mapped, assessment/appraisal completed, records converted, collection systems in place and processes documented for replication.

Trained staff (at selected demonstration units) to advise on implementing and replicating improved uniform processes/systems in other jurisdictions.

Trained MOF central, regional and provincial/city staff with capacities to replicate and train local government personnel in installing improved RPTA processes.

Coordinated central and regional MOF and MLG (Ministry of Local Government) policies and strategies to administer and promote RPTA improvements.

Permanent RPTA management support systems organized and functioning including Monitoring and Evaluation Unit and Information/Education Unit.

Purpose of Evaluation

This evaluation is intended to provide the MOF with an independent "assessment of progress in establishing sound structure, processes and systems for the long-term replication and expansion of the RPTA program."

Summary of Findings and Recommendations

A. Achievements

RPTA II has achieved significant gains, the most noteworthy of which are:

1. As of February 28, 1983, at least 150 demonstration local government units (LGUs) had completed tax mapping, appraisal/assessment, and records conversion. A total of 183 LGUs were in various stages of project completion. Overall percentage of completion (including the equivalent percentage of completion of "in-process" LGUs) was approximately 70%.
2. A central RPTA project management office has been established in the MOF with regional support from MOF regional directors.
3. A total of 241 assessment, treasury and other technical personnel have undergone formal training courses/seminars here and at the University of Southern California, USA.
4. A Project Monitoring and Evaluation Systems Manual has been prepared and field implementation has started. At the same time, a Monitoring and Evaluation Unit has been set up at the Central Project Management Office and has started performing its function.
5. Participating LGUs have demonstrated initiative and drive despite serious delays in giving them the planned financial and commodity supports.

B. Major Constraints

1. Certain requirements of the budgetary system were not complied with and these turned out to be major obstacles in providing, on a timely basis, the funds and commodity supports needed by the implementing local government units.
2. As in other major projects, the "new" project management team needed a "learning period" which was not adequately planned for. Project management proceeded without adopting detailed plans and schedules for technical implementation and for providing the resource requirements of operations. Consequently, it was less than effective in controlling project performance.

C. Recommendations

To improve the overall performance of the Project, we recommend that the Ministry of Finance take the following actions:

Organization

1. Secure active participation of MLGCD and local government executives, including barangay leaders, in undertaking public information/education campaigns to support tax collection activities in cities and municipalities where tax mapping, appraisal/assessment and records conversion have already been completed. (Action to be initiated at the Minister's level.)
2. Gradually delegate more responsibility and corresponding authority to regional RPTA project managers particularly in detailed operational planning, technical implementation, and control of regional performance. (Action to be initiated at the Minister's level.)
3. Simultaneously with regionalization, redefine the role of the central project management office such that eventually it will be mainly concerned with setting of objectives, formulating plans and policies, prescribing standard systems and procedures, managing project finances, undertaking centralized services, and controlling project performance on a nationwide basis. (Action to be initiated at the Minister's level.)
4. Designate a fulltime Project Executive Officer, preferably with the rank of Director, and provide him or her direct access to the Deputy Minister and direct links with the regional project managers. Define his or her responsibility for results and provide him or her with adequate authority for making operational decisions consistent with approved plans, policies and budgets. Alternatively, provide the present position of Project Manager with greater autonomy in making operational decisions and in directing and controlling project operations. (Action to be initiated at the Minister's level.)
5. Design and prescribe a Project Organization Manual defining the respective roles and relationships of the central, regional, city/provincial and municipal offices and specifying the functions and responsibilities of each unit in the organization. This Manual should clearly state the responsibilities, extent of authority and manning requirement of each managerial and supervisory position. (Action to be initiated at the Deputy Minister's level.)

Systems and Procedures

6. Design and prescribe an Operational Planning and Control Manual that will specify the procedures, forms and required reports as well as define responsibility and authority for target setting, operations planning and scheduling, monitoring and controlling of results. (Action to be initiated at the Deputy Minister's level.)
7. Design and prescribe a Project Financial Planning and Control Manual to guide and monitor the flow of the Government of the Philippines/USAID funds to participating LGUs and provide a better way of tracking

application of funds. This manual will encompass the relevant budgetary and accounting systems and procedures. It will define the responsibilities and extent of authority of all personnel concerned and specify the reports to be submitted. (Action to be initiated at the Deputy Minister's level.)

8. Design and prescribe a Logistics Manual specifying the procedures to be followed in ensuring that commodity supports needed by the implementing units are procured on a timely basis under the most advantageous terms and conditions and efficiently dispatched to the intended end users. (Action to be initiated at the Deputy Minister's level.)
9. Design and prescribe an internal control system to ensure that land improvements (such as residential, commercial and industrial buildings) are completely inventoried, correctly appraised and assessed, and included in the tax rolls. Details of this control system will be incorporated in the Implementors' Technical Procedures Manual mentioned in 12 below. (Action to be initiated at the Deputy Minister's level.)
10. Design and prescribe a standard system and procedures for tax due billing, collection and accounting. This will also be incorporated in the Implementors' Technical Procedures Manual mentioned in 12 below. (Action to be initiated at the Deputy Minister's level.)
11. Conduct a study of the automation requirements of selected cities and first class municipalities which will serve as pilot projects for a modernized records and data handling system for RPTA. (Action to be initiated at the Deputy Minister's level.)
12. Prepare Implementors' Technical Procedures Manuals (one each for the central, regional, city/provincial and municipal offices) prescribing in easily understandable terms the step-by-step procedures to be followed, the forms to be used and the records and reports to be prepared by the personnel concerned. These manuals will incorporate all relevant details of the organization as well as systems and procedures mentioned in the preceding paragraphs. (Action to be initiated at the Project Director's level.)

Training

13. Establish a Project Management Training Program designed to meet the needs of Officers and managers at all levels (central, regional, city/provincial and municipal). This training program should have two phases: the first phase will focus on immediate concerns and will aim at benefiting current operations, whereas the second phase will address the long term needs of the Project. (Action to be initiated at the Deputy Minister's level.)

Extension of RPTA II

We understand that extension of the timetable for RPTA II is being seriously considered. In this connection, we recommend as follows:

14. No new starts should be made during the extension period. The additional time should be utilized to:
 - a. Devote extra attention to reaching the original objectives of RPTA II. This should include the adoption of a detailed operational plan, with specific target dates, covering the activities to be carried out during the extension period.
 - b. Process cost-share grants to qualified LGUs.
 - c. Acquire and/or distribute to end users the commodity supports already on hand or on order.
 - d. Pursue to conclusion the on-going activities like development of training materials which are responsive to the specific needs of implementors, and design of public information/education programs to be adopted by RPTA.
 - e. Prepare more thoroughly for the next phase (RPTA III) if such phase is to be undertaken. This includes preparing the manuals and undertaking the training program recommended above. It also includes preparing a detailed operational plan with definite and realistic target dates covering all project activities.

BASIC PROJECT IDENTIFICATION DATA

- o **Country** : Philippines
- o **Project Title** : Real Property Tax Administration
- o **Project Number** : (grant and loan where applicable): 492-0298
- o **Project Dates** :
 - 1. First Project Agreement: May 19, 1978
 - 2. Final Obligation: US AID's Fiscal Year Ended September 30, 1982
 - 3. Project Activity Completion Date (PACD): May 15, 1983
- o **Project Funding** :

1. A.I.D. Bilateral Funding (loan or grant):	\$10,000,000.00
2. Other major Donors: None	-
3. Host Country Counterpart Funds:	9,850,000.00
Total	<u>\$19,850,000.00</u>
- o **Mode of Implementation (specify contractual arrangements and numbers):**
 - 1. Project Loan Agreement between the Republic of the Philippines and the United States of America (May 19, 1978)
 - 2. Project Loan Agreement Amendment No. 1 (February 15, 1979)
 - 3. Project Loan Agreement Amendment No. 2 (June 13, 1980)
 - 4. Project Loan Agreement Amendment No. 3 (June 30, 1980)
 - 5. Project Loan Agreement Amendment No. 4 (August 29, 1980)
 - 6. Project Loan Agreement Amendment No. 5 (December 4, 1980)
 - 7. Project Loan Agreement Amendment No. 6 (January 7, 1982)
- o **Project Design (A.I.D. and Contractor):** See Project Paper
- o **Responsible Mission Officials:**
 - 1. **Mission Directors:** Peter M. Cody (1978-1979)
Anthony M. Schwarzwalder (1980 - present)
 - 2. **Project Officers:** Ernest Kuhn (1978-1980)
George M. Flores (1980-1982)
Napoleon E. de Sagun (1982 - present)

o Previous Evaluations and Review (include title, type, and date):

1. An Evaluation of the Real Property Tax Administration Project (October 1, 1980)
2. Real Property Tax Administration, USAID-Philippines Audit Report No. 2-492-81-12 (April 30, 1981)
3. Real Property Tax Administration-Assessment Report: USAID's Memorandum for the File (December 23, 1982)

o Cost of Present Evaluation:

1. Direct Hire: None	\$ -
2. Contract: (At ₱9.90 to a dollar)	69,644
3. Other: None	-
Total	<u>\$69,644</u>

CONCLUSIONS AND RECOMMENDATIONS

Achievements

Although the project management has not fully attained the specific objectives set for RPTA II, its achievements were nevertheless substantial and noteworthy if viewed in the light of the initial obstacles that the "new" project management team had to overcome. The extent of project management's achievements may be gleaned from the following:

1. The project attained a percentage of completion of approximately 70%.
2. A central project management office has been set up with the following functional units:

Operations

- o Technical Services
- o Monitoring and Evaluation

Administration

- o Personnel
- o Training
- o Procurement
- o Memorandum Issuances/Records

Finance, Budget, and Accounting

Central project management is assisted by the MOF Regional Directors who have been designated Regional Project Managers.

3. A total of 241 assessment, treasury and other technical personnel coming from the various regions, provinces and cities as well as from Central Office were provided technical training here and abroad.
4. A Monitoring and Evaluation Unit has already been established at the Central Office and the Project Monitoring and Evaluation Systems Manual which was prepared was already being implemented.

Major Constraints

1. There were budgetary system requirements which could not be complied with by project management and which turned out to be major obstacles in the timely funding and providing of necessary logistical supports to the implementing units. In turn, some of the implementing units could not comply on a timely basis with certain documentation requirements of the central office.

If detailed plans for providing the resource requirements of operations were prepared and adopted at the inception of the Project, the above-mentioned constraints could have been pinpointed early enough so that timely and decisive action could have been taken.

2. The timetable for RPTA II did not provide for a "learning period" for the "new" project management team. This resulted in unrealistic expectations concerning project performances during the initial 6 to 8 months.

Organization and Personnel

Our recommendations concerning project organization and personnel follow.

1. We recommend that the MOF obtain the active participation and involvement of MLGCD in the Project implementation, especially in undertaking public information/education campaigns to support tax collection efforts. This is in line with the provisions of the local government code concerning the role of local officials vis-a-vis the role of MOF Treasurers. Moreover, local government executives together with barangay leaders are in a vantage position to:
 - o explain the development plans and programs of the local government which require revenue support
 - o effectively "get the message across" to their constituents concerning their tax obligations
 - o exert persuasive influence on their constituents to generate a strong sense of responsibility for contributing to the community's benefit.
2. The Policy Working Group should meet regularly, preferably once a month, to review project administration and implementation progress. Minutes should be prepared for each meeting and copies given to all members of the Group and to the Project Director, Project Manager, and others as may be warranted.

Such a regular meeting, we believe, will not only promote better coordination among the entities concerned; it will also foster constant awareness of and responsiveness to the project's major problems and its more important requirements for improved performance.

3. We likewise recommend that the Regional and City/Provincial Task Forces meet regularly for a similar purpose and with minutes taken and disseminated.
4. There is a need to review and redefine the role of the central project management office vis-a-vis the regional offices and, in turn, the role of the regional offices vis-a-vis the city/provincial offices and the central project management office.

This role redefinition is strongly suggested by the following factors affecting project operations:

- a. geographical dispersal of the implementing units
- b. the implementing units' need for more on-site supervision and assistance.

There has been a suggestion, for instance, to delegate more responsibility and authority to regional offices such that the RPTA Project will eventually be managed regionally. However, the relative newness of the regional offices (as contrasted with the long-existing national and provincial offices) and the degree of preparedness of the Regional Directors must be taken into account in determining the extent and timing of delegation.

In redefining the role of the central project management office, the advisability of centralizing the following functions should be considered:

- a. design of standard systems and procedures
- b. acquisition of needed equipment, instruments and supplies, including base data sources like cadastral maps, aerial photos, etc.
- c. design of training programs and preparation and/or acquisition of training materials.

In delineating the role of regional offices, the advantages of regionalizing the following functions should be weighed:

- a. regional goal setting and operational planning, including the review of PSAPs
- b. close monitoring and control of RPTA activities within the region, including on-site review of technical implementation
- c. obtaining from Central Office or from other sources and delivering to intended end-users the logistical supports needed by implementing units within the region
- d. providing on-site training and technical assistance or advice
- e. monitoring and evaluating all formal training as well as public information/education programs within the region.

5. Aside from redefining the respective roles and functions of the central project management office and the regional offices, there is a need to clearly define, in operational terms, the specific responsibilities and corresponding authority of all managerial and supervisory personnel at all levels (national, regional, city/provincial and municipal). This was strongly indicated in our interviews with RPTA Officers and Managers.
6. As output of the organization studies mentioned above, we recommend that a project organization manual be prepared embodying the redefined roles, functions and relationships of each level of management and specifying the duties, responsibilities and authority of each position in the organization.

7. We further recommend that a training program on project management be established and conducted in two phases:

Phase I. This should be conducted as soon as possible for managerial and supervisory personnel of the Central and Regional Offices. It will put emphasis on the management aspects of current operations. Thus, it is expected to generate immediate improvements.

Phase II. This should be conducted after the manuals on organization, operational planning and control, financial management and logistics systems shall have already been prepared. This phase will orient all managerial and supervisory personnel on the revised organization and improved systems and procedures. It is intended to yield long-term benefits to the project.

Operational Planning and Control

We recommend that the operational planning and control function of project management be strengthened. For this purpose, a manual on RPTA operations planning, scheduling and control should be designed. This manual will prescribe the improved system as well as the procedures, forms, reports and responsibilities involved. To facilitate proper implementation, all personnel concerned should be oriented on the mechanics and details of the system.

This recommendation is aimed at correcting certain deficiencies of the present system which gave rise to adverse complications like the following:

- o delayed release of cost-share advances
- o delayed acquisition and/or distribution of commodity supports
- o inability to finalize the official list of participating LGUs.

Finance

To ensure that the needed funds are supplied at the right time to the participating LGUs and that these funds are used correctly and properly accounted for, we recommend that a Project Financial Planning and Control Manual be designed for RPTA. This Manual will specify the responsibilities; streamline systems, procedures, and forms; and provide detailed guidelines to be followed at the central, regional, city/provincial, and municipal levels. After finalization and approval of the Manual, all personnel concerned should be briefed on its use, and the system should be implemented at all levels.

Logistics

We recommend that the present system of procurement, documentation and distribution of commodities needed by implementing LGUs (vehicles, technical/training equipment, base maps/photos, and supplies) be streamlined and manualized. Aside from prescribing the improved system, procedures, forms and reports, the manual should specify the responsibilities and extent of authority of all personnel concerned. After finalization and approval of the manual, orientation and briefing of all personnel concerned should be undertaken to ensure proper implementation.

Implementor's Technical Procedures Manual

There is a need to provide implementors, specially those in the city/provincial and municipal levels, with easy-to-understand manuals prescribing the step-by-step procedures to be followed by them. Such "how to" manuals should also prove helpful to non-managerial personnel at the Central and regional offices. We therefore recommend that one Implementors' Technical Procedures Manual be prepared for each level in the organization (national, regional, city/provincial and municipal). These manuals will embody the organization as well as detailed systems and procedures applicable to the particular office or organizational level.

Technical Training

We believe that the regional offices need more technically trained personnel if they are to assume a more active role in the implementation of local RPTA projects. This need can be met by providing technical training to selected personnel. For this purpose, the regional offices should be provided with uniform training programs covering all major activities of the RPTA project. Training materials to be used should be suitably designed to serve also as useful references and guides in the implementation of the RPTA project.

Public Information and Education

We recommend that the plans, programs and all technical details of the public information/education aspect of RPTA be finalized and implemented. This will include formation of The Information/Education Unit and preparation of materials to be used.

Working Conditions

We recommend the provision of adequate office space and equipment to personnel involved in RPTA operations to improve their working efficiency.

Other Systems Deficiencies

We recommend that the following systems deficiencies be corrected:

1. The assessment regulations and management circulars do not specify an internal control system for the inventory taking and appraisal of land improvements. We believe this is vital because in urban centers, land improvements constitute a very significant portion of the tax base.

2. The assessment regulations provide that available base source data (maps and photos) be inventoried and obtained by participating provinces and cities. We believe this function should be performed by Central Office instead of by the provinces and cities. The inventory of base source data should be used by central office in screening applications of LGUs and copies of the maps and photos obtained by the central office should be supplied to participating LGUs.
3. The system of tax due billing, collection, and accounting needs improvement and manualization. The system should keep track of the details of a taxpayer's account (currently due as well as delinquencies and penalties) and should formally inform the taxpayer of such details at regular intervals.

FINDINGS

CENTRAL RPTA PROJECT MANAGEMENT

Our findings at the Central RPTA Project Management Office are as follows:

Achievements

1. As of February 28, 1983, at least 150 demonstration local government units (LGUs) had completed tax mapping, appraisal/assessment, and records conversion. Of these 150 LGUs, 51 were new participants in the project; that is, they started technical implementation after January 1, 1982. The rest (99 LGUs) were carried over from Phase I. Some 183 other LGUs were in various stages of completion of tax mapping, appraisal/assessment, and records conversion. The project management office computed the overall percentage of completion (completed LGUs plus equivalent percentage of completion of partially completed LGUs) and they arrived at 70%. This percentage of completion is substantially confirmed by our field findings in Regions I, IV, VI, and X.
2. A central RPTA project management office is now formally established in the MOF with the following functional units:

Operations

- o Technical Services
- o Monitoring and Evaluation

Administration

- o Personnel
- o Training
- o Procurement
- o Memorandum Issuances/Records

Finance, Budget, and Accounting

Central project management is supported by the MOF Regional Directors who have been designated Regional Project Managers.

3. A total of 241 RPTA personnel had undergone formal training courses/seminars here and abroad. The courses and the number of participants in each were as follows:

Course:	<u>Training Course on Real Property Tax Administration</u> , conducted by University of Southern California, from September 7 to October 17, 1982.	
Participants:	Provincial/City Assessors and Assistant Assessors	15
	RPTA Project Supervising Assessors	2
	MOF Central Office Personnel	3
	Total	<u>20</u>
Course:	<u>Trainers' Training for Assessors and Treasurers</u> , conducted at the Development Academy of the Philippines by the Civil Service Academy and the University of Southern California, from February 14 to March 25, 1983.	
Participants:	Regional/City/Provincial Assessment and Treasury personnel from different regions.	<u>68</u>
Course:	<u>RPTA Monitoring and Evaluation Seminar - Workshop</u> conducted by the UP Business Research Foundation, Inc. in 3 batches: first batch - Feb. 20-23, 1983; second batch - Feb. 23-26, 1983; and third batch - Feb. 27-March 2, 1983.	
Participants:	Regional/City/Provincial Assessment and Treasury personnel from different regions and MOF Central Office Personnel.	<u>153</u>
	Grand Total	<u>241</u>

4. A Project Monitoring and Evaluation Systems Manual has been prepared. At the Central Office, the Monitoring & Evaluation Unit has already been organized and trained, and was already implementing the manual.

Organization and Personnel

We were made to understand that the Project's Policy Working Group has met only twice since project inception:

On February 10, 1982 to review preimplementation and implementation progress up to that date.

On December 21, 1982 to assess project administration and implementation progress.

We also gathered that active participation and involvement of MLGCD at the national and regional levels was less than adequate. We believe that MLGCD involvement is crucial specially in the collection phase of the project. MOF should therefore find ways and means to obtain it.

We also noted that the extent of authority and responsibility of some managerial/supervisory personnel including that of the Project Manager was not well defined, thereby hampering decision-making in some instances.

In addition, the Project Manager reports to the Project Director who is concurrently the Director for Local Government Finance of the Ministry, a major position that, we understand also needs full time attention of the incumbent.

Operational Planning

Project activities were not well planned. At the time of our survey at the Central RPTA Project Management Office, we were informed that the list of participating LGUs was not yet final.

In January 1982, the number was estimated at 400 LGUs consisting of 300 new participating LGUs and 100 LGUs carried over from RPTA I. In the Terms of Reference issued for this Evaluation Study in September 1982, the number of LGUs to be completed by May 1983 was placed at 572.

In March 1983, the number of participating LGUs as mentioned in our Contract with the MOF was 339, consisting of 197 new participants and 142 carry-overs. Finally, in the project performance summary given to us during our survey at Central Office, the number of participating LGUs was placed at 382 consisting of 151 new participants and 231 carry-overs.

Our field surveys, in turn, indicated that the LGUs which applied for participation were not informed officially of the approval or disapproval of their applications until they received their cost-share advances (which meant official approval of their applications). Most of them proceeded anyway with their tax mapping activities, using whatever local funds they could obtain.

Finance

The first release of cost-share advances was made to some participating local government units in late November 1982, or some 11 months after project inception. These cost-share advances were intended as start-up funds for tax-mapping operations at the city/provincial and municipal levels.

Consequently, provinces/municipalities which had to depend on the cost-share advance to fully mobilize and actually start project operations could not do so before November 1982. We understand, however, that many of the participating LGUs tried to secure local funds from available sources to be able to start their tax mapping projects, and they pursued their projects hoping that the advance cost-share would soon arrive. When they ran out of locally available funds and the cost-share advance still had not arrived, they had no alternative but to stop.

The following timetable illustrates the timing of the flow of the cost-share grants to the participating LGUs:

Activity	Number of LGUs and Dates		
	102	43	22
Ministry of Finance (MOF) Request for Funds from USAID <i>Request received by MOF:</i>	8/28/82	9/16/82	10/25/82
Release of USAID's check to Philippine's Bureau of Treasury	9/7/82	10/3/82	
Payment Request by MOF from the Office of Budget & Management (OBM)	9/29/82	10/20/82	12/03/82
OBM's approval of Release of Funds	10/13/82	11/16/82	12/08/82
MOF - Central Office credited proceeds of funds to its Regional Offices	11/24/82	2/11/83	2/11/83
Total number of months to process applications and release fund	11/25/82	2/14/83	2/14/83
	<u>3</u>	<u>5</u>	<u>3 1/2</u>

Logistics

The project needed transportation, training, and technical equipment in early 1982. However these items were not acquired until the first quarter of 1983. As of April 8, 1983, we received the following status of the various pieces of equipment:

1. Vehicles

- a. 47 units of Ford Pick-up trucks already arrived but are still being registered and documented (not yet issued to end users).
- b. 50 units of Renegade Jeeps have already arrived, but are still being registered and documented (not yet issued to end users).
- c. 48 units Renegade Jeeps are expected to be shipped by April 24, 1983.
- d. 2 units of Cherokee Jeeps have already been issued to end users (Regional Offices II and VIII).
- e. 106 units of Jeep Trailers have already arrived but are still being registered and documented (not yet issued to end users).

2. Training/Technical Equipment and Materials

These materials consist of 150 transits, 131 standard tripods, 400 hand-held range finders, 14 tape recorders, 14 slide projectors, 14 slide trays, 2 overhead projectors, 12 portable overhead projectors, 1,400 sheets of transparencies, 14 electric scanning machines, 14 automatic mimeo machines, 14 manual mimeo machines, 14 quires of stencil, 98 tubes of mimeo ink, and 14 plain paper copiers.

These items had already been ~~bided~~ out but not yet awarded due to budget requirements which could not be complied with.

3. Books and Other References

- a. 40 titles (710 books/units) have already arrived,
- b. 30 titles have not yet arrived.

It should be noted that the participating regions/cities/provinces had expected the vehicles and technical equipment (like transits, tripods, range finders) to be available during their respective tax mapping projects. However, until the time of our survey, these had not been received by the regions/cities/provinces, due to administrative delays at the Central Office.

Internal Control over Land Improvements

Accounting for land improvements is prepared on the basis of the property owner's declaration and confirmation by the tax mapper. There is no basis for determining the completeness of the reported improvements and the correctness of their valuation for tax purposes.

Actions Taken on the 1980 Evaluation

We reviewed the actions taken on the 1980 evaluation findings and recommendations and we noted the following:

1. On the Criteria for Selection of LGUs

RPTA project management issued a management circular specifying the criteria for screening LGUs. However, these criteria were not closely followed in the actual screening of applications of LGUs. For instance, there were LGUs which were included as participants but which had to resort to parcellary sketching because they could not secure the needed cadastral maps or rectified aerial photos. There were also participating LGUs which had no Municipal Assessors.

2. On the Number of Participating LGUs

The target number of 382 participating LGUs was, we believe, still too optimistic considering that the project management team was new and there were indications that the project could not be fully mobilized for the total job.

3. On the Revised Financial Assistance Plan for Participating LGUs

The RPTA management adopted a more realistic cost-share grant scheme for Phase II. However, that part of the plan which envisioned the granting of a 50% cost-share advance to participating LGUs to serve as start-up funds for tax mapping could not be implemented.

4. On the Delay in the Distribution of Commodities to Participating LGUs

Delays in the distribution of commodity supports persisted during Phase II.

5. On the Reorientation to On-site Training and Technical Assistance

As previously mentioned training courses/seminars were conducted here and abroad. These courses/seminars, however, were more in the nature of preparations for, rather than actual implementation of, on-site training and technical assistance.

6. On the Creation of a Policy Working Group

The Ministry of Finance organized a Policy Working Group composed of representatives from the following:

- o Ministry of Finance
- o Ministry of Local Government and Community Development
- o National Economic and Development Authority
- o USAID.

However, as previously mentioned, the Policy Working Group did not meet regularly to assess implementation progress and to formulate solutions to problems.

REGIONAL RPTA OPERATIONS

Our field survey covered four regional offices namely, Regions I, IV, VI, and X. Our specific findings on these regional offices are presented in Annexes A-1 to A-4. A summary of these findings is given below.

Achievements

1. Participating Local Government Units (LGUs)

On the basis of the official reports received by the Regional Offices from the participating LGUs, we gathered that the accomplishments of the four sample regions as of March 31, 1983 were as follows:

	Region No.				Total
	I	IV	VI	X	
a. Total number of participating LGUs	24	52	40	27	143
b. Completed	<u>18</u>	<u>26</u>	<u>14</u>	<u>26</u>	<u>84</u>
c. Partially completed	<u>6</u>	<u>26</u>	<u>26</u>	<u>1</u>	<u>59</u>
d. Percentage of accomplishment of completed LGUs (b / a)	<u>75%</u>	<u>50%</u>	<u>35%</u>	<u>96%</u>	<u>59%</u>
e. Percentage of completion of partially completed LGUs	<u>52%</u>	<u>66%</u>	<u>62%</u>	<u>97%</u>	<u>63%</u>
f. Equivalent units of partially completed LGUs (c x e)	<u>3</u>	<u>17</u>	<u>16</u>	<u>.5</u>	<u>36.5</u>
g. Total equivalent completed units (b + f)	<u>21</u>	<u>43</u>	<u>30</u>	<u>26.5</u>	<u>120.5</u>
h. Overall percentage of completion (g / a)	<u>88%</u>	<u>83%</u>	<u>75%</u>	<u>98%</u>	<u>84%</u>

Considering the numerous problems met by the participating LGUs, particularly the financial difficulties caused by the delayed release of cost-share advances, the above percentages of completion are indeed very encouraging.

2. Regional Office

The Regional Offices' performance may be summarized as follows:

- a. They evaluated and recommended for approval over 140 applications for participation in the RPTA II project
- b. They provided assistance to the participating LGUs by advising them on the technical aspects in the implementation of RPTA
- c. The Region I Office provided to the participating provinces some logistical support such as drafting film, copying paper, and office supplies estimated at ₱50,000.

Organization

There is a need to clearly define the extent of authority and responsibility of each manager assigned to the Project. This, however, must be preceded by a review and clarification of role of the Central RPTA Office vis-a-vis the Regional Offices, and in turn the role of the Regional Offices vis-a-vis the Central Office and the City/ Provincial Offices.

There has been a suggestion, for instance, to delegate more responsibility and authority to Regional Offices such that the RPTA Project will, in time, be managed regionally. However, the relative newness of the Regional Offices should be considered.

Our field surveys indicated that even with their limited role as Regional RPTA Project Managers, the Regional Directors we interviewed were not sure of their exact responsibilities and authorities. Consequently, these officials felt that their effectiveness and contribution to the RPTA project were not being maximized. Their duties should therefore be specified in clear, operational terms, and delegation should be done gradually.

The objective of creating a Regional RPTA Task Force (RTF) as stated in RPTA Management Circular No. 1-82 has apparently not been met. In regions I and VI, the RTF was not created. The members of the RTF in Regions IV and X, did not meet regularly to assess the progress of the RPTA II projects, to discuss and solve problems, and to do other important tasks.

The MOF Acting Regional Directors in Regions IV, VI, and X occupied dual positions. In addition to being Acting Regional Directors, they also served either as Acting Provincial Assessor or Acting Provincial Treasurer.

Operations of LGUs

1. Absence of Written Guidelines for Evaluating Applications of LGUs

The Regional Offices, according to RPTA Management Circular No. 3-82, are expected only to "process and recommend for approval applications of local governments to participate in the RPTA project". This function has been interpreted, as a mere formality. It should therefore be amplified and given more substance.

We gathered that the evaluation of the PSAPs by the Regional Office were aimed mainly to verify the completeness of supporting documents. The Regional Office apparently did not check the validity of the data. Hence, certain PSAPs were endorsed to the Central Office even if they contained gross errors in the calculation of the target increase in the assessed value of real properties.

The Regional Office personnel we interviewed explained that they were unable to make a thorough evaluation because of the absence of written guidelines and clearly defined responsibilities.

2. Delayed Completion of RPTA II Projects

Completion of work by the participating LGUs did not meet the target completion date stated in their Project Study and Action Plans (PSAPs). The delay was caused primarily by financial difficulties because of the delayed release of the advance from the cost-share financial assistance.

The effects of the delays are discussed in detail in our evaluation report on provincial office operations.

3. Unrealistic Objectives of Participating LGUs

The target completion dates and projected increases in total assessed values of real properties were generally unrealistic. The target increase ranged from 60% to 90%. However, in Region IV where data were available, the percent increase in the total assessed values actually attained by the completed RPTA II projects was only about 25%. The actual achievements of the other sample regional offices could not be determined because the comparative statistics and the impact reports had not been prepared at the time of our field survey.

One of the participating provinces in Region IV estimated that it would complete the RPTA II project in one month. During our survey the projects are still in progress after they started from four to twelve months ago.

In Region I, the estimated target completion date failed to consider adequately the availability of transportation facilities, inaccessibility of some LGUs (because of rocky and mountainous terrain), availability of base source data, and peace and order problem.

4. Delay in the Submission of Reports

Certain participating provinces/cities in Region IV are one and a half to four months late in the submission to the Regional Office of the semimonthly RPTA project status reports. This delay indicates a deficiency in the implementation of the monitoring and evaluation system which has to be corrected.

5. Inadequate Monitoring and Control of Operations

The monitoring and control of operations functions assigned to the Regional Office are stated in general terms in RPTA Management Circular No. 2-82. These functions are, namely:

- a. Conduct periodic inspection of ongoing projects
- b. Evaluate and monitor progress on RPTA project implementation.

The absence of more specific guidelines on the role of the Regional Office renders ineffective the RPTA project's monitoring and evaluation. Project quality and cost could not be properly monitored and controlled; project status reports were not received on time; and data were not readily available.

6. Inadequate Training and Technical Assistance

The training and technical assistance functions of the Regional Office as defined in RPTA Management Circular No. 2-82, are as follows:

- a. Conduct on-the-job and on-site training for local assessment and treasury personnel
- b. Render technical assistance to local RPTA personnel.

There are no suitably designed uniform training programs and materials covering all major activities of RPTA project for use by all Regional Offices in conducting on-site training of local RPTA personnel. At present, the design and conduct of the training programs are left to the region, province/city, and municipality concerned, resulting in an ineffective program.

The technical assistance provided by the Regional Office includes giving on-site technical advice to the project implementations during field visits. Field visits, however, are not made regularly for various reasons such as: lack of technically qualified staff; lack of vehicular support; and undefined responsibilities. Technical assistance also includes issuing circulars to the Provincial/City Assessors and Treasurers to disseminate guidelines and policies issued by the Central Office.

7. Inadequate Public Information and Education Campaign

The Regional Office does not have a specified role in the public information and education campaign. For efficient coordination, the Regional Office should be assigned an active role in the campaign.

PROVINCIAL RPTA OPERATIONS

Our evaluation of the RPTA II project included a field survey of ten sample provinces. Our findings on each of these provinces are presented in Annexes B-1 to B-10. These provinces are:

<u>Provinces</u>	<u>Annex Number</u>
La Union	B-1
Cagayan	B-2
Pampanga	B-3
Batangas	B-4
Camarines Sur	B-5
Iloilo	B-6
Leyte	B-7
Misamis Oriental	B-8
Zamboanga del Sur	B-9
Davao del Norte	B-10

A summary of our findings are presented below.

Achievements

1. Participating Local Government Units (LGUs)

On the basis of official reports and records presented to us at the Provincial Assessor's office, we present below the combined status of the RPTA II projects in the sample provinces.

<u>Province</u>	<u>Total Participating LGUs*</u>	<u>Completed LGUs*</u>	<u>Percentage of Completed to Total LGUs</u>	<u>Percentage of Completion of Partially Completed Projects</u>	<u>Overall Percentage of Completion</u>
Pampanga	5	3	60%	32%	72%
La Union	3	3	100	-	100
Cagayan	20	20	100	-	100
Batangas	10	10	100	-	100
Camarines Sur	17	10	59	72	88
Iloilo	24	10	42	62	79
Leyte	1	-	-	91	91
Misamis Oriental	7	7	100	-	100
Zamboanga del Sur	16	6	38	90	93
Davao del Norte	<u>3</u>	<u>3</u>	<u>100</u>	<u>-</u>	<u>100</u>
Overall	<u>106</u>	<u>72</u>	<u>68%</u>	<u>69%</u>	<u>90%</u>

* The calculation of the overall percentage of completion as presented in Annexes B-1 to B-10 considers the percentage of completion for partially completed barangays using certain weights for each of the major phases like prefield, field, post field, approval of TDs, and preparation of assessment rolls.

As shown above, the overall percentage of accomplishment of the ten sample provinces is 90%, which is 5% more than the overall percentage of accomplishment of the four sample regions (See evaluation report on sample regional offices).

Almost all participating LGUs within the ten sample provinces were unable to complete Element I (tax mapping, assessment, and records conversion) of the RPTA II project before December 31, 1982. This date was the original deadline imposed by the Central Office (Section 6.02.02 of RPTA Management Circular 3-82) for the participating LGUs to complete Element I so that they could be entitled to the cost-share financial assistance.

The failure of the participating LGUs to meet the original deadline is understandable in view of the financial difficulties caused by the delayed release of advances from the cost-share financial assistance promised by the Central Office.

2. Provincial Office

The sample provincial offices:

- a. Created the RPTA Task Force in accordance with RPTA Management Circular 1-82. The Provincial RPTA Task Forces have performed their assigned functions satisfactorily, although the members did not meet regularly.
- b. Continued the implementation of LGUs despite the delayed release of advances from the cost-share financial assistance.
- c. Provided the bulk of the RPTA project operation expenses.
- d. Some provinces developed their own training materials, as well as materials for the public information and education campaign.

3. Technical and Administrative Problems

Summarized below are the major technical and administrative problems met by the implementors of RPTA II projects.

- a. Financial difficulties due to the delayed release of advances from the cost-share financial assistance
- b. Difficulty in securing copies of cadastral maps from the regional office of the Bureau of Lands. The cadastral maps had to be obtained personally by an authorized employee of the Provincial Assessor's Office from the Central Office of the Bureau of Lands in Manila.

- c. Uncooperative attitude of the landowners. This is understandable because of their expectation that they would have to pay higher taxes after the tax mapping operations. This contributed to delays in the project completion.
 - d. Conflicts regarding the boundaries of some barangays. The settlement of barangay and/or municipal boundary conflicts is often time-consuming, thereby delaying the completion of tax mapping operations.
 - e. Inadequate personnel and logistical support; lack of qualified contractual employees for tax mapping operations; fast turnover of these employees resulting in repeated training and orientation; absence or lack of transport which resulted in limited mobility; and lack of equipment (typewriters and copying machines), tax mapping tools, and supplies.
 - f. Unfavorable peace and order situation in some remote rural areas.
4. Absence of Adequate Standards for Measuring the Performance of Each Participating LGU

The performance of each participating LGU could not be measured effectively in the absence of realistic standards. The Project Study and Action Plan (PSAP) should serve as the basis for measuring performance; however, the PSAP cannot serve this purpose because of the following deficiencies:

- a. The PSAP does not contain appropriate and sufficient details on the work plan and timetable;
 - b. The target completion date and increase in the total assessed value of real properties were generally unrealistic. The target completion date failed to consider such factors as: delay in the release of cost-share financial assistance; limited mobility; lack of reliable base source data; and unfavorable peace and order situation.
5. Noncompliance with the Assessment Regulations

Some provincial offices followed procedures that were not in consonance with the Assessment Regulations. These procedures are the following:

- a. Some assessment rolls were prepared alphabetically by taxpayer's surname instead of numerically by the final property index number.
- b. Some assessment rolls were prepared in three copies only instead of five. No copy was given to the barangay leaders and the Provincial Treasurer's Office as required in the regulations.

- c. The Tax Declarations were prepared in three copies only instead of four. No copy was prepared for the Municipal Treasurer.
- d. In the province of Iloilo, the Field Copies of the Tax Declarations (FCTDs) were not prepared before the actual field tax mapping operations. In the absence of FCTDs, data gathered in the field operations were noted directly on the base maps. The FCTDs were prepared only after the field operations and before final Tax Declarations were typed.

Some key personnel whom we interviewed at the Provincial Assessor's office expressed a need for more specific policy guidelines and a procedures manual. These can serve as reference materials in the implementation of RPTA projects.

6. Training

As a whole, the training of implementors from the participating LGUs was inadequate. Uniform and appropriately designed training materials were not available.

7. Public Information and Education Campaign

The Provincial Offices had no specific public information and education program. Judging from the still uncooperative attitude of taxpayers, there is a need to conduct an extensive public information and education campaign.

CITY RPTA OPERATIONS

Our findings for each of the seven cities covered by our field survey are detailed in the following annexes:

<u>C i t y</u>	<u>Annex Number</u>
Angeles City (Pampanga)	C-1
Iriga City (Camarines Sur)	C-2
Lapu Lapu City (Cebu)	C-3
Tacloban City (Leyte)	C-4
Davao City (Davao)	C-5
Cagayan de Oro City (Misamis Oriental)	C-6
La Paz, Iloilo	C-7

A summary of these findings is presented below:

Achievements

1. Technical Implementation

The following tabulation summarizes the achievements of the sample cities as presented in Annexes C-1 to C-7:

Combined Status of RPTA II Projects of Sample Cities
As of March 31, 1983

City	Number of Barangays		% of Completion	
	Total No. of Participants	Completed	Partially Completed	Completed to Total Overall*
Angeles	5	5	-	100
Iriga	15	10	5	66
Lapu Lapu	11	1	10	9
Tacloban	8 ^a	7	1	88
Davao	56	19	37	34
Cagayan de Oro	-	-	-	-
La Paz, Iloilo	38	38	-	100

* The calculation of the overall percentage of completion as presented for each city in Annexes C-1 to C-7 considers the percentage of completion for partially completed barangays using certain assigned weights for each of the major phases like prefield, field, postfield, approval of TDs, and preparation of assessment rolls.

2. Training and Experience Gained by RPTA Personnel

The City Assessor's Office of each of the sample cities has personnel (ranging from a minimum of two to a maximum of six in each city) who have undergone technical training on tax mapping operations and related records management. The work experience of personnel in RPTA operations ranges from 2 to 13 years. It is expected that the experience gained by personnel will contribute to a faster replication of future RPTA projects.

3. Areas for Possible Improvement

a. Funding

At the time of our visit, we gathered that not one of the sample cities had received the expected funds under the cost-share agreement with MOF. Despite this, they proceeded with their tax mapping operations, utilizing local funds to defray the needed expenditures. In the process, however, the indefinite waiting for the funds contributed to the slowing down of tax mapping operations because of difficulties encountered in arranging for local funding.

b. Logistical support

We were informed by the City Assessors that under RPTA Phase II, not one of them had received from the RPTA Central Office any vehicle for use in the tax mapping operations. To go from one

site to another, tax mapping teams in most of the cities used either public transport or any vehicle lent to them occasionally from the city's own transport facilities. One city (Tacloban) provided the tax mapping teams with a motorized tricycle which helped only to a certain extent.

c. Role of the City RPTA Task Force

Our interviews with two City Mayors and one Vice-Mayor revealed that local executives were genuinely interested in their respective city's RPTA project and were therefore supporting it fully by assisting in resolving problems in funding and logistical support.

In accordance with RPTA Management Circular No. 1-82, all the sample cities, except Cagayan de Oro formed a City RPTA Task Force composed of the following:

Chairman	-	City Mayor
Members	-	City Assessor
	-	City Treasurer
	-	Local Sanggunian Representative

These members are the minimum required, although Angeles City included the City Auditor and City Development Coordinator. The executive orders creating the City RPTA Task Force were issued on different dates from as early as December 1981 to as late as July 1982.

On the basis of the project achievements of each sample city as well as our interviews with City Mayors, Assessors, and Treasurers, we believe that the functions of the City RPTA Task Force as specified in RPTA Management Circular No. 1-82 were substantially carried out by all the cities visited. We believe, however, that operational planning, execution, and control could have been more effective if the City RPTA Task Force had met regularly to review project progress.

d. Technical Aspects of Implementation

The organization of tax mapping teams and the execution of tax mapping operations in the sample cities (except Davao as described in Annex C-7) essentially followed the requirements prescribed in Assessment Regulations No. 1-78 and 8-75. Some of the common problems encountered during tax mapping operations were the following:

- Incomplete and outdated cadastral maps
- Property owners who could not be contacted/located
- Uncooperative attitude of property owners.

Outdated cadastral maps are understandable but insofar as incomplete maps are concerned, the LGU's application should have been screened out if Central Project Management Office had adopted adequate measures to check this.

Tax mapping teams have tried to overcome the problem of property owners who could not be located/contacted and the uncooperative attitude of some of them by maintaining a good relationship with barangay leaders who played an influential role in actual tax mapping work in their own locality.

We noted deviations from AR Nos. 1-78 and 8-75 mainly in the area of records management, particularly the use of certain records and forms as described in the reports for each city. As explained in Annexes C-1 to C-7, these deviations might have been necessary for practical reasons. This finding indicates the need to review the relevant systems and procedures with the view of improving them in preparation for nationwide implementation.

e. Public Information/Education Campaign

We noted during our interviews that a city normally undertook public information/education drives with the help of barangay officials to gain the property owners' cooperation in actual tax mapping work. Although some problems were encountered, the barangay officials had been fairly effective in achieving the main objectives of tax mapping work. But as soon as tax mapping is completed, a public information/education drive to support tax collection would have to be undertaken. This would require a sustained effort on the part of the city government and barangay officials. Such public information/ education campaigns had not been as intensive as needed to achieve the desired goals of tax collection.

f. Preparation of Comparative Statistics and Impact Reports

In almost all of the cities we visited, the records to be used in preparing comparative statistics and impact reports were unorganized thus making it difficult to extract the needed data.

g. Working Conditions

The working space in the City Assessor's Office in most of the cities we visited were congested and facilities for systematic filing of tax records were very inadequate.

4. Status of Cagayan de Oro City

The listing of Cagayan de Oro as a sample city for evaluation indicated that as far as the RPTA Central Office was concerned, the

city was a participant of RPTA II. However, we were informed by the Assistant City Assessor that Cagayan de Oro had not even applied for participation in RPTA II inasmuch as tax mapping field work had already been done previously for the entire city.

MUNICIPAL RPTA OPERATIONS

Our findings for each of the ten municipalities covered by our field survey are contained in the following annexes:

<u>Municipality</u>	<u>Annex Number</u>
Bangar, La Union	D- 1
Tuguegarao, Cagayan	D- 2
Bauan, Batangas	D- 3
Bato, Camarines Sur	D- 4
Oton, Iloilo	D- 5
Talisay, Cebu	D- 6
Palo, Leyte	D- 7
Opol, Misamis Oriental	D- 8
Carmen, Davao del Norte	D- 9
Labangan, Zamboanga del Sur	D-10

A summary of these findings is presented below:

Achievements

1. Technical Implementation

The following tabulation summarizes the achievements presented in Annexes D-1 to D-10:

<u>Municipality</u>	<u>Number of Barangays</u>			<u>% of Completion</u>	
	<u>Participating</u>	<u>Completed</u>	<u>Partially Completed</u>	<u>Completed to Total</u>	<u>Overall*</u>
Bangar	33	33	-	100%	100%
Tuguegarao	23	-	23	-	90
Bauan	40	40	-	100	100
Bato	33	18	15	45	55
Oton	34	34	-	100	100
Talisay	18	8	10	44	82
Palo	35	1	34	3	91
Opol	14	14	-	100	100
Carmen	20	20	-	100	100
Labangan	25	-	24	-	79

* The calculation of the overall percentage of completion as presented for each municipality in Annexes D-1 to D-10 takes into consideration the percentage of completion for partially completed barangays using certain assigned weights for each of the major phases like prefield, field, postfield, approval of TDs, and preparation of assessment rolls.

2. Training and Experience Gained by RPTA Personnel

Although the technical personnel for tax mapping operations in the municipalities normally came from the Provincial Assessor's Office, the active participation of the staff from the Municipal Assessor's Office has provided them with the kind of experience and training that will prove useful in the municipality's effort in subsequent records maintenance work.

3. Areas for Possible Improvement

a. Funding

At the time of our visits, we were informed by the respective Provincial Assessors and the Municipal Assessors of the sample municipalities that none of them had received any portion of the expected funds under the cost-share agreement with MOF. Despite this, the Provincial Assessor's Offices, which were primarily responsible for providing the necessary technical personnel for tax mapping, continued with their operations in close coordination with the Municipal Assessors. However, to be able to pay the cost of tax mapping, the provincial and municipal governments had to undertake additional procedures related to the appropriation of local funds. The additional procedures prolonged tax mapping operations.

b. Logistical Support

The Municipal Assessors informed us that under RPTA II, they did not receive from the RPTA Central Office any vehicle for use in tax mapping operations. The tax mapping teams from the Provincial Assessor's Office arranged for their own transport to the sites, either by public conveyance or by any available vehicle from their respective provincial offices.

Neither did the municipalities receive under RPTA Phase II tax mapping equipment and commodities. The requirements for tax mapping equipment and commodities were met using mainly the commodities previously provided under RPTA I or by local purchases using the province's or municipality's own funds.

c. Role of the Municipal RPTA Task Force

Our interviews with three municipal mayors and one vice-mayor revealed that the local executives concerned were genuinely interested in the success of their respective municipality's RPTA project and were therefore supporting it fully in terms of resolving problems in funding and logistical support.

In accordance with RPTA Management Circular No. 1-82, all the sample municipalities except Oton, Iloilo, formed a Municipal RPTA Task Force consisting of the following:

- Chairman - Municipal Mayor (except Carmen, Davao del Norte, where the Municipal Assessor is the Chairman)
- Members - Municipal Assessor
- Municipal Treasurer
- Local Sanggunian representative

The executive orders creating the Municipal RPTA Task Force were issued on different dates between March 15, 1982 and September 30, 1982.

On the basis of our interviews with municipal Mayors/Vice-Mayors, Assessors, and Treasurers, and the project achievements presented in Annexes E-1 to E-10, we believe that the Municipal RPTA Task Forces performed their prescribed functions in accordance with RPTA Management Circular No. 1-82. However, we think that operational planning, execution and control could have been more effective if the Municipal RPTA Task Force had met regularly to discuss project progress and to formulate solutions to pressing problems.

d. Technical Aspects of Implementation

We found that the organization of tax mapping teams and the performance of tax mapping operations in the sample municipalities essentially followed the requirements stated in Assessment Regulations (AR) No. 1-78 and 8-75. Some of the common problems encountered during tax mapping operations were as follows:

- Incomplete and outdated cadastral maps
- Property owners who could not be located/contacted
- Uncooperative attitude of property owners

Concerning the first problem, we believed that screening of PSAPs should have been more thorough so that municipalities with incomplete cadastral maps should not have been accepted as participants in RPTA II.

With regard to landowners who could not be located or contacted, the action taken by the tax mappers, that is, enlisting the help of barangay leaders, was the only sensible thing to do to help the project.

We noted deviations from AR Nos. 1-78 and 8-75 mainly in the area of records management, particularly the use of certain

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RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
REGION I

Achievements

From the RPTA II Status Report prepared by the Regional Office as of March 31, 1983, we gathered that a total of 24 local government units (20 municipalities and 4 cities) participated in the program. All the municipalities and cities had completed tax mapping and records conversion of their respective barangays and districts except for the municipalities of Mankayan (50% complete), La Trinidad (31% complete), and Tuba (37% complete) in the province of Benguet; the municipalities of Sto. Domingo (93% complete) and Sagada (36% complete) in Ilocos Sur and the Mountain Province, respectively; and the municipalities of Manaoag (95% complete) and Sual (98% complete) in the province of Pangasinan. The Regional Office expected to finish all local projects by May 15, 1983.

1. Participating Local Government Units (LGUs)

On the basis of the reports submitted to the Regional Office, the percentage of completion is computed as follows:

	<u>No. of Participating LGUs*</u>	<u>No. of Barangays</u>
a. Total	24	468
b. Completed	18	383
c. Partially completed (a-b)	<u>6</u>	<u>85</u>
d. Percentage of completion of completed LGUs (b/a)	<u>75%</u>	<u>82%</u>
e. Percentage of completion of partially completed LGUs	<u>52%</u>	<u>52%</u>
f. Equivalent units of partially completed LGUs (c x e)	<u>3</u>	<u>45</u>
g. Total equivalent units (b + f)	<u>21</u>	<u>428</u>
h. Overall percentage of completion (g / a)	<u>88%</u>	<u>91%</u>

* LGUs represent municipalities or city districts

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2. Regional Office

The assistance provided by the Regional Office to participating LGUs consisted of the following:

- a. Hiring of contractual tax mapping specialists
- b. Providing drafting film, copying paper, and office supplies estimated at ₱50,000 to various provinces, primarily to Pangasinan
- c. Assisting in the planning, organizing and coordinating of the tax mapping training programs in Pangasinan in November and in Ilocos Norte in December 1982. The Regional Office also provided resource speakers and prepared some training materials
- d. Evaluating and processing the Project Study and Action Plans of prospective participants using several criteria such as availability of base source data and local government support, financial feasibility, reasonableness of timetable, and others.

Findings - LGUs

On the basis of our interviews with the regional RPTA staff and RPTA status reports submitted by the provinces to the Regional Office, we summarize our findings on Region I provinces as follows:

1. Mountainous Terrain

Two LGUs are inaccessible, located in a mountainous area with a rough and rocky terrain where access roads are either non-existent or in very poor condition.

As a result tax mapping teams were slowed down in their field work and could not meet specified deadlines.

2. No Base Source Data

Several areas in the region, specially those in the mountainous parts of Benguet and Mt. Province, had not been cadastrally surveyed, and no other base source data were available.

Consequently, the parcellary survey method had to be used. This method was time consuming.

3. Inadequate Transportation Facilities

Transport facilities were inadequate. This limited the mobility of the tax mapping teams and hampered their progress.

4. Unfavorable Peace and Order Situation

LGUs located in remote and mountainous areas had according to respondents, unstable peace and order conditions. This inhibited the tax mapping teams from undertaking more extensive activities during the given period of time.

5. Bad Weather Conditions

Several LGUs started their tax mapping field operation during the rainy season to meet their deadlines. Consequently, tax mapping teams had to constantly seek shelter from the rain, resulting in shorter workhours per day.

6. Landowners Who Could Not be Located/Contacted

Several LGUs reported cases of landowners who could not be located or contacted, thus delaying the data gathering phase of the work.

Findings - Regional Office

On the basis of various RPTA management circulars and memorandums, organizational charts and plantillas, and office orders, we noted:

1. No Regional RPTA Task Force

No regional RPTA Task Force was created, although RPTA Management Circular No. 1-82 dated February 12, 1982, called for it.

During our survey, however, we were not able to determine if the project suffered as a result of this deficiency.

2. No Transportation Facilities at the Regional Office

Except for the Director's car, the RPTA project supervisors had no vehicle to use in their field visits.

The project supervisors could not cover wider areas quickly.

3. No Collection and Enforcement Training Program

No training program on collection and enforcement was conducted by the Regional Office. This program trains treasury and assessment personnel on new collection and enforcement techniques to improve collection efficiency.

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4. Inadequate Monitoring and Evaluation System

The RPTA II projects in the Region were undertaken without adequate monitoring and evaluation system to help regional management in controlling project performance.

5. No Copying Machines and Typewriters

The Regional Office did not have a typewriter and copying machine for their use in preparing FCTDs and TDs and in duplicating memos and circulars for distribution to LGUs.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
REGION IV

Achievements

1. Participating Local Government Units (LGUs)

On the basis of official reports on the status of local projects in Region IV, we gathered the following:

The overall percentage of completion is 83%, computed as follows:

	<u>No. of Participating LGUs*</u>	<u>No. of Barangays</u>
a. Total	52	1,125
b. Completed	<u>26</u>	<u>599</u>
c. Partially completed (a - b)	<u>26</u>	<u>526</u>
d. Percentage of completion of completed LGUs (b / a)	<u>50%</u>	<u>53%</u>
e. Percentage of completion of partially completed LGUs	<u>66%</u>	<u>66%</u>
f. Equivalent units of partially completed LGUs (c x e)	<u>17</u>	<u>347</u>
g. Total equivalent units (b + f)	<u>43</u>	<u>946</u>
h. Overall percentage of completion (g / a)	<u>83%</u>	<u>84%</u>

* LGUs represent municipalities or city districts.

2. Regional Office

In terms of its assigned functions, the corresponding accomplishments of the Regional Office may be summarized as follows:

- a. The Regional Office processed and recommended for approval over 50 applications of LGUs to participate in the RPTA project.
- b. It organized a Regional RPTA Unit in accordance with the requirements of RPTA Management Circular No. 2-82.

- c. It received partial financial assistance from the Central Office and remitted to the Provincial Treasurers concerned the amount of ₱1,020,000 under RPTA I and ₱675,206 under RPTA II.
- d. It issued circulars and memoranda to Provincial/City Assessors and Treasurers in the region to disseminate guidelines and policies coming from the Central Office.

Findings - LGUs

1. Over Optimistic Targets

The target completion date and increased assessed value as shown in the PSAPs appeared to be over optimistic. Some projects estimated the completion of the tax mapping in one month. These projects had not yet been completed and were already four to twelve months late.

2. Delay in the Submission of RPTA Project Status Reports

We noted significant delays in the submission of reports by some participating provinces/cities within the region. The data we gathered on these delays were as follows:

<u>Province/City</u>	<u>No. of Partially Completed LGUs</u>	<u>Latest Report Received by the Region</u>	<u>No. of Months Late*</u>
Aurora	1	Dec. 15, 1982	4
Rizal	1	-do-	4
Occ. Mindoro	2	-do-	4
Lipa City	1	Dec. 31, 1982	3-1/2
Romblon	3	-do-	3-1/2
Marinduque	4	Feb. 28, 1983	1-1/2

* From the date of latest report to April 15, 1983.

We were informed that the Provincial/City Assessors concerned had already been reminded through telegrams to submit their reports regularly and on time. Implementation of the monitoring and evaluation system should be improved to ensure proper assessment of progress attained by the participating LGUs.

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3. Inadequate Understanding of the Detailed Activities of the RPTA Project

It appeared that the implementors in some of the LGUs did not adequately understand certain technical aspects of the project. Consequently, some activities were done differently from the guidelines contained in the Assessment Regulations. For example, one LGU prepared the assessment roll alphabetically by taxpayer's surname. Two other LGUs prepared the list numerically, the first by lot number (Property Index Number), the second by tax declaration number.

Some key personnel whom we interviewed at the Regional Office and the LGUs felt the need for a detailed systems and procedures manual to serve as guide in the uniform implementation of the RPTA project by all participating LGUs.

Findings - Regional Office

1. Extent of Responsibility and Authority not Clearly Defined

The responsibilities assigned and authority given to the Regional Office as contained in RPTA Management Circular No. 1-82 and No. 2-82 are expressed in general terms. The ambiguities in the circulars reduced the incumbents' effectiveness in the discharge of their functions.

2. Lack of Technically Qualified Personnel

We were informed that the Regional Office had not hired any staff for the RPTA project. Only three staff members had sufficient knowledge of the detailed operations of the RPTA project. They were involved in the project only on a part-time basis because they still had their regular duties aside from those for the RPTA project.

If the region is assigned a more active role, the existing manpower of the Regional Office should be supplemented by trained personnel in order to maximize the region's contribution to the overall project implementation.

3. Limited Mobility

No vehicle was regularly available for the use of the Regional Office personnel in conducting their periodic field inspection and evaluation. The personnel's lack of mobility hampered rendering of on-site technical assistance.

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4. Inadequate Planning

The region had no formal plans and targets for the RPTA project. The Regional Office should have a more active and substantial role in goal-setting and operational planning and control.

5. Regional RPTA Task Force

We gathered that the members of the Regional RPTA Task Force did not meet regularly. We believe they should meet regularly, say monthly, to review the progress of the RPTA project operations, discuss and resolve problems, and discharge other important functions.

4. Inadequate Evaluation of the PSAPs

We noted that the Regional Office's evaluation of PSAPs and supporting documents was not thorough. The evaluators merely accounted for the completeness of documents submitted to them. Consequently, some gross errors in the calculation of target increase in the total assessed value were not noticed during the evaluation process.

The regional evaluators informed us that the Central Office does not require them to verify the information contained in the PSAPs and their supports.

To promote better operating efficiency, the Central Office should consider delineating the Regional Office's role, specifying clearly the responsibilities and extent of authority in the evaluation of LGUs' applications.

5. Cumbersome Procedures for Release of Cost-Share Financial Assistance

The present procedure for the release of financial assistance to the participating LGUs require the Regional Office Cashier or his duly authorized representative to personally bring each Treasury Checking and Agency Account (TCAA) advice to the respective Philippine National Bank branch in each province. He also has to personally deliver each TCAA check to the Provincial Treasurer concerned. If the Regional Office Cashier could not deliver the check to the Provincial Treasurer, Cashier or his representative, the latter had to personally pick up the check from the Regional Office. Such procedures unduly delay the release of fund to the participating LGUs.

We suggest that the Central Office discuss this problem with the appropriate national agency such as the Commission on Audit (COA), Ministry of the Budget or the Bureau of Treasury in an effort to minimize, if not entirely eliminate, red tape in fund releases without sacrificing internal control.

6. Public Information and Education Campaign

The Regional Office has not been assigned a specific role in the public information and education campaign. Thus, it does not have any formal plan or program for such a campaign. The Regional Office's involvement consists only of personal contacts with LGU executives concerning RPTA.

7. Training

We gathered that uniform training materials have yet to be developed for use in conducting on-the-job or on-site training of local personnel. At present, the design and conduct of training programs are left to each participating LGU.

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MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
REGION VI

Achievements

We summarize below the achievements of the region as gathered from official reports presented to us and interviews we conducted with regional officials.

1. Participating Local Government Units - (LGUs)

Based on the official reports received at the Regional Office, the overall percentage of completion of local RPTA projects was about 75% computed as follows:

	<u>No. of Participating LGUs</u>	<u>No. of Barangays</u>
a. Total	40	1,484
b. Completed	14	433
c. Partially completed (a - b)	<u>26</u>	<u>1,051</u>
d. Percentage of completion of completed LGUs (b / a)	<u>35%</u>	<u>29%</u>
e. Percentage of completion of partially completed LGUs	<u>62%</u>	<u>62%</u>
f. Equivalent units of partially completed LGUs (c x e)	<u>16</u>	<u>656</u>
g. Total equivalent units (b + e)	<u>30</u>	<u>1,089</u>
h. Overall percentage of completion (g / a)	<u>75%</u>	<u>73%</u>

2. Regional Office

- a. The regional office organized and conducted a training program on real property tax collection and enforcement which was held in several provinces in the region from March 29 to April 16, 1982. The program endeavored to upgrade the technical knowledge of local assessment and treasury personnel.
- b. The Regional Office's project supervisors provided technical assistance to RPTA personnel during field their visit of the LGUs.

Findings - LGUs

Delays in Implementation

From the reports presented to us during our field survey, we noted that the partially completed participating LGUs were behind schedule by approximately 258 calendar days. Reasons for the delay are discussed in our evaluation report on provincial office operations.

Findings - Regional Office

1. Regional Objectives and Targets not well Defined

The Regional Office did not have a regional Multiyear RPTA Program for the region; neither were the PSAPs consolidated into regional objectives/targets.

There were no operational plans specific to RPTA activities; however, the RPTA program had been integrated into the regular MOF regional work plans.

2. No Regional RPTA Task Force

Although the Central Project Management required the formation of a Regional Task Force, the region did not formally organize one.

3. Inadequate Number of Technical Staff

RPTA Memorandum Circular No. 4-82 dated June 16, 1982, designated four Regional Project Supervisors. Of the four, only two were actually assigned to the region; the other two were assigned elsewhere without any official replacements for them. With its wide area of coverage the Region needed all four on full-time basis.

4. No Full-Time Regional Director

The acting Regional Director simultaneously held two other positions, namely, Provincial Assessor of Iloilo and Municipal Assessor of Silay. Consequently, a position might be attended to at the expense of the other two or all three will be given only partial attention.

5. Lack of Transportation Facilities at the Regional Office

We noted that the Regional Office lacked vehicles for its inspection trips to participating LGUs to monitor the progress of the projects.

6. Monitoring and Evaluation System not Implemented

The Regional Office could not properly monitor and control the progress and cost of the tax mapping operations because the monitoring and evaluation system was not in place yet.

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MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
REGION X

Achievements

On the basis of the official documents presented to us and the interviews we conducted with the officials and staff of the Regional Office, we noted that Region X had achieved the following:

1. Participating Local Government Units (LGUs)

The official reports of Provincial/City Assessors received at the Regional Office showed the following:

	<u>No. of Participating LGUs</u>	<u>No. of Barangays</u>
a. Total	27	461
b. Completed	<u>26</u>	<u>428</u>
c. Partially completed (a - b)	<u>1</u>	<u>33</u>
d. Percentage of completion of completed LGUs (b / a)	<u>96%</u>	<u>93%</u>
e. Percentage of completion of partially completed LGUs	<u>97%</u>	<u>97%</u>
f. Equivalent units of partially completed LGUs (c x e)	<u>.97</u>	<u>32</u>
g. Total equivalent units	<u>26.97</u>	<u>460</u>
h. Overall percentage of completion (g / a)	<u>99.89%</u>	<u>99.78%</u>

2. Regional Office

On the basis of the Regional Office's Accomplishment Report for the year 1982 and other documents made available to us, the Regional Office had accomplished, among others, the following:

- a. Represented in 43 special, regional or other conferences
- b. Monitored the progress of work of the different participating LGUs within the region
- c. Supervised 34 provincial/city assessment offices and 44 municipal offices in property appraisal, assessment, and tax mapping

- d. Reviewed, analyzed, and consolidated the monthly, quarterly, semestral, and annual reports received from the provinces/cities within the region, as well as determined whether the reports were prepared in accordance with existing policies or regulations
- e. Conducted six seminars and workshops on subjects concerning grant assistance/incentive programs, problems in RPTA implementation, preparation of reports, on-the-job training in tax mapping, and policies/circulars issued by the Central Office.

Moreover, from the list of personnel submitted to us, we noted that the officers and staff had taken training courses at the University of Southern California, the University of the Philippines' Business Research Center, the Development Academy of the Philippines, and the Regional Office.

Findings - LGUs

During the regional meeting of the Provincial and City Assessors and other officials of the participating LGUs in Cagayan de Oro City last April 14, 1983 which we attended, the following implementation problems were brought to our attention:

1. Insufficient Funds

Many of the LGUs did not have adequate funds for the RPTA operations because of delayed remittance of the proceeds from the MOF Loan Assessment Fund was. Furthermore, they did not receive the cost-share assistance from the USAID-MOF.

2. Inadequate Equipment and Vehicular Support

Some LGUs did not have adequate tax mapping and records conversion equipment and transportation facilities. This restricted the mobility of field personnel and delayed records conversion activities.

3. Unfavorable Peace and Order Situation

The unfavorable peace and order situation in certain tax mapping sites confined the field teams to work only in safe areas.

4. Duplications of Tax Declarations

Double tax declarations for identical properties (arising from noncancellation of the initial tax declaration upon the transfer of ownership from one person to another) delayed the identification of the real owners of these properties.

5. Uncooperative Property Owners

Property owners who avoided interviews or withheld documents covering their properties hampered the progress of tax mapping and appraisal activities.

6. High Turnover of Contractual Employees

The high turnover of contractual employees disrupted the progress of RPTA operations.

7. Frequent Changes in Forms Used

The frequent changing of the format of the reports without Central Office authorization resulted in different opinions in the manner of the preparation of reports.

8. Inadequate Base Source Data

Because of insufficient base source data, many LGUs encountered problems in the prefield phase.

Findings - Regional Office

On the basis of our interviews with the officers and staff of the Regional Office and the data given to us at the Regional Office, we noted the following:

1. Limited Authority

Matters requiring policy and administrative decisions had to be referred to the Central Office because the Regional Task Force did not believe it had authority to decide them. This caused some delays in the work.

2. Part-time RPTA Project Supervisors

The RPTA Project Supervisors include the Assistant Regional Director, two Provincial Assessors, and one City Assessor. These officers have their full time jobs outside RPTA activities. Hence, they could not effectively supervise the RPTA work of participating LGUs.

3. Lack of Office Equipment and Vehicular Support

According to one of the officials at the Regional Office, the office needed a mimeographing machine for reproducing circulars/memorandums received from the RPTA Central Office for distribution to the LGUs within the region as well as for reproducing conference/seminar materials.

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Moreover the RPTA Project Supervisors did not have vehicular support. This tended to minimize their field inspections.

4. No Defined Role in Public Information/Educational Drive

In the absence of a clear policy on the Regional Office's role in this aspect of the RPTA Project, it did not undertake any public information education drive, leaving everything to the LGUs.

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 RPTA II PROJECT EVALUATION
 FIELD SURVEY REPORT
 PROVINCE OF LA UNION

Achievements

On the basis of the official records and reports presented to us as well as interviews conducted with key personnel at the Provincial Assessor's and Treasurer's Offices we gathered the following:

1. Participating Local Government Units (LGUs)

Tax mapping, appraisal, and records management for all the three projects have already been completed. The actual completion dates were, on the average, one month delayed.

The overall percentage of completion is 100%, computed as follows:

	<u>No. of Participating LGUs</u>	<u>No. of Barangays</u>
a. Total	3	92
b. Completed	<u>3</u>	<u>92</u>
c. Partially completed(a - b)	-	-
d. Percentage of completion (b/a)	<u>100%</u>	<u>100%</u>

2. Provincial Office

- a. The Provincial Office advanced all the necessary expenses to complete the projects.
- b. The Provincial Assessor, assisted by municipal assessors and treasurers, prepared the Project Study and Action Plan for each participating municipality.
- c. The Provincial Assessor's Office developed and conducted training program on tax mapping operations. Although the materials needed refinement, these were very helpful in the actual field operation.
- d. The Provincial Assessor's Office developed and circulated RPTA primers to the public to promote better understanding of and appreciation for the RPTA project. The materials were distributed through the barangay units.

Findings on the Technical Implementation - LGUs

On the basis of our interviews with key officials at the Provincial Office, we noted the following problems in the implementation of the RPTA projects:

1. Hiring of Contractual Employees

The Provincial Office was instructed to hire contractual employees coming from the participating municipalities. Thus, the training process was prolonged and repetitive.

2. No Appointed Municipal Assessor

The municipality of Bangar had no Municipal Assessor. The Municipal Assessor of Santol acted as the Officer-In-Charge during the tax mapping phase.

3. Lack of Vehicular Support

The lack of vehicular support and the delayed commodity assistance from the MOF Central Office contributed to the delay in the project's completion.

4. Uncooperative Taxpayers

Some property owners were either indifferent or evasive to the tax campaign because they anticipated possible increased assessment of their properties.

5. Assessment Regulations not Followed

Tax maps were prepared using drafting papers that were bigger than the size prescribed in the Assessment Regulations.

Findings - Project Administration - Provincial Office

On the basis of interviews with key personnel at the offices of the Provincial Assessor and Treasurer, we gathered the following:

1. The Provincial Office had already started the revision of tax declarations based on the 1983 assessment level for municipalities completed under Phase I. The Provincial Assessor told us that the immediate implementation of the revised tax assessments will result in more collections.
2. According to the Provincial Assessor, his office devised a new method of payment to improve work output. Under this method, contractual workers would be paid ₱0.30 per tax declaration completed, instead of a daily wage. We could not evaluate the merits of this method within the time period set for the survey.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
PROVINCE OF CAGAYAN

Achievements

From the records presented to us and the interviews we conducted with senior officials of the Provincial Capitol of Cagayan, we gathered that the province had achieved the following:

1. Participating Local Government Units (LGUs)

On the basis of official reports received from the municipalities and the province, the overall percentage of completion for tax mapping, assessment and records management is as follows:

	<u>No. of Participating LGUs</u>	<u>No. of Barangays</u>
a. Total	20	503
b. Completed	<u>20</u>	<u>503</u>
c. Partially completed (a-b)	-	-
d. Percentage of completion (b/a)	<u>100%</u>	<u>100%</u>

The reports also show that assessed value of Real Properties in Cagayan increased by ₱331 million (from ₱490 million to ₱821 million) or 68% of the Pre-RPTA assessed value.

2. Provincial Office

The achievements of Cagayan province can be summarized as follows:

- a. Prepared and obtained approval of the Project Study Action Plans (PSAPs) for 20 participating towns
- b. Organized its RPTA Task Force as required by RPTA Management Circular No. 1-82
- c. Advanced the funds needed by the municipalities to undertake their tax mapping operation
- d. Issued memorandums and circulars to Deputy Provincial/Municipal Assessors to inform them of current regulations and policies
- e. Provided the technical staff who did the actual tax mapping work
- f. Conducted direct communication with property owners in promoting tax consciousness on their part

- g. Facilitated training and orientation of the Deputy Provincial/Municipal Assessors and other Provincial Assessors personnel on RPTA project operations
- h. Enlisted the cooperation of local officials like the governor, mayors, barangay leaders, and councilmen
- i. Improved the records of the province on taxable real properties
- j. Promoted better cooperation between the Deputy Provincial/Municipal Assessors and Deputy Provincial/Municipal Treasurers.

Findings on the Technical Implementation - LGUs

1. Comments on the Reported Completion of Projects

The Provincial Assessors reported to the MOF-Central Office that the 20 towns covered by the RPTA II project were 100% complete. Our test verification however, showed the following weaknesses:

- a. The Tax Declarations were not typed in four copies.
- b. Maps which were drawn under RPTA-PDAP and RPTA-MLGCD regulations were carried over to RPTA-MOF without revising the maps to conform with MOF requirements.
- c. A report by the Regional Office on the result of their evaluation showed the following findings:
 - 1) Some Section Index Maps of barangays do not reflect the total area of the barangay as graphically outlined in the Barangay Index Map.
 - 2) The areas of some parcels as indicated on the Post-Tax Mapping Control Roll do not correspond with the graphical area as plotted on the section map.
 - 3) Some Section Index Maps are not north-oriented.
 - 4) Some parcels shown on the section maps are not assigned corresponding Property Index Numbers.
 - 5) There are duplications of Property Index Numbers.

Correction of these errors is now being undertaken jointly by the Provincial Assessors Office and the MOF-RPTA Regional Office.

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2. Unrealistic Objectives of the Provincial Office

The targeted increases in assessed values as shown in the PSAP were too optimistic. The projected increases in assessed value were 332% (from ₱520 million to ₱1,726 million) of the pre-RPTA valuation. These may be due to an oversight in the preparation of the standard forms for preparing the PSAP. Analysis of the projected increases in assessed values show that the pre-RPTA assessed values or the basis for preparing the projected increases were erroneously included in the increases three times.

3. Inadequate Training for Technical Staff

We were told that personnel of the Tax Mapping Division had not attended any seminars on the technical aspect of tax mapping. It will be helpful to the project if they are given a chance to attend technical training.

4. Shortcomings of The Real Property Tax Order of Payment (RPTOP) Form

The RPTOP form does not provide a space for overdue taxes and penalties. Only one space is provided for the total tax due without any breakdown of the amount. It will be helpful if the composition of the total tax due is given.

5. Keeping of Old Property Records

The Provincial Treasurer's Office keeps all files of Tax Declarations in two rooms. If these files are placed on microfilm, there will be more space for people.

6. Filing of Current Records and Documents

Base source maps, assessment rolls and tax mapping control rolls are not systematically filed in cabinets. Thus, retrieval of these records takes much effort. Further, they could easily get lost.

7. Need for Interim Reviews of Technical Implementation

Technical review of the RPTA-projects is made when the Provincial Assessor submits a report of completion of the project. Without interim reviews, errors made could not be detected early enough and could cause a chain of costly revisions.

Findings on the Project Administration - Provincial Office

Based on our interviews with senior officials of Cagayan province we list the following problems encountered by them:

1. Lack of funds

Lack of funds delayed the performance of some technical implementation activities.

2. No Vehicular Support

Absence of vehicular support minimized mobility of tax mapping personnel.

3. Inadequate Technical Personnel

Employment of contractual workers to supplement the current manpower necessitated continual orientation and on-the-job training of newly hired staff. Productivity of these staff was low because of their inexperience.

4. Inadequate Training Program

Lack of standard training materials and well-defined training programs hindered the province from developing its staff fully.

5. Unfavorable Peace and Order Situation

The peace and order situation in certain areas further hampered early completion of the projects.

6. Public Information Drives

The province of Cagayan had no specific public information program to educate the people on the RPTA program.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
PROVINCE OF PAMPANGA

Achievements

On the basis of the records presented to us and our interviews with senior officials of the province of Pampanga, we gathered that the province achieved the following:

1. Participating Local Government Units (LGUs)

On the basis of official reports received from the municipalities and the province, the overall percentage of completion for tax mapping, assessment, and records management is as follows:

	<u>No. of Participating LGUs</u>	<u>No. of Barangays</u>
a. Total	5	117
b. Completed	<u>3</u>	<u>87</u>
c. Partially completed (a - b)	<u>2</u>	<u>30</u>
d. Percentage of completion of completed LGUs (b/a)	<u>60%</u>	<u>74%</u>
e. Percentage of completion of partially completed LGUs	<u>32%</u>	<u>32%</u>
f. Equivalent units of partially completed LGUs (c x e)	<u>.6</u>	<u>9.6</u>
g. Total equivalent units (b + f)	<u>3.6</u>	<u>96.6</u>
h. Overall percentage of completion (g/a)	<u>72%</u>	<u>82%</u>

2. Provincial Office

In terms of its assigned functions, the corresponding achievements of the Pampanga Provincial Office can be enumerated as follows:

- a. Prepared and obtained approval of the Multiyear Project Study and Action Plans (PSAPs) for five towns.
- b. Created under Provincial Executive Order No. 3 the Provincial Task Force which has the overall responsibility for planning, coordinating, and directing the installation of the RPTA system.

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- c. Obtained loans from the Assessment Revolving Fund Loan to finance the RPTA project. In addition, it advanced funds to assist the project.
- d. Approved the Provincial Assessor's Senior Staff training on RPTA Tax Mapping Seminars.
- e. Provided the technical staff who undertook actual tax mapping work.
- f. Recruited temporary workers and staff to supplement the work force assigned to do tax mapping work.
- g. Issued memorandums and circulars to Deputy Provincial/ Municipal Assessors to inform them of current regulations and policies.
- h. Enlisted the cooperation of officials like the Governor, Mayors, Barangay Leaders, Councilmen, Assessors, and Treasurers.
- i. Improved records of the province on taxable real properties.
- j. Enhanced tax consciousness through the serving of the Real Property Tax Order of Payment (RPTOP) to real property owners.

Findings on the Technical Implementation - LGUs

1. Unrealistic Objectives of the Provincial Office

The PSAP of the Province of Pampanga showed unrealistic objectives. The province aimed for a 100% increase in assessed values of properties. The tax mapping work was projected to be completed December 31, 1982. Contrary to the foregoing expectations, the province showed a 20% decrease in assessed values of properties of completed municipalities. Besides, two municipalities are still in the tax mapping phase as at March 31, 1983.

2. Inadequacy of the Real Property Tax Order of Payment (RPTOP) .

The RPTOP does not provide a space for overdue tax accounts. Details of overdue accounts are not shown separately.

3. Storage of Old Property Records

The Provincial Treasurer's office keeps old files of Tax Declaration which if placed in a microfilm will allow additional office space for other purposes.

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4. Confusion Regarding Certain Requirements of RPTA Project

We noted that the tax mapping staff tended to confuse the regulations under RPTA-PDAP and RPTA-MOF particularly on procedures affecting the Property Index Number. Unless the staff are duly oriented on the current requirements and the difference between current regulations and old regulations they might come up with erroneous work.

Findings on the Project Administration - Provincial Office

Based on our interview with Senior Officials of the province of Pampanga, we noted the following problems in the implementation of the RPTA project:

1. Delay in the Release of Funds

Funds from the province were not specially released to the project due to the procedural requirements in making disbursements.

2. Lack of Vehicular Support

Absence of vehicular support reduced the mobility of the tax mapping personnel.

3. Lack of Technically Trained Personnel

Hiring of contractual workers to supplement the existing manpower necessitated orientation and on-the-job training of these staff. Productivity of the staff was low due to their inexperience.

4. Inadequate Training Programs

Lack of well-defined training programs and training materials hampered the province from developing fully its staff.

5. Incomplete cadastral maps

Incomplete cadastral maps delayed tax mapping work.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
PROVINCE OF BATANGAS

Achievements

On the basis of the official records presented to us and our interviews with some key personnel at the Provincial Assessor's Office, we summarize the following accomplishments:

1. Participating Local Government Units (LGUs)

Tax mapping, assessment, and records management of all 12 projects that have participated (2 in phase I and 10 in phase II) have already been completed. The completion dates, however, are about two months behind the target completion dates in the Project Study and Action Plan (PSAP).

2. Provincial Office

- a. Despite the delay in the release of financial assistance promised by the Central Office, the province was able to accomplish the tax mapping, assessment, and records management phases of the 12 local RPTA projects. The Provincial Office, with the support of the Provincial Governor, shouldered practically the entire costs of the 12 projects.
- b. The Provincial Assessor's Office developed its training materials on tax mapping operations including original parcel mapping. These materials were used in conducting one to two weeks' classroom and on-the-job training of the members of the tax mapping team. The materials, though requiring improvement, served as useful reference materials of the tax mapping team in the actual tax mapping operations.
- c. With the hope of finally receiving the full amount of the cost-share financial assistance, the Provincial Office started four additional tax mapping projects (municipalities) in early 1983.
- d. The Provincial Office developed an RPTA Primer which it circulated to the public to generate citizen/taxpayer support towards the project. The materials were written in Tagalog and explained among other things, the importance of tax mapping and real property taxation.

Findings on the Technical Implementation - LGUs

1. Deficiencies in the Completed Local RPTA Projects

The following deficiencies were noted in the Regional RPTA Project Status Report (RRPSR) as of March 31, 1983 and were confirmed during our test verification and inquiries at the Provincial Assessor's Office:

- a. The tax maps of some barangays were in draft form (still in pencil);
- b. The final Tax Declaration of some barangays had not yet been typed. The assessment rolls were prepared directly on the basis of the Field Copies of the Tax Declarations (FCTDs).
- c. The final tax maps and tax declarations that were already typed had not yet been signed by the Provincial Assessor.

2. Problems Met During the Technical Implementation at the Participating LGUs

On the basis of our interviews with key officials of the Provincial Assessor's Office, we gathered that the office met the following problems during the actual technical implementation of the local RPTA projects:

- a. The Tax Mapping Division Chief explained that due to financial constraints caused by the delayed release of financial assistance, a number of contractual employees hired for tax mapping operations were terminated before they could complete their assigned jobs. Consequently, short-cut procedures were used for some unfinished barangays to complete the project before the deadline. For example, the final Tax Declarations were not typed; instead, the assessment rolls were prepared directly using the FCTDs.
- b. There were not enough qualified contractual employees for tax mapping operations.
- c. It was difficult to secure cadastral maps and copies of subdivision plans, thereby contributing to the delays in the project completion. Copies of cadastral maps were not readily available at the Regional Office of the Bureau of Lands. They had to be obtained personally from the Central Office of the Bureau of Lands.
- d. The real property owners tended to be uncooperative for fear that they would pay higher taxes after the tax mapping operations. This also contributed to the delays in the project completion.

- e. There were conflicts in some barangay and municipal boundaries. The settlement of barangay and/or municipal boundary conflicts was in most cases time consuming, thereby adversely affecting the tax mapping operations.

3. Deficient Operational Planning

The PSAP was not supported by a more detailed work plan and timetable. There was also no realistic provision for possible delays in the release of the financial assistance.

4. Unrealistic Target Increase in Total Assessed Value

The target increase in the assessed value amounting to 66% as shown in the PSAPs is generally unrealistic. The total increase in assessed value actually attained by the ten completed RPTA II projects in the province is only about 25% as shown on the official records of the Provincial Assessor. Only one out of these ten projects attained more than 66% increase in the total assessed value; the rest achieved increases between 4% to 42% only.

5. Noncompliance with Technical Requirements

Our test verification of the results of the tax mapping operations disclosed the following instances of noncompliance with certain technical requirements of the Project:

- a. The assessment rolls are prepared alphabetically by taxpayers' surname instead of numerically by property index number.
- b. The assessment rolls are prepared in three copies only instead of five. No copy is given to the barangay leaders and the Provincial Treasurer's Office as required in the Assessment Regulations.
- c. The Tax Declarations are prepared in three copies only instead of four. No copy is given to the Municipal Treasurer.

We were informed during our evaluation that the Provincial Assessor's Office personnel are confused about the specific requirements of the Central Office. They expressed their need for more specific guidelines and procedures which they can easily understand and follow.

Findings on the Project Administration - Provincial Office

Except for the problems discussed in Annex B-2, the Provincial Office had no other major problems as far as logistics and project administration were concerned.

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MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
PROVINCE OF CAMARINES SUR

Achievements

On the basis of records presented to us and interviews conducted with the officials of the province, we gathered the following:

1. Participating Local Government Units (LGUs)

The overall percentage of accomplishment for tax mapping, assessment, and records management among the participating barangays is 89%. This is computed as follows:

	<u>No. of Participating LGUs</u>	<u>No. of Barangays</u>
a. Total	17	446
b. Completed	<u>10</u>	<u>273</u>
c. Partially completed (a - b)	<u>7</u>	<u>173</u>
d. Percentage of completion of completed LGUs (b/a)	<u>59%</u>	<u>61%</u>
e. Percentage of completion - partially completed LGUs	<u>72%</u>	<u>72%</u>
f. Equivalent units of partially completed LGUs (c x e)	<u>5</u>	<u>124</u>
g. Total equivalent units (b + f)	<u>15</u>	<u>397</u>
h. Overall percentage of completion (g/a)	<u>88%</u>	<u>89%</u>

2. Provincial Office

a. Technical Implementation

During the first phase of the program the Provincial Office conducted the tax mapping of many of the municipalities. The uniform application of the system and procedures prescribed by the Central Office for all participating municipalities was followed.

b. Public Information and Education Drive

Programs were held when the records were installed in each municipality. Talks were given during the Parent Teacher Association meetings and barangay assemblies as part of the public information and education drive.

c. Training of Personnel

We were informed that on-the-job training was conducted at the Provincial Office in addition to the formal seminars attended by its personnel. Municipal Assessors met monthly for training conducted by the Provincial Assessor in coordinating the 35 municipalities.

d. Updated Tax Records

Tax mapping helped greatly in reconstructing missing records, caused by the frequent transfers of the office site of the Tax Mapping Division.

Findings on the Technical Implementation - LGUs

1. Deficient Systems and Procedures

In the preparation of the assessment rolls, the old tax declaration numbers were not indicated on the appropriate column. We were told that the filing system for the old tax declaration was unreliable so the province merely indicated that the property was new. The province however requires the resident who complains to present his old tax declaration before the old tax declaration numbers are indicated.

2. Unrealistic Plans and Targets

The project objectives and operational plans prepared by the province of Camarines Sur were too hopeful. Actual results were far from expectations.

3. Incomplete Base Maps

Due to the lack of available base maps, the teams resorted to parcellary sketching, a time consuming activity.

4. Delayed Submission of Treasurer's Report

The collection reports of the Treasurer's Office were three months late, brought about by the fact that various municipalities in turn did not submit their respective reports on time.

Findings on the Project Administration - Provincial Office

1. Limited Municipality Involvement

The tax mapping is conducted on a provincial level. Thus, the participating municipalities had a limited involvement in the project. It was only when the system was installed that the municipalities were actively involved in the tax records conversion.

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2. The Provincial Task Force Did Not Meet Regularly

The Provincial Task Force, as provided in the Executive Order, is supposed to meet at least once every quarter. However, we were informed that only one meeting was held by the Task Force.

3. Unfavorable Peace and Order Situation

The peace and order situation in some areas was reportedly unstable. Consequently, field operations were suspended in these areas.

4. Lack of Vehicular Support

We were informed that the province had a jeepney on hand for the tax mapping division; however, it had to undergo repairs. The lack of transport caused difficulty in supervising field work.

5. Poor Office Conditions

The Tax Mapping Division holds office in a temporary structure within the provincial capital. There was no assurance that the roof was safely anchored, and the surrounding area would get muddy after the rains. The request to relocate the office to the third floor is still under review.

6. Inadequate Commodity Support

A typewriter which was donated was never used because it had to be repaired. Also, filing cabinets were all filled up so that wooden racks had to be used temporarily.

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MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
PROVINCE OF ILOILO

Achievements

1. Participating Local Government Units (LGUs)

In Iloilo province, a total of 24 LGUs participated in the RPTA II project. On the basis of the RPTA project status reports submitted by the province as of March 31, 1983, the percentage of completion is computed as follows:

	<u>No. of Participating LGUs</u>	<u>No. of Barangays</u>
a. Total	24	1,020
b. Completed	<u>10</u>	<u>377</u>
c. Partially completed (a-b)	<u>14</u>	<u>643</u>
d. Percentage of completion of completed LGUs (b/a)	<u>42%</u>	<u>63%</u>
e. Percentage of completion of partially completed LGUs	<u>62%</u>	<u>62%</u>
f. Equivalent units of partially completed LGUs(c x e)	<u>9</u>	<u>399</u>
g. Total equivalent units (b + f)	<u>19</u>	<u>776</u>
h. Overall percentage of completion (g/a)	<u>79%</u>	<u>76%</u>

2. Provincial Office

To determine the extent of the contributions made by the Provincial Office to the program, we examined various documents supplied by this office such as status reports, training programs, information and education programs, list of equipment, tools and instruments. We also interviewed key provincial assessment and treasury personnel. Our findings disclosed the following contributions made by the Provincial Office:

a. Public Information and Educational Campaigns

We noted that the province published in the local dailies notices of delinquencies and notices of sale. The announcements were done at least once a week for three consecutive weeks, two times a year. Furthermore, posters

and billboards were utilized as permanent fixtures for these notices. All participating municipalities under the jurisdiction of the province were covered in the province's information and educational campaigns.

b. Granting of Technical Assistance

Our interviews with provincial and municipal assessment officers revealed that most of the tax mapping, assessment and records management phases had been completed by the Provincial Office. Technical assistance extended to the LGUs consisted of:

- (1) Provision for technical manpower. The tax mapping teams were organized from the provincial assessment staff who were trained and skilled in tax mapping procedures. These teams were generally composed of permanent provincial assessment personnel and contractual employees hired for the duration of the project. The only tax mapping team member outside of the provincial staff was usually the barangay captain who acted as the guide.
- (2) Provision for equipment, tools, and instruments. The tax mapping equipment was provided by the Provincial Assessment Office. These items of equipment included such simple items as measuring steel tapes to more complex items such as pantographs. These were obtained by the province from the "Package Commodity Assistance" of the Ministry of Local Government and Community Development.
- (3) Provision for training. The Provincial Office lent its training rooms and provided some resource speakers and personnel for the different functional committees. The Real Property Tax Collection and Enforcement Program (RPTCEP) was one such training program wherein the Provincial Office was involved. This training program was held in Iloilo from April 15 to 16, 1982 attended by municipal/ provincial treasurers and assessors.
- (4) Provision for printed supplies and materials. Various forms used in RPTCEP such as Certificate of Sale, Final Bill of Sale, Certificate of Redemption, RPTOP and others were supplied by the Provincial Office to the municipalities. Records submitted by the Land Tax Division show that they had a budget of ₱20,000 for these items as of the quarter ending September 1982.

- c. On the whole, the major accomplishment of the province was the degree of completion that it achieved (overall: 79%) as of March 31, 1983, although the initial cost-share advance assistance for RPTA II was released only in April 1983.

Findings on the Technical Implementation - LGUs

Based on interviews with Municipal Assessors and on RPTA status reports submitted to the Provincial Office, our findings on the technical implementation of participating LGUs are as follows:

1. Inadequate Base Source Data

There were no subdivision maps available for some parcels which had been subdivided.

Thus, base maps had to be made on the basis of technical descriptions, a process requiring much time; consequently, delays were incurred.

2. Difficulty of Contacting Real Property Owners for Information Regarding their Properties

Information from absentee real property owners which is vital in the records management phase was obtained only through exhaustive and time-consuming legwork.

3. Unfavorable Peace and Order Condition

The tax mapping teams had to move cautiously in some localities in the province where the peace and order situation was reportedly unfavorable.

As a result, delays were incurred as these teams had to stop their tax mapping activities from time to time whenever the situation became unstable.

Findings on the Project Administration - Provincial Office

A review of various documents submitted by the Provincial Office and interviews with key personnel in the Assessment and Treasury Divisions revealed the following findings relating to provincial operations.

1. Provincial RPTA Task Force Did Not Meet Regularly

The task force did not meet regularly and the few meetings it had were held informally, without any minutes taken. Only a few members attended these meetings.

2. Inadequate Number of Technical Personnel

During the tax mapping operations, all available personnel with tax mapping expertise were fielded including the Tax Mapping Division Chief of the Provincial Assessor's Office.

Consequently, coordinating and monitoring the activities of the different tax mapping teams, which were the duties of the Tax Mapping Division Chief, were not effectively carried out, resulting in delays and inadequate technical review of the work done.

3. Inadequate Monitoring and Evaluation Procedures

During the tax mapping operations, the monitoring and evaluation system installed was inadequate. Thus the progress and cost of work done could not be effectively monitored and controlled. Moreover, there was no basis for ascertaining the reliability of the assessment rolls in terms of property classification and accuracy of computation of the assessed values of the improvements.

4. Certain Technical Requirements Not Followed

We noted that certain technical requirements were not followed in the actual implementation of the tax mapping operations. For instance, Field Copies of Tax Declarations (FCTDs) were not prepared before actual field operations. FCTDs were prepared only after tax mapping and before the typing of final Tax Declarations.

5. Minimal Tax Information and Educational Drive

We noted that there was minimal public information and educational activity, since most paid ads were for notices of delinquencies or notices of auction sales. There was little or no dissemination of information pertaining to the purposes and methods of real property taxation which would develop an informed and positive attitude on the part of the taxpayers toward real property taxes.

6. Too Many LGUs Covered by Project

According to interviews, the number of participating LGUs should have been limited to between 5 and 7; however, for the province, a total of 24 LGUs were entered in RPTA II. As a result, the quality of the tax mapping, assessments, and records conversion activities could have been adversely affected.

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MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
PROVINCE OF LEYTE

Achievements

Among the sample municipalities selected for evaluation, the town of Palo was the only one that was formally accepted under RPTA Phase II. In addition to Palo, the province of Leyte intends to let the following municipalities participate under RPTA Phase II or subsequent phases of the RPTA project:

Inopacan
Dagami
Alang-alang
Jaro

Application papers for Dagami have already been submitted to the RPTA Central Office through the Regional Director while those for the other municipalities have not been received by the Office of the Provincial Assessor.

1. Participating Local Government Units (LGUs)

The following is a summary of achievements in Palo, Leyte as detailed in Annex D-7:

	<u>Number of Barangays</u>
a. Total number of barangays	35
b. Completed	<u>1</u>
c. Partially completed (a-b)	<u>34</u>
d. Percentage of completion of completed barangays (c/a)	<u>3%</u>
e. Overall percentage of completion	<u>91%*</u>

* The calculation of the overall percentage of completion is presented in Annex D-7.

2. Provincial Office

Despite the failure to receive funds under the cost-share arrangement with MOF, the Provincial Assessor's Office proceeded with the tax mapping operations in Palo, Leyte, utilizing some of the Provincial Government's funds to pay for the tax mapping expenditures.

The Provincial Assessor's Office also arranged to provide its own transport support to the tax mapping teams assigned in Palo, Leyte inasmuch as no vehicle was received from the Central Office.

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The Provincial Assessor's Office has at least five staff with technical or special training in tax mapping and the management of related records. The province itself had a number of completed projects in municipalities participating under PDAP.

Findings on the Technical Implementation - LGUs

1. Funding

At the time of our visit, we were informed by the Provincial Assessor's Office that the province had not received any portion of the funds expected under the cost-share agreement with MOF. Tax mapping expenditures have been paid out of the local provincial and municipal funds of Palo, the lone participating municipality. However, to be able to pay the expenditures, the provincial and municipal governments had to undertake additional procedures required for the appropriation of local funds. In the process, this slowed down tax mapping operations.

2. Logistics

At the time of our visit, the province had not received any vehicle for use in its tax mapping operations. Commodity or supplies requirements for the tax mapping operations were met mainly using the equipment and commodities previously provided to the province under RPTA Phase I or by buying locally, using the provincial or municipal funds.

Problems in Actual Tax Mapping Work

Problems encountered by tax mapping teams in performing actual tax mapping work in Palo, Leyte are described in Annex D-7.

Findings on Project Administration - Provincial Office

Operational Planning, Execution and Control

On the basis of project achievements as presented in the report for Palo, Leyte (Annex D-7) and our interviews with the Provincial Assessor and other officers, we believe that the functions of the Provincial RPTA Task Force as specified in RPTA Management Circular No. 1-82 have been substantially performed. However, we would like to bring out the following comments:

- a) The Provincial RPTA Task Force did not meet regularly. Regular meetings of the task force (say, monthly) will help ensure that the progress of the project is reviewed properly, that problems are identified and solutions formulated on time.

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b) We noted that the province's long-term plan, as shown in the Master Schedule of RPTA System Installation for Calendar Years 1978 to 1983, has to be updated to show the changes in the operational plans for the coming years. It was noted, for instance, that in calendar year 1982, Inopacan was scheduled for tax mapping but tax mapping in that municipality was not started.

2. Public Information/Education Drive

A public information/education drive to generate involvement and support of taxpayers was done through the individual municipalities which worked through the barangay officials. The barangay officials themselves should be aware of the purposes and benefits of property taxation, specifically for their own barangays, so that they could be effective enough when reminding their own constituents. Occasionally, advertisements are aired on the radio, posted in bulletin boards of the municipalities, or disseminated during public meetings. But we understand that campaign efforts of this nature were very minimal and needed to be intensified for more impact on the collection effort.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
PROVINCE OF MISAMIS ORIENTAL

Achievements

On the basis of the records presented to us and the interviews we conducted with the Provincial Assessor's officers and staff, we gathered that the province of Misamis Oriental had achieved the following:

1. Participating Local Government Units (LGUs)

The RPTA Tax Mapping and Comparative Statistics reports for the participating LGUs showed that the LGUs had already completed tax mapping, records conversions, and assessment activities as shown below:

	<u>No. of Participating LGUs</u>	<u>No. of Barangays</u>
a. Total	7	85
b. Completed	<u>7</u>	<u>85</u>
c. Partially completed	<u>-</u>	<u>-</u>
d. Percentage of completion (b/a)	<u>100%</u>	<u>100%</u>

The Provincial Assessor's office, in the RPTA Status Report for March 1983 to the MOF Regional Office, showed that the tax mapping activities and records conversion and assessment of the participating municipalities have already been completed. However, on our visit to the Provincial Assessor's office on April 15, 1983, we found that the final tax declarations were still being approved by the Provincial Assessor and the respective municipal assessors of the municipalities. We were assured, however, by the Provincial Assessor that the approval of the tax declarations would be completed by April 30, 1983.

2. Provincial Office

The Provincial Assessor's office had prepared an operational plan for the year 1982 which covered the different activities of the Office. Through interviews and observations, we noted that the Office had accomplished the following:

1) Technical Personnel

The Office of the Provincial Assessor provided the technical personnel for the tax mapping, assessment, and records management of the LGUs.

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2) Organization

Organizational and functional charts for each division, showing the segregation of functions of each division were prepared. Duties and responsibilities for each position and the corresponding qualification requirements were established and defined.

3) Regular Assessment Work

Standard operating procedures followed in the processing of transfer of ownership of real property, revision and/or correction of records were prepared and displayed at strategic places within the Assessor's office so that the public and the personnel could be guided by them.

4) Monitoring of Field Activities

The monitoring system designed by the RPTA Central Office had already been implemented.

5) Tax Education/Public Information Drives

The Provincial Assessor's Office and the Provincial Treasurer's Office had conducted joint tax education/public information drives. Handouts showing the uses of real property taxes were given to the property owners for their information and guidance.

6) Technical Training

The Office had conducted in-house training seminars/workshops on RPTA operations for the lower level staff, while the supervisory personnel were sent to specialized training courses in RPTA operations either at the Development Academy of the Philippines, UP-Business Research Center, or at the Regional Office. Work performance, attitude and other work-related factors were evaluated to determine further staff training requirements.

Findings on the Technical Implementation - LGUs

On the basis of our interviews with personnel of the Provincial Assessor's Office, we noted the following problems and difficulties encountered by the field teams:

Unfavorable Peace and Order Condition

Unfavorable peace and order condition in certain barangays to be tax mapped forced the field teams to suspend their operations at times.

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2. Inadequate Vehicular Support

The Provincial Assessor's Office had only one vehicle for transporting field teams, supplies, and equipment to the field, thus limiting the mobility of field teams, and slowing the progress of field operations.

3. Duplication of Tax Declarations

The duplications of tax declarations on the same parcels made it cumbersome and time-consuming to identify the real owners of the properties.

4. Inadequate Funding

Proceeds of the loan from the MOF Loan Assessment Revolving Fund (part of the loan of Phase I) were received during the latter half of the project. Moreover, the initial release of the advance from the USAID-MOF Fund for its cost-share in the projects was not received. This inadequacy of funds led to the delay in the start-up date of the projects as well as slowed down the progress of the work.

5. Uncooperative Property Owners

Some property owners were either not available during tax mapping operations or refused to produce documents necessary for assessment work.

Findings on the Project Administration - Provincial Office

Our interviews, observations, test verifications and official documents gathered at the Provincial office revealed the following:

1. High Turnover of Contractual Workers

The high turnover of contractual workers, especially in the Records Management Division, adversely affected the progress of work. New employees had to be hired and trained before they were given their respective assignments.

2. Inadequate Office Equipment

The two typewriters used for typing tax declarations, assessment rolls, post tax mapping control rolls, and other documents were not enough for typing the voluminous documents.

3. Frequent Changes of Forms

The forms used for reporting purposes were frequently changed without accompanying written instructions on their preparation. Consequently, we noted numerous discrepancies in the preparation and filling out of these forms.

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MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
PROVINCE OF ZAMBOANGA DEL SUR

Achievements

On the basis of the records presented to us and our interviews with top officials of the province, we gathered that the province achieved the following:

1. Participating Local Government Units (LGUs)

On the basis of official reports received from the municipalities and the province, the overall percentage of accomplishment for tax mapping, assessment, and records management was 93%, computed as follows:

	<u>No. of Participating LGUs</u>	<u>No. of Barangays</u>
a. Total	16	420
b. Completed	<u>6</u>	<u>152</u>
c. Partially completed (a - b)	<u>10</u>	<u>268</u>
d. Percentage of completion of completed LGUs (b/a)	<u>38%</u>	<u>36%</u>
e. Percentage of completion - partially completed LGUs	<u>90%</u>	<u>90%</u>
f. Equivalent units of partially completed LGUs (c x e)	<u>9</u>	<u>241</u>
g. Total equivalent completed units (b + f)	<u>15</u>	<u>393</u>
h. Overall percentage of completion (g/a)	<u>93%</u>	<u>93%</u>

2. Provincial Office

In terms of its assigned functions, the corresponding achievements of Zamboanga del Sur Provincial Office can be summarized as follows:

- a. The province prepared and obtained approval of the Project Study Action Plans (PSAPs) for the 16 towns' applications to participate on the Project
- b. It organized its Real Property Tax Administration (RPTA) Task Force as required by RPTA Management Circular No. 1-82. The RPTA Task Force was established under Provincial Executive Order No. 432-1

- c. It advanced the funds needed by the municipalities to complete their tax mapping operation
- d. It issued memorandums and circulars to deputy Provincial/ Municipal Assessors to inform them of current regulations, policies, and guidelines
- e. It provided the technical staff which undertook the tax mapping work
- f. It promoted tax consciousness among the public through increased direct communication with property owners
- g. It provided actual training to tax mappers, assessors and personnel involved in the project
- h. It enlisted the cooperation of local officials like the Governor, Mayors, Barangay Leaders, Councilmen and teachers in the RPTA project
- i. It improved records of the province on taxable real property.

Findings on the Technical Implementation - LGUs

1. Unrealistic Objectives of the Provincial Office

The PSAPs of 16 towns show unrealistic projected assessed values, because of the inconsistent basis for pre-RPTA assessed values and errors in computations.

The projected completion date for this projects is April 15, 1983. The province completed only six towns as of April 15, 1983. Other towns included in the project are still in process.

Carefully prepared, realistic PSAPs are needed to measure performance correctly.

2. Delay in the Submission of RPTA Project Reports

We noted that some municipalities did not submit their reports on time causing a delay in the reporting of the overall performance of the province.

3. Shortcoming of The Real Property Tax Order of Payment (RPTOP)

The Real Property Tax Order of Payment (RPTOP) form does not provide a space for tax delinquencies or overdue tax accounts. Hence delinquent accounts are not shown separately from amounts currently due.

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Findings on the Project Administration - Provincial Office

The tax mapping operation in Zamboanga del Sur was beset by the following problems which caused the delay in the completion of the projects in-process:

1. Lack of sufficient funds to support the project prevented the early completion of the project.
2. Failure to receive vehicular support minimized mobility.
3. Lack of permanent personnel, which necessitated the hiring of new graduates as staff. These new staff needed orientation and training before they could work productively.
4. Unfavorable peace and order condition caused occasional suspension or slowing down of field operations.
5. Lack of commodity support like typewriters delayed the typing and preparation of documents required by the project.
6. Original group survey maps which should have been with the Regional Office could not be obtained by the Province. The Regional Office could have assisted the Province if it obtained copies of these original group survey maps and gave them to the Provincial Office.
7. There were boundary conflicts between adjacent municipalities which hampered tax mapping operations.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
PROVINCE OF DAVAO DEL NORTE

Achievements

On the basis of the records presented to us and our interviews with officials and staff of the Provincial Assessor's office, we gathered that the Province of Davao del Norte had achieved the following:

1. Participating Local Government Units (LGUs)

Our interviews and the Comparative Statistics and Impact Reports of the three enrolled municipalities, revealed that the participating LGUs namely Carmen, Mawab and Nabunturan had completed tax mapping, assessment, and records conversion activities as shown below:

	<u>No. of Participating LGUs</u>	<u>No. of Barangays</u>
a. Total	3	57
b. Completed	<u>3</u>	<u>57</u>
c. Partially completed (a-b)	-	-
d. Percentage of achievement (b/a)	<u>100%</u>	<u>100%</u>

2. Provincial Office

On the basis of our interviews and observations, the following were the accomplishments of the Office:

1. It provided almost all the technical personnel as well as the logistics and funds used in conducting the tax mapping activities in the three enrolled municipalities.
2. It conducted a seminar/workshop for the municipal assessors of the province.
3. It trained personnel on RPTA Operations. Atty. Engdian Kong, Provincial Assessor, took a training course on RPTA operations at the University of Southern California.
4. It had sufficient tools, instruments, including transport facilities for use in tax mapping and records conversion. In addition, the Tax Mapping Division is located in a separate room large enough to accommodate the staff involved in tax mapping and records conversion.

5. It organized the office in accordance with the provisions of Assessment Regulation No. 1-78.
6. It conducted public information drives on the objectives of tax mapping, the procedures of tax mapping, and the necessary documents to be prepared and presented by property owners to the teams during field operations.

Findings on the Technical Implementation - LGUs

On the basis of our interviews with officials of the Office of the Provincial Assessor, we gathered the following:

1. Problems Encountered in Tax Mapping Operations

The problems encountered by the Provincial Assessor's Office in tax mapping and records conversion were: (a) base source data for certain areas were not available; (b) the boundaries of certain barangays were being disputed and could not be readily resolved; (c) the instability of peace and order conditions in certain areas at times prevented the tax mapping teams from undertaking field activities; (d) the time-consuming work of locating absentee owners, (e) verifying the real owners of properties, took much time since the claimants could not produce legal documents to support their conflicting claims of ownership; (f) difficulties in identifying tax declarations with their corresponding parcels; (g) the duplication of tax declarations for the same parcels; and (h) the frequent electric power cut-offs which greatly hampered the reproduction of tax maps.

2. Monitoring of Field Activities

The field teams were not preparing and transmitting regular weekly reports of their daily accomplishments. As a result, the Provincial Assessor's Office was not aware of the actual progress of their work, except when the tax mapping teams returned to the Provincial Assessor's Office to report on their accomplishments. Only then could the officials concerned act on problems or make decisions concerning the work.

3. Composition of Tax Mapping Teams

On the basis of our interviews, we noted that some tax mapping teams consisted only of a tax mapper and a barangay guide. This composition is not in accordance with the provisions of Assessment Regulations No. 1-78. This can lead to incomplete inventory taking and/or improper valuation of the properties to be tax mapped since the tax mapper himself had to do the tax mapping work as well as the gathering of data.

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Findings on the Project Administration - Provincial Office

1. Multiyear and Operational Plans

We were informed that the Multiyear plan for the period 1981-85 covering the systematic installation and implementation of the RPTA throughout the province had not been prepared. Neither the Provincial Assessor's office prepared the Operational Plan for the year 1982.

We feel that there is a need to prepare and officially adopt the multiyear plan as well as the operational plan. These plans will provide the targets and will serve as guides for the actual implementation of the RPTA program in the province.

2. Preparation of the Project Study Action Plan (PSAP)

We noted that the figures in the PSAPs differed from the Comparative Statistics and Impact Reports of the completed LGUs. Because of inconsistencies in reporting the pre-RPTA assessed values of the properties and improvements actual increases or decreases in the assessed values could not be derived.

3. Delayed Receipt of the Cost-share Advance

The cost-share advance was received in March 1983 when tax mapping operations were already completed. This defeated the purpose of the cost-share advance which was to start-up the project.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
CITY OF ANGELES

Achievements

1. Tax Mapping, Assessment, and Records Management (Completed)

From project accomplishment reports and other documents presented to us, we visited the Angeles City Assessor's Office on March 24, 1983. We gathered that tax mapping operations for the five participating barangays up to the preparation of final tax declarations and assessment rolls were completed as of December 31, 1982 as originally scheduled. As a whole, assessed values increased from ₱75,050,942 (before tax mapping) to ₱94,940,054 (after tax mapping), or a net increase of ₱19,889,112. We could not obtain an analysis of the factors contributing to this increase. On the day of our visit, the City Assessor's Office was still tabulating information from tax declarations to be used in preparing the Comparative Statistics Report and Impact Report as required under the Monitoring and Evaluation Systems Manual. This report, when completed, may indicate the causes of the increase in assessed values.

2. Tax Collection (Not yet Completed)

The intervening period from the date tax mapping was completed up to the date of our visit was too short a time to provide a meaningful basis for evaluating improvements in the collection effort of Angeles City.

3. Creation of the City RPTA Task Force

The City RPTA Task Force created under Executive Order No. 5 dated February 8, 1982 was composed of the following:

Chairman	-	City Mayor
Members	-	City Assessor
	-	City Treasurer
	-	Assistant City Auditor
	-	City Development Coordinator
	-	Sangguniang Panlungsod representative

4. Funding

The city proceeded with its tax mapping operations utilizing local funds to defray the needed expenditures inasmuch as the expected funds from MOF under the cost-share agreement had not been released yet.

5. Transport Support

Under RPTA Phase II, the City did not receive from the Central Office any motor vehicle for use in tax mapping operations. However, a Toyota Tamaraw acquired in 1979 was made available by the City to serve the transport needs of the tax mapping teams.

6. Technical Training of Staff

About a year ago, three staff members from the City Assessor's Office attended a training on tax mapping and the use of equipment provided by USAID. The training was organized by the local government. Aside from these three staff, the rest of the tax mapping personnel were hired as contractual workers who underwent training on the job.

7. Public Information/Education Drive

On the basis of our interviews, the City's public information/education drive to increase tax consciousness was in the form of:

- a) Public meetings held from time to time, attended by barangay captains, schoolteachers, and realtors. Barangay captains helped a lot by reminding their own constituents.
- b) Occasional radio programs or interviews of key City officials aired over local radio stations.
- c) Announcements made through cinema slides.
- d) A door-to-door campaign by tax collectors from the City Treasurer's Office.

Findings - Operations of City Office

On the basis of our test-checking of records presented to us and our interview with the City Assessor, we think that the organization of the tax mapping teams and the performance of tax mapping operations were essentially in accordance with the requirements described in Assessment Regulations (AR) No. 1-76 and 6-75. Deviations from AR No. 1-76 and 6-75 were noted mainly in the area of records management. The findings were as follows:

1. Forms and Records

According to the City Assessor's Office, the use of the Real Property Tax Order of Payment (RPTOP) as required under Assessment Regulations (AR) No. 1-82 resulted in duplication which created

problems. The Office stated that duplication occurred because data from the assessment rolls and tax declarations which were already furnished to the City Treasurer were again copied in the RPTOP. Although AR No. 1-82 describes the purpose of the RPTOP to serve as the basis for the collection of real property taxes, the City Treasurer's Office still continues to make use of notices of assessment or collection letters which show most of the information contained in the RPTOP.

We feel that there should be a review to determine what existing forms can be eliminated with the implementation of the RPTOP. The review should also evaluate the need to modify the RPTOP so that all necessary data in existing forms can be covered adequately.

Section 4.04 of AR No. 1-78 specifies the use of the Real Property Record and Appraisal Card (RPRAC) for recording information necessary for the appraisal and assessment of land and improvements. We were informed by the City Assessor's Office that they did not use the RPRAC because recording the required information directly in the Field Copies of Tax Declaration sufficed. On the basis of this finding, we feel that a reevaluation of the use of RPRAC be made so that it can be deleted, if warranted, in future revisions of the tax mapping manual or assessment regulations.

2. Office Space

The working areas at the City Assessor's office appeared to be congested. The benefit of having adequate working facilities for subsequent tax mapping operations and maintenance of records cannot be overemphasized. In view of this, we feel that the City Assessor should evaluate its need for improved working facilities so that it can prepare an appropriate proposal to the city government.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
CITY OF IRIGA

Achievements

On the basis of the records presented to us and our interviews with the key officials of the City of Iriga, we gathered that the following achievements were made:

1. The overall percentage of completion was 93%, as shown below:

	<u>Number of Barangays</u>
a. Total	15
b. Completed	<u>10</u>
c. Partially completed (a-b)	<u>5</u>
d. Percentage of completion of completed barangays (b/a)	<u>66%</u>
e. Percentage of completion of partially completed barangays	<u>82%</u>
f. Equivalent units of partially completed barangays (c x e)	<u>4</u>
g. Total equivalent completed units (b+f)	<u>14</u>
h. Overall percentage of completion (g/a)	<u>93%</u>

Findings - Technical Implementation

1. Disputed Boundaries

A portion of Irangay Salvacion was not tax mapped during the initial phase since this area was formerly claimed by the Municipality of Nabua. This land area was included in Phase II and settlement of the dispute became a problem which adversely affected tax mapping operations.

2. Confusion as to the Nature of Project Funds

We were informed that the City Treasurer assumed custody of the Project funds in trust for the project. Thus, the fund disbursements were treated as trust disbursements instead of the usual practice of disbursing the funds through the General Fund procedures. This created confusion as to the proper handling and accounting of the funds. Clarification is therefore needed.

3. Inappropriate Billing System

The billing system needs improvement. Although notices of tax due were being sent out, no monitoring of tax accounts is being made; thus, property owners are required to present the previous payment receipts, as a means of determining the amount of delinquency instead of relying on the records of the Treasurer's office.

4. Incomplete Cadastral Maps

The City had proceeded to undertake parcellary survey of four barangays (Antipolo, Sagrada, San Andres, and San Rafael) because they felt that waiting for the cadastral maps from the Bureau of Lands would only delay the completion of the project.

Findings - Project Administration

1. Lack of vehicular support

Vehicular support consisted of two motorcycles and a rented jeep. The city had not received its vehicle from the Project's commodity support; thus, mobility was a problem.

2. Congested Office Space

The crowded working area in the office reduced personnel efficiency. The Tax Mapping Division shared working space with the Records and Assessment Division, such that practically every available space was occupied.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
DISTRICT OF LA PAZ, ILOILO CITY

Achievements

The most notable achievement of the district of La Paz as shown by status reports submitted by the City Assessor's Office is the completion of Element 1 in all the 38 participating barangays. However, the completion date of the last barangay was on March 16, 1983, showing a two and a half months' delay when compared with the targeted completion date of December 31, 1982.

The other achievements attributable to the City of Iloilo are as follows:

1. Created the City Task Force by Executive Order No. 14.
2. Prepared the PSAPs of the prospective participants in RPTA I and II.
3. Provided logistical support in the form of equipment, tools, and instruments for the tax mapping, assessment, and records conversion activities in Element 1.
4. Completed the tax mapping operation in the district despite the financial difficulties posed by the delay in the receipt of funds from the Central Office.

Findings - Operations of City Office

From observations, interviews with key City Officials, and status reports submitted by the City Assessor's Office, we gathered the following:

1. Absence of Adequate Base Source Data

There were several instances where subdivision maps were not available for parcels which had been subdivided. Consequently, base maps had to be prepared from technical descriptions. This process, however, was time-consuming; thus, delays were incurred.

2. Difficulty in Locating Real Property Owners

Several barangays reported cases of real properties with absentee landowners and whose tenants did not know the whereabouts of the owners.

As a result, the details needed for the tax records could not be easily obtained and other measures had to be taken to determine ownership which required more time, thereby delaying the operation further.

3. Delayed Receipt of the Cost-share Advance

We noted that La Paz district had been fully tax mapped although the funds for this operation had not yet been received by the City.

However, the subsequent activities related to Elements 1 and 2, such as the tax records maintenance operations, require funds which this cost-share financial assistance could supply.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
CITY OF LAPU-LAPU

Achievements

1. Participating Local Government Units (LGUs)

On the basis of the records presented to us and interviews with the personnel of the Office of the City Assessor, the participating LGUs were able to accomplish tax mapping and records conversion to the extent shown below:

	<u>Number of Barangays</u>
a. Total	11
b. Completed	<u>1</u>
c. Partially completed (a - b)	<u>10</u>
d. Percentage of completion of completed barangays (a / b)	<u>9</u>
e. Percentage of completion of partially completed barangays	<u>71%</u>
f. Equivalent units of partially completed barangays (c x e)	<u>7</u>
g. Total equivalent completed units (b + f)	<u>8</u>
h. Overall percentage of completion (g/a)	<u>73%</u>

2. City Office

In compliance with RPTA Management Circular No. 1-82, the local government unit created the City RPTA Task Force which is headed by the City Mayor as chairman, with the City Assessor, City Treasurer, and a member of the Sangguniang Panglungsod as members. The circular provided that the Task Force created would assist the assessor in studying the job to be done, designing the project work plan, and assisting in its implementation. Based on the records and our interview with the City Assessor, we believe that the City RPTA Task Force carried out its operations in accordance with the functions defined in RPTA Management Circular No. 1-82.

3. Training/Public Information

We obtained a list of personnel involved in the RPTA project and the various training programs/workshops they have attended from the Office of the City Assessor. The information we obtained from this list are shown below:

<u>Trainings/Workshops</u>	<u>Participants</u>
a. Technical Seminar on Tax Mapping and Records Management	Chief Deputy Assessor, Tax Mapper, Sr. Deputy Assessor, Jr. Deputy Assessor, (2) Utility Workers
b. Conference Workshops on RPTA	Chief Deputy Assessor, Tax Mapper, Sr. Deputy Assessor, Jr. Deputy Assessor, (4) Utility Workers
c. RPTA/PCS Equipment Operations and Maintenance as Applied to Tax Mapping Operations	Tax Mapper, Draftsman

During our interview with the City Assessor, he cited that tax education and information programs as designed by MOF were conducted by the city government in coordination with the Regional Office. The potential of real property tax for local revenue generation was emphasized during the program and the taxpayers/ property owners were informed of the benefits from the development programs where the tax proceeds are being utilized.

Findings

From the reports presented to us by the Office of the City Assessor, we noted that the City was delayed by more than a month in terms of its work plan. Furthermore, its overall percentage of completion is 73% as earlier computed. Several factors contributed to the delay of the project. These include:

1. Insufficient Funds

We were informed that the City was funding the project by itself since no advance has been received yet from the RPTA Cost-Share Reimbursement Agreement. We were further told that although appropriations were made by the local government unit for the project from the city's general fund, such appropriations were considered only as part of the total project funds, the other portion being the expected fund from the cost share arrangement. Based on this, the project could not be completely carried out on time due to lack of city funds to cover the tax mapping expenditures.

2. Inadequate Number of Technical Personnel

The City Assessor claimed that although there was a number of technically qualified individuals in the vicinity, the local government unit was not able to attract them due to the lower salaries they offered compared with those given by private offices. He told us that the city hired inexperienced personnel and conducted on-the-job training on tax mapping activities in order to meet the project's manpower requirements.

3. Inadequate Working Space

As contained in Section 207 of Assessment Regulation No. 1-78, a separate work area should be provided for the preparation and storage of tax maps and related files, away from direct contact with the public but immediately accessible to field survey personnel. From our interviews and observation, no separate work area was provided for the preparation and storage of tax maps and related files. Accordingly, the office of the City Assessor had difficulties with regard to both its normal work and project activities.

4. Low Productivity of Contractual Employees

The City Assessor also claimed that the city government had encountered problems regarding the productivity of its contractual employees. He cited that the termination of their services, regardless of their performance was demoralizing to them. We were informed, however, that the city government had given these employees higher per diems and other incentives in order to offset, at least partially, the negative aspects of their contractual employment.

5. No Regular Meeting of the RPTA Task Force

We were told that the City RPTA Task Force did not hold regular meetings to discuss the progress of the project, to identify problems, and to formulate solutions to these problems. Such meetings, if held would have led to more effective operational planning, execution, and control of project activities.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
CITY OF TACLOBAN

Achievements

1. Participating Local Government Units (LGUs)

On the basis of records and interviews with the staff of the Office of the City Assessor, the City government was able to accomplish tax mapping and records conversion to the extent shown below:

	<u>Number of Barangays</u>
a. Total	8
b. Completed	<u>7</u>
c. Partially completed (a-b)	<u>1</u>
d. Percentage of completion of completed barangays (b/a)	<u>87.50%</u>
e. Percentage of completion of partially completed barangays	<u>90%</u>
f. Equivalent units of partially completed barangays (c x e)	<u>.90</u>
g. Total equivalent completed units (b + f)	<u>7.90</u>
h. Overall percentage of completion (g/a)	<u>98.75%</u>

RPTA Phase II included Barangay Marasbaras which was still in progress as of December 31, 1981 under Phase I but carried over as part of Phase II. The eight barangays, including Barangay Marasbaras, cover a total of 4,362 parcels.

2. City Office

As contained in Executive Order No. 4-82, the city government constituted the City RPTA Task Force pursuant to MOF RPTA Management Circular 1-82 dated February 12, 1982. The Task Force was headed by the City Mayor as chairman with the City Treasurer, Assistant City Assessor (Officer-in-Charge), and a member of the Sangguniang Panglungsod as members. The circular provided that the RPTA Task Force shall have overall responsibility for planning, implementation, and monitoring of the project. On the basis of the records presented to us and our interview with the City Assessor, we believe that the Task Force had accomplished its functions as defined in RPTA Management Circular No. 1-82.

3. Training/Public Information Drive

We were informed that aside from the actual experience in RPTA work, five staff members of the City Assessor's Office have had special training in the form of seminar-workshops on tax mapping and its related records management operation.

The City Assessor also mentioned that the public information drive to increase awareness of citizens of the purposes and benefits of tax mapping operations was conducted mainly by enlisting the support of barangay officials and by posting official announcements in the City Hall and other selected public places.

Findings

1. Organization/Personnel

On the basis of the records and inquiries we made, the City Assessor's Office consisted of the following three main divisions:

- o Tax Mapping Division
- o Appraisal Division
- o Records Management Division

Assessment Regulations No. 1-78 provides for four divisions, namely 1) Tax Mapping Division 2) Appraisal and Assessment Division 3) Records Management Division and 4) Research and Statistics Division. We were further informed that under the present organization of the City Assessor's Office, the function of a Research and Statistics Division, which is to take charge of gathering and studying data on real property valuation, assessment and tax collection, is being performed by the Records Management Division.

The City Assessor claimed that his office had an adequate number of qualified personnel with experience in RPTA work ranging from three to thirteen years.

2. Funding

The expected advance under the cost share agreement with MOF had not been received by the City of Tacloban. Although the city continued its tax mapping operations using its own local funds, the indefinite waiting period for the expected funds tended to slow down the tax mapping operations.

3. Lack of Vehicular Support

Vehicular support for the tax mapping teams was inadequate. Currently, tax mapping teams share the use of a motorized tricycle with limited space for transporting staff to the field. We were informed that the City Assessor's proposal to buy a pick-up or similar vehicle has not been approved by the Sangguniang Panglungsod. No transport equipment has been received from the RPTA Central Office.

4. Absentee Landowners

There had been several cases of absentee landowners and property owners. Information needed from them for tax mapping purposes could not be obtained without resorting to other time-consuming methods.

5. Uncooperative Property Owners

Some property owners were not willing to provide the needed information regarding tax mapping and property assessment. This problem was usually handled by enlisting the support of barangay officials in gaining their cooperation.

6. City RPTA Task Force

The City RPTA Task Force did not meet regularly to discuss the progress of the project and to identify and solve problems. Regular meetings would have contributed to better project implementation, monitoring and control.

7. Systems and Procedures

a) Use of Real Property Record and Appraisal Card

The Real Property Record and Appraisal Card (RPRAC) as illustrated in Assessment Regulations (AR) No. 1-78 was not used by the City Assessor's Office. All information necessary for the appraisal and assessment of land and improvements which were supposed to be recorded in the RPRAC were recorded instead in the Field Copy of the Tax Declaration.

b) Use of the Real Property Tax Order of Payment

AR No. 1-82 requires the use of the Real Property Tax Order of Payment (RPTOP) starting the fourth quarter of 1982 to serve as the basis for the collection of real property taxes. The Office of the City Treasurer said that although they started using the RPTOP, they still use their

existing forms of notices/letters to each property owner which showed information already shown in the RPTOP, penalties and years of delinquency. In addition, every time a taxpayer came to pay but had no copy of the RPTOP or the Tax Declaration, the City Treasurer's Office again prepared a small form showing the details before the taxpayer finally made the payment. The Land Tax Division of the City Treasurer's Office claimed that the use of the RPTOP had resulted in unnecessary duplication.

c) Use of the Real Property Tax Record

The Office of the City Treasurer had been maintaining the Real Property Tax Record (RPTR) of each taxpayer alphabetically. This method of filing had provided them with a convenient reference for clarifying accounts of individual taxpayers, particularly those who own properties in different barangays. Recently, they were instructed (no written memo could be shown) to file the RPTRs by Property Index Numbers (PINs), meaning by barangay. This rearrangement of RPTR files made it difficult for the City Treasurer's Office to clarify accounts of taxpayers with properties in different barangays.

It seems that the purpose of filing the Tax Declarations alphabetically in the City Treasurer's Office has not been fully appreciated. This, we believe, needs further study.

**MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
CITY OF CAGAYAN DE ORO**

We visited the Office of the City Assessor of Cagayan de Oro City, and were informed by the Assistant City Assessor that the city had not applied for the cost-share assistance grant under the RPTA Phase II Program since it had already completed tax mapping activities of the entire city during RPTA I.

In view of this finding, we did not proceed to evaluate the RPTA Project of this city.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
CITY OF DAVAO

Achievements

On the basis of our interviews and the official documents furnished to us by the Assessor's Office of the City of Davao, we gathered that the City had accomplished an overall percentage of completion of 48% in its tax mapping, assessments and records conversion activities, broken down as follows:

	<u>Number of Barangays</u>
a. Total	56
b. Completed	<u>19</u>
c. Partially completed (a-b)	<u>37</u>
d. Percentage of completion of completed barangays	<u>34%</u>
e. Percentage of completion of partially completed barangays	<u>22%</u>
f. Equivalent units of partially completed barangays (c x e)	8
g. Total equivalent completed units (b + f)	<u>27</u>
h. Overall percentage of completion (g/a)	<u>48%</u>

Findings - Technical Implementation

1. Causes of Delay

On the basis of the agreement entered into by the City of Davao and MOF for the cost-share assistance grant, the RPTA Program in the City is delayed. We were informed by the officers and staff of the City Assessor's Office that the causes of delay were the following:

a. Reconstruction of Tax Declarations

The City Assessor's Office of Davao City was burned in 1978. Since then, they have been reconstructing their records by copying the files of the City Treasurer's office. However, the files of the City Treasurer were not complete and locating the owners of properties (this was done during field work) which did not have tax declarations was time-consuming. This adversely affected the progress of the work. We were unable to obtain satisfactory explanation as to why the City was included as a participant in RPTA II despite this situation.

b. Peace and Order Condition

Tax mapping in certain areas had to be continually postponed because of the alleged unfavorable peace and order situation in those areas.

c. Inadequate Funding

The City had appropriated a separate budget for RPTA operations. However, the amount was not enough; as a result, essential supplies, such as tracing paper and other records conversion materials could not be purchased for lack of funds.

Moreover, the City had not received the cost-share advance grant which it expected from MOF under the cost-share agreement as agreed. This resulted in a slowdown of the progress of work since certain tax mapping activities had to be curtailed as the budget of the City Assessor's office could not absorb the additional operational expenses of tax mapping and the other programs of the office.

d. Lack of Transportation Facilities

Lack of transportation facilities for field personnel made it difficult to reach areas where public transportation was not available.

e. Identification and Segregation of Tax Declarations by Barangay

The tax declarations that were reconstructed from the City Treasurer's records were filed numerically. With the creation of barangays in the City, the tax declarations had to be segregated by barangay, and the process of identifying the tax declarations with the corresponding parcels as well as segregating them by barangay took a long time, which partly contributed to the delay in tax mapping activities.

f. Duplication of Tax Declarations

Duplication of tax declarations for the same parcels was prevalent, and ascertaining the legal owners of properties contributed also to the delay of the project.

2. Others

a. Composition of Tax Mapping Team

We were informed that the tax mapping team for District IV (The RPTA II Program in City of Davao consisted of four districts)

consisted of only one individual. This was not in accordance with the Assessment Regulations No. 1-78, which stated that the tax mapping team should consist of the following: (a) team leader, (b) data gatherer, (c) tax mapping aide, and (d) a guide.

b. Tax Mapping Activities

The practice followed by the tax mapping teams was to match the tax declarations with the base maps, and parcels which could not be matched with the tax declarations on file were verified and tax mapped on a 100% basis, while those parcels which could be matched with the corresponding tax declarations were field-verified on a test basis.

Field copies of tax declarations were prepared only after the tax mapping teams had completed their field activities. The information gathered during field work was reflected in the pretax mapping control rolls and transferred to the FCTDs in the office.

These practices are not in accordance with Assessment Regulation No. 1-78. We feel that the City Assessor's Office should have followed strictly the procedures on tax mapping as outlined in AR No. 1-78.

c. Operational Plans

The City Assessor's office had not prepared its operational work plans for the year 1982. This plan should have been prepared to serve as targets or guides for the City Assessor's office for the effective implementation of the RPTA program.

d. Public Information and Educational Drive

We were informed that the City Assessor's Office was not involved in conducting public information campaigns on the RPTA II Project. We feel that the City Assessor's office should be involved in public information campaigns to make the public, particularly property owners, aware of the activities of that office.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
MUNICIPALITY OF BANGAR, LA UNION

Achievements

On the basis of the official records and reports presented to us as well as interviews conducted with key personnel at the municipal assessor's office and the municipal treasurer's office, we gathered the following:

The overall percentage of accomplishment as officially reported was 100%, computed as follows:

	<u>No. of Barangays</u>
a. Total	33
b. Completed	<u>33</u>
c. Partially completed (a-b)	<u>-</u>
d. Percentage of completion of completed barangays (b/a)	<u>100%</u>

Findings

1. No Appointed Municipal Assessor

The municipality of Bangar has no municipal assessor. The recommended candidate for the position of Municipal Assessor is still pending with the Ministry of Finance. Meanwhile, all field activities are supervised by the Municipality of Santol's Assessor whose regular duties were handled by contractual workers hired by the Provincial Office.

2. Inadequate Facilities

The municipality lacks storage and office spaces, surveying instruments, typewriters, and calculators. To date, the municipality has not received the commodity support that was promised.

3. Unlocated Property Owners

Most of the verification work related to property ownership was not completed because the property owners could not be located.

4. No Assessment Rolls

Although the project was supposed to have already been completed, the municipality has not received its copy of the corresponding assessment rolls from the provincial office.

5. Inaccessible Barangays

We were informed that approximately 30% of the land area included in the project is in mountainous area and has no access roads. The tax mapping team had to reach the site by foot, thereby requiring more time to do the work.

6. Inclement Weather

The field operation which was started in June 1982 was interrupted by inclement weather conditions, resulting in lesser working days or hours on certain days.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
MUNICIPALITY OF TUGUEGARAO, CAGAYAN

Achievements

On the basis of records and reports presented to us, as well as interviews with senior officers of the municipality of Tuguegarao, we noted that the municipality accomplished the following:

As officially reported, the overall percentage of completion for tax mapping, assessments, and records management based on number of barangays was 90% computed as follows:

	<u>Number of Barangays</u>
a. Total	23
b. Completed	-
c. Partially completed (a - b)	<u>23</u>
d. Percentage of completed barangays (b/a)	-
e. Percentage of completion of partially completed barangays	<u>90%</u>
f. Equivalent units on partially completed barangays (c x e)	20.70
g. Total equivalent units (b + f)	<u>20.70</u>
h. Overall percentage of completion (g/a)	<u>90%</u>

Findings

1. Accomplishments - Municipal Office

- a. Under Executive Order No. 2, the municipality created a task force for its tax mapping activities.
- b. The municipality prepared its own Project Study and Action Plan
- c. Out of the municipal funds, a budget was allotted for the project, with which tax mapping activities were carried out.
- d. The municipality prepared a detailed work program which scheduled the work to be undertaken. Although it was not followed religiously, the preparation of the program was in itself an accomplishment.
- e. The offices of the Municipal Assessor and Municipal Treasurer appeared to have close and harmonious relationship, which was conducive to good performance.

- f. The tax records and other documents relating to the RPTA project of the municipality have been considerably improved. Duplication of tax declarations of certain properties was eliminated.
- g. Office and other facilities were provided for the Municipal Assessor's Office, which functioned independently of the Municipal Treasurer's Office.
- h. The municipality conducted a tax information and educational drive through radio announcements, barangay assemblies and personal notices in an effort to make property owners conscious of their tax liabilities, and of the benefits that can be derived from prompt payment of their tax dues.

2. Financial Constraints

The municipality encountered difficulties in securing local funds for its RPTA project. They had relied on the cost-share advance but it did not come on time.

3. Certain Technical Requirements not Followed

The municipality used tracing paper instead of millar paper in copying cadastral maps and in preparing the tax maps. The typing and approval of tax declarations were deferred.

4. Need for Interim Project Evaluation

Evaluation of the RPTA projects by Central or Regional Office personnel was made when the Provincial Assessor submitted a report of completion of the project. After evaluation, adjustments were found necessary specially in the sectioning of tax maps. Then previously prepared maps were changed and the PINs were revised. Tax declarations, assessment rolls, and real property tax records were also revised, and a list of other records were affected. Considering the chain of changes needed, interim review and evaluation should have been done at programmed intervals to avoid waste of effort and money.

5. Lack of Vehicular and Commodity Support

The lack of transportation and other commodity supports contributed to the delay of the project.

6. Lack of Well-defined Public Information/Education Program

The municipality did not have a concrete program for educating and familiarizing property owners about the RPTA project. This contributed to the lessening of the effectiveness of the program.

7. Peace and Order Situation

Tax mappers were reluctant to go to remote areas where the peace and order condition was allegedly unfavorable. Hence, the tax mapping of certain areas was delayed.

8. Changes in Regulations

The implementation of the tax mapping operation was done under the Philippine Development Assistance Program (PDAP), Ministry of Local Government and Community Development (MLGCD) and Ministry of Finance (MDF). Each implementing agency comes up with its own regulations, and the municipality found it difficult to understand the changes and, consequently, to implement them properly.

**MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
MUNICIPALITY OF BAUAN, BATANGAS**

Achievements

On the basis of official records and reports presented to us at the Provincial Assessor's Office, we noted the following accomplishments of the municipality of Bauan:

1. Tax mapping, assessment, and records management of the local RPTA II project covering 40 barangays was already completed, except for the following:
 - a. The tax maps of some barangays have not yet finalized (still in pencil).
 - b. The final Tax Declarations of some barangays have not been typed.
 - c. The completed tax declarations and tax maps have not been signed/approved by the Provincial Assessor.
2. The increase in the total assessed value attained by the project is 14%, computed as follows:

	<u>Pre-RPTA</u>	<u>Post-RPTA</u>	<u>Increase</u>	<u>Percent</u>
Land	₱ 33,820,241	₱ 49,282,351	₱ 15,462,110	45%
Improvements	<u>143,578,597</u>	<u>152,853,573</u>	<u>9,274,976</u>	<u>6%</u>
Total	<u>₱177,398,838</u>	<u>₱202,135,924</u>	<u>₱ 24,737,086</u>	<u>14%</u>

The actual increase is approximately 52% short of the target set in the PSAP. The unfavorable variance can be attributed to the overly optimistic target.

Findings

1. **Status of Tax Collection Operations**
 - a. Only 19 out of 40 barangays have an updated Real Property Tax Record based on the outputs of the tax mapping operations.

- b. The format of the tax record maintained by the Municipal Treasurer's Office was not in accordance with the format prescribed in the Assessment Regulations. The format did not provide columns for important data such as: total assessed value and details of collectibles and collections (i.e., basic tax, penalty, etc.), and for reference (Tax Declaration No., Official Receipt No.).
- c. No formal billing system was used. However, written notices were sent to delinquent taxpayers with tax accountabilities amounting to ₱100.00 and above. After 15 days from the first notice, a second notice was sent to delinquent taxpayers.

According to the Municipal Treasurer's staff, the municipality's average collection efficiency was about 75%.

2. Problems Encountered

We were informed that during the later part of the tax mapping operations, the services of a number of contractual employees who were hired for tax mapping operations were terminated prematurely because of the delay in the receipt of financial assistance promised by the Central Office. Consequently, to meet the December 31, 1982 deadline (target completion date), short-cut procedures were used, such as preparing Assessment Roll on the basis of Field Copy of Tax Declarations (FCTDs) and postponing the preparation of final tax declarations.

3. Project Objectives/Operational Plan

- a. The objective of the local project in terms of target increase in assessed value equivalent to 66% appeared to be unrealistic. The project actually attained only 14% increase in assessed value, amounting to about ₱24 million instead of the target increase of about ₱117 million.
- b. No detailed operational plan and timetable was adopted for the local project.

4. Training/Public Information Drive

No programs for training and public information were conducted by the staff of the municipal government.

5. Systems and procedures

Certain technical requirements were not followed. These were:

- a. A Real Property Record and Appraisal Card (RPRAC) was not used during the field tax mapping operations although it is required under Section 4.04 of the Assessment Regulations. In lieu of the RPRAC, the FCTDs were used to record the data required for appraisal and assessment purposes.

- b. The final Property Index Number (PIN) was not indicated on the Post Tax Mapping Control Roll, thereby losing an audit trail and making verification more difficult.
- c. The assessment rolls were prepared alphabetically by taxpayer's surname instead of numerically by PIN (Section 4.07 of Assessment Regulations No. 8-75). The alphabetical listing of tax declarations in the Assessment Roll has the following obvious disadvantages:
 - The omission of one or more tax declarations would not be readily noticeable.
 - The verification of any omission would be difficult and time consuming.
 - The completeness of the assessment roll was not assured.
- d. The assesment rolls were prepared in three copies only instead of five as required under Section 4.08 of Assessment Regulations No. 8-75. No copies were given to the Provincial Treasurer and the barangay leaders concerned.
- e. The final tax declarations were prepared in three copies only instead of four as required under Section 4.06 of the Assessment Regulations No. 8-75.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
MUNICIPALITY OF BATO, CAMARINES SUR

Achievements

On the basis of records presented to us and interviews with the key personnel of the municipality, we gathered the following:

As officially reported, the overall percentage of completion of Element 1 was 84%, which was computed as follows:

	<u>Number of Barangays</u>
a. Total	33
b. Completed	<u>18</u>
c. Partially completed (a-b)	<u>15</u>
d. Percentage of completion of completed barangays(b/a)	<u>54%</u>
e. Percentage completion of partially completed barangays	<u>69%</u>
f. Equivalent units on partially completed barangays (c x e)	<u>10</u>
g. Total equivalent completed units (b + f)	<u>28</u>
h. Overall percentage of completion (g/a)	<u>84%</u>

Findings

On the basis of records presented to us and interviews with the key personnel of the municipality, we noted the following problems encountered by the municipality which contributed to the low percentage of completion:

1. Newly Appointed Municipal Assessors

Before March 1983 there was no Municipal Assessor; the Assistant Municipal Treasurer was acting as ex-officio Municipal Assessor and handling the functions pertaining to the tax mapping operation. In March 1983, a Municipal Assessor assumed office but being the only one in the Assessor's Office, he could not remedy the backlog on short notice. We could not obtain satisfactory explanation for the town's enrolment as a participant in RPTA II.

2. Unfavorable Peace and Order Situation

This was mentioned as a major factor that caused the delay in tax mapping operations.

MINISTRY OF FINANCE.
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
MUNICIPALITY OF OTON, ILOILO

Achievements

On the basis of records presented to us and the interviews with key provincial and municipal officers, we noted the following achievements of the municipality of Oton:

- a. All 34 participating barangays were able to complete tax mapping, assessment, and records management by December 12, 1982, earlier by about two and a half months when compared to the PSAPs targeted completion date of February 22, 1982.
- b. There was an increase in the assessed value of land and improvements by about ₱2.9 million after the RPTA II project was installed, as shown in the following table:

<u>Assessed Value</u>	<u>Pre-RPTA</u>	<u>Post-RPTA</u>	<u>Increase</u>
Land	₱39,014,550	₱40,413,020	₱1,398,470
Improvements	₱ 6,607,590	₱ 8,112,260	₱1,504,670
Total	₱45,622,140	₱48,525,280	₱2,903,140

- c. Town criers were used to disseminate RPTA information during barangay fiestas.

Findings

Our findings on technical implementation and project administration in this municipality were based on reports submitted to us by officials at the Provincial and Municipal Offices and our interviews with them. These findings are summarized as follows:

1. No Municipal Task Force

No Task Force was formed at the municipal level to assume responsibility for overseeing the RPTA II project in the municipality. We were informed that the reason for this was the local government officials' lack of strong involvement in the RPTA II project.

2. Delayed Submission of Reports

Reports required by the Provincial Treasurer's Office from the municipality such as the Monthly Collection Report and the List of Delinquent Real Property Taxpayers were usually late by 20 to 30 days.

Thus, the provincial reports required by the Central Office were either not submitted or submitted late since the Provincial Treasurer's Office had to wait for the reports from the municipalities for the Consolidated Provincial reports.

3. Systems and Procedures

We found no other significant deviations from the technical requirements prescribed in Assessment Regulations Nos. 8-75 and 1-78.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
MUNICIPALITY OF TALISAY, CEBU

Achievements

On the basis of accomplishment reports and records presented to us during our visit, the overall percentage of completion for tax mapping, assessment, and records management in Talisay was calculated at 89%, as shown below:

	<u>No. of Barangays</u>
a. Total	18
b. Completed	<u>8</u>
c. Partially completed (a - b)	<u>10</u>
d. Percentage of completed barangays (b/a)	<u>44%</u>
e. Percentage of completion of partially completed barangays	<u>82%</u>
f. Equivalent units of partially completed barangays	<u>8</u>
g. Total equivalent completed units (b + f)	<u>16</u>
h. Overall percentage of completion (f/a)	<u>89%</u>

Findings

1. Creation of a Municipal RPTA Task Force

In accordance with RPTA Management Circular No. 1-82, the Municipal Mayor issued Executive Order No. 85 dated April 21, 1982 creating the Municipal RPTA Task Force composed of the following:

Chairman	-	Municipal Mayor
Members	-	Municipal Assessor
	-	Municipal Treasurer
	-	Sanggunian representative

2. Training/Public Information Drive

Tax education and information programs as designed by the MOF were conducted by the municipality in coordination with regional and provincial officials. The programs emphasized the importance and potentials of real property tax for local revenue generation. Property owners were informed about the beneficial results from the development programs where the tax proceeds were being utilized.

3. Causes of Delay/Problems

Our survey showed that the ten partially completed barangays were only 82% complete. Considering the original target date of December 21, 1982, additional delay will be incurred on these incomplete projects. The delay was due to the following:

a) Insufficient Funds

Delayed release of funds under the cost-share agreement with the MOF had prevented the project from proceeding fully since the provincial and municipal governments also have other priority projects besides the tax mapping operations. Accordingly, appropriations of funds could not be concentrated on the tax mapping alone because of other priority projects.

b) Unavailable Cadastral Maps

Cadastral maps were not available for all the barangays. In fact, the municipality had to hire a private surveyor to prepare the necessary base maps.

c) Unrealistic Performance Target

The targeted daily accomplishment schedule for the tax mapping operations was 50 parcels a day. In actual field operations, however, only 10 to 30 parcels could be completed per day since the area is mountainous. Moreover, cadastral lot numbers were not indicated in the tax declaration, such that preliminary tie-up between the office records and base maps could not be readily done.

d) Uncooperative Attitude of Property Owners

There were instances where the property owners refused to cooperate with regard to some needed information presumably due to apprehensions that the project would only cause them additional tax burden. In such cases, the municipality had sought the assistance of barangay officials.

4. Systems and Procedures

a) Use of Real Property Tax Record and Appraisal Card (RPRAC)

Section 4.04 of Assessment Regulations (AR) No. 1-78, prescribes the RPRACs as a means of recording all information needed for the assessment of real properties. The municipality, however, used an existing form, Real Property Ownership Card (RPOC)

in lieu of the RPRAC. The RPOC contains basically the same information, such as the name and address of owner/administrator, property index number, property descriptions and its assessed value. A review of the foregoing forms is necessary to be able to identify and eliminate the unnecessary form.

b) Implementation of Real Property Tax Order of Payment (RPTOP)

So that delinquent real property taxes could be properly identified, the municipality through the Office of the Municipal Assessor, prepared the RPTOP and forwarded it to the Office of the Municipal Treasurer. However, the municipality still uses the Certificate of Delinquency (CD) which approximated the RPTOP. The municipality was discouraged from using the CD and was advised to use the RPTOP instead.

c) Use of Real Property Tax Records (RPTRs)

The Office of the Municipal Treasurer had, we were informed, received instructions (no written memo was available) to arrange the RPTRs by barangay. They, however, share the view of the other participating municipalities that the existing system of arranging the RPTR's alphabetically by taxpayer/property owner was more convenient for property verification. They claimed that RPTR arrangement by barangay caused them difficulties in verifying real properties located in different barangays but owned by a single taxpayer.

On the basis of this finding, a more detailed evaluation of procedures for maintaining the RPTR's and tax declarations should be made so that relevant procedures can be improved.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
MUNICIPALITY OF PALO, LEYTE

Achievements

On the basis of records presented to us and our interviews with the officials of the municipality, we gathered the following:

As officially reported, the overall percentage of completion for tax mapping, assessment, and records management was 91%, as shown below:

	<u>Number of Barangays</u>
a. Total	35
b. Completed	<u>1</u>
c. Partially completed (a - b)	<u>34</u>
d. Percentage of completion of completed barangays (b/a)	<u>3%</u>
e. Percentage of completion of partially completed barangays	90%
f. Equivalent units of partially completed barangays (c x e)	<u>31</u>
g. Total equivalent completed units (b + f)	<u>32</u>
h. Overall percentage of completion (g/a)	<u>91%</u>

Findings

1. Creation of Municipal RPTA Task Force

In accordance with RPTA Management Circular No. 1-82, the Municipal Mayor issued Executive Order No. 22-3 creating the Municipal RPTA Task Force composed of the following:

Chairman	-	Municipal Mayor
Members	-	Municipal Assessor
	-	Municipal Treasurer
	-	Sanggunian Representative

2. Training/Public Information Drive

On the basis of our interviews with the provincial and municipal assessors, we found that the municipality had been conducting training programs for officers and staff involved in the project. Such training programs were designed to help them in the execution of the project and to encourage efficiency in the performance of their

individual duties and responsibilities. Furthermore, the municipality had been conducting public information drives in coordination with the province and with assistance from barangay officials regarding the real property tax. Benefits to be derived from community development programs to be financed by increased collection of real property tax were emphasized to encourage cooperation of real property owners.

3. Causes of Delay

Considering the planned completion date of September 15, 1982, the project has been delayed by about 7 months. Several factors contributed to the delay of the project, namely:

a) Insufficient Funds

Provincial and municipal government funds were used to pay RPTA expenditures as a result of the MOF's failure to release the funds under the cost-share arrangement. Acquiring local funds took time because of a shortage of funds.

b) Lack of Technically Qualified Personnel

This was mentioned by the Municipal Assessor as a major factor contributing to the delay in the project's completion.

c) Uncooperative Attitude of Property Owners

There were many cases where property owners were not willing to provide information in the tax mapping operations. In such cases, the municipal government tried to enlist the support of barangay officials.

d) Lack of Transport Support

The municipality was unable to buy a jeep as planned in the RPTA implementation program. It had to rely on the provincial transport facilities which were not available most of the time.

4. Systems and Procedures

a) Use of Real Property Record and Appraisal Card (RPRAC)

Section 4.04 of Assessment Regulations (AR) No. 1-78 includes an activity in tax mapping operations whereby the designated data gatherer records in the RPRAC information needed for the appraisal and assessment of land and improvements. The same section provides, however, that for reasons of economy, such information may be recorded directly on the Field Copy of the Tax Declaration (FCTD). Our review of the records and discussions with the Municipal Assessor revealed that the RPRAC was not used at all. They believed that the present practice of recording in the FCTD provides adequate information for appraisal and assessment of land and improvements.

b) Use of the Real Property Tax Order of Payment (RPTOP)

AR No. 1-82 requires the use of the RPTOP starting from fourth quarter of 1982 to serve as the basis for the collection of real property taxes. The Office of the Municipal Treasurer of Palo stated that although they have started using the RPTOP, they are still using the existing formats of demand letters which are always accompanied by an authenticated Certificate of Delinquency (CD) containing information already shown in the RPTOP. We agree with the Office of the Municipal Treasurer that the introduction of the RPTOP has resulted in duplication of statements rendered to the taxpayers. As stated in Section 1 of AR No. 1-82, the RPTOP was introduced to identify delinquent real property taxes properly and to serve as the basis for the collection of real property taxes. As such, it should have replaced the CD. On the basis of the foregoing, it appears that the use of the CD should be discontinued. The RPTOP should be reviewed and modified, if necessary, to include all necessary information shown in the CD.

c) Filing Sequence of the Real Property Tax Record

The Office of the Municipal Treasurer told us that they were instructed (although no specific written memo was available) to arrange the Real Property Tax Records (RPTRs) by barangay. They claimed that because of this, they encountered difficulties in clarifying accounts of taxpayers who owned properties in different barangays. They added that they used to arrange the RPTRs alphabetically regardless of barangay and this arrangement made the RPTRs a more convenient reference for clarifying accounts of taxpayers.

It appears that the intention stated on page 470 of AR No. 8-75 which provided for the alphabetical filing of tax declarations in the Municipal Treasurer's Office was not clearly understood. Or it could be that the Municipal Treasurer's Office has been so used to the alphabetical filing of the RPTRs that it could not adopt another method.

We believe that this matter should be studied more thoroughly by project management with the view to improving the system for efficiency and economy.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
MUNICIPALITY OF OPOL, MISAMIS ORIENTAL

Achievements

On the basis of official reports presented to us by the Office of the Provincial Assessor of Misamis Oriental and interviews with the Municipal Assessor and Treasurer of Opol, Misamis Oriental, we noted the following achievements of Opol, Misamis Oriental.

	<u>Number of Barangays</u>
a. Total	14
b. Completed	<u>14</u>
c. Partially completed	<u>-</u>
d. Percentage of completion of completed barangays (b/a)	<u>100%</u>

However, our interviews revealed that the tax declarations were still being approved by the Provincial and Municipal Assessors. The Provincial Assessor assured us that the approval of the tax declarations would be completed by April 30, 1983.

Findings

On the basis of our interviews, observations and data gathered, we noted the following:

1. Tax Mapping Activities

The Provincial Assessor's Office provided all the personnel (except for the barangay guides and some casuals), commodities, and funds for conducting the tax mapping activities of the municipality.

2. Organization and Personnel

There were seven employees at the Municipal Assessor's office. Except for the Municipal Assessor and the Assessment clerk, the rest were contractual workers who were assigned, in most cases, at the Provincial Assessor's Office to assist in records conversion activities and other tasks.

The Municipal Assessor and his staff were trained on RPTA operations at the Provincial Assessor's Office.

3. Systems and Procedures

The tax mapping teams were required to submit weekly reports of their daily activities to the Municipal Assessor, who in turn summarized these reports in a form called Project Accomplishment Report (Tax Mapping Operations in the Municipality) for submission to the Provincial Assessor's Office.

The Municipal Treasurer maintained Real Property Tax Records of all property owners. These records were reviewed as often as required to determine the delinquent taxpayers, and Notices of Tax Delinquency were sent to those with delinquent tax accounts.

4. Public Information and Education Drive

The Municipal Assessor conducted public information drives during assembly meetings of the different barangays of the Municipality. In most cases, these public information drives were jointly held with other local government agencies. Matters like the purpose and objectives of tax mapping, the importance of paying real property taxes, and the benefits derived by the public out of the proceeds of real property taxes were explained.

5. Training

The staff of the municipality were given in-house training at the Provincial Assessor's Office before being assigned to their respective jobs. The Municipal Assessor also attended a training program on RPTA operations given by the MOF Regional Office.

6. Logistics

Except for two chairs, the Municipal Assessor's Office did not have its own office equipment and furniture. All were borrowed from the offices of either the Provincial Assessor, Municipal Mayor, or Municipal Treasurer.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
MUNICIPALITY OF LABANGAN, ZAMBOANGA DEL SUR

Achievements

On the basis of records and reports presented to us and interviews we conducted with officials of the municipality of Labangan, we gathered that the municipality achieved the following:

As officially reported, the overall percentage of completion for tax mapping, assessment, and records management was 79%, computed as follows:

	<u>Number of Barangays</u>
a. Total	25
b. Completed	-
c. Partially completed (a - b)	<u>25</u>
d. Percentage of completion of completed barangays (b/a)	-
e. Percentage of completion of partially completed barangays	<u>79%</u>
f. Equivalent units of partially completed barangays	<u>19.75</u>
g. Total equivalent completed units	<u>19.75</u>
h. Overall percentage of completion	<u>79%</u>

The municipality has further achieved the following:

- a. It has set up the Deputy Provincial/Municipal Assessor's Office. The Deputy Provincial/Municipal Assessor was hired for a permanent position while the rest were hired as contractual employees.
- b. It has formed the municipal task force under Municipal Executive Order No. 1-82.
- c. It has enlisted the assistance of teachers and barangay leaders for their tax information drive.

Findings

On the basis of data gathered from records and reports presented to us, as well as interviews we conducted, we list below our findings:

1. Peace and Order Situation

The tax mapping team was inhibited from going to remote areas by alleged unfavorable peace and order condition there. This delayed the completion of their work.

2. Lack of Transportation Facilities

Mobility of the tax mapping team was hampered by inadequate transportation facilities. The staff doing tax mapping work were exposed to certain risks because of this.

3. Uncooperative Attitude of Taxpayers

The taxpayers were reluctant to give needed information on their properties presumably because of their fear that they will be taxed higher amounts.

4. Need for More Training

The Deputy Provincial/Municipal Assessor was new in her position. Her efficiency regarding the RPTA project implementation would be improved with more training and on-the-job experience.

MINISTRY OF FINANCE
RPTA II PROJECT EVALUATION
FIELD SURVEY REPORT
MUNICIPALITY OF CARMEN, DAVAO DEL NORTE

Achievements

From the official records presented to us and the interviews we conducted at the Municipal Assessor's Office of Carmen and at the Provincial Assessor's Office, we gathered that the tax mapping operations at the municipality of Carmen had already been completed. The extent of completion of the tax mapping activities was as follows:

	<u>Number of Barangays</u>
a. Total	20
b. Completed	<u>20</u>
c. Partially completed (a - b)	<u>-</u>
d. Percentage of completed barangays (b/a)	<u>100%</u>

Findings

1. **Tax Mapping Activities**

The Provincial Assessor's Office provided all the personnel (except for the barangay guides and some casuals), commodities, and funds for conducting the tax mapping activities of the municipality.

2. **Personnel**

There were only four staff members at the Municipal Assessor's Office, and only the Municipal Assessor had trained in RPTA operations. With such training and his experience in RPTA, he could be of assistance to similar projects in other jurisdictions.

3. **Tax Mapping Team Progress Reports**

During the field phase of municipality's tax mapping operations, the tax mapping team did not submit weekly reports of their accomplishments to the Municipal Assessor. As a result, the Municipal Assessor was not aware of the progress of the tax mapping activities in his municipality, except during the monthly meetings with the Provincial Assessor. Since the project was completed anyway, the shortcoming in reporting work progress was, at the time of our survey, already academic.

PURPOSE OF THE EVALUATION

The purpose of the evaluation of RPTA II project is stated explicitly in Section II of Annex A - RPTA Evaluation Scope of Work - of The Contract for Evaluation of the Real Property Tax Administration. The pertinent provisions are as follows:

The overall intent of the evaluation is to provide the Government of the Philippines represented by the Ministry of Finance with a thorough assessment of progress in establishing sound structure, processes, and systems for the long-term replication and expansion of the RPTA Program. The evaluation shall provide recommendations for improvements (as necessary) to straighten the program and institutionalizing tested processes and systems.

This second evaluation shall be concentrated on three areas:

- First, any delays or deficiencies noted in the 1980 evaluation shall be studied to determine whether or not they have been corrected and how, if at all, they have affected the overall project implementation; and assessment of the MOF/RPTA Project organization and operations.
- Second, it shall concentrate on the actual institutionalization of the RPTA within the MOF structure to maintain technical implementation and administration of the project and to determine if any changes should be made.
- Third, it shall determine if field systems and processes are adequate in respect to:
 - Tax Mapping: To prepare, install, and maintain a system of tax maps based on frequent visual surveys. This map will show graphically all lands subject to assessment, with a corresponding real property identification and accounting system. The tax mapping operation utilizes aerial photos or cadastral maps, whichever is available to aid in the identification of property and in parcellary sketching.
 - Tax Assessment: To establish a systematic method of appraising all items of real property at full current market value and to implement the uniform application of applicable assessment level.

- Tax Records Management: To establish and maintain official ownership records for assessment purposes, including tax declaration, assessment rolls, index systems, etc., that reflect the current status of all real property ownership and assessed value.

For those sub-projects which have completed implementing these major systems and processes (abovementioned three operations which are collectively termed as Element 1) there shall be evaluation of their activities on tax collection operations (i.e., to collect all of the real property taxes and penalties due and payable to the government through the positive and total enforcement of the tax laws and their penal provisions).

For ongoing sub-projects under Phase II, there shall also be evaluation of their activities to determine if they are in line with the objectives of the operations.

EVALUATION APPROACH AND METHODOLOGY

The approach and methodology followed in the evaluation of the project were in accordance with Sections III and IV of Annex A - RPTA Evaluation Scope of Work - of the Contract for the Evaluation of the Real Property Tax Administration. These particular sections are as follows:

III. Statement of Work

A. Assessment of Project Administration

This evaluation is phased with an initial assessment of MOF project organization and operations and is scheduled to start in March [1983] which is about 14 months from the time MOF took over in the administration of the project. It is believed that this 14 month period is enough lead time for the MOF to have organized and instituted operational and administrative structures to implement the project as planned and to rectify the deficiencies noted in the 1980 evaluation.

1. Review of Operational and Administrative Arrangements: The consultant shall review both operational and administrative arrangements and make recommendations to improve project operations for the following period. Furthermore, answers to the following questions shall be explored:

- a. What is the outlook on the capacity for the MOF/RPTA central organization to sustain the project?
- b. What are the formal and informal linkages between MOF central and regional offices, local government offices and other agencies, and how are they affecting project implementation? Are there information and coordination mechanisms at all levels?

2. Review and Follow-Up of the 1980 Evaluation: The consultant shall review the results and recommendations of the 1980 evaluation and determine if they have been rectified or if the processes are in place to improve the project implementation and management. Attention shall be focused to answers and/or clarifications to questions such as, but not limited, to the following:
- a. Is the implementation of the project and sub-projects on schedule? If not, what are the major constraints/obstacles?
 - b. Do the implementors have a clear view and understanding of the RPTA Project design as to its direction and basic system for implementation and management?
 - c. Is there a reorientation towards on-site technical assistance to local government units?

B. Evaluation of the Actual Technical Implementation

This is the second phase of the evaluation which is scheduled to start in April 1983. Adequate number of sample local government units (see Attachment 1) shall be evaluated to determine if the field systems and processes were implemented with the following technical descriptions:

- 1. Tax Mapping: This is the method by which real property is inventoried. This operation discovers real property parcels and identifies their owners. By utilizing a property index numbering system, each separate land ownership is provided with a unique account number which is much like the serial number used in accounting for any other valuable piece of property in property management system. This number is permanently assigned to a specific parcel of land and establishes the

connection between the physical property and the office records system (which did not exist in the former system). Additionally, this operation provides land area information which, when recorded, provides additional control over property records.

2. Tax Assessment: Once it has been properly mapped and inventoried, real property is appraised at its full market value through one of several accepted methods. Assessment levels are then applied which results in the assignment of an assessed value for each particular property ownership. This operation distributes by assessment roll the information necessary to establish tax collection records in the Office of the City or Provincial Treasurer. Copies of appropriate records are also furnished to the public and other local government offices as required.
3. Tax Records Management: This operation consists of the establishment and maintenance of the permanent official records and files of the Office of the Provincial and City Assessor necessary for the purpose of maintaining continued accountability for all separate property ownership. This operation distributes by assessment roll the information necessary to establish tax collection in the Office of the City or Provincial Treasurer. Copies of appropriate records are also furnished to the public and various other local government offices as required. The Tax Records Management Operation establishes the all-important control link between tax assessment operations and tax collection operations.
4. Tax Collection: This operation consists of collecting, recording, accounting, and disposing of real property taxes, both currently collectible and delinquent. In carrying out the tax collection function, the responsible local government officials will utilize the modern collection procedures described in the RPTA. In addition emphasis is given to the

dissemination of public information pertaining to real property taxes, to public education of the purposes and methods of real property taxation, and the methodical application of tax collection enforcement measures as prescribed by law. In particular, this project recommends that Section 73 of the Manual on Real Property Tax Administration (Assessment Regulation 8-75) concerning the auction of property for delinquent taxes be utilized exclusively. While not advocating the abolition of Sections 68 and 82, distraint of personal property and collection of delinquent taxes through courts, respectively, experience has shown that Section 73 is the quickest and most efficient means of collecting delinquent taxes.

The consultants shall explore the incentives for and needs of local government units to implement and carry forward tax improvements and especially collections.

IV. Methodology and Procedures

A. General Methodology

The overall management of the project under the MOF administration shall be assessed and evaluated through review of available documents, personal interviews of project and concerned agencies officials and staff, and field visitations. Aside from the MOF/RPTA Central Office, sample local government unit offices shall be covered by the evaluation, that is: four (4) regional offices, ten (10) provincial offices, and seventeen (17) cities/municipalities (Listed on Annex F-1C).

B. Detailed Methodology

The detailed methodology and procedures including survey instruments to be used by the consultant shall be discussed with MOF/RPTA and USAID before executing the actual evaluation.

C. Documents to be Provided to the Contractor

Synopsis of Project Paper, Report of the 1980 Evaluation by Syracuse University, and other relevant documents shall be provided to the consultant.

In accordance with the foregoing requirements, we prepared detailed methodology and specific procedures and provided copies of these to MOF/RPTA and USAID before proceeding with the actual evaluation.

In addition, we organized seven evaluation teams to undertake the evaluation. The composition and areas of responsibility of the teams are as follows:

<u>Team No.</u>	<u>Location Office</u>	<u>Classification of Office</u>
1	Ministry of Finance, Manila	National
2	Batangas City Batangas Lipa City Bauan, Batangas	Region IV Provincial City Municipal
3	San Fernando, La Union Pampanga La Union Angeles City Bangar, La Union	Region 1 Provincial Provincial City Municipal
4	Cagayan Tuguegarao, Cagayan	Provincial Municipal
5	Camarines Sur Iriga City Bato, Camarines Sur	Provincial City Municipal
6	Leyte Lapu-lapu City Tacloban City Talisay, Cebu Palo, Leyte	Provincial City City Municipal Municipal
7	Iloilo City Iloilo La Paz, Iloilo Oton, Iloilo	Region VI Provincial City Municipal

<u>Team No.</u>	<u>Location Office</u>	<u>Classification of Office</u>
8	Cagayan de Oro City Misamis Oriental Davao del Norte Cagayan de Oro City Davao City Opol, Misamis Oriental Carmen, Davao del Norte	Region X Provincial Provincial City City Municipal Municipal
9	Zamboanga del Sur Labangan, Zamboanga del Sur	Provincial Municipal

We prepared detailed guidelines and questionnaires for the use of our field survey teams and furnished MOF and USAID with copies of these before the actual field survey. Moreover, we used these guidelines and questionnaires in conducting detailed briefings for our field personnel before they went out to conduct the field surveys.