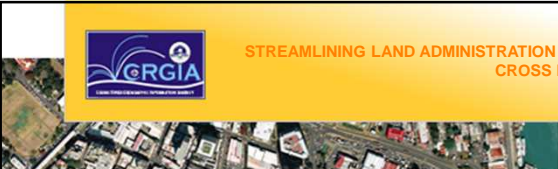





## STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN CROSS RIVER STATE, NIGERIA


by  
Engr. Bassey Oqua, Chiemeka Ngwu,  
Nigel Edmead & Frank Pichel

FIG Working Week, Abuja, May 6<sup>th</sup> – 10<sup>th</sup> 2013  
*Environment for sustainability*




 **STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN CROSS RIVER STATE, NIGERIA**   


### Introducing Cross River State, Nigeria



- ❑ Cross River State is one of the 36 states of the Federal Republic of Nigeria
- ❑ Cross River State is made up of parts of old Calabar and Ogoja Provinces divided into 18 Local Government Areas.
- ❑ Capital is Calabar
- ❑ Total Area of 23,072,425 km<sup>2</sup> and ranked 19th of 36
- ❑ 2005 population estimate was 3,104,446 and ranked 28th of 36
- ❑ Land tenure a mix of customary and public

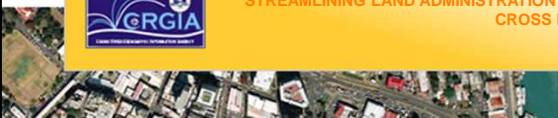




STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN  
CROSS RIVER STATE, NIGERIA



  


### Customary Tenure

- ❑ A key tenet of the communal system is that land belongs to the community and members of the community cannot be alienated
- ❑ It is a communal land tenure practice and more common in rural areas with relatively low population density
- ❑ Under this system land is held under an arrangement that provides for the joint use of the land by all members of the self defined community
- ❑ Family heads grant land-use rights to community members and to outsiders, however these grants are often not documented and therefore leave the grantee with an unsecured asset
- ❑ Customary tenure arrangement tends to constrain modern land information systems and government involvement in land issues. The traditional rulers and family heads manage allocation and make decisions regarding the use of communal land. This power to dictate land use brings a degree of political and social power, and any effort to diminish these powers often results in a resistance to the proposed change.








STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN  
CROSS RIVER STATE, NIGERIA

### Public Land Tenure

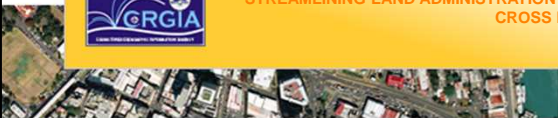
- ❑ Land Use Act, cap L.5 2004 is the currently the law guiding land administration in Nigeria and was originally promulgated in 1978.
- ❑ The Land Use Act of 1978 is Federal Law which binds, and may not be altered by the state legislature and Governor of Cross River State.
- ❑ All land (except federal land) within Cross River State became vested in the Governor as at 29 March 1978 and the land so vested is held in trust and administered for the common use and benefit of all Nigerians.
- ❑ The Act provides for the grant of two types of rights of titles (rights of occupancy) – Statutory Right of Occupancy (SRO) and Customary Right of Occupancy (CRO).
  - Statutory Right of Occupancy (SRO)
  - Customary Right of Occupancy (CRO)






 **STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN CROSS RIVER STATE, NIGERIA**  

### Land Administration in Cross River


- Although CofO is not mandatory for private lands, it is needed for any private land to be used as official instrument or collateral for banking transactions
- Once the CofO is obtained, subsequent or secondary transactions can be made at the Registry
- The system of land administration in CRS was largely manual process, as it was in the colonial era, and as such land acquisition, development control, cadastral title registration and surveying involved manual inputs
- Registry department at the Ministry of Lands and Housing was staffed with only four individuals, and all transactions occurred centrally in the capital city of Calabar






 **STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN CROSS RIVER STATE, NIGERIA**  

### Land Administration System in Cross River (Cont...)

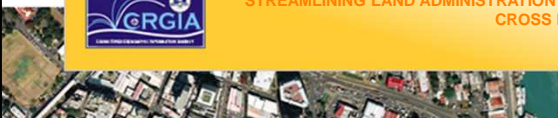
- The Registry was 100% manual, largely lacking in indices and space to store records with some found by the corridors and on the ground
- Record search was time consuming and often times unsuccessful
- Most citizens elect not to secure CofO or register transactions because the process was both time-consuming and unclear. Cost was also a factor
- Approximately 80 CofO were issued state wide during the entire year of 2010 and less than 10,000 since inception in 1978






 **STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN CROSS RIVER STATE, NIGERIA**  

### **Inadequacies of the Current System**


- Forgeries of land documents;
- Encroachment onto right of ways,
- Multiple allocations of parcels and overlapping allocations;
- Inefficient revenue generation;
- Obsolete hardware for data collection and management;
- System is vulnerable to alteration, theft, and substitution, encouraging corruption;






 **STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN CROSS RIVER STATE, NIGERIA**  

### **Inadequacies of the Current System (Cont...)**

- Paper based records were difficult to preserve and irreplaceable;
- Duplication on similar media was cumbersome and will result in similar problems of maintenance after a few years;
- Updates of ownership or boundaries was time-consuming and prone to errors;
- Retrieval of records in the event of dispute, change, etc. was difficult due to inefficient indexing and the bulk of information in the storage; and
- Constant handling of records led to further wear and tear.

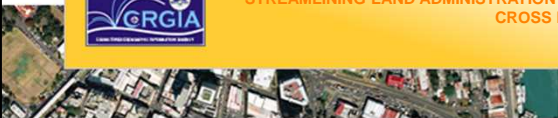



 **STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN CROSS RIVER STATE, NIGERIA**  

### Creating A New Era In Land Administration in Cross River State

Recognizing that the existing land administration infrastructure was insufficient, the Cross State Government through the Ministry of Lands and Housing (MLH) developed a modernization vision which would ensure that:

- Property rights be underpinned by secure, accurate, accessible and up-to-date land ownership and cadastral information
- Land registry processes be improved and streamlined in order to adopt more transparent methods of operation and to compete effectively for foreign direct investment
- Security of tenure be strengthened through the provision of Certificates of Occupancy and elimination of duplicate CofOs
- Annual rent payments and rent arrears be tracked and collected



 **STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN CROSS RIVER STATE, NIGERIA**  

### Vision & Goal

To realize the vision, Cross River State Government in 2009 launched the Geographic Information System (GIS) initiative to streamline, integrate and share information among government stakeholders including departments for lands, surveys, and town planning. The goal of the initiative was

- to create by law a “one-stop-shop” agency, the Cross River Geographical Information Agency (CRGIA), as an independent entity distinct from Ministry of Lands and Housing.
- to allow the general public and citizens of the state easy access to geographic and land-related information to enable them conduct land transactions in person at the agency or via a publicly hosted portal
- to enhance revenue generation on land-based transactions,
- to optimize workflows in land processes,
- to create a reliable foundation for future land reform initiatives and ensure prompt client services to citizens in Cross River State and outside the state.



 **STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN CROSS RIVER STATE, NIGERIA**  

### Implementation Strategy - Objectives

To succeed in her vision, initiative and goals Cross River State Government appointed Telecom Technologies International Limited (TTI) as Consultant to manage and define the overall project. Recognizing that creating the CRGIA would be a long process, TTI elected to divide the project into multiple sub-components.

The initial phase of the project, the Fast Track Phase, implemented in 2011 through 2012, was composed of four stand-alone components:

- Certificate of Occupancy Certification and Re-certification (with Outstanding Ground Rent Computation)
- Information & Communication Technology
- Institutional Framework Modernization
- Geodetic Infrastructure Improvement




 **STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN CROSS RIVER STATE, NIGERIA**  


### Certificate of Occupancy Certification and Re-certification

This component's purpose was to


- Procure, configure and install an off the shelf Geographic Information System (GIS) and configuration of workflow driven Land Information System (LIS) to enable integration and management of the registry and cadastre
- Issue/re-issue Certificate's of Occupancy which is the basic document attesting to land rights within Cross River State and will be issued (or reissued for those with pre-existing titles) to all right holders in the state ensuring that all titled properties will be in the land information system from the outset
- Compute Ground Rent, plus penalty if in defaults dating back to CofO date of issue
- Provide training and capacity building







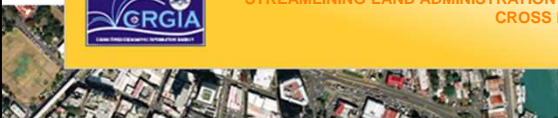
STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN  
CROSS RIVER STATE, NIGERIA




### Information & Communication Technology

This component's purpose was to

- Procure, install and maintain the hardware and IT infrastructure core to support the new CRGIA
- Create an internet web portal for online application for land and title
- Provide training and capacity building






STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN  
CROSS RIVER STATE, NIGERIA




### Institutional Framework Modernization

This component's purpose was to

- Revise land administration business processes and procedures
- Review of laws and regulations; legal requirements for self sustaining agency
- Recommend roles, policies and processes for creation of a new independent agency
- Analyse the social impact of the establishment of CRGIA to the citizen for both urban and rural dwellers
- Develop public relations (PR) messages, media campaign and roll out plan of CofO certification and recertification

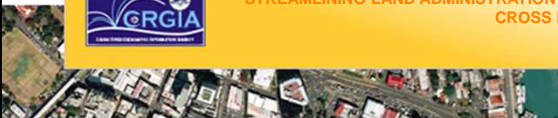



 **STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN CROSS RIVER STATE, NIGERIA**  

### Geodetic Infrastructure Improvement

This component's purpose was to

- Procure of GPS survey equipment consisting of 3 high precision GPS Base and 6 high precision GPS Rover devices
- Procure coordinate transformation software
- Transform old coordinates into new ones using seven mathematical transformation parameters
- Establish geodetic network and create schematic maps for the locations of 1st, 2nd, and 3rd order geodetic triangulation points
- Provide training and capacity building for surveyors







 **STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN CROSS RIVER STATE, NIGERIA**  

### Project Implementation

- On the recommendation of TTI and using an open tender procurement process, Cross River State Government selected Thomson Reuters and Teqbridge Limited of Nigeria to implement all four components of the fast track phase.
- While the government received multiple tenders for each component, Thomson Reuters and Teqbridge were unique in their ability to undertake all components of the fast track phase. It was recognized that having a single vendor accomplish all four activities would be more efficient and allow for a more integrated framework
- The first phase of the project was completed in December 2012, after which the new Cross River Geographical Information Agency (CRGIA) opened its doors to the public
- With the help of Teqbridge and Thomson Reuters, systems have been implemented, processes re-engineered and recommendations developed in order to meet these well designed goals.



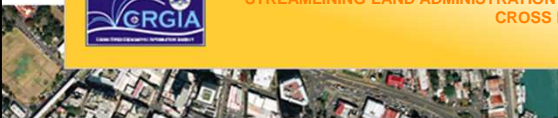





 **STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN  
CROSS RIVER STATE, NIGERIA**  THOMSON REUTERS  


### Tasks and Activities

Some critical issues of land administration in Cross River were identified as follows:

- Creating a CRGIA institution that is efficient, affordable and consumer oriented
- Expedient and affordable provision of reliable Certificates of Occupancy and other services
- Use of a modern land information system populated with accurate data to replace the antiquated manual processes
- Highly motivated and well trained personnel to run the agency



 **STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN  
CROSS RIVER STATE, NIGERIA**  THOMSON REUTERS  


### Technical Solution

The following products were installed and configured.

- Provision and configuration of off the shelf Geographic Information System (GIS) software, in conjunction with registry (GRM Registry) and cadastre (GRM Cadastre)
- Configuration of additional workflows made possible by the flexibility of the off the shelf Geographic Information System (GIS) software.

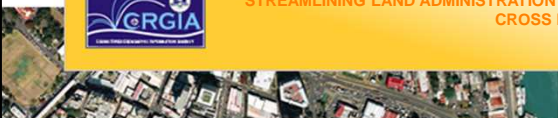





 **STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN  
CROSS RIVER STATE, NIGERIA**  

### Technical Solution (cont...)

Before those products were configured the following activities took place:

- A technical team (composed of Nigerian and international experts) conducted a number of studies in collaboration with staff at the Ministry of Land & Housing
- These studies, resulted in two key reports – a Business Area Analysis (BAA) and Business Process Re-Engineering (BPR) report
- Upon final acceptance of these reports, the newly re-engineered processes were configured using off the shelf registry (GRM Registry), cadastral (GRM Cadastre), GIS (ESRI ArcGIS) solutions
- The end result is an integrated LIS, supporting 3 workflows, which determine relevant fees required for Certificate of Occupancy and generates all legal documents




 **STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN  
CROSS RIVER STATE, NIGERIA**  


### Results

There is early evidence that the impact of the reform is having a positive effect on the state and some of them are:

- Improved land administration procedures through business process modernization combining the quality assurances of land and property files and the scanning and indexing of documents for faster archive retrieval. 20,227 files have been submitted by the Ministry of Lands and Housing for processing
- Configured GRM Registry for business process automation and auto-generation of Certificates of Occupancy and the computation of ground rent
- Upgraded the geodetic reference system of Cross River State deriving transformation parameters for local coordinates to UTM 32N/Minna. 5,101 parcels have been digitized in the new coordinate system

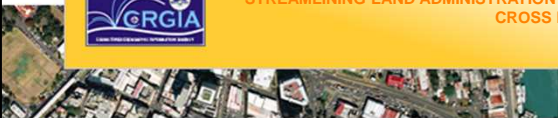




STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN  
CROSS RIVER STATE, NIGERIA



 THOMSON REUTERS  


### Results (Cont...)

- A draft “Cross River Geographic Information Agency Law 2011,” which discussed the provisions required to constitute Cross River Geographic Information Agency (CRGIA) as a service agency was presented to the House of Assembly by the Cross River State Attorney General and Commissioner for Justice. It was deliberated upon and passed into law and subsequently signed by the Executive Governor in July 2012;
- The Cross River Geographic Information Agency (CRGIA) currently services “Searches & Certified True Copies (CTC) “. Between January and February 2013 over NGN 471,500 has been realized as revenue. This figure is greater than the amount collected for the same services between 2006 and 2010.
- The CRGIA Web Portal enables the public to apply and pay online for certification and re-certification of private or government land rights. Property owners can also make online payments for Ground Rent. The Web Portal enables CRGIA customers to calculate bills on their own when making an application. Payments can be made via Interswitch ATM cards.





STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN  
CROSS RIVER STATE, NIGERIA




 THOMSON REUTERS  


### Results (Cont...)

Some of the direct effects of the above benefits are:

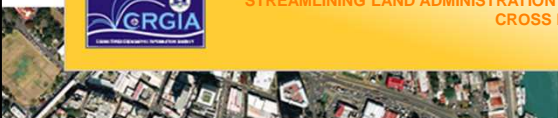
- Staff of CRGIA and stakeholders including personnel in Ministry of Land and Housing departments have come to realize that it will not be “business as usual” as workflow-driven processes do not allow for manipulation of the system as all transactions are tracked from beginning to end.
- The agency has the legal power as well as the automated system to issue and register CofOs and collect the associated fees. It is important to note that public comments have been positive since the agency was commissioned about two months ago.
- Both the applicants and customers trust the transparency of the system and largely depend on the information coming out it.
- Customers are treated courteously by welcoming customer-service personnel who directs to appropriate service desks.






 **STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN  
CROSS RIVER STATE, NIGERIA**  

### Results (Cont...)

- ❑ Information and directions are no more ignorantly or sometimes deliberately made opaque in order to achieve premeditated objective.
- ❑ The system depends largely on configured workflows which automatically compute bills like the ground rents and other fees for registration without human intervention or arbitrary and unapproved “discounts” by the old land officials.



 **STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN  
CROSS RIVER STATE, NIGERIA**  

### Conclusion

Cross River State's land administration reform and improvements are exemplary in a country with an overall poor record for land information management. As a state-funded project, without bi-lateral or multi-lateral support, and regular reporting to the Governor, the project provides an example as well as illustrates its high priority for the state government.

This innovative approach may provide a roadmap for other Nigerian States and African governments to modernize their land policies.

The assistance of donor agencies and world bank is being solicited in the implementation of the final stages of the project.

 **STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN CROSS RIVER STATE, NIGERIA**  







1. Front View of CRGIA building under construction, Calabar, Cross River State.
2. Introduction to System Administration and Management
3. Official signing ceremony of contract.
4. Aerial view of CRGIA building, Calabar, Cross River State

 **STREAMLINING LAND ADMINISTRATION AND GOVERNANCE IN CROSS RIVER STATE, NIGERIA**  



1. ArcGIS Training
2. CRGIA Training Room
3. & 4. GIS Transformation Training



# THANK YOU