FINAL REPORT

THE STATE LAND MANAGEMENT AUTHORITY (SLMA)

Business Plan

MAY 2001
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1. EXECUTIVE SUMMARY

1.1 Vision/Mission
The Office of the Commissioner of State Lands (CoSL) and the Land Administration Division (LAD) of the Ministry of Food Production and Marine Resources together account for the management of over 50% of State Lands. The most practical option with respect to the re-definition of State land management in Trinidad & Tobago at this time is to reconstitute these two entities within a single **State Land Management Authority (SLMA)**.

Our vision for the State Land Management Authority is:

1. To improve the efficiency and effectiveness of management of State land currently under the jurisdiction of CoSL-LAD;
2. To assist in the formulation of State land policies;
3. To coordinate with other State land management entities the implementation and monitoring of State land policies;

The Mission of the State Land Management Authority is:

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

We have set the target date for the establishment of the State Land Management Authority at January 01, 2002

1.2 Legal Description

**Authority Name**
The legal name of the Authority will be “The State Land Management Authority” (SLMA).

**Legal Form of the Authority**
The State Lands Management Authority will be created as a body corporate by Act of Parliament to be known as the State Lands Management Act 2001. As a body corporate:

- It would have the rights and privileges as an autonomous entity, with *inter alia.*, the power to sue, to be sued, to hire, dismiss and regulate its own internal structure and affairs;
- It would be able to regulate its own financial affairs. It would collect revenues and seek to achieve clear financial and operational performance targets;
- It would be a Statutory Authority for the purposes of the Guarantee of Loans (Statutory Authorities) Act;
Authority Location

At the inception, the State Land Management Authority will have its primary business address in the premises currently occupied by the Land Administration Division of the Ministry of Food Production and Marine Resources. Its secondary location will be in the Lands Department of the Lands & Surveys Division of the Ministry of Housing and Settlements. This office is the current location of the Commissioner of State Lands and has its own field organization comprising of field inspectors, assistant inspectors and patrolmen. The Commissioner’s office is also the location in which the “Lease Management System” and the “Work Flow Management System” are being implemented. These systems will become an integral part of the SLMA

Within six (6) months of operations, the SLMA would have acquired rental offices and would have adopted plans for the ownership of its permanent premises.

1.3 The Organizational Structure

The SLMA will have a Board of Directors who will appoint the Executive Director. To support the operations of the SLMA, the Executive Director will have under him/her three core Divisions, an Estate Management Division, a Land Information Management Division and an Administration and Finance Division.

SLMA Organizational Chart

![SLMA Organizational Chart](image)

There will also be two support units reporting directly to the Office of the Executive Director. These are:
1) The Legal Affairs Unit.
2) The Monitoring & Evaluation Unit.

1.4 Management Team

The Management Team will comprise seven persons. Our approach is to assemble a management team with both the skills to perform and with experiences in State land management and land administration in Trinidad & Tobago.
Table 1: Management Team

<table>
<thead>
<tr>
<th>Number</th>
<th>Team Members</th>
<th>Skills</th>
<th>Experience</th>
</tr>
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<tbody>
<tr>
<td>1</td>
<td>Executive Director</td>
<td>[x]</td>
<td>[x]</td>
</tr>
<tr>
<td>1</td>
<td>Land Information System Manager</td>
<td>[x]</td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Estate Manager</td>
<td>[x]</td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Financial &amp; Administration Manager</td>
<td>[x]</td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Chief Legal Advisor</td>
<td>[x]</td>
<td></td>
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<tr>
<td>2</td>
<td>Technical/Supervisory Managers</td>
<td>[x]</td>
<td>[x]</td>
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</tbody>
</table>

The reason for our emphasis on experiences is to ensure a smooth transition from the operation of the two previous agencies and to maintain within the new management team a “collective memory” of the institutional structures and arrangements, which may have to be accommodated and/or changed in order for the SLMA to establish its leadership role in the management of State lands.

1.5 External Support

The SLMA will outsource work in land valuation and land surveys (among others) to the private sector and will utilize management advisors to provide support it in management decisions as and when required or needed.

1.6 Key Objectives

The key objectives of the SLMA are as follows:
- Locating and identifying all state lands under its management
- Evaluating the potential of such lands
- Pursuing conservation policies with respect to State Lands
- Continuing the Distribution and Allocation of State Lands
- Managing and enforcing all the terms of agreements regarding the use of State Lands
- Acquiring private lands for public purposes
- Developing, maintaining and disseminating land information in support of state land management
- Contributing to the development and implementation of State Land Policy

1.7 Coordination of State Land Management Practices

The SLMA will seek to acquire within its own structure the professional competence in estate management and will subsequently seek to provide assistance and support to the other agencies/institutions executing land management functions over state lands. The SLMA will also seek to learn from their experiences. The major agencies/institutions with whom the SLMA will seek to coordinate State land management practices are:
• 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)

Our 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 of information prior to future land allocation activities

1.8 Benefits of coordinating State Land management practices

The SLMA is the first step in the process of coordinating land management practices on all State lands. The following benefits are expected to be derived from the successful implementation of this process:

• An end to the fragmentation of land management responsibilities;
• Removal of duplication in State land management functions;
• Concentration of personnel and management resources at an adequate level;
• An institutional willingness to take rigorous compliance action;
• Pricing policies for State Lands and building leases based initially on market values;
• Better use of investment in IT hardware and skilled human resources;
• Improvement in the generation and use of revenues;
• Improvement in the attraction and retention of qualified and experienced staff.

1.9 Action Plan

The strategy for getting the SLMA off to a great start is very simple:

- Transform the SLMA land information system into an effective management tool.
- Operate the SLMA on the “extended enterprise” model.
- Routinize the sharing of land information and use this to build trust and achieve consensus on best practices.
• Utilize a compensation package, which will attract professionally qualified staff.

Action Plan is intended to establish a strategic awareness of our presence by:
• Resolving any conflicts between our role in the management of all state lands and any previous arrangements.
• Examining legal models for the Authority including possible experiences in restructuring line agencies into executive agencies.
• Reserving the leading role in the consolidation of the various land records systems in Trinidad & Tobago.
• Drafting the legislation to establish the State Land Management Authority.
• Including in the National Budget Estimates for 2001/02 a provision of $1 million for transition support from the Commissioner of State Lands to the State Land Management Authority for the period January – August 2002.

The Action plan also requires that we align the SLMA staff to the action strategy by:
• Developing “buy-in” support for the strategy and not for the institution.
• Full information awareness presentations to the current staff of the LAD and the CoSL about the measures and management systems for implementing the strategy.
• Visual presentations of the strategy showing the four strategic objectives and asking the question “what are the implications of these objectives for the business of each division?”

The plan also recognizes that part of our budget reflects activities, which will close the gap between the strategy and operations. On the revenue side, these include our Arrears Collection programme and the Transition Support from Government. On the cost side it includes expenditure for External Support, Communications and Promotions, Training of Staff and office accommodation.

1.10 SLMA Financial Strategy

The SLMA financial strategy is to ensure that:

• All revenues with respect to State Lands, currently being held in the consolidated Fund will henceforth be deposited into the account of the SLMA.
• The transitional support from Government to the SLMA is included in the budget estimates for 2001/02 at a level of $1 million.
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 $8.0 million in arrears over the next five (5) years.

Processing charges will be levied on a cost-recovery basis for surveys, valuations, planning approvals and conveyances.

1.11 Capital Expenditures

The SLMA is expected to inherit office furniture, computers and other equipment from its predecessor agencies, the Lands Section of the Lands & Surveys Division and the Land Administration Division. The Authority will also inherit:

- The State Agricultural Lands Information System (SALIS).
- Lease Management System.

The SLMA anticipates capital expenditures in the vicinity of $444,000, which will include:

- $247,730 in new office equipment and furnishing
- $177,000 for acquisition of a vehicle

The SLMA will also allocate $120,000 annually towards the acquisition of its own office complex.

1.12 Promotional Activities

The SLMA will utilize a promotion strategy that positions the Authority as the source of sound management practices in the implementation of state land policy. The SLMA will also seek to bring about a better understanding of the approach to reduce the high rate of encroachment in private and state lands through a more efficient and speedy process of land distribution. It will also seek to position itself as a source of technical support in the appropriate allocation of state lands for competing uses inclusive of agriculture, mining and urban expansion.

The SLMA will utilize the following methods to ensure this message reaches the public at large,

- Advertisements in the printed and electronic media
Website to promote discussion of the issues of land management
Documentary support to the public educational system addressing skill acquisition in land information and land management systems
Representation in public dialogue at all administrative levels in land use planning and land utilization
Editorial Visitations.

1.13 Conclusion

The profile, which the SLMA will project, is that of an agency which has improved both the efficiency and effectiveness of estate management on State Lands. In achieving this profile, the Board of Directors of the SLMA will be guided by the following goals:

- Consistent set of “best practices” towards the management of State lands;
- Better use of scarce management skills;
- Investments in information technology to improve the response to land market demands, land use planning goals and economic development initiatives;
- Improvements in the collection of arrears and the generation of revenues;
- Remaining competitive in all efforts to attract highly qualified staff.
2. VISION/MISSION

2.0 Present Situation
Trinidad and Tobago possesses a total land area of 512,600 hectares. Overall, 52% of this land area is owned by the state. In the island of Trinidad, 126,490 hectares or 47% of State lands are under forest cover and protected by law from indiscriminate use. The corresponding area of constituted forests in Tobago amounts to 3,930 hectares. Therefore the total constituted forest area is 130,420 hectares. State lands other than constituted forests cover 136,132 hectares in Trinidad and Tobago. This broadly represents the extent of land resources available to the State for promotion of productive activity and generation of income and employment.

The State has the responsibility to manage this large estate;, preserve where needed, lands for posterity; promote development of land for various purposes; determine the competing demands of the various sectors, be they agriculture, industry, commercial, housing, forestry, wildlife conservation or tourism. As mentioned, a large percentage of land is under State control. This makes it incumbent upon the State to erect an institutional structure by virtue of which land resources may be located, evaluated, conserved and distributed so that they may be utilized on a sustainable basis and to the greatest national advantage.

2.1 The Major Agencies

The Commissioner of State Lands (CoSL)
The statutory responsibility for the management of all lands belonging to the state rested with the Commissioner of State Lands. The Commissioner was also charged with the collection of the rents of lands that belong to the State.

The work undertaken by the Commissioner of State Lands involved the following:
   a) Processing new leases, renewals and other tenancy agreements
   b) Regularization of breached tenancies and serving of advisory notices on tenants in breach
   c) Preparation and Registration of State Grants
   d) Consents for transfer of leases, assignments and mortgages
   e) Approval of Building Plans on State lands
   f) Acquisition of private land for public purposes
   g) Matters pertaining to land reclamation, mines and quarries
   h) Resolution of land disputes
   i) Court matters

However, over the years, the policy makers have taken away development functions pertaining to State land in respect of agriculture lands, housing, encroachment regularization, ports, health authorities, State land in Tobago, tourism and industrial development, roads, and development functions falling
within special areas. Action is being pursued to do the same in respect of quarries, mines and land reclamation.

At present, the Commissioner of State Lands at present is responsible for the management of leases, issue of new leases for State lands outside of the purview of agencies established by statutes, the acquisition of private land for public purposes, and some regulatory aspects.

**The Land Administration Division (LAD)**

The Land Administration Division of the Ministry of Food Production & Marine Resources was a Division created within the Ministry in 1994 by Cabinet Minute No. 2192-94/08/25 to coordinate the activities of the Ministry with respect to land management by carrying out the following functions:

a) Coordination of the identification of blocks of land to be distributed/regularized by grant of Standard Agricultural Leases;

b) Administration of the processes of granting titles to State agricultural lands, in accordance with Government’s stated policy;

c) Management of the tenures granted over State agricultural lands;

d) Maintenance and upgrading of the State Agricultural Land Information System (SALIS).

This plan is aimed at combining these two offices into a restructured organization for the management of State lands.

**2.2 Restructuring State Land Management**

If we take the figure of 52% of the country’s land area as being State owned, that is, 266,552 hectares\(^1\). Leaving out the area under the management of the Director of Forestry, we have identified seven major institutions that are managing a total of 136,132 hectares of State lands, as described in Table 2.

The combination of the LAD and CoSL collectively are responsible for 68,436 hectares (50% of total State lands). Bringing this quantity of State lands under improved State land management will have a significant impact on the management practices in Trinidad & Tobago.

In terms of the quantity of land under tenancy arrangements and the number of tenancies, the CoSL is a larger manager of land than the other agencies/companies.

\(^1\) An estimate of 136,132 hectares is arrived at by taking the total land area of the country, 512,600 hectares, multiplying by 0.52 (the widely cited figure for the percentage of state ownership of land) and subtracting the 130,420 hectares of forest land, i.e, 512,600X0.52=266,552-130,420=136,132.
<table>
<thead>
<tr>
<th>Agency</th>
<th>Hectares Managed</th>
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<tr>
<td>1 LAD—CoSL</td>
<td>68,436</td>
</tr>
<tr>
<td>2 Caroni</td>
<td>31,567</td>
</tr>
<tr>
<td>3 NHA</td>
<td>14,600</td>
</tr>
<tr>
<td>4 Petrotrin</td>
<td>10,118</td>
</tr>
<tr>
<td>5 CDA</td>
<td>4,856</td>
</tr>
<tr>
<td>6 PIDCOTT</td>
<td>371</td>
</tr>
<tr>
<td>7 SILWC</td>
<td>28</td>
</tr>
<tr>
<td><strong>Sub-Total</strong></td>
<td><strong>129,976</strong></td>
</tr>
<tr>
<td>CoSL/ Various</td>
<td>6,156</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>136,132</strong></td>
</tr>
</tbody>
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The CoSL is involved in the management of an estimated 30,000 tenancies (the exact number is unknown) on about 68,000 hectares of agricultural land in cooperation with the LAD, and another unknown amount of land in a variety of other leases (housing, commercial, quarries, etc).

Reconstituting State land management under the SLMA will achieve the following benefits:

- An end to the fragmentation of land management responsibilities
- Removal of duplication of functions
- Concentration of personnel and management resources at an adequate level
- An institutional willingness to take rigorous enforcement action
- Pricing policies for State lands and building leases based on market values
- Better use of investment in IT hardware and skilled human resources
- Improvement in the generation and use of revenues
- An ability to attract and retain qualified staff.

2.3 Vision/ Mission

The SLMA has two fundamental objectives:

- To improve the efficiency and effectiveness of management of State land currently under the jurisdiction of CoSL-LAD, and
- To coordinate with other State land management entities the monitoring and implementation of State land policies.

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

- Which replaces the duties and position of the Commissioner of State Lands and the Land Administration Division of the Ministry of Food
Production and Marine Resources and vests these powers and duties in the State Land Management Authority.

- Where the Board of Directors of the SLMA are appointed by the President of the Republic of Trinidad & Tobago and represents the heads of the major State land management entities, planning authorities, the local governments, the Environmental Management Agency and the Ministry of Food Production.
- In which the relevant legislation permits the re-constitution of the existing powers and duties of the CoSL in the Executive Director of the SLMA, plus the new duties required for effective state land management.

**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.
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 Mission Statement is:

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

**2.4 Conditions for efficient State Land Management**

The basic land management functions, which we will perform, are:

1. Identification and demarcation.
3. Issuing of legal instruments.
4. Acquisition of private lands for public purposes
5. Property Portfolio management
6. Lease Data and Land information dissemination
7. Policy development and review.

We have identified the 21 tasks, which must be performed well for efficient land management. The capacity of the SLMA to perform these tasks will be determined on the basis of the experiences of personnel it inherits from its predecessor agencies, the support it can obtain from external sources and the training of its staff.
Table 3: Experiences of Current Agencies.

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<th>Experiences of agencies</th>
<th>Further Acquisition through</th>
<th>Training</th>
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<td>CoSL</td>
<td>LAD</td>
<td>External Sources</td>
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<td>1. Clarification of tenure rights</td>
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<td>2. Allocation of tenure rights</td>
<td>√</td>
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<td>3. Formalization of tenure rights</td>
<td>√</td>
<td>√</td>
<td></td>
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<tr>
<td>4. Survey and measurement of land parcels/buildings</td>
<td>√</td>
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<td>√</td>
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<tr>
<td>5. Parcel valuation</td>
<td></td>
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<tr>
<td>6. Provision of secure tenure rights – execution and registration of leases/licences</td>
<td>√</td>
<td>√</td>
<td></td>
</tr>
<tr>
<td>7. Collection of lease/licence rents</td>
<td>√</td>
<td>√</td>
<td></td>
</tr>
<tr>
<td>8. Maintenance of lease records, maps and other parcel-related information</td>
<td>√</td>
<td>√</td>
<td></td>
</tr>
<tr>
<td>9. Lease/licence enforcement</td>
<td>√</td>
<td>√</td>
<td></td>
</tr>
<tr>
<td>10. Approval of land transactions – assignments, transfers, sub-division of parcels</td>
<td>√</td>
<td>√</td>
<td></td>
</tr>
<tr>
<td>11. Control of squatting and encroachments</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>12. Land reclamation/restoration</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>13. Management of the seabed</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>14. Definition of lands that cannot be alienated by the State (riparian reserves, forest reserves and other protected areas, shorelines)</td>
<td>√</td>
<td></td>
<td></td>
</tr>
<tr>
<td>15. Issue and management of licences for access to reserved areas</td>
<td>√</td>
<td></td>
<td></td>
</tr>
<tr>
<td>16. Acquisitions of private lands, compulsory or otherwise</td>
<td>√</td>
<td></td>
<td></td>
</tr>
<tr>
<td>17. Issue of mining licences on-shore or offshore</td>
<td>√</td>
<td></td>
<td></td>
</tr>
<tr>
<td>18. Protection of the State’s interest in all lands, including those privately owned</td>
<td></td>
<td>√</td>
<td></td>
</tr>
<tr>
<td>19. Representation of the State in all Court matters pertaining to its lands and buildings</td>
<td></td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>20. Formulation and monitoring land policies relating to land management</td>
<td></td>
<td>√</td>
<td></td>
</tr>
<tr>
<td>21. Transfer of State lands to other public/private entities</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

2.5 Interim Goals

Legal: By July 2001 Cabinet would have approved a Cabinet Note authorizing that legal measures be taken for the establishment of the SLMA and the appropriate amendment of all relevant legislation.
**Administrative:** By November 2001, the Offices and Divisions of an (interim) SLMA would be physically housed and the Executive Director identified.

**Organizational:** By January 2002, the three major divisions of the SLMA (Estate Management, Land Information and Administration & Finance) would have begun operations in lieu of the corresponding units in the LAD and the CoSL.

**Operational:** By January 2002, the fully operational Lease-Management System and Work Flow Management Systems will be transported into the SLMA and the identification of Agricultural State Lands and upgrading of the SALIS would have been completed.

**Finance:** By August 2001, the Ministry of Finance would have made budgetary allocations of $1 million towards the establishment of the SLMA and necessary financial regulations would be in place to facilitate former revenues from land-related activities to be deposited into the accounts of the SLMA.
3. ORGANIZATIONAL STRUCTURE

3.0 Legal Descriptions

Authority Name:

The Authority shall be known as the **STATE LAND MANAGEMENT AUTHORITY**. The appropriate acronym will be SLMA.

Statutory Obligations:

The statutory responsibilities to be assumed by the State Land Management Authority are:

- Transferal of all rights of ownership vested in the State and exercised by the CoSL hitherto to the SLMA
- Promotion of orderly and planned development of state land resources
- Containment of squatting and encroachment
- Allocation and distribution of State land
- Ensuring that property rights are well-defined, secure, transferable and enforceable
- Collection of rents of lands belonging to the State
- Issuance of legal instruments of disposition
- Acceptance of surrenders of leases and licenses
- Granting of rights and liberties over the foreshore or lands under territorial waters, or for reclaiming of lands from the sea
- The vetting of any instrument dealing with or affecting any other right or interest in State lands
- Acquisition of private land for public purposes

3.1 Powers of the SLMA

The State Land Management Authority shall have power to:

- Utilize State land resources on a sustainable basis and to promote orderly and planned development of State land resources;
- Ensure that property rights are well-defined, exclusive, secure, transferable and enforceable;
- Locate State land resources, evaluate their capability and allocate such land among competing demands emanating from various sectors;
- Assess land use demands from different sectors of the economy and base allocation decisions on economic efficiency, equity and social and ecological sustainability;
- Base land use decisions on land capability classification and resource
evaluation data for land use planning;

- Conserve State lands with particular regard to biodiversity, soil and watershed conservation;
- Pursue a vigorous policy of State land distribution;
- Issue legal instruments of Grants having freehold status, Leases, Permits, and Licenses for use of State lands and registering such instruments with the appropriate Government Authorities;
- Provide for vesting of State land in Government agencies;
- Collect rents and royalties from lands belonging to the State;
- Impose penalties for defaulters including prosecution;
- Accept surrenders of leases and licenses;
- Issue consents for sub-division, transfer, assignment and mortgage;
- Grant rights and liberties over the foreshore or lands under territorial waters, or for reclaiming of lands from the sea;
- Issue any instrument dealing with or affecting any other right or interest in State lands vested in the Authority;
- Obtain valuations from external sources for such State lands and buildings thereon;
- Acquire private lands for public purposes and pay compensation (as provided in the Acquisitions Act);
- Advise Government on policy formulation and development in regard to State land;
- Conduct periodic surveys to detect encroachments and squatting on State lands and take prompt action to eject such squatters and encroachers;
- Provide land for relocation of landless squatters;
- Conduct public education programs to discourage squatting and encroachment as a means of land acquisition;
- Enhance the legal, regulatory and institutional framework for State land management.

3.2 Authority Location

In the inception the State Land Management Authority will have its primary business address in the premises currently occupied by the Lands Administration Division (LAD) of the Ministry of Food Production and Marine Resources. Its secondary location will be in the Lands Department of the Lands & Survey Division of the Ministry of Housing and Settlements. This office is the current location of the Commissioner of State Lands and has its own field organization comprising of field inspectors, assistant inspectors and patrolmen. The Commissioner's office is also the location in which the “Lease Management System” and the “Work Flow Management System” are being implemented. These systems will become an integral part of the SLMA

Within six (6) months of operations, the SLMA will have acquired rental offices and will have adopted plans for the ownership of its permanent premises
3.3 **Enabling Legislation**

The State Lands Management Authority shall be created as a body corporate by Act of Parliament to be known as the State Lands Management Act 2001. As a body corporate:

- It would have the rights and privileges as an autonomous entity, with *inter alia*, the power to sue, to be sued, hire, dismiss and regulate its own internal structure and affairs;
- It would be able to regulate its own financial affairs;
- It would collect revenue and facilitate clear financial and operational performance targets.
- It would be a Statutory Authority for the purposes of the Guarantee of loans (Statutory Authorities) Act

3.4 **Key Parts of the Proposed State Land Management Act**

- Short title and commencement
- Interpretation
  - Establishment and Incorporation of Authority
  - Powers of Authority
  - Functions of Authority
  - Board of Directors and Constitution of Land Management Authority
  - Appointment of Board members
  - Resignation
  - Vacancies
  - Remuneration
  - Security of Tenure and Transferability
  - Identification procedure for State lands
  - Evaluation procedure (value and potential of land)
  - Survey and demarcation procedure
  - Management plans
  - Conservation of State lands including containment of squatting and encroachment
  - Allocation and distribution
  - Legal instruments of disposition
  - Collection of rents and royalties
  - Offences and Penalties
  - Appeal mechanisms
  - Issue of consents for transfer, sub-division, mortgage etc.
  - Foreshore, Territorial waters and reclamation of land from the sea
  - Acquisition of private lands for public purposes
  - Policy development and review
  - Transitionary provisions
  - Miscellaneous provisions.
3.5 **Legal and Regulatory Framework**

- State Land Management Authority would require the repealing of the State Lands Act, which will effectively abolish the office of Commissioner of State Lands (CoSL).
- The new State Land Management Act will have transitionary provisions conferring powers to the Authority to act in all instances where powers were vested in the CoSL under various statutes. These include:
  - The Resumption of Land Act,
  - The Mining Compensation Act,
  - The Conservation of Wildlife Act,
  - The Housing Act,
  - The Lands & Buildings Taxes Act,
  - The Valuation Act,
  - The Town and Country Planning Act,
  - The Surveys Act,
  - The Forests Act,
  - The Land Acquisition Act.
  - The Proposed Planning and Development of Land (PADL) Act
  - Or
  - Any other legislation where such powers have been conferred on CoSL.

- State Lands Management Authority may also provide for a body of Regulations to govern procedure, for example, form of and mode of application for services, forms of leases and other documents, scales of fees, mode of instituting legal proceedings etc.

3.6 **Institutional Framework**

- The Authority shall be governed by a Board of Directors comprising 9 persons.
- The Board may be appointed by the President. It shall appoint an Executive Director ("ED") who would be an ex officio member of the Board.
- The Board shall regulate its own procedures for meetings, award of contracts, and other functions. The Regulatory framework for meetings may be embodied in a Schedule to the Act itself.
- Among other things, the Act may provide for:
  - Appointment of members
  - Vacancy of members
  - Remuneration
  - The powers to co-opt any person with such expertise as necessary
  - Limitation of personal liability of members
- Delegation
- Appointment of Staff
- Transfer on secondment from the public service

Finance
- funds and resources of the Authority to comprise that which is allocated by Parliament.
- monies received from purchases, premiums, rents and charges, commissions and interests.
- borrowing powers.
- power to hold own accounts.
- power to invest.

3.7 Administrative Structure

The SLMA will have a Board of Directors, which will appoint the Executive Director. To support the operations of the SLMA, the Executive Director will have under him/her three core Divisions:

1) The Estate Management Division
2) The Land Information Division
3) The Administration and Finance Division

There will also be two support units reporting directly to the Office of the Executive Director. These are:
3) The Legal Affairs Unit.
4) The Monitoring & Evaluation Unit.

Responsibilities of Divisions

Office of the Executive Director

The Office of the Executive Director of the SLMA would take the lead role in the organization and in the implementation of the operational plan of work. This office under his/her guidance will, among other things:
• Develop and maintain the vision of the SLMA and its leadership role in the management of all State lands;
• Support the Board of the SLMA as the final approval level for all legal, financial and other obligations and commitments of the SLMA not covered by the authority of the CoSL;
• Build strategic alliances with other agencies/institutions to coordinate the processes of management of State lands.

A Secretary to the Board, a Planning & Monitoring Unit and a Legal Affairs Unit will assist the Office of Executive Management in fulfilling its tasks.
The Planning & Monitoring Unit is expected to direct and coordinate joint activities concerned with research and development of concepts, ideas, specifications, and applications of the SLMA land management practices and processes, monitoring programme implementation, evaluating efficiency and programme impact. The Legal Affairs Unit will be responsible for the execution of all legal instruments and providing legal advice to the Executive Director and the Board.

**Estate Management Division**

The Estate Management Division will be led by a Manager who has had both skills and experience in estate management under the current conditions in Trinidad & Tobago. The responsibilities of the Manager of the Estate Management Division will be to overview systems and mechanisms to deal with the:

- Allocation and Distribution of State land.
- Acquisition of private land by the State and the sale of State land.
- Protection of state lands from informal occupation.
- Maintenance of Ward Sheets and Sectional Sheets showing the locations of lands being managed by the Authority.
- Collection of all moneys due.
- Use of information concerning the capabilities of land for different uses in order to assign land for appropriate uses.

Three (3) Deputy Managers will support the Division Manager. They will be specifically responsible for:
- Land Allocation
- Land Acquisition
- Compliance and Arrears collection

The acquisition of private lands for public purposes and the payment of compensation, as assented to by Government, are expected to be financed completely from subventions from Government, independent of the financial resources to the SLMA. These new properties will be brought under the processes of State land management of the SLMA.

**Land Information Management Division**

The Land Information Management Division will be the successor/recipient of the Lease Management System and Workflow Management System being introduced into the current Lands Department of the Lands & Surveys Division. This Division will also be the recipient of the State Agricultural Land Information System (SALIS), which provides graphic and non-graphic data on agricultural land parcels. The Division will build systems for information access and query, so that the Estate Management Division will be able to effectively manage its leases.
**Administration and Finance Division**

This Division will direct the administrative and financial affairs of the SLMA. It will, among other things:

- Prepare financial analysis of operations for guidance of management;
- Prepare reports that outline the SLMA’s financial position in areas of income, expenses, and earnings, based on past, present and future operations;
- Direct preparation of budgets and financial forecasts and arranges for audits of SLMA's accounts;

The Division will also be concerned with staffing and personnel polices, staff training, maintenance and procurement of equipment.

**External Support**

The SLMA will outsource work to the private sector in land valuation and land surveys and will utilize management advisors to provide support for creativity and innovation in management decisions as and when required or needed.

**3.8 Board of Directors**

The Board of Directors will comprise nine (9) members. The Chairperson and the Board Members will be appointed by the President.

The initial composition of the Board of Directors of the SLMA will comprise:

a) The Executive Director of the State Land Management Authority  
b) Three (3) representatives chosen from among the following state agencies  
   - Caroni (1975) Limited  
   - The Land Settlement Agency  
   - The Chaguaramas Development Authority  
   - The National Housing Authority  
c) A representative of The Tobago House of Assembly  
d) Representation from the following Ministries:  
   - Ministry of Food Production & Marine Resources  
   - Ministry of Planning & Development  
   - Ministry of Finance  
e) A representative from the Local Government authorities. (Cities, Boroughs and Regional Corporations)

The Board shall regulate its own procedures for meetings, award of contracts, and other functions. The three main goals entrusted to the Board of Directors are as follows:
a) The Board will ensure that the SLMA functions within the powers prescribed to it by law and shall assiduously protect the rights and responsibilities of this Authority;
b) The Board will ensure that the SLMA creates incentives for other institutions/ agencies to develop more precise and effective methods of estate management on state lands;
c) The Members of the Board will ensure that they provide the SLMA with all the support necessary for it to develop and maintain an excellent “Compliance Profile”.

3.9 Staffing
The full staff complement of the SLMA is expected to be ninety-eight (98) members.
- 46 persons in the central staff
- 52 persons in the three field offices

The SLMA will seek to benefit as required from the experiences of current members of the staff of the CoSL and the LAD by offering these individuals an attractive increase in their current remunerations.

Existing Human Resource Pool

The existing staff of the Lands Section within the Office of the Commissioner of State Lands which may be utilized by the SLMA, includes the following:
  a) Supervising Officer – Lands
  b) Land Officers (5)
  c) Administrative Assistant (Acquisitions)
  d) Clerk (IV) (Lands)
  e) Clerk (III) in charge of Leases
  f) Clerk (II) in charge of the Registry
  g) Title Clerks (5)
  h) Clerk I (6)
  i) Checker (6)
  j) Clerk/Typists (2)
  k) Inspector of State Lands (4)
  l) Assistant Inspector of State Lands (8)
  m) Patrolmen (48)

The existing staff of the Land Administration Division which may be utilized by the SLMA, includes the following:
  a) Agricultural Officer II
  b) Administrative Officer II
  c) Land Information Officer
  d) Land Information Assistants (2)
  e) Distribution Coordinator
  f) Lands Officers (9)
3.10 Acquisition of Staff
The acquisition of staff of the SLMA will be completed in three stages.

a) The first stage will emphasize the maintenance of personal experience and continuity of operations. In this stage, key employment positions in the SLMA are to be filled by officers who are currently in similar positions within either the LAD or the CoSL. Higher salaries and better working conditions within the SLMA will attract these persons. These persons will be encouraged to terminate their positions with the former employers or to seek terms of secondment to the SLMA.

b) The second stage will emphasize the acquisition of additional skills and competence. At this stage, staff will be hired within the first six (6) months of the operations of the SLMA to enhance the capability of the Authority.

c) The third stage will emphasize consolidation. Staff will be hired subsequent to the initial six-months period and on consideration of the financial performance of the SLMA.

Table 4: SLMA Staff Requirements

<table>
<thead>
<tr>
<th>SLMA Division</th>
<th>Core Staff</th>
<th>Stage 1</th>
<th>Stage 2</th>
<th>Stage 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office of Executive Management</td>
<td>4</td>
<td>1</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Division of Estate Management</td>
<td>17</td>
<td>9</td>
<td>8</td>
<td></td>
</tr>
<tr>
<td>Division of Land Information</td>
<td>7</td>
<td>5</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Division of Administration and Finance</td>
<td>11</td>
<td>4</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>Legal Affairs Department</td>
<td>7</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>46</strong></td>
<td>19</td>
<td>22</td>
<td>5</td>
</tr>
</tbody>
</table>

The SLMA will allocate $200,000 annually within the first five (5) years towards training of both managerial, field and support staff in areas such as:
- Institutional Development in State Land Management
- Land resources and Land use
- Land Laws and their application
- Land Information Systems
- Monitoring and Evaluation
- Field Staff Training

Such training will be provided both in-house and also through the Department of Surveying and Land Information, University of the West Indies, St. Augustine. Annex 1 provides details on the staffing requirements.
3.11 Field Offices
The plan for the SLMA includes three (3) Field Offices with a total staff of 52. The allocation of personnel to the Field Offices is as follows:

Table 5: Allocation of Field Staff

<table>
<thead>
<tr>
<th>Allocation of Field Staff to Regional Offices</th>
<th>Office 1</th>
<th>Office 2</th>
<th>Office 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Field Officers</td>
<td>10</td>
<td>5</td>
<td>2</td>
</tr>
<tr>
<td>Field Assistants -</td>
<td>13</td>
<td>8</td>
<td>5</td>
</tr>
<tr>
<td>Field Office Clerks</td>
<td>4</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td><strong>Sub Total</strong></td>
<td><strong>27</strong></td>
<td><strong>16</strong></td>
<td><strong>9</strong></td>
</tr>
</tbody>
</table>

Field Office 1 will serve:
- Sangre Grande Regional Corporation
- Tunapuna/Piarco Regional Corporation
- San Juan/Laventille Regional Corporation
- Diego Martin Regional Corporation
- Borough of Arima
- City of Port of Spain

Field Office 2 will serve:
- Mayaro/Rio Claro Regional Corporation
- Couva/Tabaquite/Talparo Regional Corporation
- Princes Town Regional Corporation
- Borough of Chaguana
- City of San Fernando

Field Office 3 will serve:
- Penal/Debe Regional Corporation
- Siparia Regional Corporation
- Borough of Point Fortin

3.12 Capital Resources
The SLMA is expected to inherit office furniture, computers and other equipment from its predecessors, the Lands Section of the Lands & Survey Division and the Land Administration Division. The Authority will also inherit:
- The State Agricultural Lands Information System which should also include information from other land administration sources
- A Lease Management System
- A Work Flow Management System
The SLMA anticipates capital expenditures in the vicinity of $444,000, which will include:

- $247,730 in new office equipment and furnishing
- $177,000 for the acquisition of a vehicle

The SLMA will also allocate $120,000 annually towards the acquisition of its own premises to house its offices.
4. PROFILE OF THE AUTHORITY

4.0 Background

There are three driving forces behind the emergence of the SLMA. The first is that people demand land but the State’s inability to respond to these demands produces “informal” possession and use. The State has to develop a capability to effectively respond to this demand. The second is the prevailing image that the State is either unable or unwilling to take rigorous enforcement action against squatters and tenants in breach, as and when required. This image has to be replaced by one of effective compliance. The third is the staff of governmental agencies with state land management responsibilities tends to be shielded from the results of their work. The SLMA staff is expected to align its performance with the action strategy.

The profile, which the SLMA will project, is that of an agency which has improved both the efficiency and effectiveness of estate management on State Lands. In achieving this profile, the Board of Directors of the SLMA will be guided by the following goals:

- All responsibility for estate management on state lands, whether they be within the SLMA or outside, will come under one consistent set of “best practices”.
- Better use will be made of scarce management skills.
- Investments will be made in information technology (hardware and software) to improve the SLMA’s response to land market demands, land use planning goals and economic development initiatives.
- Improvements in the collection of arrears and the generation and use of revenues will be given high priority.
- The Authority will remain competitive in attracting highly qualified staff.

4.1 Preparedness Roundup

The following chart illustrates how prepared the SLMA is in different key areas.

Table 6: SLMA Preparedness Roundup

<table>
<thead>
<tr>
<th>Key Area</th>
<th>Confirmed Capability</th>
<th>Challenged Capability</th>
<th>Seriously questioned Capability</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maximization of Revenues</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Equity in access to State lands</td>
<td></td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Protecting State Land Resources from abuse</td>
<td></td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Time-sensitive Evaluation of Applications</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strengthening Land Use Planning</td>
<td></td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Promoting Development Goals</td>
<td></td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Monitoring efficiency of investments</td>
<td></td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Record Management</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Responding to Land Market Pressures</td>
<td></td>
<td></td>
<td>✓</td>
</tr>
</tbody>
</table>

4.2 Strengths

The strengths of the SLMA are as follows:
• The authority to manage leases on State lands without dependence on other agencies;
• A lease management system which allows the SLMA to respond speedily to requests from members of the public and to eliminate stagnation and follow-up on the collection of arrears;
• A Workflow Management System, which allows the SLMA to track the progress of all applications made to the Authority, identify delays within Divisions and take follow up action in a timely manner;
• A Unique Parcel Reference Number (UPRN) for each land parcel linking the Ward Sheets with the Lease Management System (LMS);
• A land information system (SALIS) which would have included data from the Ministry of Housing and Settlement’s Land Bank (based on a digitization of the existing paper Ward and Section Sheets maintained by the Lands and Surveys Division), the Ministry of Food Production and Marine Resources Land Capability Survey (1972) and the Forestry Division’s Forest Reserves, National Parks, and Wetlands.

The strengths of the SLMA confirm its capabilities in record management, time-sensitive evaluation of applications and maximization of revenues.

4.3 Weaknesses
There exists certain challenges that will occur from the weaknesses within the system of land management and land administrations in Trinidad & Tobago. The most notable of these are:

• Required approval by Cabinet of new leases;
• Lack of uniformity in the law and practice of property tax;
• Time consumed in the conveyancing of lease transactions;
• Absence of a comprehensive national land capability database;
• Poor performance record in the containment of practice of squatting;
• Low level of conformity to the regulations for the subdivision of land.

The SLMA will address these weakness though collaboration with other agencies involved in state land management (see Other State Land Management Agencies - OSLMA Relationship), through the instruments of:

• Strategic Alliances
• Joint State Land Management Agreements
• Joint Information Development Efforts
• Strategic Alliances

4.4 Opportunities
The Board of Directors will recognize that the structure of the SLMA does provide us with opportunities to address broader development issues. These will include:
Land Policy:
- Contributing to making the exercise of land rights more marketable
- Using land policy to implement environmental management and conservation
- Using Land Policy to address the issues of resource access by disadvantaged groups.

Land Use Planning:
- Coordination of land management and land administration agencies with planning authorities (Central and Local) to achieve the broad goals of economic development, social equity and environmentally sustainable development under competing agendas and policy directives.

Estate Management:
- Supporting all agencies managing State lands to develop an effective compliance profile.

Forestry Management:
- Supporting an integrated approach to forestry management involving other sensitive factors such as soil erosion, water resource management.
- Building on public-private partnerships to empower local communities and stakeholders in forest conservation, the management of protected areas, and monitoring illegal logging on all State-owned forest lands

4.5 Unexploited Opportunity

Consolidating the Land Records Systems in Trinidad & Tobago

One of the primary facilitating roles of the SLMA is to promulgate and enforce standards and professional practices used to guide the collection, automation, management and sharing of data by land management and land administration agencies. This will result in the ability to move information necessary for effective land management between agencies as needed, provide the ability to synoptically assess the status of land tenure on all State lands, and provide a basis for integration of land records with a national Land Information System/Geographic Information System (LIS/GIS) when such a system is implemented. To carry out this mission, the SLMA will also need to provide education and technical support to participating agencies and provide forums for collaborative development of standards and practices.

Since initial records are collected and managed by line agencies, the SLMA will provide specifications for what records must be collected and how these should be provided to SLMA. The line agencies would be permitted to collect any information they need to carry out their mandates, and in whatever form best suites their needs, as long as they provide required data to the SLMA in a
specified database format. This approach, provides the basis for some degree of devolution of “on-the-ground” responsibilities for lease management (e.g., creating leases and collecting rents) while the SLMA continues to provide assuring oversight of these activities and the basis for a single source of information about the status of state lands for policy development and enforcement.

The potential organizational structure within the SLMA for the Consolidated Land Records System in Trinidad & Tobago is divided into three distinct functions –

- SLMA Information Policy Committee,
- SLMA Design Team,
- SLMA staff.

The SLMA would be responsible for day-to-day oversight and management of the consolidated system, based on recommendations from the National Physical Planning Commission or any other deliberative body, which is coordinating the national LIS/GIS.

- The SLMA design team would be responsible for initial system implementation, particularly the standards and professional practices necessary for coordination amongst all the land management and administration agencies. In consultation with a broad array of agencies affected by the choices, they would develop standards and specifications for reporting of land records and lease information from state agencies. This would constitute “minimal reporting requirements” for all agencies managing State lands.
- The SLMA design team would work with technical personnel in State lands agencies to help them understand the requirements and to develop appropriate record-keeping and reporting systems. In many cases, these agencies would continue collecting records as they have been doing. Development efforts would be focused on routines for converting information into forms useable in the national system. The design team would also work with land administration agencies, particularly the Director of Surveys to complete specifications for a digital cadastral index and Unique Parcel Reference Number (UPRN) that could be adopted by all agencies.
- On an on-going basis, SLMA staff would be responsible for continued development and enforcement of standards. In addition, they would be responsible for collecting and managing the minimum set of lease and other land records necessary for tracking the fiscal and tenure status of all state lands from management agencies. Again, it is not necessary to include in a data base all the information recorded on legal documents and other records, a minimum set would be based on a recommendation from the design team as approved by the policy body. The SLMA design team may comprise of external consultants. SLMA staff could have GIS technical expertise in order to generate reports and maps of land status, or the Survey Division staff through an arrangement could perform this function.
### Table 7: Organizations & Activities Matrix

#### Land Records System for Trinidad and Tobago

<table>
<thead>
<tr>
<th>ORGANIZATIONS &amp; ACTIVITIES MATRIX</th>
<th>SLMA -- Policy Body</th>
<th>SLMA Design Team</th>
<th>SLMA staff</th>
<th>Director of Surveys</th>
<th>“Line Agency” GIS staff</th>
<th>“Line Agency” land management staff</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Data Creation and Management</strong></td>
<td></td>
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<tr>
<td>Layer priorities &amp; custodianship</td>
<td>Approve</td>
<td>Recomm.</td>
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<tr>
<td>Standards development and compliance</td>
<td>Approve</td>
<td>Manage (initial)</td>
<td>Manage (On-going)</td>
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</tr>
<tr>
<td>Spatial framework, UPRN, &amp; parcel index creation</td>
<td>Assist</td>
<td>Manage</td>
<td></td>
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<tr>
<td>UPRN &amp; parcel index promotion/enforcement</td>
<td>Manage</td>
<td>Assist</td>
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<tr>
<td>Land records acquisition and initial recording</td>
<td>Assist</td>
<td>Manage</td>
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<tr>
<td>Land records conversion and reporting</td>
<td>Manage</td>
<td>Assist</td>
<td></td>
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<tr>
<td>Data storage</td>
<td>Manage</td>
<td>Assist</td>
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<tr>
<td>Record archiving</td>
<td>Assist</td>
<td>Assist</td>
<td>Assist</td>
<td>Registrar</td>
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#### Application Development

<table>
<thead>
<tr>
<th></th>
<th>SLMA Land Status System Operations</th>
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</thead>
<tbody>
<tr>
<td>Land status tracking system</td>
<td>Assist Manage Assist</td>
</tr>
<tr>
<td>Lease management and other land records systems</td>
<td>Assist Manage Assist</td>
</tr>
<tr>
<td>Info-products &amp; templates</td>
<td>Approve Manage Assist</td>
</tr>
</tbody>
</table>

#### SLMA Land Status System Operations

<table>
<thead>
<tr>
<th></th>
<th>SLMA Land Status System Operations</th>
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</thead>
<tbody>
<tr>
<td>Hardware and network</td>
<td>Assist Manage</td>
</tr>
<tr>
<td>Software</td>
<td>Manage Assist</td>
</tr>
<tr>
<td>Staffing/Budgeting</td>
<td>Approve Manage Assist</td>
</tr>
<tr>
<td>Technical support</td>
<td>Assist Manage</td>
</tr>
<tr>
<td>Information Access</td>
<td>Approve</td>
</tr>
<tr>
<td>Legal compliance</td>
<td>Approve</td>
</tr>
</tbody>
</table>

#### 4.6 OSLMA Relationships (Other State Land Management Agencies)

The context for the SLMA’s relationships with other Agencies engaged in State Land management is largely dictated by our need to:
a) Update and communicate overall State Land Management Policy consistent with existing laws;
b) Ensure that other Agencies involved in State Land Management are complying with State Land Policy and are practicing sound estate management.
c) Become the repository of all State land information particularly as it relates to allocation and occupation; and
d) Exercise its clearly delineated mandate to ensure protection from encroachment of residual State lands not vested in other Agencies and for enforcement against encroachers.

Our role in these relationships will be clearly established in our legislation and in overall Government Land Policy. Consequently our first target agencies/institutions for such coordination will be:

- 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)

Our 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 of information prior to future land allocation activities.

4.7 General Considerations
In establishing relationships with the various Agencies the SLMA should do the following:

a) Schedule meetings with all of its major partners to share its legal mandate, establish personal contacts and clarify areas of uncertainty. These meetings should ideally be held at the stakeholders’ offices;
b) Actively promote its mandate and strategies through the media;
c) Establish in consultation with the Agencies, mutually agreed upon target dates for the achievement of specific objectives related to the creation of a base for coherent and organized estate management at the Agency level.

4.8 Joint State Land Management Arrangements
The SLMA will forge collaborative arrangements with the other agencies currently managing State lands to ensure that a common set of estate management practices are in place. It will pursue this goal through the following measures:
a) Establish through consultations a procedure for other Agencies to submit copies of their land management policies and work processes;
b) Consult and advise the Agencies whose written policies or work processes may contravene sound estate management or general government policy;
c) Conduct joint reviews of the Agencies’ estate management and policy operations;
d) Convene meetings with the Agencies to discuss common approaches to problems of protection, encroachment and other issues.

4.9 Joint Land Information Development Efforts
In the performance of its role to be a repository of State land information, the SLMA, particularly through its Land Information Management Division, will do the following:

(a) Design in consultation with the Agencies appropriate format and media for the regular periodic exchange of information particularly on allocation and occupation of lands;
(b) Agree with the Agencies on a schedule and interval for reporting in the agreed format and media;
(c) Request the data in accordance with the reporting schedule and wherever possible, facilitate that exchange;
(d) Update on a regular, scheduled basis its own manual and computerized records through the input of the data received;
(e) Note failures to meet reporting deadlines and discuss same with Agencies;
(f) In areas of persistent failure, alert Cabinet;
(g) Proactively share with the Agencies any State land information that may assist in their operations;
(h) Assist Agencies in the identification and acquisition of suitable lands for current and future needs.

4.10 Strategic Alliances
In the execution of its mandate to protect residual State lands from encroachment and to enforce against encroachers, the SLMA will form strategic alliances with other agencies/institutions in order to accomplish the following:

(a) Establish a close working relationship with the Agencies administering those lands on behalf of the State e.g. the Land Settlement Agency;
(b) Establish and operationalize a joint patrolling strategy to maximize coverage and use of resources;
(c) Establish and operationalize a very responsive joint policy for demolition of new structures while they are being constructed;
(d) Establish and operationalize a very responsive joint policy for serving of quit notices upon those who recently encroached;
(e) Collaborate with the Agency in documenting the required evidence to pursue through the courts or the Land Tribunal when it is established, legal proceedings against those who fail to heed quit notices.

4.11 Communications Protocol
The following is the protocol to be utilized for communication between the SLMA and the Agencies with which it has to interface:

a) The SLMA’s Executive Director writes to Agency Heads with respect to all existing and new initiatives;
b) The SLMA’s Division Managers (Estate Management, Land Information, Administration & Finance and Legal Affairs Unit) liaise with Agency Management for existing/ongoing initiatives;
c) The SLMA’s Deputy Division Managers and where appropriate Technical officers, are assigned by Division Managers or Deputy Managers to follow-up with Agencies;

4.12 Promotional Activities
The SLMA will utilize a promotion strategy that positions the Authority as the source of sound management practices in the implementation of State land policy. We will also seek to bring about a better understanding of the approach to reduce the high rate of encroachment in private and state lands through a more efficient and speedy process of land distribution. The SLMA will also seek to position itself as a source of technical support in the appropriate allocation of state lands for competing uses inclusive of agriculture, mining and urban expansion.

The SLMA will utilize the following methods to ensure that this message reaches the public at large:

- Full-page advertisements in the printed and electronic media;
- An operational Website to promote discussion of the issues of land management;
- Documentary support to the public educational system addressing skill acquisition in land information and land management systems;
- Representation in public dialogue at all administrative levels in land use planning and land utilization.

4.13 Maintaining Public Profile
In order to maintain its public profile, the SLMA will:

a) Continuously review new laws, amendments, regulations, cabinet decisions, written and verbal policy statements by Ministers and other
government officials, statements appearing in the media and conference/workshop proceedings;
b) Identify new trends and areas of inconsistency in any of those above and bring the same to the relevant authorities;
c) Consult with the Agencies involved in (b) above and make recommendations to Cabinet for the modification of policy;
d) Host policy update conferences with the affected Agencies of the State;
e) Document and circulate the policy changes to all State land Agencies as well as the media.

4.14 Editorial Visitation
The SLMA recognizes that Land Distribution will always be a contentious issue and that the press will play an influential role in shaping public opinion as to the role and functions of the State in the management and administration of State lands. Within the first six (6) months of operations the SLMA will, therefore, invite the most influential reporters and editors from the print and electronic media for a visit to the main offices of the SLMA. During the visit, each of the editors would receive a complete facility tour, briefing of the operational objectives of the SLMA and an opportunity to interview the Division Managers. The objective will be to provide an abundance of information and informal contacts, which can serve to strengthen their understanding of the issues relating to the management of State lands.
5. PERFORMANCE CRITERIA

5.0 Definitions

The term “land management” is used to describe decision-making by the owners of the land about the use and enjoyment of land. The term “land” includes land parcels and buildings attached to the land. Land management, including the management of State owned land, can be both the direct use of that land by State agencies, or the leasing of State land by the State to private holders of the land and the supervision of those leases by a State agency. State land management functions also include the acquisition of private land for public purposes, sale, dealing with informal settlement, use of state lands etc.

5.1 State Land Management

The land management responsibilities, which we as the State Land Management Authority will assume, require an operational capacity to identify, evaluate, conserve, distribute and manage State land so that they may be utilized on a sustainable basis to the greatest national advantage. Our definition of these terms is as follows:

- **Identification** means the ability to identify and demarcate State-owned lands as opposed to private lands.

- **Evaluation** covers the area of competence to evaluate the capability of land parcels so identified, to satisfy the competing demands emanating from differing sectors of the economy and to prioritize use through land capability assessments.

- **Conservation** means the ability to identify the protection and preservation needs within those state lands based on pre-determined criteria.

- **Distribution** includes the efficiency with which the agency is able to release/sell such land in the open market or select recipients, provide infrastructure where needed, demarcate land parcels, valuation of land parcels, ensure conformity with planning requirements and issue of legal instruments with the least possible delay.

- **Management** primarily entails the effective implementation of the regulatory aspects governing such land, prevent/discourage encroachment, regularization of encroachments, relocation and resettlement where required, review of valuations when required, ensure conformity with terms and conditions under which state lands are given, including review and recovery of rents due at the appropriate time.
5.2 Key Objectives
The Key Objectives of the SLMA are as following:

1) The location and identification of all State lands under its management;
2) Evaluation of the value/capability of State lands and determination of rental rates;
3) Pursuit of conservation policies on State lands for designated purposes;
4) Distribution and allocation of State lands to identified and contracted users;
5) Management of State lands under lease agreements, enforcement of the terms and conditions of leases and the collection of rents;
6) Acquisition of private lands for public uses when required;
7) Development, maintenance and provision of access to land information generated by the SLMA to other public and private entities;
8) Make technical contributions to the development and implementation of State Lands Policy inclusive of policy assessments and proposals for dealing with major policy issues.

5.3 Strategies
The Strategies for achieving these objectives are:

Objective 1: The location and identification of all state lands under the management of the SLMA.

Key Strategies
• Utilize the parcel numbering scheme of the Land Valuation Division (LVD) and the Lands and Surveys Division (LSD) to apply identifiers to established parcels of state lands
• There will be a dependence on LSD for digital information
• Each land parcel will be given a unique parcel reference number (UPRN). This will facilitate speed of handling within SLMA and linkage with parcel-related data held by other organizations.

Objective 2: The Evaluation of State Lands

Key Strategies
• Base land use decisions on land capability (potential for use) and resource evaluation data
• Obtaining contract valuations from the private sector
• Developing and maintaining relationships with key organizations to obtain information on block valuations.
Objective 3: Pursuing Conservation Policies

Key Strategies
- Utilize data on identified conservation areas and buffer zones to protect them from future allocation, distribution and from encroachment
- Refer any activity on a proposed lease that would result in air, noise, water pollution and release of considerable quantum of waste material for a certificate of environmental clearance as required by the Environmental Management Agency (EMA)
- Take into consideration land characteristics such as slope angle, vegetation, soil type, flooding, erosion hazards and land slides in land suitability evaluation.

Objective 4: Distribution and Allocation of State Lands

Key Strategies
- Utilize land use and occupancy information to determine who should be regularized for what purposes
- Acquire Outline Planning Approval for sub-division of blocks/parcels of State lands where necessary
- Coordinate with Ministry of Agriculture, Land and Marine Resources any necessary infrastructural development works
- Commission surveys on parcels to be leased and follow up approval of Survey Plans
- Commission valuations for rental and land management information purposes
- Use the Administrative procedures for Offer/Acceptance of State leases, prepare and register leasing instruments.

Objective 5: Management of State Lands to ensure their planned and orderly development.

Key Strategies
- Acquire access to training facilities in estate management for staff of appropriate level.
- Reliance on a system of visual checking of parcels for conformance with lease/licence conditions, patrol to detect squatting and encroachment and data verification checks for all inputs into the LMIS
- Exercising the responsibility to grant rights and liberties over the foreshore lands under territorial waters, and for the reclaiming of lands from the sea.
- Creating a built-in system that automatically flags lessees who are in breach of lease terms, or who are developing difficulties with their leases and instituting a graduated correction system culminating in the imposition of appropriate penalties.
**Objective 6: Acquisition of Private Lands**

**Key Strategies**
- Utilise available data to ensure that no state lands are available in close proximity
- Ensure that Ministries proposing acquisition of private lands justify their requests and provide adequate funds for payment of compensation
- Monitor progress of acquisition through the installed management system
- Ensure that private land owners are paid their compensation without undue delay.

**Objective 7: Maintaining a State Land Information System**

**Key Strategies**
- The Design and development of a Computerized Ward Sheet System [CWSS] that provides information on the specific locations of all state land parcels
- 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
- 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
  - Internal user [SLMA]
  - External users [Public Agencies]
  - External users [Private Sectors]
- Develop user interfaces and applications that would provide for efficient land management utilizing the Lease Management System and Work Flow Management System made operational under the previous CoSL
- Maintain the land information database by undertaking regular reviews, at least annually, of the details held for every land parcel
- Maintain the data in the land information database by inputting the details from the regular reviews.

**Objective 8: Technical Contributions to State Lands Policy**

**Key Strategies**
- Contribute to the formulation and development of policy relating to State lands
- Continuing policy implementation guidance in the land management area
- Regular communication of land management policy with relevant institutions such as:
  - National Housing Authority
  - Land Settlement Agency
  - Regional Development Authorities
- Co-ordination with environmental organizations through the regular exchange of information and through regular meetings between key staff.
<table>
<thead>
<tr>
<th>Targets</th>
<th>Indicators</th>
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<tbody>
<tr>
<td><strong>1. Location and Identification of State lands</strong></td>
<td>By March 2002 SLMA will have decided how to apply LVD/LSD UPRNs to all state land parcels. Updated 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.</td>
</tr>
<tr>
<td>By March 2002 SLMA will have agreed with LVD/LSD on a programme for the completion of the UPRN scheme for state land parcels A system to regularly update data on these Ward and Sectional Sheets as and when leases are issued.</td>
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<tr>
<td>By June 2002 SLMA will have applied identifiers to all state land parcels established by LVD/LSD to that date. Existing protected area systems (forest, wetland, climatic reserves etc.) and environmentally sensitive areas as prescribed by the Environmental Management Agency will be depicted on all Ward Sheets and Sectional Sheets.</td>
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</tr>
<tr>
<td>By June 2002 all unallocated land under SLMA management will have been identified.</td>
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<tr>
<td><strong>2. The Evaluation of State Lands</strong></td>
<td>By July 2002 SLMA will have made arrangements for data sharing on land capability and resource evaluation available with other governmental agencies. A database on land capability and resource evaluation exist and is used for allocation of State land.</td>
</tr>
<tr>
<td>By July 2002 an agreed plan, worked out with LVD and others, to utilize external valuators will be in place. A list of registered valuers is compiled.</td>
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<tr>
<td>By June 2002 the lease management system will have been extended to store and retrieve land valuation information. A database to store and retrieve land valuation information pertaining to State land under SLMA is created and functional.</td>
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<tr>
<td><strong>3. Pursuing Conservation Policies</strong></td>
<td>By June 2002 all Ward Sheets will identify conservation areas and buffer zones. There exists a history of cases referred for environmental clearance and impact assessments</td>
</tr>
<tr>
<td>By June 2002 all Ward Sheets and Sectional Sheets will identify environmentally hazardous areas.</td>
<td></td>
</tr>
<tr>
<td><strong>4. Distribution and Allocation of State Lands</strong></td>
<td>By June 2002 the time frame for distributing land has been reduced significantly. Survey, valuation and inspection done jointly once parcels are identified for distribution.</td>
</tr>
<tr>
<td>Consents for assignments, mortgages, etc., are granted within two (2) months of initial application Conveyancing of lease transactions ( renewals, transfers, etc.) are completed within three (3) months of initial application</td>
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<tr>
<td>All new leases will be established within 4 months of initial application, including, where required, the issue of consents for sub-division, transfer, assignment and mortgage</td>
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<td></td>
<td>By July 2002 a system will be in place to continuously identify the areas where there is the greatest demand for new leases</td>
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<tr>
<td>5. Management of State Lands</td>
<td>By August 2002 all breaches of lease terms will be notified to lessees within 1 month of the breach being identified.</td>
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<td></td>
<td>By August 2002 a definitive compliance profile is achieved</td>
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<tr>
<td>6. Acquisition of Private Lands</td>
<td>By July 2002 the time period for new acquisitions is reduced significantly</td>
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<tr>
<td>7. Maintaining a State Land Information System</td>
<td>By January 2002 SLMA will have completed the task of establishing and populating the land information database with data from the files held by LSD, Land Bank (MHS)</td>
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<tr>
<td></td>
<td>By July 2002 a comprehensive policy document will have been approved and communicated to all relevant organizations and individuals</td>
</tr>
<tr>
<td>9. To develop, maintain and disseminate land information</td>
<td>March 2002 a Computerized Ward Sheet System [CWSS] that provides information on the specific locations of all state land parcels.</td>
</tr>
<tr>
<td></td>
<td>June 2002 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.</td>
</tr>
<tr>
<td></td>
<td>June 2002 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</td>
</tr>
</tbody>
</table>
5.4 SLMA’s Best Practices

The SLMA’s best practices are aimed at achieving the following:

- To utilize State land resources on a sustainable basis giving economic viability, social and ecological sustainability equal emphasis in the allocation of State land;
- To promote orderly and planned development of State land resources;
- To ensure that property rights are well defined, exclusive, secure, transferable and enforceable and to take effective action to contain squatting and encroachment of State land.

These are the guiding principles of the SLMA best practices:

- To locate State land resources, evaluate their capability and allocate such land among competing demands from various sectors, based on objective criteria, supported by a reliable and systematized database;
- To conserve State lands with particular regard to biodiversity, soil and watershed conservation;
- To base land use decisions on land capability classification and resource evaluation data for land use planning;
- To assess land use demands from different sectors of the economy and base allocation decisions on economic efficiency, equity and social and ecological sustainability;
- To conduct periodic surveys to detect encroachments and squatting on State lands and take prompt action to eject such squatters and encroachers;
- To pursue a vigorous policy of State land distribution, particularly to satisfy the demand emanating from the landless poor;
- To set aside and develop land settlement areas within which ejected landless squatters may be relocated;
- To conduct public education programs to discourage squatting and encroachment as a means of land acquisition.

Processing of New Leases

Application by prospective lessees for new leases is made to the Estate Management Division of the SLMA. The Estate Management Division conducts the following:

- Joint Site Inspection by Field Officer, Private Valuator and Surveyor;
- Obtain preliminary and final planning clearance from the Director of Town & Country Planning/NPPC;
- Receives Valuation Report;
- Receives Survey Report;
• Applicant deposits funds for cost-recovery of expenses;
• Legal Affairs Unit executes lease;
• Collect lease rental;
• Register Lease with the Registrar General.

The Estate Management Division will outsource work to obtain Valuation and Survey Plans (approved by the Director of Surveys) and relay information on the successful application to the Regional Corporation Planning Officer.

The Process for the Grant of consents for transfer of lease, assignments and mortgages will be handled by the Estate Management Division.

For the processing of the Issue of a State Grant in Ownership for National Housing Authority Parcel Holder in specified areas agreed to by Cabinet, the Estate Management Division will outsource work to obtain Survey plans (approved by the Director of Surveys), insert boundary information on the Grant forms and forward it to the Permanent Secretary of the Ministry of Housing & Settlements, and the fees and charges to the NHA are to be collected from the applicant. The NHA will make the necessary enquiries about the indebtedness of applicant, collect the relevant charges, register the Grant with the Registrar General and communicate the Registered Number and other information to the SLMA-Land Information Management Division.

**Processing of Land Acquisition**

The procedure is as follows:

- The State Agency which requires land furnishes information to the SLMA relating to the:
  - (a) The purpose for which the land is required
  - (b) A location on the Ward Sheets of the parcel of land
  - (c) Outline planning approval of the relevant Planning Authority
  - (d) Estimated cost of the acquisition.

- The Chairman of the SLMA requests the approval of the Cabinet to pursue compulsory acquisition;
- If Cabinet approves, Section 3 Notice is published which allows the State to enter the property to undertake tests and cadastral surveys;
- If the tests show that the land is not suitable, Section 8 Notice is published abandoning the acquisition;
- If the land is found suitable, Section 4 Notice is published which allows the State to execute the project pending formal acquisition and for the landowner to submit claims for advance payment of compensation. He can be paid up to 80% of the valuator’s estimate of compensation;
- Section 5 Notice is published vesting the acquired lands in the State. This requires the approval of Parliament. The date of publication is the
official date of the acquisition. Land owners have to submit claims to the State Land Management Authority for the balance of compensation;

- A claim of compensation must be submitted to the SLMA not later than one year after the publication of the Notice under Section 5;
- Claimants must supply proof of ownership;
- In a private treaty acquisition, negotiations are conducted to agree on the quantum of compensation and the provisions of the Acquisitions Act apply.

The Identification of State Lands

The SLMA will benefit from the current project to computerize the cadastral graphical database undertaken by the Director of Surveys. This project will:

- Computerize the cadastral graphical data base which is now held in analogue form;
- Computerize the State land records which are at present held in paper files to create a relational database of the attribute data of all State land parcels in the country;
- Link the graphical and attribute databases created via the assignment of a Unique Parcel Reference Number (UPRN).

The SLMA will also become the beneficiary of a start-up project to identify agricultural State lands under the LUPAP activities.
6. ACTION PLAN

6.0 Strategy

The strategy to get the SLMA off to a great start is very simple:

a) We will continue to treat the SLMA Land Information System as the management tool that will make the difference in the operational performance of the Authority.

b) We will operate the SLMA on the “Extended Enterprise” model, with some processes vertically integrated into our operations, others performed through strategic partnership with other agencies in land management and land administration and still others outsourced for time-sensitive response.

c) We will routinize the sharing of land information and use this process to build trust with other agencies and achieve consensus on the best land management practices.

d) We will implement staff compensation packages which are based on proven ability to perform and which are in line with those offered for comparable skills in other industries.

This is the strategy, which will be at the center of our management process. The framework for transforming this strategy into operational terms will have four themes:

a) Establishing a strategic awareness of our presence.

b) Bringing the SLMA staff in line with what the strategy means.

c) Closing the gap between the strategy and budgeted activities

d) Making the strategy part of the internal process

6.1 Strategic Awareness

It would be most desirable for the SLMA to be welcomed by all stakeholders involved in utilizing state lands. However, at the minimum, the SLMA must be seen as being valuable to all stakeholders. Strategic awareness means building an image among our clients and fellow institutions. Because of the preceding situation, the overriding image we would want to build is that of COMPLIANCE with the terms and conditions of State Land leases/licences.

Our initiating actions in establishing a strategic awareness of our presence involve the following:

- Resolving any conflicts between our perceived role in the management of all state lands and any proposals for the disposition of revenues in the proposed Minerals Act;

- Resolving any conflicts in the role of the SLMA and the activities of the following committees:
The Quarries Advisory Committee
- The West Coast Master Plan Committee.

- Examining legal models for the Authority including possible experiences in restructuring line agencies into executive agencies;
- Negotiating acceptance of the SLMA on the basis of the value of its operations;
- Negotiating the partnership arrangements with such agencies as:
  - Director of Surveys – Surveying land parcels
  - TCPD (NPPC) – Land use planning
  - Valuations Division – Land valuations
  - Regional Corporations, Tobago House of Assembly
  - Environmental Management Agency – protection of State lands.
- Committing the leading role to the SLMA in the consolidation of the various land records systems in Trinidad & Tobago;
- Continuing the process of investments in information management to ensure that the SLMA performs its basic tasks. This involves continued commitment to the development of the:
  - Land information system
  - Lease management system
  - Work flow management system
  - Identification of state lands
  - Full authority to collect all moneys.
- Drafting the legislation to establish the State Land Management Authority;
- Including in the National Budget estimates for 2001/02, a provision of $1 million to support the transition to the State Land Management Authority. This support covers the period January 2001 to August 2001, inclusive.

6.2 Staff Alignment to Strategy

The SLMA hopes to draw on the experiences of some of the current staff of the LAD and the CoSL. As a consequence, it is very important that we present our agency to these individuals as *continuity* in some of the functions they have performed, but a *discontinuity* in some of the methods and purposes for performing those functions. This distinction is not easily achieved. Staff alignment would, therefore, involve:

- Developing “buy-in” support for the strategy and not for the institution.
- Full information awareness presentations to the current staff of the LAD and the CoSL about the measures and management systems for implementing the strategy.
- Visual presentations of the strategy showing the four strategic objectives and asking the question “what are the implications of these objectives for the business of our Division?”
### 6.3 Closing the Strategy-Budget gap

The SLMA financial plan for revenues and the allocation of resources arises from two processes:

a) An operational budget process, which forecasts revenues from traditional sources and accepts spending decisions for regular staff and other standard operations of the Authority.

b) A strategic budget process with expenditures that will enable the SLMA to initiate activities that hopefully will close the gap between the performance of the past and the desired levels of achievement that is possible from continuous strategic improvement.

The strategic budget process includes on the Revenue side:
- Arrears Collection programme
- Government Transition support

and on the Cost Side:
- External Support
- Communications and promotions
- Training of Staff
- Investment in SLMA’s own premises

The SLMA will continue to allocate funds in its budget to assist its staff and its internal processes to translate the intangible assets in its strategy into tangible performance goals, which are valued by its customers.

### 6.4 Making the Strategy into a continual process

The management of the operations of the SLMA as described in this Business Plan can be achieved within a hierarchical structure. This is the usual tendency. However, the SLMA is conscious of certain precedents in the management of State Lands. The following are the most important:

- The apparent effectiveness of State land management under the old system was the ability of the Sub-Intendant to delegate authority to the Wardens for ensuring that land was properly managed.
- The State Lands Act of 1980, (Chapter 57:01) abolished this system and replaced the Sub-Intendant post with a Commissioner of State Lands. However, no effective mechanism for decentralized estate management under the Commissioner of State Lands was ever put into place to replace the Sub-Intendant/Wardens system.
- What has evolved recently is the creation of numerous other entities with special mandates for State land management. Some have been
vested with the authority to manage State lands instead of the Commissioner, while others have been assigned some of the State land management functions of the Commissioner but not all of them.

Although the SLMA may appear to be the mechanism to centralize estate management of State Lands, in reality it will have to function on the model of an “Extended Enterprise”. Legally its boundaries will be clearly defined. However, its administrative boundaries will extend through building collaborative partnerships with other agencies and taking the lead role in consolidating the land records systems.

Furthermore, because some of the Divisions within the SLMA would have had their origin in other institutions, a strict adherence to the hierarchical structure of management would not be advisable. Instead the Divisions would utilize the “business-in-a-business” model to drive their performance within the strategy map. The Executive Director of the SLMA must be willing to grant a significant amount of decision-space to the 3 main Divisions (Estate Management, Land Information and Finance & Administration) to “use their best judgment at all times” in pursing the strategy.

It is our hope that the SLMA will be given the administrative space by parallel and precedent agencies, Government Departments and line Ministries, to use its creativity and independent judgment to carve out its own space on the playing field.
7. FINANCIAL PLAN

7.0 Assumptions

The financial projections are based on three assumptions:

a) The past performance of revenue collection by the office of the Commissioner of State Lands.

b) The operational expenditures of the Lands & Survey Division and the Land Administration Division

c) The phased acquisition of staff.

7.1 Revenues

Our estimate of revenues for the SLMA is based on the estimate of the Commissioner of State Lands for 1999/2000. These estimates for the major revenue sources are as follows:

Table 8: Revenue Estimates 1999/2000

<table>
<thead>
<tr>
<th>Revenue Sources</th>
<th>Estimate 1999/2000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ground Rent</td>
<td>$1,600,000</td>
</tr>
<tr>
<td>Quarries, Sand &amp; Gravel Pits</td>
<td>$1,500,000</td>
</tr>
<tr>
<td>Premia on Leases</td>
<td>$2,383,960</td>
</tr>
<tr>
<td>Premia on Reclaimed Land</td>
<td>$330,000</td>
</tr>
<tr>
<td>Premia on Variations on Existing Leases</td>
<td>$2,870,652</td>
</tr>
<tr>
<td><strong>Sub-total</strong></td>
<td><strong>$8,684,612</strong></td>
</tr>
</tbody>
</table>

Source: Assessment of the Commissioner of State Lands, A.A. Wijetunga, September, 2000, p.48

The estimate of the five significant incomes sources amounted to $8.68 million. However, the past performance in the collection of these funds for 1997 (1998 Jan-June for Premia on reclaimed land) amounted to $3.22 million, or 37% of the 1999/2000 estimates.

In fact the past performance of the collection of revenues from Quarries, Sand & Gravel Pits, Premia on Reclaimed Land and Premia on Variations on Existing Leases have varied significantly from the estimates. In light of this fact, we are inclined to view the 1999/2000 estimates of revenues as a target to be achieved by Year 3.
Using Year 3 as our target base, we believe that the SLMA should find it feasible to collect 55% of this target in Year 1, 75% in Year 2 and achieve the target collection in these categories in Year 3. This would mean that our Year 1 revenue collection would be an increase of 41% over the actual revenue collection in 1997. We consider this to be feasible since, on a monthly basis, Year 1’s revenue collection rate would actually be 5% lower than the rate achieved during the first 6 months of 1998 (our most recent actual data).

Table 9: Revenue Projections

<table>
<thead>
<tr>
<th>Revenue Sources</th>
<th>Year 1- 55%</th>
<th>Year 2- 75%</th>
<th>Year 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ground Rent</td>
<td>$880,000</td>
<td>$1,200,000</td>
<td>$1,600,000</td>
</tr>
<tr>
<td>Quarries, Sand &amp; Gravel Pits</td>
<td>$825,000</td>
<td>$1,125,000</td>
<td>$1,500,000</td>
</tr>
<tr>
<td>Premia on Leases</td>
<td>$1,311,178</td>
<td>$1,787,970</td>
<td>$2,383,960</td>
</tr>
<tr>
<td>Premia on Reclaimed Land</td>
<td>$181,500</td>
<td>$247,500</td>
<td>$330,000</td>
</tr>
<tr>
<td>Premia on Variations on Existing Leases</td>
<td>$1,578,859</td>
<td>$2,152,989</td>
<td>$2,870,652</td>
</tr>
<tr>
<td>Sub-total</td>
<td>$4,776,537</td>
<td>$6,513,459</td>
<td>$8,684,612</td>
</tr>
</tbody>
</table>

7.2 Arrears

There is another significant source of revenues. These are the arrears of revenue identified as of September 1998 as:

- $6,331,590.38 in Rental Income
- $8,429,798 in Royalties for Quarries, Sand and Gravel.

A major objective of the SLMA is to use its new lease management system to identify its revenue sources and begin the process of collection of arrears. Of the total arrears of $14,761,388, we are assuming that the arrears collection programme over the 5-year financial plan will yield $7.93 million, which is 53% of the total outstanding arrears as of 1998.

Table 10: Rate of Collection of Arrears

<table>
<thead>
<tr>
<th></th>
<th>Yr1</th>
<th>Yr2</th>
<th>Yr3</th>
<th>Yr4</th>
<th>Yr5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arrears Collection</td>
<td>$1,000,000</td>
<td>$1,450,000</td>
<td>$1,650,000</td>
<td>$1,850,000</td>
<td>$2,000,000</td>
</tr>
<tr>
<td>Rate of Improvement</td>
<td>45%</td>
<td>14%</td>
<td>12%</td>
<td>8%</td>
<td></td>
</tr>
</tbody>
</table>

Total revenues over the five-year period are assumed to average $9.37 million or 7.5% higher than the 1999/2000 estimates.
7.3 Cost Assumptions

Human Resources

We have assumed that the SLMA will have a staff of 46 persons and field staff of 52 persons. At its inception, the SLMA will be in a position to immediately hire 22 staff members from the staff. Within the following six (6) months, the SLMA is expected to acquire 19 additional staff members. The full complement of 46 persons will be on board by the end of the first operating year (See Annex 1). The monthly expenditures on office staff will rise from $119,000 to $236,500 by the end of Year 1:

Table 11: Average Monthly Staff Expenditures

<table>
<thead>
<tr>
<th></th>
<th>Inception</th>
<th>Mth 2-6</th>
<th>Mth 7-12</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive</td>
<td>$20,000</td>
<td>$20,000</td>
<td>$20,000</td>
</tr>
<tr>
<td>Managerial Staff</td>
<td>$36,000</td>
<td>$61,500</td>
<td>$97,500</td>
</tr>
<tr>
<td>Technical Staff</td>
<td>$37,500</td>
<td>$54,500</td>
<td>$61,500</td>
</tr>
<tr>
<td>Clerical Staff</td>
<td>$18,500</td>
<td>$34,500</td>
<td>$50,500</td>
</tr>
<tr>
<td>Admin Support Staff</td>
<td>$7,000</td>
<td>$7,000</td>
<td>$7,000</td>
</tr>
<tr>
<td><strong>Total Monthly Staff Expenses</strong></td>
<td><strong>$119,000</strong></td>
<td><strong>$177,500</strong></td>
<td><strong>$236,500</strong></td>
</tr>
</tbody>
</table>

The proposed level of remuneration for office staff is detailed in Annex 2.

Our estimates of operating expenses are based on a similar expenditure pattern as obtained in the Lands and Surveys Division.

Capital Expenditures:
The SLMA expects to spend in its first year, $433,990 in capital expenditures on the following items:

Table 12: Capital Expenditures

<table>
<thead>
<tr>
<th>Resource Needs</th>
<th>Number</th>
<th>Approx. Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Filing Cabinets</td>
<td>30</td>
<td>$34,950</td>
</tr>
<tr>
<td>Steel Cabinets</td>
<td>4</td>
<td>$4,140</td>
</tr>
<tr>
<td>Index Card Cabinets</td>
<td>25</td>
<td>$7,500</td>
</tr>
<tr>
<td>Direct Telephones</td>
<td>3</td>
<td>$2,000</td>
</tr>
<tr>
<td>Extension Phones</td>
<td>15</td>
<td>$3,000</td>
</tr>
<tr>
<td>Photocopier</td>
<td>1</td>
<td>$28,000</td>
</tr>
<tr>
<td>Tables for New Staff</td>
<td>31</td>
<td>$124,000</td>
</tr>
<tr>
<td>Chairs for New Staff</td>
<td>31</td>
<td>$43,400</td>
</tr>
<tr>
<td>Vehicle</td>
<td>1</td>
<td>$177,000</td>
</tr>
<tr>
<td>Partitioning</td>
<td></td>
<td>$20,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>$433,990</strong></td>
</tr>
</tbody>
</table>

50
The SLMA is also allocating $120,000 each year, beginning in Year 1, towards the acquisition of premises to house its offices.

7.4 Government Transition Support

The Financial Plan assumes a Government Transition Support of $1.2 million over the first 12 months of the SLMA. This is averaged at $150,000 per month for the first six months or 30% of the monthly total operating expenditures. In the latter half of Year 1, this transition support is reduced to $50,000 monthly or 10% of the monthly operating expenses. On the fiscal year basis this would mean transition support of $1 million in fiscal year 2001/02.

The transition support of $150,000 per month in the first six months is expected to finance:
- Executive, Managerial and Technical staff – $93,500
- Office Rental - $44,000
- Field Travel expenses (50%) – 12,500

7.5 5-Year Financial Analysis

Gross Revenue Analysis

Our analysis shows that gross revenues are expected to increase from $6.96 million in Year 1 to about $10.8 million in Year 3. This growth is essential so that the SLMA can adequately cover its operating expenses, estimated at $6.7 million annually.

Table 13: Growth in Revenues

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>Year 1</th>
<th>Year 2</th>
<th>Year 3</th>
<th>Year 4</th>
<th>Year 5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Revenues</td>
<td>$6,976,537</td>
<td>$7,963,459</td>
<td>$10,337,612</td>
<td>$10,597,972</td>
<td>$10,809,321</td>
</tr>
<tr>
<td>% Growth</td>
<td>14.15%</td>
<td>29.81%</td>
<td>2.52%</td>
<td>1.99%</td>
<td></td>
</tr>
<tr>
<td>Total Operating Expenses</td>
<td>$6,058,466</td>
<td>$6,681,723</td>
<td>$6,684,723</td>
<td>$6,694,523</td>
<td>$6,697,523</td>
</tr>
<tr>
<td>% Growth</td>
<td>10.29%</td>
<td>0.04%</td>
<td>0.15%</td>
<td>0.04%</td>
<td></td>
</tr>
<tr>
<td>Net Income</td>
<td>$918,071</td>
<td>$1,281,736</td>
<td>$3,652,889</td>
<td>$3,903,449</td>
<td>$4,111,798</td>
</tr>
</tbody>
</table>

The ensure this level of growth in its revenue base, the SLMA must successfully achieve its targets in the arrears recovery programme and maintain continued growth in collection of Premia on Leases.

The income ratios clearly reflect this position very clearly, as Arrears and Premia on Leases together comprise in excess of 36% of total revenues. The operating profit margin only begins to approach this level in Year 3 of operations. This again emphasises the importance of these two revenue sources to the long-term viability of the SLMA.
**Table 14: Income Ratios**

<table>
<thead>
<tr>
<th>Ratios</th>
<th>Year 1</th>
<th>Year 2</th>
<th>Year 3</th>
<th>Year 4</th>
<th>Year 5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Operating Profit Margin</td>
<td>4.99%</td>
<td>16.10%</td>
<td>35.34%</td>
<td>36.83%</td>
<td>38.04%</td>
</tr>
<tr>
<td>Arrears Collection % Total Revenues</td>
<td>15.68%</td>
<td>18.21%</td>
<td>15.99%</td>
<td>17.47%</td>
<td>18.50%</td>
</tr>
<tr>
<td>Premia on Leases % Total Revenues</td>
<td>20.56%</td>
<td>22.45%</td>
<td>23.06%</td>
<td>22.49%</td>
<td>22.05%</td>
</tr>
<tr>
<td>Operating Expenses as % Total Revenues</td>
<td>95.01%</td>
<td>83.90%</td>
<td>64.66%</td>
<td>63.17%</td>
<td>61.96%</td>
</tr>
<tr>
<td>General Administration % Total Revenues</td>
<td>77.54%</td>
<td>69.69%</td>
<td>53.68%</td>
<td>52.36%</td>
<td>51.34%</td>
</tr>
</tbody>
</table>

**Cash Flows Statements**

The cash flow (Statement of Changes in Financial Position Years 1-5) show a positive cash balance of $413,552 in year 1 as the SLMA incurs approximately $564,000 in the purchase of fixed assets. In the subsequent years (2-4) the cash balances increases significantly as the only addition to fixed assets is in the acquisition of a building. This means that the SLMA will be very liquid in the remaining four years, giving it the financial muscle to support improved systems of land information and land management in other agencies.

**Conclusion**

There are significant revenues generated in the management of State lands. Our estimate is that these revenues can exceed $10 million annually provided that systems and processes are in place to track the status of properties, collect rentals due and enforce the collection of arrears. These are the set of capabilities, which this plan seeks to create within the State Land Management Authority (SLMA).

Developing this capability also requires investments in technologies, skills and land information in support of State land management. Such investments are already underway. Large investments have been made in the development of the State Agricultural Land Information System (SALIS) and the Land Bank. The Lease Management System and the Workflow Management System currently being developed in the office of the Commissioner of State Lands will provide management tools to collect rentals, renew leases and monitor progress. The SLMA will become the institution to bring together this pool of scarce resources, data and information, and use it to harmonize data collection, disseminate data and share the results of these investments in technologies and skills.

As a statutory body, the SLMA can provide a better mechanism for attracting and keeping staff in appropriately defined positions. It can determine appropriate remuneration and other benefits to attract persons with requisite qualifications and experience. Moreover, it can mount regular training programs both in-service and on recruitment, for the staff to upgrade their knowledge.
We recognize that creating a new land management institution from existing agencies will be difficult to carry out. Legal changes, changes in organizational cultures, learning of new work rules and under new management will be difficult for people to accept. Existing agency heads may oppose a fusion in which they may lose status and power.

However, we must accept the challenges of this change if the SLMA is going to be in a position to:

- Maximize returns from the lands under its control;
- Stimulate the land markets to operate in a socially and environmentally sustainable basis and;
- Bring efficiency and effectiveness into its operations as well as those of other agencies currently managing State land.

In the final analysis, the success of this venture will depend on Governmental and judicial commitment to enforcement of lease conditions and to the removal of illegal occupiers of State lands.
FINANCIAL ANALYSIS

5- YEAR PROJECTIONS
BUDGET YEAR 1

By month
INCOME STATEMENTS

5- YEAR PROJECTIONS
BALANCE SHEET

5- YEAR PROJECTIONS
CASH FLOWS

5- YEAR PROJECTIONS
## FINANCIAL RATIOS

<table>
<thead>
<tr>
<th>Ratios</th>
<th>Year 1</th>
<th>Year 2</th>
<th>Year 3</th>
<th>Year 4</th>
<th>Year 5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Operating Profit Margin</td>
<td>13.16%</td>
<td>16.10%</td>
<td>35.34%</td>
<td>36.83%</td>
<td>38.04%</td>
</tr>
<tr>
<td>Arrears Collection % of Total Revenues</td>
<td>14.33%</td>
<td>18.21%</td>
<td>15.99%</td>
<td>17.47%</td>
<td>18.50%</td>
</tr>
<tr>
<td>Premia on Leases % of Total Revenues</td>
<td>18.79%</td>
<td>22.45%</td>
<td>23.06%</td>
<td>22.49%</td>
<td>22.05%</td>
</tr>
<tr>
<td>Operating Expenses % of Total Revenues</td>
<td>86.84%</td>
<td>83.90%</td>
<td>64.66%</td>
<td>63.17%</td>
<td>61.96%</td>
</tr>
<tr>
<td>General Administration % of Total Revenues</td>
<td>70.87%</td>
<td>69.69%</td>
<td>53.68%</td>
<td>52.36%</td>
<td>51.34%</td>
</tr>
</tbody>
</table>
### ANNEX 1: ACQUISITION OF CORE OFFICE STAFF

<table>
<thead>
<tr>
<th>Position</th>
<th>Total</th>
<th>Stage 1</th>
<th>Stage 2</th>
<th>Stage 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive Director</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Secretary to the Board</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Manager, Estate Management</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Manager, Land Information</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Manager, Administration &amp; Finance</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Chief Legal Adviser</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Deputy Manager, Land Distribution</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Deputy Manager - Land Acquisition</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Asst. Manager/Administration</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Asst. Manager/Human Resources</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Asst. Manager/Finance</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Supervisor - Field Staff</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Attorney at Law</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Planning &amp; Monitoring Officer</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Personal Assistant - Executive Director</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Technical Officers - (Land Distribution/Compliance)</td>
<td>7</td>
<td>3</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>Technical Officers - (Land Information)</td>
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<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Law Clerks</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td></td>
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<tr>
<td>Title Search Clerks</td>
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<td>2</td>
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<tr>
<td>Land Information Officers</td>
<td>2</td>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Data Entry Clerks - (Administration)</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Land Officer - Administration</td>
<td>1</td>
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<td></td>
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<tr>
<td>Office Clerks</td>
<td>10</td>
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<td>4</td>
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<tr>
<td>Data Entry/Data Capture Clerks - (Land Information)</td>
<td>2</td>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Driver</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Messenger</td>
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<td>Total</td>
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## ANNEX 2: STAFF REMUNERATION

<table>
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<tr>
<th>Position</th>
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<th>SLMA-Proposed</th>
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<tr>
<td>Executive Director</td>
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<tr>
<td>Secretary to the Board</td>
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<tr>
<td>Manager, Estate Management</td>
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<tr>
<td>Manager, Land information</td>
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<tr>
<td>Manager, Administration &amp; Finance</td>
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