Assessment report
Towards a sustainable land administration service
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SUMMARY
Effectiveness of current land administration procedures/LAIS
Impediments and bottlenecks
Status 24 April 2015

Kigali, 24 April 2015
I. Introduction

The end-users or customers of the land systems are to a large extent the citizens, at least those who have or are acquiring a registered right on land, professionals in the real estate market, like banks, realtors and insurance companies and government agencies. Making their engagement with the land administration system effective and efficient has to be a key requirement when the system is being completed. Customers make use of the land administration system through their services. Receiving an extract to prove one’s rights, registering a transfer of ownership, notarising the new right holders (heirs) after the death of the original right holder, mortgaging the property, and subdivision are some of the key services for the citizens. Local and national government agencies often also need overviews, esp. to prepare land policies and implement land management decisions. These services, which are produced at a cost (in money and time), should take into account customers’ financial situation and other costs borne by the customer (related to accessibility, ease of use, etcetera). These costs, next to the perceived benefits, are key success factors for the use of the land administration from a customers’ perspective. Receiving enough revenues, to offset the costs, is however also needed to sustain the local offices. For this to be the case, an active enough market has to exist in the area, the local office serves. The sustainability is further affected by the stability of the processes and availability of required resources and the control and monitoring system in place.

The land administration services have been recently introduced and many citizens have not had a need to use the services. The expectancy with regard to service levels may not be high, but potential customers certainly make decisions whether to use or not use the services.

Customers expect error free, easy to use, accessible, timely and affordable services. Customers expect services, which give them value for money.

Districts expect that the centre and zones provide them with excellent transaction and information services, which meet their needs and requirements and the needs and requirements of their customers. The products and services can be used and sold easily. The districts expect a fair contribution to their costs. The districts expect efficient and effective advisory and service support from the zones and centre.
Executive summary

There are serious impediments and bottlenecks on the way to a sustainable land administration service. To establish a sustainable land administration service a number of strategic goals need to be reached.

1. The services need to meet the needs and requirements of society
2. High usage levels/penetration levels of the services need to be obtained
3. The services need to be free of error, available, easy to use, accessible, timely
4. Services and service delivery levels need to be sustainable
5. The land administration system is effective and efficient. It should meet needs and requirements at the lowest costs
6. The costs for necessary resources are covered and fees are affordable

The usage (i.e. transaction levels) and penetration levels (i.e. formal transactions as a percentage of total transactions) of notarisation and registration services are still low. About 44,000 transfers on an annual base are registered, which equals to a penetration rate of about 10% of what could be expected. The main reasons for the low penetration level are not affordable fees, citizen’s lack of understanding of the procedures and citizen’s believes of the value and risks of notarisation and registration, customer unfriendly services.

Not affordable fees close the doors to services for a part of the population. Not registering will at some point hamper the sustainability of the registration and it will decrease the potential to generate revenues from information services.

Chapter III states the major impediments and bottlenecks and recommendations needed. Attachment 1 contains a detailed assessment, derived from desk and field research and a 2-day workshop with experts.

In order to reach the goals undivided attention for stakeholder, daily and change management will be essential to:

• Maintain a land administration supportive environment
• Manage the present organisation and deal with the daily matters and issues
• Effectively design, coordinate and implement the necessary change programs and improvements to become an efficient, effective and sustainable land administration service
II. **Strategic goals**

To establish a sustainable land administration service a number of strategic goals need to be reached.

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2. High usage levels/penetration levels of the services need to be obtained
3. The services need to be free of error, available, easy to use, accessible, timely
4. Services and service delivery levels need to be sustainable
5. The land administration system is effective and efficient. It should meet needs and requirements at the lowest costs
6. The costs for necessary resources are covered and fees are affordable

It needs to be clear to the citizens that only what is recorded in the digital land administration registration guarantees their rights to land. Trust in the registration is crucial and therefore at all time it needs to be accurate and accessible for all stakeholders.

The land administration system should be able to guarantee a 100% accurate digital land administration register of rightful right holders and their rights on defined properties.

The intrinsic value of land administration information needs to be ‘exploited’ for purposes the land administration is intended for and within the conditions set by applicable laws and regulation.
III. Overview of the main impediments and bottlenecks

The assessment has been executed in accordance with the description and planning in the inception report. After the first assessment regular update reports assessing the extent to which recommendations have been addressed and refining the assessment with additional recommendations will be provided. This initial assessment report deals with:

- The effectiveness of current land administration procedures (including compliance with laid-down procedures)
- The effectiveness of LAIS in supporting the land administration system
- Bottlenecks in the land administration system
- Impediments to registration
- Recommendations on how to remove or mitigate bottlenecks in the system and impediments to registration
- Further training needs

This assessment does not include analysis of the economical and political environment of the land administration system.

The next diagram gives an overview of the main impediments and bottlenecks from a strategic perspective. These impediments and bottlenecks lead to non-compliance.

Starting with the strategic goals. The strategic goals need to be translated into requirements for the services, service and quality levels. These requirements guide the design of the processes and organisation. The outcome should be, that the services are efficiently, effectively and sustainably provided, while meeting service- and quality levels. The processes should be supported through sufficient, qualified and motivated resources.

The impediments and bottlenecks are described in detail in attachment 1.
Governance: Stakeholder management, daily management and change management

- **Society/customer needs and requirements**
- **Strategic goals for a sustainable land administration system**
- **Services, service levels and quality levels, penetration levels**
- **Processes need to deliver the services, service levels and quality levels**
- **Resources should be capable to sustainably support the daily operations and change management programs**

**Monitoring and Control**

- Customer registration needs and requirements are known
- Key customer information needs and requirements are known

- The services meet the needs and requirements of society
- Usage/penetration levels of the services are high
- The services are free of error, available, easy to use, accessible, timely
- Services and service delivery levels are sustainable
- The land administration system is effective and efficient. It meets needs and requirements at the lowest costs
- The costs for necessary resources are covered and fees are affordable

- Monitoring and control system needs to be improved to monitor and control penetration levels, service levels, quality levels, customer satisfaction

- The services need to be improved so that they are free of error, available, easy to use, accessible and affordable
- Usage/penetration levels of the services need to increase
- Information services need to be introduced to create more value
- Service levels need to be defined, implemented, monitored, controlled
- The services need to be improved so that they are free of error, available, easy to use, accessible and affordable
- Effectiveness and efficiency of the land administration processes need to be improved
- Data quality assurance needs to be improved
- Support processes (centre/zones) need to be aligned based on service levels agreements with the districts and sectors
- LAIS functionality and performance needs to be improved
- Data quality issues LAIS need to be solved
- Change management needs to be able to meet demand and requirements
- Data and equipment requirements at the SLM level need to be clarified based on their near future tasks

**Projects**

- **Main projects/actions**
  - Land Administration Model Office (LAMO)
  - Integrated Check Completeness and Requirements Files (ICCRF)
  - Service Level Agreement Centre/Zone-District/Sector (SLA_CZ_DS)
  - Quality assurance LAIS data
  - Procedure related inefficiencies and delays need to be eliminated
  - Action Plan SLM (APSLM)

- **Main projects/actions**
  - Strategic Communication Plan Land Administration (SCP/LA)
  - Land Administration Information Web services (LAIS)
  - Service Level Agreement District/Sector-Customer (SLA_DS_C)
  - Outcome policy note "Affordable fees" needs to be implemented

**Land Administration Transaction and Capacity Model (LATCM), Monitoring and control system (LQNS-2), Daily business continuity program (DBCP)**
IV. Main Impediments and bottlenecks

On the customer level

Usage (i.e. transaction levels) and penetration levels (i.e. formal transactions as a percentage of total transactions) of notarisation and registration services are still low. About 44,000 transfers on an annual base are registered, which equals to a penetration rate of about 10% of what could be expected. The main reasons for the low penetration rates are not affordable fees, citizen’s lack of understanding of the procedures and citizen’s believes of the value and risks of notarisation and registration, customer unfriendly services.

Impediment: Fees are not affordable for a part of the population.

Citizens inherit or may buy land, but often do not notarise and register because of the costs involved. Registration fees, certainly in combination with surveying are prohibitive for many to use the services.

Recommendation: Registration fees need to be amended to be affordable. In order to lower the fees for surveying, either more Para-surveyors should be able to perform surveying services or an agreement needs to be reached with the land surveyor institute on (1) affordable fees and (2) service levels (there need to be an guaranteed access to/delivery time for private land surveying services).

Status progress (4 December 2014)
Registration fees have not been lowered. A policy note to amend the fees was submitted to the Ministry of Local Government in July 2014 by the RNRA. No response has been received yet. The ministerial order for fees is under review. RNRA has pointed out that the fees for land administration services should be lowered.

Surveying fees have not been lowered. A meeting with the organisation of private surveyors to discuss an affordable fee is scheduled for December 2014. RNRA intends to pursue an amendment of the law governing the land surveying profession.

Further recommendations (4 December 2014)
No further recommendations.

Status progress (13 February 2015)
An amendment of the fees is still pending at the ministerial level.

Further recommendations (13 February 2015)
No further recommendations.

1 Impediments and bottlenecks are tagged with tick marks
Status progress (24 April 2015)
The amendment of the fees is still pending. The meeting with surveyors has not taken place yet due to calendar issues. It is now foreseen for May/June.

Further recommendations (24 April 2015)
No further recommendations.

✓ Impediment: The (importance of the) function of transfer and registration of the land right is misunderstood by a part of the population.

Not every citizen is aware of the importance of notarisation and registration of a land transaction. Citizens sometimes do not want to collect their land titles because they fear that they may have to pay land lease fees.

Recommendation: Include following actions in the Strategic Communication Plan Land Administration (“SCPLA”).

1. Change behaviour of the citizens through continued national awareness campaigns and targeted local actions by the sector land managers.

2. Sector land managers need to monitor the current situation on sector level and act upon.

3. Continue informing citizens about the consequences of not notarising and registering (use testimonials). Citizens need to understand that a “new” owner will not have legal security if the transaction is not formally registered.

4. Not only citizens but also institutions, which play a role in the land administration process, should be informed.

5. Districts should be made aware of the negative relation between registration and lease fees. Citizens should be explained that many citizens are exempted from paying lease fees.

Status progress (4 December 2014)
An annual communication plan (2014/2015) has been developed and is now being implemented.

The recommendations will be above issues and recommendations with regard to the messages and the target group “Other institutions” have not yet been incorporated in the annual communication plan.

The communication manager will give a follow up to the recommendations.

Further recommendations (4 December 2014)
No further recommendations.
Status progress (13 February 2015)
The target group “Other institutions” will be incorporated in the development of the annual communication plan 2016. Leaders, on the village, cell and sector and district levels are targeted in the present plan.

Citizens need to understand that a “new” owner will not have legal security if the transaction is not formally registered. This message is included in the present plan.

The role of the sector land manager has been addressed in the sector land manager training sessions in February 2015.

At the moment the land week plan 2015 is being implemented. Land week is period of a week spent in each district while professionals in land services meet with local population in selected sectors to sensitize them on land services and answer their questions.

This years’ land week (starts on 9th February and would run up to end of March 2015) will cover all 30 districts and at least 5 sectors per district would be reached; thus more than 150 sectors countrywide would hold at least one day of sensitization in land services. The theme is “Registering any land transaction and respect the land use plan”.

Further recommendations (13 February 2015)
No further recommendations.

Status progress (24 April 2015)
Recommendations 1, 3, 5 have been addressed. The land weeks have taken place. Recommendation 2 with regard to understanding the role of the sector land manager will be addressed in the sector land manager training sessions in 2015. Recommendation 4 will be addressed in the annual communication plan 2016.

Further recommendations (24 April 2015)
6. Measure results of the land week in terms of increase in transactions incidental/structurally), reach, questions raised and effects on awareness, perception, attitudes and citizens satisfaction.

✓ Problems in case of delayed notarising and registering.

Status progress (4 December 2014)
Citizens are informed about their options and then referred to the authorities, which are able to deal with these issues (lawyers of the Ministry of Justice, courts).

Status progress (13 February 2015)
This issue is addressed during the land weeks. The importance of a notarised sales transfer and subsequent registration is emphasized.
Impediment: Access to land information is still limited.

The value of land information for citizens, professionals and also land administration services is not yet exploited.

A few districts and all sectors cannot access the LAIS based information via VPN or another solution. Limited access to LAIS hinders daily operation but also the execution of the project ICCRF (Integrated Check on Completeness and Requirements of the submitted Files) and the development of the Land Administration Model Office (“LAMO”)

Recommendation:
1. The web information services (project Land Administration Web based Information System “LAWIS”) need to be developed.

Status progress (4 December 2014)
Not addressed yet.

Further recommendations (4 December 2014)
2. Develop a development and market introduction plan for the introduction of “LAWIS”.
3. A role out of LAWIS should not take place before the data cleaning of LAIS administrative and spatial data (project Data Clean Strategy and Plan for LAIS “DCSPL”) has been finished.

Status progress (13 February 2015)
Recommendation 1-3: Due to recent re-planning, the introduction has been postponed.

Further recommendations (13 February 2015)
No further recommendations.

Status progress (24 April 2015)
No progress since last assessment.

Further recommendations (24 April 2015)
No further recommendations.
Impediment: Customer service levels are not defined and agreed upon.

Delivery times vary widely and are not communicated. Districts communicate availability of services, but this has not been secured. There are cases where districts charge additional fees for receiving files for registration.

A service level agreement (or shared goals) with the districts on penetrations levels, availability of services, service and quality levels (delivery time, waiting time, repeated visits, rejection rates) and fees should be developed. Introducing a common understanding on the service levels, we want to secure, will set out a clear development path for focused improvements of processes, resources and monitoring and control.

Recommendation:
1. Develop service level agreement (project Develop Service Level Agreement District/Sector-Customer “SLA_D/S_C”).

Status progress (4 December 2014)
No progress.

Further recommendations (4 December 2014)
2. Consider future introduction of a limited range of standard service concepts with set service levels. Within the Land Administration Model Office (“LAMO”) service concepts and service levels should be defined and tested.

Status progress (13 February 2015)
No progress.

Further recommendations (13 February 2015)
No further recommendations.

Status progress (24 April 2015)
No progress.

Further recommendations (24 April 2015)
3. The client charter, which is now being updated, should receive input from recommendations 1 and 2.
On the process level

Processes should secure the availability services and sustainability of service and quality levels and result in satisfied customers.

✓ The land administration procedures, complemented by procedures of institutions, which play a vital role in delivering the land administration services, can be complex and time consuming. This negatively affects usage levels, penetration levels and customer satisfaction. Citizens face difficulties compiling the right official documents. To get the documents and use the payment services they have to go to several institutions located at different places.

Recommendations:
1. Redesign the processes/procedures with the involvement of other vital institutions into a customer friendly process and procedure (project Land Administration Model Office “LAMO”).
2. Make sure that relevant institutions, which could play a useful role in helping citizens to find their way, get involved.
3. Adjust the forms for compiling the documents accordingly.
4. Train staff on process and procedure changes.
5. Implement changes in the districts and communicate the revised procedures to citizens and relevant institutions (project Strategic Communication Plan Land Administration “SCPLA”).

Status progress (4 December 2014)
The districts Kicukiro (urban model office) and Gisagara (rural model office) will participate in the development of the model office. Project Model Office has started in the district of Kicukiro.

First step will be improvement of the effectiveness of the processes within the land administration domain. Complementary processes in the domain of other institutions will follow later.
Sector Land Managers have been trained in checking the files on completeness. (Indicated) rejection rates are now as low as 2%.
The defined service level for delivery time of a certificate is 5 working days (after acceptance of the file by the sector land manager).

The sectors within the model office districts cannot access the LAIS information via VPN or another solution. Limited access to LAIS hinders daily operation but also the execution of the project ICCRF (Integrated Check on Completeness and Requirements of the submitted Files) and the development of the Land Administration Model Office (“LAMO”).

A workshop has been organised with the DLO’s of Kigali and representatives of the center and zone (DR representing Kigali and South). In this workshop the content of the Initial assessment report “Towards a sustainable land administration service” was
presented and discussed. Further recommendations for implementation in general and project LAMO/ICCRF have been discussed.

A key success factor for a further role out of the model office to other districts and sectors is (besides results, staffing, equipment, space, LAIS connection, RNRA support) the political will of the executive council of the district.

Further recommendations (4 December 2014)

6. Access to LAIS needs to be rolled out for the project Model Office. If VPN cannot be implemented quickly, explore giving access to LAIS via LQNS, mobile phone, LAWIS.

7. A digital workflow in which files are scanned at the sector level and in the future print outs can be given to clients, instead of certificates, needs to be developed.

   The use of a digital workflow will have many advantages. It reduces transport of physical files to the district. This decreases delivery time. It provides easy access to all files. It makes monitoring and controlling of work in progress and service levels easier. It makes it technically possible to quickly allocate work from locations with under-capacity towards locations with over-capacity.

   Certificates should be replaced by computer-printouts. These computer-printouts confirm the status in the registration at the time of production. These printouts should be made available at point of contact with the client (district or sector level).

   The advantages of access to LAIS and a digital workflow are: Better service, no physical transport, lower handling costs, better use of capacity, shorter delivery times.

8. Monitor the correct use of standard legal forms.

9. Start with defining and monitoring the following service level metrics delivery time, waiting time, repeated visits and rejection rates.

10. Stamps should be made available at the district level. Needs to be cleared with Ministry of Justice.

11. Mortgage services should be combined with notarisation and registration services. The Law related to Mortgage services is under discussion.

12. A lay out for the front office and back office of the district and sector office needs to be developed.

13. A request for combining the emphyteutic lease contract of the parcel, Certificate of registration of emphyteutic lease of the parcel and deed plan (with
coordinates) in one document (like the freehold) needs to be examined on feasibility and cost/value.

14. Citizens need to be notified via LQNS at the sector level. At the moment they get notified after the file has been received by the district (a delay of 3 days). A LQNS-training is needed.

15. Build support for the role out of LAMO to other districts via the Ministry of Local Government and for the districts of Kigali the City of Kigali.

16. Develop a project plan for LAMO. Many actions are interdependent and need managed in a concerted way to make sure there is a steady progress.

17. Share outcomes of “LAMO” and “ICCRF” in Zone-District-Meetings (project ZDM) of project LAMO and ICCRF in February 2015.

**Status progress (13 February 2015)**
Recommendation 16: Project plan LAMO is under development.

**Further recommendations (13 February 2015)**
18. Connect at least one sector office in Kicukiro and one sector office in Gisagara to LAIS/LQNS and other future support systems to be able to test the benefits of a fully digital workflow in the project Model Office. As procurement of the necessary enablers can take up to 6 months this recommendation should be implemented as soon as possible. Connection is on the critical path of the project Model Office.

**Status progress (24 April 2015)**
No significant progress on recommendations 2, 5–18.

Finalising of project plan has been postponed because of lack of internal resources.

The further advance of the Model Office in Kicukiro and Gisagara is hindered due to delays in procurement of equipment (See Action plan SLM “APSLM”) and digital connection of LAIS/LQNS. The connection of one sector office in Kicukiro and one sector office in Gisagara to LAIS/LQNS depends also on LAIS-2 reaching stability.

Stamps are still not available at the district level: Status is still waiting for response Ministry of Justice.

RNRA is extending the model office to other provinces. Deputy Registrars need to bring forward a district willing, able and sizable enough as a candidate for a model office.

**Further recommendations (24 April 2015)**
19. The project plan for the Model Office needs to be discussed within RNRA and finalised.

✓ Poor inspection of files on completeness and correctness leads to rejection rates of up to 20%-40%.

Causes are: different levels of understanding among the staff, different interpretations of what is right or wrong and lack of accountability.

Due to this citizens may have to return more than four times to register. This is customer unfriendly and also causes longer delivery times and additional claims on capacity.

A few districts and most of the sectors cannot access land information. Limited access to land information hinders the deployment of land administration services at the sector level. Staff members need (additional) training in LAIS.

Recommendation:
1. To lower rejection rates and unnecessary customer visits and increase efficiency, the inspection on completeness and correctness of files needs to be done at the beginning of the process notarisation and registration (ICCRF).

2. Additional training on requirements of all involved staff members (district and zone) needs to be offered. Zone-District-Meetings and exchanges (ZDM) should be used to support continuous knowledge sharing.

Projects: Land Administration Model Office (LAMO), Integrated Check Completeness and Requirements Files (ICCRF), Zone-District-Meetings and exchanges (ZDM), Strategic Communication Plan Land Administration (SCPLA).

Status progress (4 December 2014)
ICCRF has been implemented in all sector offices (9) in the Kicukiro district. All sectors check files on completeness for the transaction types “transfer” and “succession”. Checking the files on correctness will be implemented in the next phase. Notarisation is always followed by registration.

The responsible staff members have received a one-day training, to insure they are able to check the files on completeness.

The DLO and interviewed SLM’s indicate rejection rates in the order of 2%. The 2% is mainly due to slow removal of the restriction mortgage in the RDB database.

The number of required documents for a transaction has been reduced. However, the sectors still require citizens to submit a marriage certificate or certificate of celibacy. This requirement has however been abolished in the latest amendment of the law.
Further recommendations (4 December 2014)
3. Make sure sectors use the latest forms and only impose necessary requirements with regard to files citizens need to submit.

4. The sector land office needs to be able to check the correctness of the files. Make sure the sector land managers get access to LAIS data, either by viewing LAIS through VPN, mobile phone access, internet access (development LAWIS) or calling in to district LAIS officer to verify.

Status progress (13 February 2015)
No further progress since latest status report.

Further recommendations (13 February 2015)
5. Monitor and analyse rejection rates through the whole process from sector to district to zone. Needed to substantiate the indicated outcomes.

Status progress (24 April 2015)
Recommendation 1 has been implemented in the model offices.
Recommendation 5. RNRA has started with collecting rejection rates from districts and provinces. Recommendations for improvement of the reporting have been made.

Further recommendations (24 April 2015)
No further recommendations.

✓ Even without service and quality levels in place and transaction levels still low, districts are struggling to meet demand. There are no procedures to meet demand in case of under-capacity.

The challenges are structural capacity, availability of services due to high dependency on a few staff members with the authority or knowledge, limited capability to match capacity with fluctuating demand, high rejection rates causing double work due to lack of quality of checking files, issues with accountability and in some cases low efficiency of process execution. The fragmentation of capacity over 30 districts and 400 sectors increases the scale of these challenges.

✓ There is no established culture to monitor and control quality and customer service levels.

Managers do not effectively manage required capacity of key staff members, demand, waiting time, delivery time, production backlogs, efficiency and rejection rates². There is also no accurate information available to improve the performance.

² The process time needed to execute all the steps from notarisation, registration to issuing a certificate is about 50 minutes on average.
Although district staff may be available, capacity may not be available due to knowledge gaps, thinly spread knowledge, inadequate tooling. There are conflicting priorities within the district offices, which affect the availability of the district land officer. The dependency of the system on individual’s availability and competence to perform the required tasks needs to be removed from the system in order to become effective and efficient.

There is no work stream and capacity management. The system is highly dependent on availability of individuals. The land administration system is still supply driven and needs to move towards process driven.

Recommendations:

1. The Land Administration Model Office (project LAMO) should be initiated to optimise organisational design, procedures, staffing, tooling, control and monitoring in small (rural) and large (urban) offices.

2. Under and overcapacity and demand fluctuations need to be managed, within a cross district/zone program which deals with this issues. Train managers in capacity management. (Daily business continuity program (DBCP))

3. A LAIS based workflow and monitoring and control system needs to be developed (project LAIS based Workflow monitoring and control system “LQNS-2”). This system would improve accuracy and lower time spent entering data. Managers need to be trained in monitoring and controlling.

4. District capacity should be modelled using an improved Land Administration Transaction and Capacity Model (LATCM). Train managers in capacity management.

5. Share the measures and outcomes of the projects with the stakeholders via the Strategic Communication Plan Land Administration (project “SCPLA”) and Zone-District Meetings (project “ZDM”).

Status progress (4 December 2014)
Not addressed yet.

Further recommendations (4 December 2014)

6. A digital workflow in which files are scanned at the sector level and in the future print outs can be given to clients, instead of certificates, needs to be developed.

The use of a digital workflow will have many advantages. It reduces transport of physical files to the district. This decreases delivery time. It provides easy access to all files. It makes monitoring and controlling of work in progress and service levels easier. It makes it technically possible to quickly allocate work from locations with under-capacity towards locations with over-capacity.
Certificates should be replaced by computer-printouts. These computer-printouts confirm the status in the registration at the time of production. These printouts should be made available at point of contact with the client (district or sector level).

The advantages of access to LAIS and a digital workflow are: Better service, no physical transport, lower handling costs, better use of capacity, shorter delivery times.

Projects: Daily business continuity program/DBCP, LAIS based Workflow Monitoring and control system (LQNS-2), Land Administration Transaction and Capacity Model/LATCM).

Status progress (13 February 2015)
No further progress since latest status report.

Further recommendations (13 February 2015)
No further recommendations.

Status progress (24 April 2015)
No further progress since latest status report.

Further recommendations (24 April 2015)
7. The project plan for the Model Office needs to be discussed within RNRA and finalised.

✓ The centre and zones need to timely assure their capability to support, monitor and control the service delivery to the 30 districts and 400 sectors.

A service level agreement should be developed between the centre-zones and districts-sectors (for securing availability, delivery times, response times, performance) of ICT systems\(^3\), legal and land administration advisory support, organisation and business development support, system maintenance and development, quality management, knowledge management and sharing.

Based on a service level agreement one can start to align the organisation of the centre and zone in such a way that it can meet present and future service demands\(^4\).

\(^3\) ICT services. There is a high dependency on ICT services. ICT needs to be able to support the daily business, the increase in users and transactions and the RNRA change management program.

\(^4\) The organisational alignment should take into account factors such as future number of operational district and sector offices, future services provided, new customer groups, future transaction and usage levels, the consequences of increased data interchange between public institutions.
Recommendation:
1. Develop a Service Level Agreement between the Centre/Zones and the District/Sector “SLA_CZ_DS”).

Status progress (4 December 2014)
Not addressed yet

Further recommendations (4 December 2014)
2. Start with analysing the business requirements.

   Meetings between the zones and districts should be scheduled to identify issues, find solutions, share latest experiences and harmonise performance (project Zone-District Meetings “ZDM”)

Status progress (13 February 2015)
No further progress since latest status report.

Further recommendations (13 February 2015)
No further recommendations.

Status progress (24 April 2015)
No progress since latest status report.

Further recommendations (24 April 2015)
No further recommendations.

✓ Quality assurance LAIS data. There is no systematic sampling of approved data in LAIS for quality assurance.

Recommendation:
1. Implement systematic sampling and analysing of approved data in LAIS (project Quality Assurance LAIS Data “QALD”).

   This project should increase the ability to monitor data quality and the ability to take targeted measures such as improvement of procedures, specific training and instruction/knowledge sharing, employee assessments and accountability (project Quality Assurance LAIS Data “QALD”)

Status progress (4 December 2014)
Not addressed yet

Further recommendations (4 December 2014)
2. Define business requirements and sample.

Status progress (13 February 2015)
No progress since latest status report.
Further recommendations (13 February 2015)
No further recommendations.

Status progress (24 April 2015)
No progress since latest status report.

Further recommendations (24 April 2015)
No further recommendations.

- There are procedure related inefficiencies, which cause delays and increased customer costs (No 43 attachment 1).

Recommendation:
1. The process steps notarisation and registration should, where applicable, not be separately executed. Separation causes delays, inefficiencies and situations where notarised transactions are not registered.

Status progress (4 December 2014)
Will be dealt with within project Integrated Check Completeness and Requirements Files “ICCRF” which is now being rolled out in Land Administration Model Office “LAMO”

Further recommendations (4 December 2014)
No further recommendations.

Status progress (13 February 2015)
No further progress since latest status report.

Further recommendations (13 February 2015)
No further recommendations.

Status progress (24 April 2015)
No further progress since latest status report.

Further recommendations (24 April 2015)
No further recommendations.
On the resource level

✓ LAIS software and data related issues, cause inefficiencies and delays in the daily operations.

This affects availability, data quality, response times, functionality and security of LAIS. In the near future LAIS needs to be able to deal with far higher transaction levels (No. 25, 30-42 attachment 1).

Recommendation:
1. IT needs to analyse the impact of the assessed issues and present a plan to the business owner for elimination of the issues.

No 25. Security related monitoring (hacking, maintenance on the database, other hazards).

Status progress (4 December 2014)
An assessment has been made (RNRA Security Auditing Report) whether LAIS is adequately protected against external and internal interruptions, errors and security hazards. This has led to application of open source security monitoring tools and procurement of proprietary tools. VLAN will further address this issue. To be implemented by January 2015.

Further recommendations (4 December 2014)
No further recommendations.

Status progress (13 February 2015)
Procurement of proprietary tools has started. Second opinion has been requested on deployment VLAN.

Further recommendations (13 February 2015)
No further recommendations.

Status progress (24 April 2015)
A constraint “Appropriate network cabling” needs to be solved before deployment of VPN. Measures for installation have been taken.

Further recommendations (24 April 2015)
No further recommendations.

No 30. Wrong documents get attached to the parcel and scanned documents get attached to the wrong parcels. This leads to support from IT and delays in processing.

Status progress (4 December 2014)
This issue has been provisionally addressed in LAIS 1 and will be permanently solved in LAIS 2. LAIS-2 will be implemented by December 2014.
Further recommendations (4 December 2014)
No further recommendations.

Status progress (13 February 2015)
LAIS 2 has not been deployed yet.

Further recommendations (13 February 2015)
No further recommendations.

Status progress (24 April 2015)
Resolved.

No 31. Parcel information loss and duplicate names with duplicate shares. Inaccuracies with parcel boundaries, affect the functionality of LAIS-2.

Status progress (4 December 2014)
A provisional solution is implemented in LAIS 1. A permanent solution will be implemented in LAIS 2. The permanent solution together with data cleaning phase 1 (as a part of Project Data Clean Strategy and Plan for LAIS) will be implemented by December 2014. Data cleaning phase 2 will be executed in 2015.

Further recommendations (4 December 2014)
No further recommendations.

Status progress (13 February 2015)
Deployment of LAIS-2 and therefore the permanent solution has been delayed. A number of conditions for deployment still need to be fulfilled such as: (1) New servers LAIS-2, (2) The execution of data-cleaning phase 1 on LAIS-1, (3) Subsequent conversion of LAIS-1 to LAIS 2.

Further recommendations (13 February 2015)
No further recommendations.

Status progress (24 April 2015)
Final implementation is waiting on migration LTRSS cleaned data.

Further recommendations (24 April 2015)
No further recommendations.

No 32. The representative of a non-natural subject is not always shown after processing. Intervention is needed from the central office.

Status progress (4 December 2014)
The representative is recorded in the database, but will not be shown on the screen, as this may be confused with information about the owners of rights. No further action.
No 35. The performance of the network causes delays in the front and back office. (Maintenance on the systems is announced late and that affects operations).

Status progress (4 December 2014)
Increase of VPN bandwidth is planned. To be implemented by December 2014.

Further recommendations (4 December 2014)
No further recommendations.

Status progress (13 February 2015)
The improvements are now to be implemented together with the deployment of LAIS-2 along with the following additional performance measures: Database index optimization for information retrieval, introduction of solid state server drives, increased table spaces, mirrored virtual server space.

Further recommendations (13 February 2015)
No further recommendations.

Status progress (24 April 2015)
A constraint “Appropriate network cabling” needs to be solved before deployment of VPN.

Further recommendations (24 April 2015)
No further recommendations.

No 36. Power outages at the central level are affecting production at the local offices. The power generators do not last long enough to always bridge power outages.

Status progress (4 December 2014)
Main UPS were fixed and 4 more UPS will be implemented by December 2014.

Further recommendations (4 December 2014)
No further recommendations.

Status progress (13 February 2015)
Implemented. A separate power generator for RNRA servers will also be deployed.

Further recommendations (13 February 2015)
No further recommendations.

Status progress (24 April 2015)
A separate power generator for RNRA servers has been deployed.

No 37. Names, especially of non-natural entities do not always fit within the fixed format boundaries of the lease certificate. This could be solved with a more flexible print format in LAIS, instead of pre-printed certificates. It would also save time to
calibrate the printer to the present certificate. The issue also exists in case there are many right holders.

Status progress (4 December 2014)
This issue has been provisionally addressed in LAIS 1 and will be permanently solved in LAIS 2. Implemented by December 2014.

Further recommendations (4 December 2014)
No further recommendations.

Status progress (13 February 2015)
Deployment of LAIS-2 and therefore the permanent solution has been delayed.

Further recommendations (13 February 2015)
No further recommendations.

Status progress (24 April 2015)
Solved.

No 38. Use of LQNS and National ID together with LAIS involves constant switching between Internet and VPN.

Status progress (4 December 2014)
Expected implementation: February 2015

Further recommendations (4 December 2014)
No further recommendations.

Status progress (13 February 2015)
A technical solution has been abandoned, because of technical complexity.

Further recommendations (13 February 2015)
1. Investigate possibility improvement work instruction.

Status progress (24 April 2015)
No progress.

No 39. IT staff, to tackle IT problems, is missing at the district level.

Status progress (4 December 2014)
Not addressed yet.

Further recommendations (4 December 2014)
No further recommendations.

Status progress (13 February 2015)
No progress.
Further recommendations (13 February 2015)
No further recommendations.

Status progress (24 April 2015)
No progress

Further recommendations (24 April 2015)
No further recommendations.

No 41. System allows double printing of certificates. The data field for entering the initials of the printing officer is not mandatory. Accountability cannot be established.

Status progress (4 December 2014)
Not addressed yet.

Further recommendations (4 December 2014)
No further recommendations.

Status progress (13 February 2015)
This issue has been solved.

No 42. Data corrections by IT staff should be limited to an absolute minimum and only be performed within a strict control system where approval of the DR (or a staff member with the mandate delegated by the DR) is recorded and the execution is logged and the correctness is recorded. Functionality within LAIS should be developed to reverse the approval and allow correction. This should be done in accordance with the relevant laws. Needs to be addressed by the IT department. Not addressed yet.

Status progress (4 December 2014)
Not addressed yet.

Further recommendations (4 December 2014)
No further recommendations.

Status progress (13 February 2015)
A procedure has been drafted but has not yet been implemented.

Further recommendations (13 February 2015)
Decide on procedure and subsequently implement.

Status progress (24 April 2015)
Procedure has been implemented

ICT services. There is a high dependency on ICT services.
ICT needs to be able to support the daily business, the increase in users and transactions, the change management program.

Recommendation: Assess after approval of the recommendations what the effects will be on ICT. Include a resource assessment in every approved project.

Status progress (4 December 2014)
Not addressed yet.

Further recommendations (4 December 2014)
Performance of LAIS (availability, response times, usability) needs to be monitored at the user end.

Monitoring and control of availability and response times should be done at the user side and so that appropriate measure can be taken. There should be a, by the business owner, agreed upon maintenance schedule so that the effects on the operations can be managed and minimised. Needs to be addressed by the IT department.

Status progress (13 February 2015)
No progress

Further recommendations (13 February 2015)
No further recommendations.

Status progress (24 April 2015)
PTRG network monitoring system is going to be procured. This system will monitor response time and availability at the end user end.

Further recommendations (24 April 2015)
No further recommendations.

✓ Changes in external registers can cause changes in LAIS.

A name change of a natural and not natural person needs to be accepted or rejected and logged according to a procedure.

Recommendation:
1. IT needs to develop a procedure and present it to business owner for approval.

Status progress (4 December 2014)
Manual with procedures is drafted.

Further recommendations (4 December 2014)
No further recommendations.

Status progress (13 February 2015)
No progress.

Further recommendations (13 February 2015)
An implementation decision should be taken.

Status progress (24 April 2015)
Internal procedure is implemented.

Further recommendations (24 April 2015)
2. A common framework should be developed with external institutions describing the procedure and reporting for changes in external registers affecting LAIS.

✓ Knowledge management and sharing related inefficiencies and delays (No. 49-55 attachment 1).

Demand for knowledge sharing and exchange between the centre/zones and districts will increase.

Recommendation:
1. Develop a proposal for knowledge retrieval and sharing (including a central repository). Staff, citizens and professionals will be the users (For example: A cell executive secretary should have access to all 35 forms and FAQ to be able to support citizens. User rights need to be defined).

Status progress (14 December 2014)
A tender for a system with FAQ is planned for early next year (Project KIMS)

Further recommendations (4 December 2014)
No further recommendations.

Status progress (13 February 2015)
No progress.

Further recommendations (13 February 2015)
No further recommendations.

Status progress (24 April 2015)
Tender will be published in April.

Status progress (24 April 2015)
No further recommendations.

✓ Data and equipment related inefficiencies and delays, which causes sector land managers to not be able to perform their tasks effectively (No. 45-48 attachment 1)

Inefficiencies need to be assessed and solutions need to be proposed. The tasks to be performed by the SLM, the requirements for performing these tasks (technical but
also customer oriented requirements), the enablers, which should be available, and the development and procurement of these enablers (training, hardware and software, data, connection, transport) should be assessed and implemented (project Action Plan SLM “APSLM”).

**Recommendation:**
1. Assess inefficiencies and propose solutions. Make sure that scanners will support a digital workflow!

**Status progress (4 December 2014)**
Desktops and scanners have been budgeted.

Training programs are being developed

There is still an issue with connection, transport and office space.

**Further recommendations (4 December 2014)**
No further recommendations.

**Status progress (13 February 2015)**
Equipment is still under procurement

**Further recommendations (13 February 2015)**
No further recommendations.

**Status progress (24 April 2015)**
Tender procurement equipment will be published in April.
Training programs are implemented.

**Further recommendations (24 April 2015)**
No further recommendations.

- **Staffing**

**Status progress (4 December 2014)**
Although budget is available, districts cannot hire sector land managers, due to an imposed ban of the Ministry of Public Services.

**Recommendations (4 December 2014)**
Inform the district land officers when the ban is lifted.

**Status progress (13 February 2015)**
The ban has been lifted. Hiring of sector land managers has started.

**Further recommendations (13 February 2015)**
No further recommendations.
Status progress (24 April 2015)
Over 80 SLM’s have been hired.

Further recommendations (24 April 2015)
No further recommendations.

✓ Archiving

Status progress (4 December 2014)
Districts struggle with the archiving function.

Recommendation (4 December 2014)
1. Investigate whether, under which conditions and for which files the archive function could be centralised.

Status progress (13 February 2015)
No progress.

Further recommendations (13 February 2015)
No further recommendations.

Status progress (24 April 2015)
No progress.

Further recommendations (24 April 2015)
No further recommendations.
Attachment 1. Detailed assessment of impediments, bottlenecks and actions

No changes made to the original document.
Attachment 2. Approach Initial assessment report

The initial assessment will be done in a number of steps:

- Study of relevant reports
- Development of a process flowchart
- Demonstration of all process steps in conjunction with the LAIS system and LQNS validating the flowchart
- Field study in 2 zones and relates districts. The purpose is to identify further impediments, bottlenecks and training needs related to improving the effectiveness of the land administration system
- Analysis findings
- Presentation findings to an expert workgroup. Purpose: Validation, enhancement, cause-analysis, recommendations for improvement and developing plan with further actions.
- Presentation to stakeholders (Management RNRA and Donors (DFID))
- Delivery final report

Desk study and demonstrations

- Desk study of relevant documents regarding the land administration and registration process, related procedures, the input/output requirements, performance indicators, enablers, steering and monitoring processes. Sources will be current documents such as the Manual Land Administration Procedures, LAIS user manual, already available forms for new procedures, implemented and proposed changes to the procedures, systems and organisation, previous assessments.
- Demonstration process steps with procedures and with use of LAIS and LQNS Demonstration of all process steps in conjunction with the procedures and LAIS and LQNS 2 Assessment of the effectiveness of the current land administration procedures (including compliance with laid---down procedures) and the effectiveness of LAIS in supporting the land administration system, the recommendations on how to remove or mitigate bottlenecks in the system and impediments to registration and training needs

Design of the assessment and field research and analysis

- Design of the assessment Development of flow chart of the current processes, identification of known impediments and known bottlenecks, questionnaire for the field research and metrics to be used
- Selection of offices for assessment Selection of 2 district offices with high transaction levels using LAIS and LQNS (preferably including the future model office) and SLM’s together with the corresponding Deputy Registrar offices. A further distinction may be made between a rural and an urban district office.
- Briefing of deputy registrars, DLO’s and SLM’s on the purpose and approach of the field assessment
- Field visits to zonal, district offices and SLM + analysis of the outcomes
• Sampling using LQNS (not clear yet whether we have data of the whole value chain and whether the data is sufficiently categorised to develop a report in the course of this initial assessment)

**Workshop with expert working group**

• A two-day workshop with the central, zonal and district staff to share and evaluate the findings, look into causes, come up with recommendations to resolve the impediments and bottlenecks, identify further actions, owners, time table. [A list of attendees to be invited needs to be drawn up and dates need to be fixed]

**Presentation draft assessment report (DFID)**

• Development of the draft report based on the previous steps
• Presentation of the draft report to DG, DDG, DFID, RNRA staff [A list of attendees to be invited needs to be drawn up and date needs to be fixed]

**Presentation final assessment report**

• Based on the previous meeting the report will be finalised and if necessary presented.