

Survey of Kenya Policy Mandate

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Summary

The Survey of Kenya is the official agency of the Government of Kenya on all matters affecting land surveys and mapping. Its main functions are to provide and maintain plans of property boundaries in support of land registration and also to provide topographical and thematic maps for sustainable social economic development of Kenya.

Survey of Kenya falls under the Ministry of Lands & Settlement, one of six key ministries that are being rationalised. The department is undergoing a rationalisation process that involves policy and organisational review issues.

This paper reviews the policies, goals and strategies that have been formulated and are being implemented to enhance and improve the efficiency and productivity of Survey of Kenya. The constraints and challenges that we expect to encounter will be discussed. The paper will conclude by assessing the impact of the rationalisation programme in the future direction of the department.

Introduction

In 1993, the Kenya Government launched the Civil Service Reform Programme (CSRP); whose central objective was to enhance and improve the efficiency and productivity of the Kenya Civil Service within the framework of a liberalised economy.

In implementing the programme, the Government targeted the state of public policy process in various ministries with the aim to rationalise the current policy mandates of these ministries and to assess their institutional capacity in public policy formulation and implementation.

One of the six key ministries considered for rationalisation is the Ministry of Lands & Settlement, which is mandated to perform mapping and land surveys; a responsibility it has delegated to Survey of Kenya.

A study set out to investigate, establish and pick out the key areas of the Ministry that will foster and enhance efficiency and productivity in the delivery of its service has been completed. This paper discusses the findings and recommendations of this study relating to Survey of Kenya policy mandates and evaluates the impact the recommendations, once implemented, will have on the operations of the department.

The structure of the Department

The policy mandates of the Department are derived from the Survey Act. The Act makes provision for:

- Administration of the department and establishment of a Land Surveyors Board.

- The licensing of surveyors and disciplinary proceedings against licensed surveyors.
- The conduct of cadastral surveys, the maintenance of survey plans and records and preservation of survey marks.
- The establishment of the Standing Committee on Geographical names.

The Act empowers the Minister for Land Surveys to regulate fees payable for surveys executed by the Department; fees payable for the authentication of plans; fees chargeable for documents and materials issued and other services rendered by the Department and the scale of fees chargeable by a licensed surveyor for surveys made by him.

The functions of the Department are:

- To provide and maintain plans of property boundaries in support of land registration.
- To provide all kinds of topographical and thematic maps for the social economic development of the country.

The Department implements the above functions through its four technical branches that deal with specialised tasks as follows:

Cadastral Branch

The Branch is responsible for:

- Supervision of all cadastral surveys undertaken under the Survey Act by both Government and licensed surveyors. This includes registration, checking and authentication of such surveys and issuance of deed plans or registry index maps to support registration of title.
- Execution of new grant surveys - surveys for unalienated Government land.
- The mapping of settlement schemes and sub-division of company and cooperative farms.
- Preparation and maintenance of administrative, parliamentary, forests, national parks and reserves and other boundaries.

Land Adjudication Branch

The Branch is responsible for:

- The production and supply of materials for land adjudication surveys including aerial photographs, photo-enlargements and topographical base maps for the declared adjudication sections.
- Supervision of land adjudication field surveys to ensure proper reflection of parcel boundaries on the photo-enlargements or base maps.
- Preparation of registry index maps and area lists from field photo-enlargements or base maps that support the finalisation of the land adjudication process and issuance of titles.
- Carrying out mutation (sub-division) surveys and subsequent amendment and maintenance of registry index maps for areas falling under the 'general boundaries' system of registration.

Geodetic and Computer Services Branch

The Branch is responsible for:

- Horizontal and vertical control surveys.
- Preparation of large-scale topographical base maps using photogrammetric methods.
- Procurement of aerial photographs.
- Inspection and maintenance of international boundaries.
- Implementation of Computer Assisted Mapping Project (CAMP).

Mapping Branch

The Branch is responsible for the production and revision of topographical and thematic maps and this involves cartographic compilation and lithographic printing of the following maps:

- Topographical maps at the scales of 1:50 000 and 1:250 000.
- Thematic maps depicting particular information (themes), for example, tourist facilities, physical features, rainfall, administrative boundaries, aeronautical data, national parks, and resource maps.
- Township maps mainly for the City of Nairobi, municipalities and other large towns.
- The National Atlas of Kenya.

The Department also runs a training institute - Kenya Institute of Surveying and Mapping - that offers pre-service training for technicians at diploma level in the fields of land surveying, cartography, photogrammetry and remote sensing and map reproduction. It also offers in-service training at higher diploma level of the above disciplines except map reproduction.

The study on rationalisation

The Government of Kenya commissioned Messrs Profile Financial and Management Consultants to carry out the ministerial rationalisation of the Ministry of Lands and Settlement as a reform process. One of the specific tasks the consultants were to address was the classification, enrichment and fine tuning of existing ministerial policy mandates, mission, goals, objectives, policies, strategies, constraints and challenges. The study has been completed and has revealed that due to rapid development of the country, the Department is under great pressure to provide the required maps for development planning purposes and land owners require maps to support land registration so that they can get title deeds to their parcels of land. Suitable maps are also required for the exploitation and management of natural resources.

To meet the above challenges; the study recommended that the role of the Department has to be enlarged to include not only field measurement but also that of land information analysis and management; and in order to encompass this new vision and philosophy the mission of the Department was defined as that that will provide efficient and effective surveying, mapping and remote sensing services to support land registration, planning, land resources inventorying and utilisation as well as to continuously provide the nation with spatial data guide and control for overall national development.

The study identified a number of goals that the Department has to achieve in order to carry out its mandated functions effectively and efficiently. The policies, objectives and strategies for each goal have also been identified and are presented here below:

Policy	Goals	Objectives	Strategies
That all land be surveyed to facilitate registration of titles.	To survey all land for registration of land title.	To provide information for proper management of land resources based on accurate identification of various land parcels.	Provide the Department with modern survey and mapping plant and equipment. Accelerate land adjudication programme by producing aerial photographs and maps for all unadjudicated areas.
That all surveys and mapping should be based on the national geodetic control network.	Establish and maintain a national geodetic control network that covers the whole country to facilitate other surveys and research.	To provide a national framework to support mapping and other surveys.	Use modern survey techniques such as EDMS; GPS; total stations and computer assisted equipment. Establish new geodetic control points and sensitise communities to safeguard the monuments as necessary for development.
All land use plans should be based on accurate topographical maps.	Produce and continuously update national topographical basic maps for the whole country at a scale of 1:50 000 or larger for development planning and for production of other maps.	To produce spatial base for all development planning and implementation.	Use of modern mapping techniques such as analytical plotters, scanners, cartographic plotting equipment, map printing equipment and digital mapping.
The Department should ensure the availability of adequately trained professional and technical personnel in surveying and mapping.	Strive to train and retain qualified personnel who are able to carry out development, research and consultancy services.	To train and produce 25 professional land surveyors, 100 diploma graduates in surveying, cartography, photogrammetry and photolithography annually by the year 2000. To start a continuing education programme for the existing staff - to enable them to keep up with technological advancement.	

Policy	Goals	Objectives	Strategies
<p>That all land should be surveyed and mapped by the Department for an up-to-date and complete inventory of existing land resources.</p> <p>That all maps and plans supporting registration must be prepared, approved and maintained by the Department.</p>	To establish and maintain a comprehensive land information system.	<p>Accelerate computerisation process.</p> <p>Start marketing land information.</p>	<p>Harmonise interdepartmental land information needs.</p> <p>Create awareness to the general public and other users on the existence of land information system.</p> <p>Establish user requirements.</p>
That the Government recognises the role played by the licensed surveyor in title surveys.	Regulate the activities of licensed surveyors in the provision of survey services required for the registration of titles to land.	<p>Encourage more surveyors to be licensed.</p> <p>Promote professionalism among surveyors.</p> <p>Organise seminars on survey related matters.</p>	<p>More work to be commissioned to the licensed surveyors.</p> <p>Work with professional organisations in enhancing survey activities.</p> <p>Collaborate with the relevant professional organisations to ensure compliance with professional ethics.</p>

Recommendations

The study team identified the following recommendations that require implementation for the Department to achieve its mission and discharge of policy mandates:

- That a Geographical Information System (GIS) be established and maintained to facilitate collection and analysis of spatial data.
- That the Department should take a leading role in coordinating establishment and maintenance of parcel based Land Management Information Systems in the Ministry.
- That the Department should be provided with modern mapping and survey equipment to accelerate large-scale mapping exercises.
- That the Department should contract the following services:
 - Establishing Land Resources and Land Management Information systems.
 - Production of large-scale topographical maps.
- That the Department should privatise cadastral and mutation (sub-division) surveys.

These recommendations have been accepted by the Ministry and have been forwarded to the Government for consideration and approval.

Constraints and challenges

Since its inception, the Department has approved and accumulated a lot of survey plans/maps and other documents in hard copies. The manual system of searching for survey data from such a huge collection of data has progressively become very inefficient and time consuming. Similarly, all our topographical and thematic maps are in paper form. Our biggest challenge is how and when to computerise our cadastral and topographical spatial data.

This will depend on the availability of financial resources and human expertise in the field of spatial data infrastructure. At present, we do not have the finances and personnel to implement the computerisation process. We are seeking the assistance of donors and lenders to implement the programme and the advice on and support by organisations like Meeting of Officials on Land Management (MOLA) will be very appropriate.

The Civil Service Review Programme calls for the review of staffing and the management of the expenditure on personnel through staff reduction measures. It also calls for Financial and Performance Management. At present 32 per cent of posts in our authorised establishment are vacant and are not to be substantively filled within the next three years. Analysis in trends of personnel emoluments expenditure versus operations and maintenance reveal that the budget is skewed in favour of personnel emoluments resulting in low operations and maintenance and the subsequent lack of working tools and equipment. At the same time, the activities of the Department have increased considerably. Our challenge is how to balance the delivery of service with less personnel and inadequate survey equipment and materials.

The vision

The main goal of the Department is the achievement of good performance and high quality service delivery that is sustainable and affordable and to contribute as fully as possible to the sustained economic and social development of Kenya. In the next five years; the Department will continue to be constrained by lack of funds, qualified personnel, equipment and materials. However, if we are successful in attracting donors to give us technical assistance to implement the recommendations that have been identified by the study team or there is a marked increase in economic growth for the Kenya Government to fund the recommended projects; we have a vision that in the next ten years, the Department can be transformed to a modern institution, applying modern technologies, delivering good quality service to its customers and manned by motivated top quality officers. To achieve this, the Department still has to draw strategic plans on how to diversify its products and what marketing methodologies it will employ to raise its revenue collection to curb high dependence on the Exchequer. The long-term strategy is for the Department to be a semi-autonomous agency of the Government.

Conclusion

As we in Kenya enter into the next century with over 30 million people, there will be an immense increase on demand for land information services. Consequently the efficiency of the Department in the management of the information will be critical in sustainable development of the country. We should improve on the design of our present cadastral system to make it simple, secure, efficient and at low cost. The current manual system of analysing spatial data has resulted in serious delays in providing up-to-date information on location of land resources, changes in land use, encroachments on conservation areas and poor environment management. A Land Information System that will process, store, manage, update, analyse and present geographic and associate data efficiently must be introduced urgently to the Department. Any delay in the computerisation process, will have a negative impact on the productivity and high quality delivery service and an impediment in implementing the mission statement of the Department.

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