



LAND TENURE CENTER
University of Wisconsin - Madison

Consultancy Services to
The Government of the
Republic of Trinidad &
Tobago

LAND USE POLICY AND ADMINISTRATION PROJECT (LUPAP)

FINAL REPORT

AN ACTION PLAN FOR THE IMPLEMENTATION OF THE PROPOSED STATE LAND MANAGEMENT

By

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1. Executive Summary

This action plan is based on the Business Plan developed for the establishment of the State Land Management Authority. It attempts to identify the procedural, technological, training and coordination requirements to ensure institution sustainability.

The merger of the Commissioner of State Lands office and the Land Administration Division into the new State Land Management Authority has to be undertaken on a carefully planned basis. Filling of the post of Commissioner of State Lands without delay will facilitate carrying out essential reforms to the office of the Commissioner of State Lands. Such reforms will eliminate some of the flaws identified in the organizational structure. When the transition takes place, the Authority will be better equipped to undertake the tasks entrusted with relative ease.

1.1. Transition to the SLMA

The transition to the State Land Management Authority requires meticulous follow up of a number of activities. They are summarized as follows:

1.1.1. Procedural Requirements

Item No.	Action	When
1	Fill the post of Commissioner of Lands	July 1, 2001
2	Establish Lease Management System & Workflow Management System	Sept. 1, 2001
3	Implement recommendations of "Assessment of the Commissioner of State Lands"	July 1- December 31, 2001
4	Approval of Cabinet to establish State Land Management Authority	By May 15, 2001
5	Prepare legislation – the new State Land Management Act	May 30- June 30, 2001
6	Submit draft legislation for prior Government approval	July 01, 2001
7	Seek approval of Parliament for legislation	August 1, 2001
8	Table Regulations under the Act in Parliament	December 1, 2001
9	Submit Cabinet Paper for Budgetary allocation	Before September 1, 2001
10	Obtain Budgetary allocation	August 30, 2001
11	Submit recommendation to the President nominating the Chairman and the Members of the Board	November 30, 2001
12	Appoint the Chairman and the Members of the Board	December 10, 2001
13	Appoint the Executive Director	December 20, 2001
14	Transfer of Functions (Director of Surveys) Order (Legal Notice No.89 of 1989) order issued by the President has to be cancelled	January 1, 2002
15	Take over the physical assets of the CoSL and LAD	January 05,

		2001
16	Identify the staff that would form the core staff of the SLMA from among the staff of CoSL and LAD	January 15, 2002
17	Organize core office/s of the SLMA	By January 15,2002
18	Organize the field offices of the SLMA	By January 15, 2002
19	Arrange with the Banking Institutions to collect rental payments etc. through their branch offices	By January 20, 2002
20	Keep all District Revenue Offices informed of the new arrangements made for revenue collection	By January 25,2002
21	Continue data collection from District Revenue Offices to ascertain past payments made by lessees	January 1, 2002 – ongoing
22	Use Lease Management System for revenue collection	January 1, 2002 – ongoing
23	Use Lease Management System for identifying defaulters and take follow up action including imposition of penalties	January 1, 2002 –ongoing
24	Use Workflow Management System for tracking of progress of all applications	January 1, 2002 –ongoing
25	Obtain a list of private surveyors/survey companies from the Director of Surveys/Survey Board	January 05, 2002
26	Arrange with Director of Surveys for the approval of plans submitted by private surveyors without delay	January 10, 2002
27	Register Valuators and companies handling valuations in the Authority	January 10, 2002
28	Identify the processes for each activity undertaken by the Authority	January 15, 2002
29	Commence preparation of a new Land Manual based on new procedures and processes	January 30, 2002
30	Conduct a survey of encroachments	January 15 – March 30, 2002
31	Commence identification of unencumbered state land for distribution	January 15 – ongoing
32	Begin accelerated land distribution program in terms of policy guidelines	February 1, 2002 -ongoing

1.1.2. Technological Requirements

Item No.	Action	When
1	Decide in consultation with the relevant authorities application of UPRNs to all state land parcels.	December 1, 2002
2	Use UPRN to all new alienations	December 1, 2002 – ongoing
3	Commence a program to insert the UPRN to all land parcels hitherto distributed and found in the Lease Management System	December 1, 2002 – ongoing
4	Update 1:10,000 Ward Sheets (189), 1:2500 and 1:1250 (urban areas) Sectional Sheets depicting vested, leased and unallocated state land in Trinidad and Tobago.	December 1, 2002 D/S has initiated action already
5	Develop a system to regularly update data on Ward and Sectional Sheets as and when leases are issued	January 1, 2002 ongoing - through D/S
6	Identify existing protected area systems (forest, wetland, climatic reserves etc.) and environmentally sensitive areas as prescribed by the Environmental Management Act on all Ward Sheets.	February 28, 2002 through D/S and EMA
7	Make land valuation information in the Lease Management System functional (store and retrieve land valuation information)	January 1, 2002 through System Manager
8	Obtain data available with the Commissioner of Valuations on land valuations	By December 30, 2002
9	Develop (by using data available in other agencies) a database on land capability and resource evaluation for use in the allocation of state land	By December 30, 2002
10	Link land capability and resource evaluation data to existing data base	By December 30, 2002
11	Integrate state land records with the national LIS/GIS when implemented	Not known
12	Provide forum for collaborative development of standards and practices in data collection and dissemination among all agencies managing state lands	By July 30, 2002
13	Link the graphical database that is being developed by the Director of Surveys with the Lease Management System	Not known
14	Link the graphical and attribute database of SALIS with the Lease Management System	December 30, 2002
15	Link database that is being developed under LUPAP, to identify agricultural State lands	August 30, 2002

1.1.3. Training Requirements

Module	Function	For Whom
1. Core	Concepts of institutional development, an overview of objectives; powers, duties and; processes & control mechanisms; land laws and their application	Senior Staff and Managers
2. State Land Management	Definitions- Location, Evaluation, Conservation, Allocation, and Management of state land, Acquisition of private lands; procedures	Senior Staff and Managers
3. Monitoring and Evaluation	Performance targets; Indicators of progress; Data analysis; Monitoring program implementation, Evaluating efficiency and program impact; Financial monitoring and Beneficiary Assessment	Senior Staff, Managers, Information System Managers and Planning Officers
4. Training for Field Staff	Overview; Procedures; Collection of Revenue; Encroachment surveys; Resolution of disputes; Court procedure; Reporting and record keeping.	Field Staff
5. Training for Support Staff	Systems overview; Data content and methods of operation; Presentations	Support staff

Refer to the document titled “An Outline of Training Modules for the Staff of the Commissioner of State Lands and the proposed State Land Management Authority”, for a more detailed account of the training curriculum.

1.1.4. Coordination Requirements

The profile of the SLMA is that of an agency which has improved both efficiency and effectiveness in managing state lands. In order to achieve this profile, it is envisaged that the SLMA would provide a ‘lead role’ to bring better coordination among all agencies managing state lands with a view to achieving one consistent set of ‘best practices’. A summary of actions that would lead to better coordination is given below:

Item No.	Action	When
1	Establish collaborative arrangements with other agencies managing state lands to adopt a common set of estate management	June 30, 2002

	practices	
2	Sharing of data and information	February 1, 2002 – ongoing
3	Establish strategic alliances with other agencies to protect state lands from encroachment, enforce eviction and to prevent re-encroachment	March 1, 2002-ongoing
4	Agreed communication protocol among agencies	March 1, 2002
5	Joint promotional activities	March 1, 2002
6	Joint review of policy at regular intervals	June 1, 2002 – ongoing
7	Joint review of legislation at regular intervals	December 15, 2002 - ongoing

1.2. Conclusion

The Business Plan of the State Land Management Authority envisages that the Authority would become fully operational by January 2002. The time available for each item of activity is therefore extremely limited, thus requiring careful follow up. The success of this effort will depend on the leadership, skills, dedication and commitment of the staff and the timely provision of resources, to transform the State Land Management Authority into a ‘Center of Excellence’ in state land management.

2. Objectives of the Authority

The Business Plan has identified three fundamental objectives for the SLMA:

- To improve the efficiency and effectiveness of management of State land currently under the jurisdiction of CoSL-LAD;
- To assist in the formulation of State land policies;
- To coordinate with other State land management entities the implementation and monitoring of State land policies to ensure harmonization in policy direction;

3. Vision of the Authority

The VISION of the State Land Management Authority is that of a Statutory Body:

- The relevant legislation permits the Commissioner of State Lands as custodian of state lands to perform a dual role i.e. that of the Commissioner of State Lands and of the Executive Director of the SLMA, required for effective state land management.
- The functions and responsibilities of the Commissioner of State Lands and the Director, Land Administration Division of the Ministry of Food Production and Marine Resources are now carried out by the new State Land Management Authority under the leadership of the Commissioner of State Lands.
- The President of the republic of Trinidad and Tobago appoints the Board of Directors of the SLMA.

The Mission of the SLMA is to:

- a) Locate and identify all State lands under its management.
- b) Evaluate the value/capability of State lands and determine rental rates.
- c) Pursue conservation policies on State lands for designated purposes.
- d) Distribute and allocate State lands to identified and contracted users.
- e) Manage State lands under lease agreements, enforce the terms and conditions of leases and collect rents.
- f) Acquire private lands for public uses when required (All acquisitions will be carried out in the name of the Commissioner of State Lands as provided in the Acquisitions Act. CoSL will use the implementation arm of the SLMA to carry out the tasks).
- g) Develop, maintain and provide access to land information generated by the SLMA to other public and private entities.
- h) Make technical contributions to the development and implementation of State Lands Policy inclusive of policy assessments and proposals for dealing with major policy issues.

Mission Statement

The State Land Management Authority's Mission is:

To play a catalytic role in the transformation of the State Land sector and to promote and sustain efficient state land management.

4. Institutional Development

Institutional development refers to the process of improving the ability of institutions to make prudent use of the human and financial resources available to achieve efficiency and effectiveness. The transition to the State Land Management Authority requires that the identified flaws in the institutional structure found in the office of the Commissioner of State Lands be eliminated before hand, to facilitate a smooth change.

4.1. Filling of Post of Land Commissioner

The study done earlier has clearly indicated that the amalgamation of the two distinct positions of Director of Surveys and the Commissioner of State Lands in one individual has resulted in the holder of the position not been able to devote adequate time and energy to the functions entrusted to him. The filling of the post of Commissioner of State Lands will provide the necessary leadership to the institution as well as in the implementation of the recommendations for reform. This is all the more important as the Business Plan envisages that the Commissioner of State Lands to play a dual role, namely the position of the Commissioner of State Lands and the Executive Director of the State Land management Authority. The Cabinet decision to appoint the Commissioner of State Lands was made a long time back. Applications have also been called to fill the post. However, the long delay in making this appointment may affect both institutions i.e. The Commissioner of State Lands as well as the new SLMA.

4.2. Approval of Policy Paper on State Land Management

The Commissioner of State Lands should spearhead the process of review of draft state land policy document prepared by the consultants and with Government approval, this draft should be made available to key Government agencies, universities, research institutes, NGO representatives and the general public for them to express their views and concerns, so that the final document will reflect comprehensive consultation with all stakeholders. The early finalization and publication of this document will enable transfer of new policy goals to the body of the legislation that would be prepared for the establishment of the State Land Management Authority.

4.3. Agreement with the Ministry of Energy

The Business Plan envisages that the necessary administrative arrangements be made to ensure that the SLMA maintains within its portfolio the collection of royalties on quarries and mines. Agreement on this matter has to be reached with the Ministry of Energy and the Ministry of Finance.

4.4. Lease Management System and the Workflow Management System

The study has found that the greatest drawback as far as staff and skills is in management information for the lands section. The new Commissioner of State Lands should ensure that the private contractor selected for the establishment of the two systems carries out the tasks, as designed in the project proposal. These two systems can be used by the institution for improvement of land management by the Commissioner of State Lands and subsequently by the new Authority. The Lease management System will capture essential data from the 30,000 files on leases, licenses and agreements, and develop a database for the management of leases. The Workflow Management System would provide a database with a view to track down progress made at any given time on any application made to the Commissioner of State Lands.

4.5. Annual Plan of Operations

The Commissioner of State Lands should prepare an Annual Operations Plan based on the data generated by the Lease Management System and the Workflow Management System and monitor its implementation.

4.6. Simplification of Processes

It has been identified that one of the ways to gain efficiency and effectiveness is to simplify the processes and streamlining methods used by the institution. Each activity carried out has to be studied in detail and simplified to gain improvements in transaction costs of time and money. Such improvements would facilitate the State Land Management Authority to carry out their mandate further.

4.7. Manual of Procedures

The draft Manual of Procedures dated September 7, 2000 prepared by the consultants should be finalized and adopted for use.

4.8. Cabinet Approvals

The procedure followed at present is to obtain Cabinet approval for the following:

- (a) New Leases
- (b) Change of Use
- (c) Sub-division
- (d) Transfer (sale) of agricultural land, other than by will/consent.

There is no reason why Cabinet approval needs to be sought for new leases or any of the matters concerning leases referred to above. The Cabinet can lay down the overall policy for State land alienation and the selection procedure. The issue of leases to individuals should remain a legitimate function of the Commissioner of State Lands within the Cabinet approved framework This would save the time of the Cabinet as well as expedite handling of leases.

The Commissioner of State Lands should seek the approval of the Cabinet through the Ministry, laying down the overall policy for State land alienation and the selection procedure.

4.9. Monitoring and Evaluation

A comprehensive program of monitoring and evaluation of the work carried out by the Commissioner has to be undertaken. This can be done through identification of the annual targets for each component of the program, identification of indicators to measure progress and identification of benefits. Targets and indicators have been identified in the study mentioned earlier.

4.10. Training Program

It is necessary to commence an in-house training program for all staff from the very inception. The paper titled “An Outline of Training Modules for the Staff of the Commissioner of State Lands and the proposed State Land Management Authority”, prepared by the consultants, provides an account of the training curriculum to conduct in-house training needs of the SLMA covering core issues, state land management, monitoring and evaluation, and training for field staff and support staff. The University of the West Indies at the St. Augustine Campus is providing a Graduate Diploma in Land Management. This course will be available to the senior staff to upgrade their skills and would include the following:

- Land Use and Natural Resources Management
- Introduction to Land Administration
- Valuation and Land Economy
- Land Law
- Land Information Management
- Property Management and
- Special Project

5. Legislation

It is envisaged that the approval of the Cabinet would be received for the establishment of the State Land Management Authority by merging the Commissioner of State Lands of the Ministry of Housing and Settlements and the Land Administration Division of the Ministry of Food Production and Marine Resources. . For guidance in designing the legislation, a concept paper titled “Concepts and Language to assist Preparation of Legislation to establish the Land Management Authority” has been prepared. This paper would assist in the preparation of new legislation to establish a Land Management Authority, particularly to transform policy goals and objectives into the body of legislation. Along with the legislation, regulations have to be submitted for consideration and approval by the Minister and for tabling in Parliament subsequently. The subject areas that should cover these regulations have been identified in the concepts paper mentioned above.

6. Financial Strategy

The SLMA financial strategy as mentioned in the Business Plan, is based on the assumptions that:

- All revenues with respect to State Lands will be collected assiduously by the SLMA including lease rent, arrears of rent, royalties of offshore exploration leases, and rent/royalties on issue of permits and licenses. It will also include collection of appropriate rent when regularizing change of use. The monies so collected will be deposited with the Ministry of Finance on an agreed basis, at regular intervals.
- The revenues collected in excess of its operating and approved development costs will be deposited in the Central Bank and become part of the Consolidated Fund.
- The Ministry of Finance will make provisions in the Budget for 2001/02 of \$ 1.2 million to support the transition from the offices of the Commissioner of State Lands and the Land Administration Division to the State Land Management Authority.
- The Government will continue to make direct allocations for the acquisition of private lands (currently made to CoSL in the region of \$10 million annually) to be undertaken by the SLMA.
- The necessary administrative and legislative provisions ensure that the SLMA maintains within its portfolio the collection of royalties on quarries and mines and rents on land reclamation including arrears.
- Use will be made of the lease management system to develop a plan to recover \$14.0 million in arrears over the next five (5) years.
- Processing charges will be levied from lessees on a cost-recovery basis for surveys, valuations, planning approvals and conveyances

The Government should be alerted to the fact that at present a sum of \$3.59 million is spent for the Lands Division of the Lands and Surveys and a further sum of over \$2.0 million is spent annually on the Accelerated Agricultural Land Distribution Program. The two institutions therefore are utilizing Government funds to the tune of over \$5.59 Million annually. The allocation of \$1.2 million by way of transitional support must be viewed as a saving of Government expenditure and would contribute to developing the capability to collect arrears of rents.

The Executive Director of the SLMA together with the Manager, Finance and Administration should ensure careful follow up of each item of action reflected above by ensuring that the Ministry of Finance would make budgetary allocation of \$ 1.2 million for transition support and that necessary financial regulations are in place to facilitate outstanding revenues from land-related activities to be deposited into the account of the State Land Management Authority. This involves the resolution of issues pertaining to the new Minerals Act, to ensure that the collection of royalties on quarries and mines

remain with the SLMA. The payments for permits made for land reclamation too should be part of the revenue of the SLMA.

The Manager, Estate Management Division should ascertain costs of survey, valuation, planning approval and conveyance and recover such expenditure from the prospective lessees prior to the execution of leases.

All acquisitions should be proceeded with only if Government allocations have been made available to the Authority for such acquisition.

7. Revenue Collection

In addition to the Government transition support mentioned above, the budget process identified in the Business Plan relies heavily on an effective collection program of arrears to the tune of \$ 6.46 million over a five year period as well as collection of annual rent from all lessees, permit and license holders to the tune of \$ 8.68 million over a three year period. The total arrears of revenue as at 30/9/1998 reflected in the Revenue Estimates of the Lands and Surveys Division is over \$14.76 million. This clearly shows that there is a large loss by way of revenue to the Government. The Lease Management System should be utilized for collection. The field staff should be given clear instructions and training as to their role in the collection of arrears. The process of collection of arrears has to be carefully mapped out and would involve the following:

- (a) Obtain extracts of Core Information from the Lease Management System for each County to determine the leases, names of lessees and their dates of renewal and provide such information to Field Staff to check whether the lessees have paid their dues to-date or not.
- (b) Ascertain past payments made by each lessee from the records maintained in District Offices.
- (c) Determine quantum of arrears per lessee, imposing penalties as required by legislation
- (d) Obtain an extract of the leases in each of the counties where a review of rentals have to be undertaken
- (e) Ensure that the renewal is undertaken in time and new lease rentals are recovered
- (f) Use field staff to enter all data pertaining to arrears etc. into a pre-designed Data Capture Form
- (g) Enter updated information pertaining to rental payments/renewal rental rates in the Lease Management System
- (h) Issue Advisory Notices through the field staff to lessees in default of rents
- (i) Follow up action and termination of lease in the event of non-payment
- (j) Eviction procedure through the Courts, including collection of arrears and legal and administrative costs

The Executive Director together with the Manager, Administration and Finance, should negotiate with the Banking Institutions to permit lessees and permit and license holders to

make their payments to the SLMA through their branch offices. The terms of engagement can be similar to that agreed upon by the Land Settlement Agency. The record maintained by the Banking Institutions and submitted regularly to the Authority should enable the authority to ascertain position regarding payments made by each lessee. Such data have to be entered in the Lease Management System. The design of the Forms for capture of this data is therefore important. Once the arrangement is operational, sufficient publicity should be given for the lessees to know the new procedure for payment of lease rent, royalties and monies due on permits. All District Revenue Offices should be kept informed of the new arrangements made for revenue collection. The District Revenue Offices should continue to furnish information on past payments made to update the data in the Lease Management System and to ascertain the quantum of arrears due from each lessee.

8. Appointments

The Ministry in charge of the subject has to submit recommendation to the President nominating the Executive Director and the Members of the Board of the Authority. The Commissioner of State Lands under the legislation will be *ex-officio* Executive Director of the Board. Request should also be made in the appropriate manner for the Cancellation of the Transfer of Functions (Director of Surveys) Order (Legal Notice No.89 of 1989) made by the President earlier.

9. Organization of the Head Office and Field Offices

In organizing the Head Office and Field Offices, it would be necessary to carefully select staff from the staff of the Commissioner of State Lands and the Land Administration Division. The basis of selection should necessarily be past performance. For this purpose, it is suggested that a small committee be appointed, comprising of the senior most officials of the two agencies chaired by the Executive Director, to sit together and make selections. The selections have to be made for both head office as well as field offices. This Committee should also takeover the physical assets of the two agencies and prepare a comprehensive list of items taken over, as a record of assets with all the details that are required in terms of government regulations.

It is envisaged that the State Land Management Authority will move into a new building, which can accommodate all the staff in one location. Ideally, it should be in close proximity to the Surveys Division. The floor space requirements have to be determined based on earlier assessments (Assessment of the Commissioner of State Lands) and should take into account the staffing needs as well as new equipment that will be made available to the Authority both from the Commissioner of State Lands as well as the Land Administration Division. Particular mention is made as to the need to continue to provide file registry space, so that all files are kept securely. The budget of the State Land Management Authority provides for construction of its own building to house the Authority over a period of time. Action has to be taken to find suitable state land and commence construction activity.

10. Operational Issues

The Workflow Management System should be made use of for new applications and to track progress and to identify delays in all pending cases. The objective of the Workflow Management System is to develop the ability to track down the progress made at any given time, in any of the applications made by the public or initiated by the Authority. It helps in tracking or registering the progress of an application without an exhaustive search of the files. The last action undertaken on each of the pending cases is reflected in the system and any delays over a month will be similarly shown.

Updating data regularly of this system should be made a responsibility of the Systems Manager and his staff.

The Executive Director should obtain from the Director of Surveys and the Survey Board, a list of registered surveyors in Trinidad and Tobago. This should include the survey companies that are in existence. The responsibility of obtaining necessary approvals from the Director of Surveys is cast on the individual surveyors/survey companies selected for the purpose. However, it would be prudent to discuss this issue with the Director of Surveys to ensure that there are no delays in providing approvals.

The SLMA will have the autonomy to exercise the option of out-sourcing work in land valuation and land surveys (among others) through competent authorities to the private sector. The Authority by publication of an Advertisement should seek to register Valuers with the Authority. Both public and private Valuers can be registered for the purpose, provided Valuers attached to public institutions are able to obtain the necessary approvals from their respective agencies to undertake private work and to deliver valuations within the stipulated time. In the case of acquisitions of private lands, the existing arrangements will continue and the Commissioner of Valuations will provide the valuations in terms of the Valuation Act and the Land Acquisition Act.

The Executive Director should also ensure that the West Coast Master Plan Committee is reconstituted as an integral part of the SLMA and that the Quarries Advisory Committee has representation from the SLMA. The Ministry of Energy (Minerals Division) is expected to takeover the subjects of quarries and mines under the new Minerals Act.

The vision of the State Land Management Authority is that of a Statutory Body which replaces the duties and the position of the Commissioner of State Lands and the Land Administration Division. It expects a different approach to work ethics and to perform a proactive role. It is therefore necessary to identify the processes for each activity undertaken by the Authority. Such processes have to be simple, straightforward and time saving. For example, when a prospective lessee for a new lease makes an application, the Estate Management Division of the SLMA will use a quicker approach by modifying the earlier processes as follows:

- Joint Site Inspection by Field Officer, Private Valuator and Surveyor
- Receives Valuation Report

- Receives Survey Report
- Applicant deposits funds for cost-recovery of expenses
- Legal Affairs Unit executes lease
- Collects lease rental
- Registers Lease with the Registrar General

Once all the processes for each item of activity of the SLMA are discussed and agreed upon, it would be necessary to prepare a new Land Manual based on these new procedures and processes.

11. Land Distribution Program

One of the main objectives of the Authority is to embark on a vigorous program of state land distribution. It is therefore necessary for the Authority to prepare a Land Distribution Program to cater to the needs of the community. The processes of alienation or distribution of State land have to be carefully followed in order that the distribution is in conformity with the policies promulgated by Government and administrative arrangements made with other agencies. However, the impact of the elements of the land distribution system on the operation and efficiency of land markets too has to be assessed. While the poorer segments in the society may not have the economic capacity to enter the land market and need to be provided with targeted programs of land distribution, the need to permit market-based allocation of land should not be overlooked.

The Distribution Program should cover the following:

- (i) Types of allocation and distribution (Government agency, open market or targeted groups)
- (ii) Application procedure
- (iii) Eligibility Criteria
- (iv) General Terms and Conditions
- (v) Special Terms and Conditions

The Commissioner of State Lands/Executive Director of the SLMA should seek Cabinet approval to follow the distribution program.

12. The Annual Plan

The success of the State Land Management Authority would depend on the efficiency and effectiveness of the plan of operations. One of the first tasks that the Executive Director has to undertake would be to prepare an annual plan of operations. The data in the Lease Management System and the Workflow Management System would facilitate preparation of this plan to a great degree. The following may be used as Annual Targets of the Program:

- (i) Total extent of unencumbered state lands identified for distribution
- (ii) Extent distributed for the year

- (iii) Number of New Leases issued for the year
- (iv) Number of Renewals and other tenancy agreements
- (v) Target for Assignments, Transfers, Assignments, Mortgages (Approx.)
- (vi) Target for regularization of breached tenancies
- (vii) Target for preparation and registration of State Grants
- (viii) Target for approval of Building Plans
- (ix) Target for Acquisition of private lands for public purposes
- (x) Number of Licenses issued for Mines, Quarries and for Land Reclamation
- (xi) Quantum of revenue expected to be collected within the year
- (xii) Number of Advisory Notices issued
- (xiii) Number of land disputes resolved
- (xiv) Number of encroachments detected
- (xv) Number of cases filed in Court for eviction
- (xvi) Number evicted

Indicators have to be developed to ascertain efficiency of the Authority. A few of the indicators can be as follows:

- (i) Monitoring program implementation from inputs such as money, materials, equipment, staff, technical assistance
- (ii) Monitoring outputs such as number of permits, leases and licenses issued; transfers, assents and mortgages authorized; building applications approved; encroachments detected; Number of encroachers relocated; Number evicted; Acquisitions completed; Number paid compensation etc.
- (iii) Evaluating the efficiency of program implementation through speed of implementation of various program components (Speed with which new leases and renewals of leases are effected, approval for assignments, transfers, mortgages are given and financial information obtained and reports prepared)
- (iv) Financial monitoring including use of funds, disbursements, progress in collection of revenue and cost-effectiveness analysis (cost of implementation), achievement of financial goals (recovery of rents, processing fees etc.)
- (v) Evaluating project impact
 - (a) Impact on the land market
 - (b) Impact on the landless
 - © Encroachers and squatters on public land
 - (d) Agricultural production
 - (e) Impact on housing, commerce, industry
 - (f) Employment generation
 - (g) Reduction of demographic pressures on land
- (vi) Beneficiary assessment focusing on the needs and interests of the intended beneficiaries (accessibility of services to intended beneficiaries, quality of the services provided)

The Monitoring and Evaluation Unit should be made use of from the very inception for the work described above.

Performance appraisal is important and it is essential that the staff of the new Authority is made aware of the proposed quantifiable performance appraisal system that would be adopted to evaluate work of officers. The norms should be determined in consultation with staff. This performance appraisal system can be designed apportioning a monthly target of work under each of the programs mentioned above. Such targets should cover Managers, Deputy Managers, Field Staff and all support staff.

12. Information Management

Land information is central to the efficient and effective functioning of the State Land Management Authority. In the Business Plan (Section 6.), it is stated that “ the SLMA Land Information System as the management tool that will make the difference in the operational performance of the Authority”.

It envisages the design and development of a Computerized Ward Sheet System that provides information on the specific locations of all state land parcels. Considerable amount of work has been carried out by the Director of Surveys in this regard and the Authority should gain access to all such data.

The design and development of all other databases required for efficient and sustainable land management e.g. soil database, sensitive sites database, land cover and land use databases are equally important. As for the sensitive sites database, the existing protected area systems (forest, wetland, climatic reserves etc.) and environmentally sensitive areas have to be identified on all Ward Sheets. This data will facilitate development of a database on land capability and resource evaluation for use in the allocation of state land. The ultimate objective would be to link land capability and resource evaluation data to the existing database. The National Planning Commission, Director of Surveys, Town and Country Planning Department, the University of West Indies, Environmental Management Authority, PETROTRIN and other Government Agencies have already collected data to suit their own requirements. What is required is to assemble this data for state land management purposes.

The State Land Management Authority is expected to provide a forum for collaborative development of standards and practices in data collection and dissemination among all agencies managing state lands. At present, none of the state agencies have data sharing policies. The utilization of established protocols for the maintenance of all its information systems and databases and for data access, data dissemination and data sharing among and between its stakeholders is essential among the following:

- Internal user [SLMA]
- External users [Public Agencies]
- External users [Private Sectors]

The System Manager should be detailed to develop user interfaces and applications that would provide for efficient land management by utilizing the Lease Management System and Work Flow Management System.

13. Policy Review

One of the key objectives identified in the Business Plan is to make technical contributions to the development and implementation of State Land Policy inclusive of policy assessments and proposals for dealing with major policy issues. The State Land Management Authority is expected to take a lead role in providing policy implementation guidance and to work very closely with other land management agencies.

The Authority will have the advantage of having a new policy document for state land management. This document in draft form is with a Cabinet Sub-Committee at the moment, and is expected to be circulated among all stakeholders including all agencies managing state lands for their observations and comments. It will be discussed at seminars to achieve consensus among all stakeholders. Finally, a comprehensive policy document taking in all aspects of state land management would have been submitted to the appropriate Minister for submission to the Cabinet for approval. It would be necessary for the State Land Management Authority and the other agencies managing state land to monitor compliance and adherence of each institution to the determined policy of Government.

14. Coordination with other Agencies

The target agencies to establish collaborative arrangements initially have been identified as follows:

- Caroni (1975) Limited
- The Chaguaramas Development Authority
- The Land Settlement Agency
- The National Housing Authority
- The National Physical Planning Commission (NPPC)
- The Tobago House of Assembly (THA)

The goal is to achieve a high degree of consensus in state land management practices, particularly with respect to:

- Rental levels and compliance procedures
- Management of leases
- Access to SLMA's comprehensive land information system
- Sharing information prior to future land allocation activities

The Business Plan provides a very detailed description of activities that would achieve a high degree of consensus among agencies and the role to be played by the SLMA. The

Executive Director should ensure that the activities recommended are followed (Refer to Paragraphs 4.7. to 4.14. of the Business Plan).

15. Conclusion

The transition from a Government Department into an Authority provides a number of opportunities for the management to eliminate managerial and organizational defects found in the previous institutions and to optimize the use of skills, physical and financial resources. It has the ability to hire persons with requisite qualifications and experience and remunerate them accordingly and bring efficiency and effectiveness into its operational activities. The Authority has the financial independence and full autonomy and would be able to maximize returns from the lands under its control. At the same time, it can stimulate the land markets to operate in socially and environmentally sustainable basis and create a positive environment for private sector investment in land. The State Land Management Authority has the opportunity to transform the under-developed land sector to achieve high productivity and become a key contributor in economic growth.