

# MODULE 5

## Participatory Enumeration and Social Tenure Domain Model (STDM)<sup>1</sup>

Presentation material web link:

<https://angoc.org/wp-content/uploads/2019/09/STDM-ppt-english-version.pdf>

### INTRODUCTION

Land administration and management is central to land governance. As such, appropriate land tools can operationalize principles, policies and programs, thus facilitating and enhancing tenurial security of the rural poor.

### OVERALL LEARNING OBJECTIVES

- ❑ To deepen the understanding and importance of security of tenure
- ❑ To introduce some of the land tools that can enhance land tenure security

### PRESENTATION OUTLINE

- ❑ Security of Land Tenure
- ❑ Land Administration Challenges
- ❑ Land Tools and Approaches
- ❑ The Global Land Tool Network and the Continuum of Land Rights
- ❑ Social Tenure Domain Model

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<sup>1</sup> Prepared by Lunalyng Cagan of the Land and GLTN Unit, Urban Legislation, Land and Governance Branch as facilitated by UN Habitat for the **Landscape Governance Forum and Training of Trainers** as part of the project “Improving Tenure Security of Smallholder Farmers in Select Areas in the Philippines” jointly implemented by ANGOC and XSF.

## Security of Land Tenure

“Land tenure is the relationship, whether legally or customarily defined, between people (individuals or groups) and land. In simple terms, land tenure systems determine who can use what resources for how long, and under what conditions” (GLTN, 2018a).

*Security of tenure* does not solely refer to the legal right of ownership of land, in the form of individual land titles. Land may have multiple uses by different people in ways that are defined and protected by customary law or practice, and community norms.

## Land Administration Challenges

“Most people do not have access to formal land administration systems to record and safeguard their land tenure rights. The majority of these are the poor and vulnerable who live on legitimate informal (de facto) tenures. There is insufficient recognition of the complexity of informal tenures, or the range of tenure types, in the formal land records. Where land rights are recorded, there were two main land administration issues raised: (i) tenure insecurity through poor land records or uncertain demarcation of boundaries for informal tenures, and (ii) land information that is incomplete and out of date. In most cases, land tenure records are out of date or inaccurate, and concerns over the quality of the available land information was also raised” (Mitchell et al., 2015).

## Land tools as an entry point to alternative land administration

Land tool refers to the alternative way of solving issues pertaining to land. It is used as a practical method for land administration and management which can

### **Activity 1: Perception of men, women and youth on what land tenure means and having security of it (15 minutes)**

#### **Objective:**

*To capture their understanding on what land tenure means and its importance*

#### **Questions:**

- What “Land Tenure” means on their own definition and understanding
- What does “Security of Land Tenure” means?
- Is security of tenure important? If yes, why? If not, why not?

#### **Materials:**

*Metacards, markers, manila paper, masking tape*

#### **Methodology:**

- Each participant will be given three metacards. One card will be used to answer each question. Facilitator may opt to make it color coded for easy referencing of the participants’ answers
- 5 minutes to answer per question
- Participants will put their answers in the manila paper pasted in the wall aligned to the corresponding questions
- Facilitator/s will ask 1-2 participants from their different representation (men, women and youth) to explain their answer/s

be in the form of a document (a checklist, guideline, assessment/evaluation form, manual, a training module) or can be as technical as a computer software.

These land tool basically emphasizes the “practicality” which means that the user may use and adapt the tool depending on its context. It is designed as pro-poor, participatory and gender-responsive.

The following are the basic features of a land tool:

- ❑ Pro-poor: the tool addresses issues on poverty and therefore poor people plays a major role in using and promoting the tool
- ❑ Affordable: since land tool is pro-poor, the overall cost is affordable which sometimes can be free.
- ❑ Equitable and gender-responsive: land tools also use to promote and recognize everyone’s needs; women’s rights to land should be ensured.
- ❑ Flexible and sustainable – land tool adapts to different contexts and can be applied in different scales; it can be used in an urban, rural, post-conflict area, etc.

**Activity 2: Locating your tenure status within the continuum**

**Objective:**

*To determine the tenure status that exist in the local context. It also assesses the level of awareness of the participants in relation to the level of tenure security they have.*

**Questions:**

Positive characteristics of your land	Negative characteristics of your land

**Materials:**

*Metacards, marker, ‘continuum of land rights’ model*

**Methodology:**

- Participants will be first divided either according to their locality or tribe.
- Participants will answer questions in the table and write it on their metacards
- Participants will then brainstorm and identify what type of tenure status best describes their written answers. Facilitator can allow them to put first the negative characteristics of their land and then positive, or vice versa
- Participants will then place each metacards to tenure status within the continuum that corresponds to it.
- The more metacards placed in the tenure arrangement present in the continuum can be best describes their current tenure status.

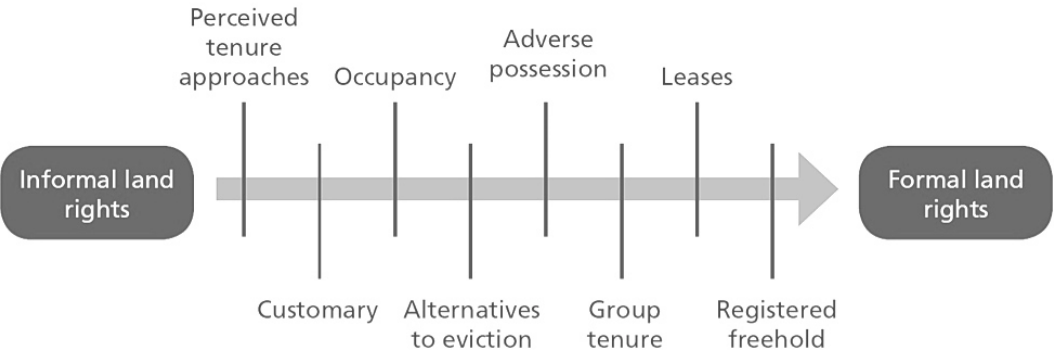
**The Global Land Tool Network (GLTN) and the Continuum of Land Rights**

The Global Land Tool Network (GLTN) is an alliance of 80 international partners working together in achieving **Secure Tenure and Property Rights**

**for All.** GLTN recognizes that security to land tenure and property rights are one of the keys in the realization of human rights and in addressing poverty and sustainable development. This also means incorporating all sectors of the society including the most vulnerable groups like women, youth, rural poor and the indigenous peoples. The United Nations Human Settlements Programme (UN-Habitat) facilitates GLTN and hosts its Secretariat.

One of the key GLTN tools is the **“Continuum of Land Rights”** which is seen to be a powerful alternative in supporting the global paradigm shift in the conventional land administration. It describes and explains an existing tenure situation and predicting how a range of tenure types may transform over time given different scenarios and intervention strategies. As such, the continuum itself does not advocate that formal land rights in the form of individual land ownership should be the sole tenure form of choice in development strategies.

The *continuum of land rights* is a concept or metaphor for understanding and administering the rich complexity of land rights on the ground. The rights along the continuum may be documented or undocumented, formal as well as informal, for individuals and groups, including pastoralists and residents



**Figure 1. GLTN's Continuum of Land Rights (GLTN, 2018b).**

of slums and other settlements that may be legal or not legal. The rights do not lie along a single line and they may overlap.

**The Social Tenure Domain Model (STDM)**

One of the tools developed by the GLTN to support the Continuum of Land Rights is the Social Tenure Domain Model (STDM). It is a software developed to record all types of tenure exist within the continuum.



**Figure 2. Closing the gap between people and spatial units through STDM.**

STDM is a pro-poor, participatory and gender-responsive land recording tool. The conventional land system only covers those legally-owned land and in the formal system. STDM was developed to close the gap between the formal system and those tenure arrangements that are not recognized by the statutory and legal system. It allows recordation of all possible types of tenure that exist on the ground.

This also means that STDM is basically about “people-land” relationship. In the design of STDM, all the information of the people, be it an individual a group, or a tribe, will be recorded in correspondence to their relationship to the land. It can be perceived as owned, rented or lease or other conditions that applies depending on the context.

STDM is supported by the participatory data enumeration and can be used and operated by the community for it attributes a user-friendly feature. STDM adheres to GLTN’s core values and principles:

- ❑ Affordable: It uses free and open software packages;
- ❑ Flexible in its use and application;
- ❑ It is versatile: It can be applied in various contexts;
- ❑ Complements other tools and is a specialization of the ISO-approved Land Administration Domain Model (LADM);
- ❑ Simple to use: You do not have to be a technical person to use it;
- ❑ It is inclusive;
- ❑ It has a pro-poor focus in that it can be used by communities such as slum dwellers, small landholders;
- ❑ Is adaptable to formal situations, etc.; and,

- ❑ It follows good governance principles (participation, gender-segregated data, responsiveness and transparency).

## Practical Applications of STDM in the Philippines

### ***The CDA in Muntinlupa towards wider reach of policy advocacy***

STDM was used in mapping all the informal settler families (ISFs) in the city of Muntinlupa City, Metro Manila. The Citywide Development Approach

(CDA) in upgrading informal settlements in 2014, funded by World Bank, marked the introduction of community-driven data collection, mapping, profiling, and planning of informal settlement communities in the country. The CDA is seen as a clear alternative to the usual unsystematic, project-based, and top-down planning of cities that emphasized the participation of all stakeholders, especially the ISFs.



**Representatives from different communities in Muntinlupa were gathered for an assessment meeting and dialogues during the visit of GLTN. Photo source: TAMPEI.**

As a multi-stakeholder approach to settlements planning, several groups have also been involved in these initiatives, with separate partnership agreements signed between and among Homeless People’s Federation Philippines, Inc. (HPFPI) and Technical Assistance Movement for People and Environment, Inc. (TAMPEI) representing the Philippine Alliance and the University of the Philippines Department of Geodetic Engineering (UPDGE).



**Hands-on workshop on community mapping and disaster risk reduction and management (DRRM). Photo source: TAMPEI.**

### ***Settlements Profiling in Malabon City***

Not only in the household level STDM can be used. In the context of Malabon City in Metro Manila, STDM was used to map out all the communities at settlements level which resulted to the organization of 141 Homeowners Association

(HOA). Through the partnership with the city government, the identification of needs and vulnerabilities were also addressed through the facilitation of trainings related to Disaster Risk Reduction and Management (DRRM).

### **Promoting in-city housing through mapping in Iloilo City**

In Iloilo, TAMPEI, HPFPI and Philippine Action for Community-led Shelter Initiative Inc. (PACSII) facilitated the mapping of one informal settlement of about 50 households within the city's central business district. The case was especially interesting and beneficial as it later provided valuable studies on the effectivity of in-city housing or settlement upgrading option in an urbanizing city versus the usual off-city relocation process implemented by the government among ISFs living in cities. The introduction of geospatial tools and participatory approaches through technical trainings on STDM has resulted in a tripartite partnership agreement among the city government, a local university, and the HPFPI that has since been pushing for the signing of a city-level executive order that would institutionalize participatory methods of data gathering into city planning processes.



**Multi-sector engagement (the Philippine Alliance, City Government of Iloilo, and the University of San Agustin). Photo source: TAMPEI.**

### **Heritage mapping in Talisay City**



**Mapping of significant heritage sites and structures in the city. Photo source: TAMPEI.**

Similar initiatives have been introduced and replicated, respectively, in the cities of Talisay and Davao through continuous support from various partners. In Talisay, although the project was shelved due to unforeseen political

conflicts, STDM became the basis for completing a citywide heritage mapping workshop.

### ***Mapping of communities in danger zones in the coastline of Davao City***

In 2014, HPFPI and TAMPEI mapped out 2,000 ISFs in five villages located along barangay coastlines in the city of Davao. The mapping activity led to the activation of a Local Inter-Agency Committee (LIAC) that prioritizes the provision of housing services to the affected families. Members of the LIAC include key shelter agencies such as the Davao with the intervention of STDM, paved way to initially engage with the Social Housing Finance Corporation (SHFC), Presidential Commission for the Urban Poor (PCUP), Housing and Land Use Regulatory Board (HLURB), and the Housing and Urban Development Coordinating Council (HUDCC).



**Coastal communities in danger zones, Davao City.**  
**Photo source: TAMPEI.**

In 2017, the mapping activities in Davao with the intervention of STDM, paved way to initially engage with SHFC, one of the country's five national key shelter agencies. SHFC acknowledge the positive implications of a community-led framework in innovating housing policies on a national scale.

### ***A child-centered mapping and enumeration process in the resettlement areas in Naic and Tanay***

The context of this project is that the informal settlers in Pasay were relocated in the municipalities of Naic in Cavite and Tanay in Rizal. Under the project with Save the Children Philippines, STDM was used as a mobilization tool in addressing child-centered issues.



**Child participation in planning processes.**  
**Photo source: TAMPEI.**



In Naic, the results of mapping exercises have assisted three community associations in collectively negotiating their community concerns with the barangay council – such as provision of potable water source, safety and security measures, and livelihood opportunities. The initiative leveraged support not only at the barangay level but from different municipal departments as well, such as Social Welfare and Development Office and Public Employment and Services Office, among others.

At the national level, the National Resettlement Policy Framework 2019-2022 has been recently adopted by the HUDCC. Included in its provisions is the formulation of resettlement action plans (RAPs) that address issues and concerns of relocatees, especially those of children and other vulnerable sectors.

### ***Indigenous communities in Mt. Kalatungan in Bukidnon***

STDM is used as a tool for the inventory of land tenure data and mapping of household lots and farms of Talaandig and Manobo tribes in Talakag and Pangantucan, Bukidnon in Northern Mindanao, Philippines. Land data and information were collected using the participatory enumeration approach. A set of criteria<sup>2</sup> was used as a basis for selecting the enumerators who administered the household survey tool.<sup>3</sup>

Among the target outputs of the project is the identification of the farm and house lot boundaries of the IP households. Identified boundaries are indicated in the Certificates of Customary Land Occupancy awarded to the IP families (see Annex 1 for a sample of the said certificate).

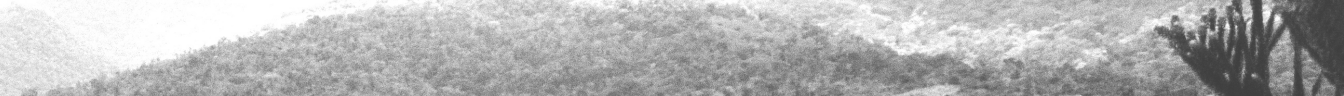
While not an official tenure instrument, the information in the certificates may be used to strengthen the assertion of the rights of the IP-beneficiaries over their ancestral domain.



**Hands-on exercise on using Global Positioning System (GPS) device as part of STDM training. Photo Source: Luna Cagan, GLTN.**

<sup>2</sup> The set of criteria used in selecting the enumerators is available at <https://angoc.org/wp-content/uploads/2019/10/Enumerators-Criteria-for-GLTN-Enumeration.pdf>

<sup>3</sup> The household survey tool used in data collection is available at [https://angoc.org/wp-content/uploads/2019/09/GLTN-project-PH\\_HH-survey.pdf](https://angoc.org/wp-content/uploads/2019/09/GLTN-project-PH_HH-survey.pdf)



This participatory enumeration is part of an on-going project on “*Improving Tenure Security of Smallholder Farmers in Select Areas in the Philippines*” in Bukidnon, Northern Mindanao aimed at securing the tenure of about 2,500 households of indigenous peoples in two municipalities in Bukidnon, Northern Mindanao. It is being implemented by the Asian NGO Coalition for Agrarian Reform and Rural Development (ANGOC) in partnership with Xavier Science Foundation, Inc. (XSF), with technical support from Global Land Tool Network (GLTN) as facilitated by the UN-Habitat.

This project is funded by German Federal Ministry of Economic Cooperation and Development/BMZ and UN-Habitat as part of the “Secure Access to Land and Resources (SALaR)” project. □

## References:

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# Annex 1. Sample Certificate of Customary Land Occupancy awarded to the IP-beneficiaries of the project, *Improving Tenure Security of Smallholder Farmers in Select Areas in the Philippines.*

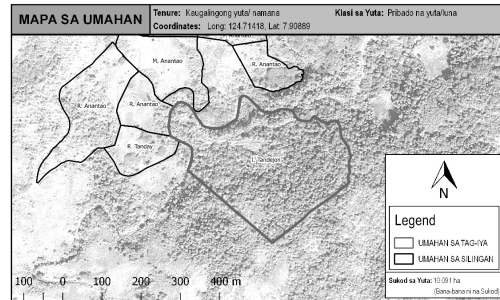
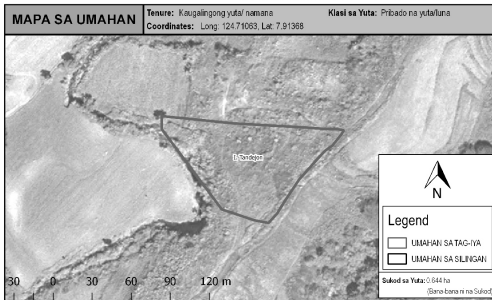
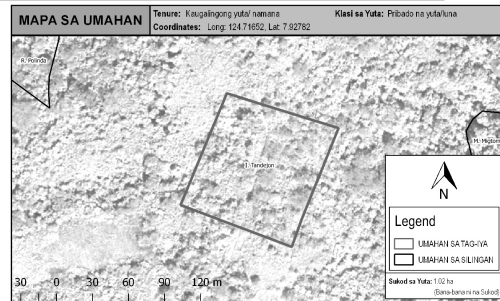
Household Control No.: H0659-0094

## Sertipiko sa Naandan nga Yutang Ginsakopan (CERTIFICATE OF CUSTOMARY LAND OCCUPANCY)

NGALAN (NAME)	APELYIDO (SURNAME)	LALAKI/BABAE (GENDER)
Nancy	Tandejon	Babae
Isabelo	Tandejon	Lalaki
Bernadeth	Suclatan	Babae
Angela	Samia	Babae
Grace	Belco	Babae
Amante	Tandejon	Lalaki
Jenar	Sumil	Lalaki
Joebert	Sumil	Lalaki
Anebie	Inahan	Babae
An-An	Tandejon	Babae
Niuro	Sumil	Lalaki
Souetra	Tandejon	Babae
Merry Chris	Sumil	Babae
Zyrril	Tandejon	Babae
Raffy	Tandejon	Lalaki



Ang mga impormasyon sa ubos nagpasayod sa lokasyon, hitsura sa balay, tanaman og umahan sa pamilya nga nag-okupar niini. (The information below shows the location, type of house, garden and farm lots occupied by the family.)



Gipamatuod ni (Certified by):

Gipagawas sa (Issued on): Nov 24, 2019

\_\_\_\_\_  
Barangay Chairman

\_\_\_\_\_  
IPO Chairman

\_\_\_\_\_  
Barangay/Sitio Chieftain

\_\_\_\_\_  
Ang mga ga-okupar sa luna/yuta

\_\_\_\_\_  
Silingan (Neighboring 1)

\_\_\_\_\_  
Silingan (Neighboring 2)

\*Disclaimer: Kini nga sertipiko g-ila ang pamilya nga nag-angkon sa yuta nga ginsakopan sa ilang balay, tanaman og umahan. Ang maong dokumento dili legal nga gamiton sa pagbaligya o pagpangenda sa maong kabtangan kun walay pagtugot sa mga nagpamatuod niini. (This certificate recognizes the family that occupies the lands where their house, garden and farm are situated. This document is not legal to use in order to sell or lease the property without due authorization of those who certified it.)