

# Assessing the Strength of *Sladecom* as a Model for Improved Formal Accessibility of Urban Lands in Nigeria

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## Abstract

**Objectives:** To evaluate *SLADECOM* (Synergised Land Administration and Development Compliance Model) as a proposed model, to amplify the strengths and remove the weaknesses of Nigeria's land administration systems, with a view to buoying them for improved performance. **Methods/Statistical Analysis:** This model's latitude was calibrated to 10 constructs of 30 queries and gauged against the following benchmarks: Environmental acceptability, demographic suitability, contemporary robustness, administrative consistency, regulatory sufficiency, histo-futuristic connectedness, effective resourcefulness, practical applicability, contextual relevance and technical versatility. Hence, integrity checks showed that 91 retrieved questionnaires out of the 100 structured questionnaires that were administered, using purposive and simple random sampling among all stakeholders in land administration system within the southwest Nigeria, 86 were properly filled and thus were considered valid for analyses, using 5 point Likert scale of measurement admixed with averages from simple descriptive and inferential statistical tools. **Findings:** The results showed among other things that, *SLADECOM* model has sufficient strength to accommodate past, present and emerging requirements associated with increasing complexities of formal land delivery by Nigeria's land administration systems (79.85% agreed+strongly agreed). Also, it is well positioned to tackle varieties of needs of increasingly land driven endeavours of Nigerians as the population continue to soar (79.89% agreed+strongly agreed). **Applications/Improvement:** Among this model's numerous relevance, is by directly applying it to synergise the present stand-alone structure of Nigeria's land administration system and reconfigure them for greater efficiency and effectiveness. Nigeria's government should endeavour to imbibe a culture of regular system overhauling, dynamic restructuring and role refinement as essentials for continual robust structure that engenders improved performance of land administration machineries, so as to facilitate formal delivery and increase accessibility of urban lands in Nigeria.

**Keywords:** Improved Formal Accessibility, Nigeria, *Sladecom* Model, Strength Assessment, Urban Lands

## 1. Introduction

Meaningful development of real estate is driven by so many factors, for its production to be sustainably profitable, much as the indispensability of land amongst these factors cannot be over-emphasised; its administration is also of great importance. A Land Administration System (LAS) is the platform for implementing government policies and land management strategies. It is also a means to achieving development objectives and improving the wellbeing of the society<sup>1</sup>.

From this perspective, it is not an end in itself but

rather a tool for facilitating adequate shelter, food security, wealth creation, and environmental management. Consequently, government agencies responsible for each land administration function (land tenure, land value, land use and land development) most often initiate and formulate policies based on their internal norms and functions<sup>2</sup>. In addition, land development agencies, within this structure, operate on a stand-alone basis and are thus constrained from engaging in a consistent manner to facilitate delivery of land for real estate development. This is manifested in varying degrees of contradictory policy objectives<sup>3</sup>.

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This study is framed within the proposition that the inadequate role synchronization and efforts synergy across land administration functions and between different levels of government impedes land delivery for real estate development<sup>4</sup>. The proposition is not to assume that inter-agency coupling and synergy is linear and unproblematic, or that it is the only problem impeding real estate development. From the conventional perspective, some will argue that land administration supports real estate primarily through the provision of tenure security. This research takes this further and advances a new argument that the role of land administration in providing sufficient real estate stock is not only about providing tenure security; it is also about providing an integrated system of land administration processes. In other words, even if tenure is secured, we need linked processes to enable us to mitigate stand-alone structure that tend to impede land delivery process, thereby produce sufficient real estate stock<sup>5</sup>.

From this perspective, collaboration between agencies responsible for land administration is not seen as an end but rather a means of facilitating efficiency and effectiveness of policies, processes, and spatial data infrastructures development among agencies. Beyond collaboration among land and housing agencies, other broader research issues associated with real estate development, underpinning the research, are recognised. These include among others: population increase and demographic characteristics, availability of labour and capital, technology and innovations. This study, however, argues along the perspective that land is a major input in real estate development and that its administration is imperative to increase real estate development outputs. Other research issues on real estate vary from administrative to institutional, local to regional, socio-economic to physical factors. Land delivery and tenure security remains a major consideration especially among the poor countries of the world, which represents a significant proportion of the world's population<sup>2,3,5,6</sup>.

This study outworks the land administration piecemeal and disparaging structure from the perspective of understanding the policies and administrative processes that have a direct influence on real estate development, through assessing the suitability of some salient undercurrent issues that are germane to land administration, by configuring these issues into constructs that encapsulate several question and hunches, the evaluation of which is best done through responses from

the core fieldworks conducted on targeted stakeholders. They are considered from the perspective of how best can this present land administration style be improved upon, for better performance and improved productivity, so as to enlarge accessibility space towards increasing real estate stock; they are thus very relevant and will hence complement the central focus of evolving as well as assessing the strength of a contemporary model, such as this, with a view to facilitating formal delivery of urban land in Nigeria.

A range of existing literature suggests that the needs for synchronization of process and collaboration between agencies are spurred by the requirements to resolve wide-ranging issues peculiar to and outside of individual land organization's circumstances. That is, issues that ordinarily will be difficult or more challenging to resolve if attempted by one land agency. This thus suggests that all the land agencies need to work together. However, within this context, different terms are used to describe the processes of working together. Different terms such as: Integration, whole of government, joined-up government, cooperation, coordination, synchronization, partnership, synergy and networks are used by public servants and academics to describe organizations' working together as a 'trend toward calling all forms of working together collaboration, as it was underscored strongly in the works of<sup>7-9</sup>. These terms are described in a whole range of literature<sup>2,3,7,10-12</sup>.

However, in both developed and developing nations, it has been observed by<sup>8,9,10,13-15</sup>, that:

- Several ministries institutionalized planning and administration functions in respect of land in disjointed manner.
- Regrettably those very important life-determining yardsticks such as social and economic realities are often not considered in drafting land administration functions.
- Land administration agencies are almost merely embodiments of unduly lengthy administrative procedure in allocating land and controlling land development.
- It is sad that more often than not, it takes as long as between two to seven years to secure development permit in many countries, such as Ghana and Nigeria<sup>13</sup>, Pakistan and Peru<sup>16</sup>.

Hence, by indirectly releasing more fund for business expansion through vigorous budgetary plans towards the direction of house building activities, such as contracting

and other associated dealings, real estate and other land-based development sector will be boosted, but more importantly the land upon which all this will take place must be drastically streamlined. Moreover, it is noteworthy that a blueprint be evolved on how proposed developments could be impacted, so that an appropriate approach that will galvanized efforts of public and private sectors will be birthed in a bid to birthing strategic partnership among planning authorities, land owners, financial institutions developers, building contractors, to mention but a few. Land Governance and the assessment framework. Land governance as described by<sup>17</sup> as cited by<sup>18</sup>:

‘concerns the rules, processes and structures through which decisions are made about the use of and control over land, the manner in which the decisions are implemented and enforced, and the way that competing interests in land are managed’

Therefore, in a bid to properly place description upon good governance within the bigger context of land administration, there was evolvement of the following eight objectives. Essentially, the birthing of these objectives was providing measurable platform by which good land governance across and within countries can be continually monitored for timely review as the needs arise<sup>19</sup>.

**These eight objectives are as follows, viz:**

- That principle of fairness and equity should be the springboard for land policy.
- That there should be legally recorded and binding recognition for all the variously accepted and socially legitimate rights.
- That there must be justification for management of land and attached tools, such as development control plans, zoning and conservation plans, etc., through conduction of an efficient externalities score-carding that are transparently done.
- That there must be clear mandates, transparent operational modules and cost-effectiveness bottom-lining the work of any sustainably-driven land administration.
- That at a very reasonable cost, all information to be so offered by the land administration system must adequate, accessible, relevant and reliable.
- Those very unambiguous procedures must be followed in the acquisition, management and disposal of public land, as well as transparent remittances of all accrued proceeds there from.

- That land policies must be duly supported by efficient and clearly prepared rating and taxation exercise as well offering of transparent services to meet the property valuation needs of the public.
- That all land-related conflicts and disagreements are discharged speedily without further acrimony via clear unfettered accessibility by mandated judicial and non-judicial institutions.

Therefore, through conscious effort, framework on assessment of land governance was developed by the World Bank, so as to determine and closely monitor the compliance level among countries. Meanwhile, the gauging of performances of all the covered fields as well as tracking of the overall efficiency of land governance against the eight objectives was the principal concern of this assessment framework.

Furthermore, it is noted that this framework on assessment of land governance was configured into five thematic areas<sup>20</sup>. They are thus as follows:

- Framework on Legal and Institutional Standpoint on Land.
- Taxation, Management and Planning of Land Use.
- Public Land Management.
- Public Information Provision on Land.
- Management of Conflicts and Resolution of Disputes on Land.

However, all these five thematic areas contain twenty-one indicators on Land Governance (LGI). Basic principle of governance in respect of land and land resources are what all these indicators seek to measure and monitor for overall sustainable development, though these indicators are further broken into a number of dimension<sup>19</sup>. The major challenge within the context of this research, however, is to identify the major issues among these objectives that have potential to promote or impede collaboration among agencies. It will be essential to set parameters regarding how these indicators/dimensions could be measured<sup>4</sup>.

It is equally important to shift focus from tenure of land, registration of land and gender equality and start to explore those relative importance of other functions of land administration other areas such as use and development of land. Thence, in respect to this, the role of land administration is thus hereby argued as not only the provision of adequate shelter but also goes beyond tenure security provision, together with offering an integrated process to land administration systems. However, seven enabling mechanisms have been evolved

by The World Bank through her policy on housing<sup>20</sup>. It is noteworthy that hegemony of the bank in driving housing and land policies had made it important to examine the socio-economic contents of her policy blueprints, since emerging world economy is inherently laced with poverty dimensions of land issue.

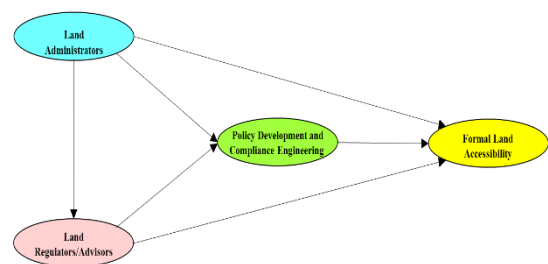
**The seven enabling instruments include:**

- Land and housing should be freely owned and exchanged through tenure security right.
- The poor should have unhindered access to housing finance by development of a vibrant mortgage system.
- Subsidies should well rationalize, well goal-directed and socio-economically appropriate.
- Residential land development should be promoted through provision of sufficient infrastructure.
- Supply of housing products should be encouraged through an equitable land regulation instrument.
- Conscious removal of barriers on the manufacturing of local building materials should promote a vibrant building and real estate markets.
- Coordination of various stratifications of the housing sub-sector should be institutionalized through a framework that engenders the completion and contribution of this sub-sector to the overall global economy.

The efficiency and effectiveness in the determination of use and development rights by responsible planning authorities involved multiplicity of activities. This multiple nature of activities and the incompetent of the responsible authorities mean delays, frustration and high cost of compliance<sup>17</sup>. There is thus a well-recognized scope for reducing compliance cost via reforms to streamline development approval processes<sup>18,20</sup>. These could be accomplished through better coordination of information relating to: public notification, referrals to multiple agencies and the review of appeal mechanisms<sup>1,2</sup>. Land administration focuses on understanding the operational component of land management paradigm. This is expressed in the range of land administration functions of: Land tenure (registration and title), value (property development, and the collection of revenues on land by government through sales, leasing and taxation, grand rent and stamp duty), use (regulations, zoning and control), and development (implementing land use through the development of infrastructure)<sup>2</sup>.

Therefore, the main interest that is being conceptualized in the schema of SLADECOM in Figure

1, is to express how the structural reconfiguration and synergy building could bring ease, with which urban land is being formally delivered, as well as improving the volume of tractable lands that are developable, for greater access by all interested classes of developers. This is simply done through evolvement and validation of the acceptance of a contemporary model, which has the capacity to bring this lofty goal into reality. The conceptual schema of SLADECOM is hereby diagrammatically conjured in the Figure 1. The Figure 1 says, there will be tremendous improvement in the formal delivery and accessibility of urban land, If the numerous interrelationship factors among all the components (land administrators, land regulators and policy template) found within the system above are explored and consciously harnessed, for example, reconfiguration of land administration system's present wieldy and almost disparaging structure, that allows for roles overlapping and sometimes repetition, all of which join together to make processing of applications for development, through the issuance of certificate of occupancy very herculean and unbearably lengthy, as well as whatever other challenges the system might be having, with a view to removing all of these avoidable barriers, that have been clogging the delivery and accessibility highways to land acquisition through formal window in Nigeria, via the contextualization of Nigeria's land policies to reflect the country's peculiar realities.



**Figure 1.** Conceptual schema of Synergized Land Administration and Development Compliance Model (SLADECOM).

## 2. Methodologies

After integrity checks on the 91 retrieved questionnaires out of the 100 structured questionnaires that were distributed among all stakeholders in land administration system within the southwest Nigeria, via purposive and simple random sampling, with each consisting of 30 thought-provoking questions, categorized into 10

research constructs, 86 were properly filled and thus were considered for analyses, using 5 point Likert scale of measurement admixture with averages from simple descriptive and inferential statistical tools in tabular forms, from where inferences were drawn for the final interpretation of the research outcomes.

### 3. Experimental Results

The Table 1 sheds light on some of the responses of the stakeholders, as distilled from the returned questionnaires for analyses, with the application of average of the responses from the two determinant statements of each of the measuring parameters, to draw necessary inferences and judgment from the data displayed on the Table 1.

**Table 1.** Analyses of gathered data

S/N	Constructs / Responses From LASs officials, Independent Land Consultants, Various Categories of Land Users and Relevant NGOs with Shelter Mandates				
	SD	D	U	A	SA
1.	Environmental Acceptability: P <sub>1</sub> RAv				
	(6) 7.37%	(9) 10.08%	(3) 3.10%	(40) 46.51%	(28) 32.95%
2	Contemporary Robustness: P <sub>2</sub> RAv				
	(7) 7.75%	(8) 9.69%	(2) 2.72%	(42) 48.84%	27 31.01%
3	Demographic Suitability: P <sub>3</sub> RAv				
	(7) 8.14%	(8) 9.69%	(2) 2.33%	(41) 47.29%	(28) 32.56%
4	Administrative Consistency: P <sub>4</sub> RAv				
	(7) 8.14%	(9) 10.46%	(2) 2.72%	(40) 46.51%	(28) 32.17%
5.	Regulatory Sufficiency: P <sub>5</sub> RAv				
	(7) 7.75%	(9) 10.47%	(3) 3.10%	(41) 48.06%	(26) 30.62%
6	Histo-Futuristic Connectedness: P <sub>6</sub> RAv				
	(7) 8.53%	(9) 10.47%	(3) 3.10%	(40) 46.51%	(27) 31.40%
7	Effective Resourcefulness: P <sub>7</sub> RAv				
	(6) 7.37%	(9) 10.08%	(3) 3.88%	(40) 46.51%	(28) 32.56%
8	Practical Applicability: P <sub>8</sub> RAv				
	(7) 8.14%	(8) 9.69%	(2) 2.72%	(42) 48.45%	(27) 31.01%
9	Contextual Relevance: P <sub>9</sub> RAv				
	(6) 7.36%	(10) 11.63%	(3) 3.10%	(41) 47.28%	(26) 30.62%
10	Technical Versatility: P <sub>10</sub> RAv				
	(7) 8.14%	(8) 9.69%	(2) 2.33%	(41) 48.06%	(27) 31.79%

### 3.1 Results Interpretation

- In the Table 1, the first construct clearly confirms that contemporary framework of SLADECOM has full acceptability within the purview of the Nigeria's land administration environment and it is a beacon of hope towards solving urban land delivery challenges in Nigeria, with average of 40 respondents (46.51%) agreeing and average of 28 respondents (32.95%) strongly agreeing to all the 3 sub-constructs of the above main construct.
- In the Table 1, the second construct copiously depicts that contemporary framework of SLADECOM is of sufficient robustness to tackle all land administration externalities towards solving urban land delivery challenges in Nigeria, with average of 42 respondents (48.84%) agreeing and average of 27 respondents (31.01%) strongly agreeing to all the 3 sub-constructs of the above main construct.
- In the Table 1, the third construct comfortably shows that contemporary framework of SLADECOM possesses adequate strength to suitably handle present and emerging demographic ramifications associated with increased land users' requirements and needs, etc, towards solving urban land delivery challenges in Nigeria, with average of 41 respondents (47.29%) agreeing and average of 28 respondents (32.56%) strongly agreeing to all the 3 sub-constructs of the above main construct.
- In the Table 1 the fourth construct explicitly establishes that contemporary framework of SLADECOM is of great consistency with past and present administrative styles as obtained in Nigeria's land administration agencies, hence positions it very vantagely to address myriads of urban land delivery challenges in the country now and in the future, with average of 40 respondents (46.51%) agreeing and average of 28 respondents (32.17%) strongly agreeing to all the 3 sub-constructs of the above main construct.
- In the Table 1, the fifth construct clearly shows that contemporary framework of SLADECOM sufficiently acknowledges the existence and integrality of existing and possibly emerging land related laws and codes, as such engenders strong regulation in the facilitation of delivery of urban lands in Nigeria, with average of 40 respondents (46.51%) agreeing and average of 28 respondents (32.17%) strongly agreeing to all the 3 sub-constructs of the above main construct.

- In the Table 1, the sixth construct copiously depicts that contemporary framework of SLADECOCOM has a strong capacity to draw the much needed connection between the pedigree and posterity that are of necessity to tackle all land administration externalities towards solving urban land delivery challenges in Nigeria, with average of 40 respondents (46.51%) agreeing and average of 27 respondents (31.39%) strongly agreeing to all the 3 sub-constructs of the above main construct.
- In Table 1, the seventh construct shows clearly that contemporary framework of SLADECOCOM is inherently boisterous to discharge all tasks with effective resourcefulness, this helps to achieve improvement in the ways and manners urban land delivery is being handled in Nigeria, with average of 40 respondents (46.51%) agreeing and average of 28 respondents (32.56%) strongly agreeing to all the 3 sub-constructs of the above main construct.
- In the Table 1, the eight construct explicitly establishes that contemporary framework of SLADECOCOM has great advantage of leveraging on the practical abilities of all actors and thus situate and apply this each peculiar situation as they arise in land administration agencies efforts at solving myriads of urban land delivery challenges in the country, with average of 42 respondents (48.45%) agreeing and average of 27 respondents (31.01%) strongly agreeing to all the 3 sub-constructs of the above main construct.
- In the Table 1, the ninth construct clearly shows that contemporary framework of SLADECOCOM sufficiently appreciates the multi-dimensionality of man's land needs and the variation that goes with some of these together with their impact on land delivery, this requires huge consideration for the contextual relevance of each of the requirements as they come, with average of 41 respondents (47.28%) agreeing and average of 26 respondents (30.62%) strongly agreeing to all the 3 sub-constructs of the above main construct.
- In the Table 1, the tenth construct comfortably shows that contemporary framework of SLADECOCOM possesses adequate versatility to be seamlessly absorbed and/or upgraded into any new technical specifications, as to suitably handle present and increasingly emerging land users' requirements and needs, towards solving urban land delivery challenges in Nigeria, with average of 41 respondents (48.06%)

agreeing and average of 27 respondents (31.79%) strongly agreeing to all the 3 sub-constructs of the above main construct.

## 4. Conclusion

- It was evident that SLADECOCOM is highly acceptable within the context of the environment spectrum of land administration, hence stands to improve on formal land delivery, especially within urban milieu in Nigeria.
- Construct on contemporary robustness confirms further that SLADECOCOM has sufficient latitude to accommodate past, present and emerging trends that greet land requirements of teeming population of Nigerians, as against the erstwhile STAND-ALONE structure of land administration.
- The responses from majority of stakeholders point to the fact that SLADECOCOM is well positioned to tackle varieties of land needs of increasingly land driven endeavors of Nigerians as the population continue to soar.
- The field results conveniently posits that SLADECOCOM exhibits desirable level of consistency with past and existing administrative style and as such builds upon the strength of this existing structure and extends to facilitate formal delivery of urban lands in Nigeria.
- The contemporary SLADECOCOM has great capacity for application of both existing and even potentially emerging regulations that are geared towards facilitating the formal delivery of urban lands than the present stand-alone operational structure.
- The analysis on this Construct points to the beauty of SLADECOCOM in seamlessly drawing a strong link between pedigree and posterity of our land administration, with a view to learning from the mistakes of the past and forging ahead into the future with greater stead to formally deliver urban land speedily.
- It is common-sensical that a contemporary framework as SLADECOCOM has great depth of resourcefulness inherent in itself as a result of the synergistic impacts it has, hence effectively and formally drives and delivers urban lands faster than any land administration system prior to it.
- It became evident that SLADECOCOM is practical-orientated and friendly in its application as LAS towards discharging several land administration

tasks that are meant to solve myriads of land delivery challenges in Nigeria.

- It is greatly noteworthy that the existing stand-alone structure of land administration in Nigeria has inadvertently contributed to the slow pace of formal delivering of urban lands, owing to wieldy structure of the constituent units and over-departmentalized system in place, which unnecessarily lengthens the bureaucracy associated with land processing.
- However, for the umpteenth time, it is being strongly re-stated that the contemporary framework of SLADECOM inherently exhibits all beauties and attributes that remove some of the clogging characteristics of the existing stand-alone structure and harness its synergistic strength in facilitating formal delivery of urban lands in Nigeria.

## 5. Recommendation

- There is a strong need for a platform through which relationship among all the stakeholders in the land administration spectrum will be conceptualized, towards ensuring a hitch-free formal delivery of urban lands.
- There is an urgent need for a clearer and more coherent role redefining among various stakeholders in the land administration system, so as to remove rivalry inclination and discordance in their relationship, hence speeds up formal delivery of urban lands.
- Government should Endeavour to provide a mechanism through which constant revival of the connection between prehistoric landholding and contemporary land tenure regulations within the multi-culturality of the Nigerian state, to ensure speedy urban land delivery.
- Constantly evolving a strong synergy and vibrantly collaborative efforts among land administration agencies will improve formal delivery of urban lands and thus increase accessibility to lands in Nigeria.
- A culture of regular system overhauling, dynamic restructuring and role refinement are essentials for continual robust structure that engenders improved land administration machineries and facilitates formal delivery and increase accessibility of urban lands in Nigeria.

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