KOGI STATE GOVERNMENT

SYSTEMATIC LAND TENURE REGISTRATION (SLTR) IMPLEMENTATION PLAN 2026–2028

Prepared for the Kogi State Bureau of Lands and relevant implementing institutions

1. EXECUTIVE SUMMARY

This Implementation Plan provides the operational roadmap for phased implementation of Systematic Land Tenure Registration (SLTR) in Kogi State. It sits alongside the Kogi State Bureau of Lands Law, 2026, the Kogi State Land Use Regulations, 2026, the Kogi State Town Planning Development and Regulatory Agency Law, 2026, and the proposed SLTR amendments and Standard Operating Procedures Manual.

The Plan follows an area-based field-to-register process: designation and preparation; community mobilisation; enumeration; parcel identification and survey/demarcation; adjudication; public display and objections; resolution; registration; title processing; GIS/LIS update; and post-registration quality assurance.

The World Bank's March 2026 restructuring paper for the Nigeria SABER Program identifies preparation of an SLTR Implementation Plan in accordance with the Verification Protocol as part of the relevant land-administration result. Final numerical targets, budgets, pilot locations and dates should be approved by Government before formal adoption.

2. OBJECTIVES

- Provide a phased roadmap for SLTR across Kogi State.
- Define institutional roles, accountability and coordination.
- Translate the legal framework and SOP into measurable activities and outputs.
- Improve tenure security through identification, adjudication, recording and registration of legally recognisable rights and interests.
- Create reliable digital parcel, cadastral and title records in the State Land Information System.
- Provide transparent public participation, objections, grievance redress and quality assurance.
- Support efficient land administration, investment, planning and evidence-based decision-making.
- Provide an implementation framework capable of supporting SABER verification.

3. LEGAL AND INSTITUTIONAL BASIS

The Bureau of Lands Law establishes the Bureau as the central institution for land administration and assigns title, registration, survey, GIS, land-use policy and related functions. Its structure includes Land Services, Survey and Mapping, Urban and Regional Planning, GIS, Monitoring, Evaluation and Research, and a Systematic Property Registration Unit.

The Land Use Regulations establish the Systematic Property Registration Programme (SPRP), including declared areas, field assistance, proof of ownership, verification, public display, clarification and appeal. This Plan assumes adoption of the proposed amendment expressly aligning SPRP with SLTR and strengthening enumeration, adjudication, objection and registration.

The Town Planning Development and Regulatory Agency remains responsible for development permission, development control, building control and enforcement, subject to the recommended institutional interface with the Bureau.

4. IMPLEMENTATION PRINCIPLES

- Area-based implementation rather than isolated parcel processing.
- Protection of legitimate individual, joint, family, communal and customary interests.
- Participation, notice and accessible grievance redress before final registration.
- Digital-by-design cadastral, registry and workflow records, with physical backup where required.
- Unique parcel identification and traceability from enumeration to registration.
- Interoperability between Land Services, Survey, GIS/LIS and relevant planning records.
- Inclusion and reasonable access for women, persons with disabilities and vulnerable persons.
- Quality assurance and auditable evidence at every stage.
- Progressive scale-up after pilot validation and lessons learned.

5. GOVERNANCE AND INSTITUTIONAL ARRANGEMENTS

INSTITUTION/UNIT	PRIMARY SLTR ROLE	ACCOUNTABILITY
Governor / State Government	Policy approval; SLTR-area designation where required; approval of enabling instruments.	Approvals and high-level oversight.
Bureau / Director-General	Lead implementing authority and programme coordination.	Overall delivery, compliance and reporting.
SLTR/Property Registration Unit	Operational coordination.	Enumeration/adjudication workflow, public display, objections and registration coordination.
Land Services	Title processing, registration and records.	Final registry entries and title records.
Survey & Mapping	Parcel identification, survey/demarcation and cadastral control.	Spatial accuracy and survey standards.
GIS Directorate	Digital cadastre, LIS, parcel IDs, integration and security.	Digital integrity and interoperability.
Urban & Regional Planning, Bureau	Land-use records and Government layouts.	Land-use consistency and scheme records.
KSTPDRA	Development permission/control information.	Planning-status data exchange; no duplication of title adjudication.
Local Governments	Local/community and customary-land interface where applicable.	Participation and lawful customary-right functions.
Traditional/community institutions	Community entry and local knowledge.	Support identification/dispute prevention; no unilateral adjudication.
Legal Unit	Legal review and grievance support.	Due process and legal compliance.
M&E / Research	Targets, dashboards, evidence and evaluation.	Performance and verification reporting.

6. PHASED IMPLEMENTATION STRATEGY

Exact locations and parcel targets are left for Government approval because the three legal instruments do not prescribe them.

PHASE	INDICATIVE PERIOD	CORE ACTIVITIES
Phase 0 – Readiness & Adoption	Q4 2026	Finalise/gazette legal harmonisation; approve SOP and Plan; establish programme arrangements; prepare forms, data standards, communications and grievance system; select pilot area(s).
Phase 1 – Pilot SLTR	Q4 2026–Q1 2027	Implement end-to-end SLTR in pilot area(s); validate procedures, staffing, survey methodology, public display, grievance process, LIS integration and unit cost; conduct QA.
Phase 2 – Controlled Scale-Up	Q2–Q4 2027	Expand to additional approved areas; standardise teams/digital workflow; routine dashboards and quality sampling.
Phase 3 – Statewide Expansion	2028 onward	Progressively expand to priority urban, peri-urban and rural areas under approved annual work plans.

7. SLTR FIELD-TO-REGISTER WORKFLOW

1. **Area Selection & Designation:** Apply approved criteria; prepare base mapping/profile; obtain designation/approval; create area code.
2. **Mobilisation:** Map stakeholders; publish notices; sensitise; disclose process, documents, timelines and grievance channels.
3. **Enumeration:** Record claimant/holder information, interests, identity/contact data and evidence; record joint/multiple interests.
4. **Parcel Identification & Survey:** Identify boundaries; capture geospatial data; assign unique parcel ID; flag overlaps/disputes.
5. **Verification & Adjudication:** Verify evidence; determine uncontested claims; record competing claims/restrictions and outcome.
6. **Provisional Register & Public Display:** Prepare parcel map/provisional rights register; display accessibly and, where practicable, online.
7. **Objections & Grievance Redress:** Receive/log objections; investigate and determine/refer under approved procedure.
8. **Finalisation & QA:** Update records; separate unresolved parcels; quality-check and approve eligible parcels.
9. **Registration & Title Processing:** Enter approved rights/interests in LIS/registry and process appropriate title/instrument.
10. **Conveyance & Update:** Convey instrument; update digital/physical records and audit trail.
11. **Close-Out:** Sample audit, reconciliation, complaints review, backup, lessons learned and completion report.

8. PILOT AREA SELECTION CRITERIA

- Availability/quality of base maps, imagery and cadastral/layout information.
- Manageable parcel volume and clear geographic boundary.
- Tenure mix sufficient to test the SOP without excessive initial complexity.
- Community willingness and legitimate local institutions for mobilisation.
- Economic relevance or development pressure.
- Level of existing disputes/encroachments.
- Ability to integrate results into Bureau GIS/LIS.
- Logistics, security and accessibility.
- Replicability across other LGAs.

9. INDICATIVE WORK PLAN AND MILESTONES

ACTIVITY	TIMING	EVIDENCE/OUTPUT	LEAD
Legal/SOP/Plan adoption	Q4 2026	Approved/gazetted instruments	Government / DG Bureau
Programme team mobilisation	Q4 2026	Structure, TORs and team list	DG Bureau
Pilot selection/baseline	Q4 2026	Selection report and baseline	Bureau/M&E/GIS/Survey
Community mobilisation	Pilot start	Notices and engagement evidence	SLTR Unit/LGA
Enumeration/parcel mapping	Pilot	Digital records and parcel layer	SLTR/Survey/GIS
Adjudication	After field capture	Adjudication records	SLTR/Land Services/Legal
Public display/objections	After adjudication	Display evidence and objection register	SLTR Unit
Registration/LIS update	After resolution	Registered parcels and LIS entries	Land Services/GIS
Pilot QA/evaluation	Pilot close	QA and lessons report	M&E/QA
Scale-up approval	After pilot	Approved annual work plan	Government/Bureau
Implementation reporting	Quarterly	Dashboard/progress report	M&E
Programme review	Annually	Annual report and next-year plan	Bureau/Government

11. STAFFING AND CAPACITY DEVELOPMENT

Operational teams should be multidisciplinary and scaled to parcel volume/geography, covering programme coordination, land administration, survey/GIS, enumeration, adjudication/legal support, community engagement, ICT/data and quality assurance.

- SLTR legal framework and SOP.
- Field enumeration and evidence recording.
- Survey/demarcation and spatial standards.
- Adjudication, objections and due process.
- Gender/inclusion and community engagement.
- GIS/LIS, data security, backup and audit trail.
- QA, monitoring and verification evidence.

10. TARGETS AND PERFORMANCE INDICATORS

Numeric parcel targets are not stated in the source instruments. They should be approved after the pilot baseline, cost and capacity assessment.

INDICATOR	PROPOSED STANDARD/TARGET
Designated areas mobilised before enumeration	100%
Enumerated parcels assigned unique parcel ID	100%
Parcels with complete spatial and claimant records	Target after pilot baseline
Eligible adjudicated records publicly displayed	100%
Objections acknowledged/logged	100%
Objections resolved within SOP service standard	Target after pilot
Eligible uncontested parcels registered after QA	Target after pilot
Registered parcels reflected in LIS/cadastre	100%
Completed areas with close-out/QA report	100%
Joint/multiple interests captured where established	Monitor/report
Average processing time	Baseline then annual improvement
Average cost per registered parcel	Baseline then monitor

12. TECHNOLOGY AND DATA ARCHITECTURE

- Use Bureau LIS/GIS as authoritative digital repository.
- Assign unique parcel ID at field capture and preserve it through registration.
- Use role-based access, controlled permissions and transaction logs.
- Maintain secure backups and disaster recovery.
- Link spatial data to rights/claimant records and scanned evidence.
- Maintain version history for corrections, objections and transactions.
- Enable authorised data exchange with KSTPDRA and relevant State systems.
- Generate dashboards and verification reports from operational data.

13. STAKEHOLDER ENGAGEMENT AND COMMUNICATIONS

Each SLTR area shall have a communications plan stating purpose, eligibility, evidence requirements, official fees (if any), timetable, public-display arrangements, objection procedure, grievance channels, fraud warnings and official contacts.

Communication may combine Gazette/public notice, community meetings, traditional/community channels, radio, print, digital platforms and physical notices, depending on the area and applicable law.

14. GRIEVANCE REDRESS AND APPEALS

- Assign every complaint/objection a unique case reference and acknowledgement.
- Do not finally register a materially disputed parcel while the objection remains unresolved.
- Record reasons for decisions and communicate them to affected parties.
- Follow Regulations and SOP without excluding remedies under the Land Use Act or courts.
- Report grievance volume, category, age and resolution status.

15. QUALITY ASSURANCE

- 100% automated completeness checks for mandatory digital fields.
- Spatial checks for overlaps, gaps and invalid geometry.
- Supervisory review of adjudication records and exceptions.
- Risk-based field re-checks and sample audits.
- Reconciliation of cadastral/GIS and title/registry records.
- Area completion report only after QA exceptions are resolved/documented.
- Periodic internal audit of access controls, data changes and process compliance.

16. RISK REGISTER

RISK	POTENTIAL EFFECT	MITIGATION
Institutional overlap	Conflicting Bureau/KSTPDRA functions	Adopt interface clause, workflow map and data-sharing protocol.
Boundary/title disputes	Delay in adjudication	Early mapping; dispute flagging; process uncontested parcels separately.
Weak/missing documents	Exclusion or fraudulent claims	Use legally approved alternative evidence and documented verification.
Low public trust	Poor participation	Early sensitisation, transparent notices and accessible grievance channels.
Data/cyber risk	Loss/manipulation of records	Access controls, backups, audit logs and disaster recovery.
Insufficient field capacity	Slow delivery/poor quality	Pilot first, train/certify teams; scale after QA thresholds.
Unauthorised fees/fraud	Reputational/financial risk	Publish official fees; traceable payments; complaints and audit trail.
Funding shortfall	Interrupted implementation	Annual budget integration, phased procurement and prioritised scale-up.
Political/community interference	Distorted adjudication	Documented evidence rules, segregation of duties and review controls.

17. BUDGET AND FINANCING FRAMEWORK

The source documents do not provide an SLTR implementation budget. A costed annual work plan should be prepared after pilot scoping. Budget lines should identify:

- Legal/SOP/communications readiness; Imagery/base mapping and survey equipment/services.
- Field enumeration and logistics; GIS/LIS software, hardware, connectivity and storage.
- Public display and stakeholder engagement; Training and capacity development.
- Grievance redress and legal support; Quality assurance, monitoring, audit and evaluation.
- Title production/conveyance and records management; Contingency and security/logistics where justified.

The pilot should establish a verified cost-per-parcel and cost-per-area baseline for scale-up budgeting.

18. PROCUREMENT AND LOGISTICS

Procurement shall follow applicable Kogi State procurement and financial rules. Procurement planning should follow the phased work plan and avoid statewide commitments before pilot validation. Asset registers, assignment logs and maintenance plans should be maintained for field and ICT equipment.

19. MONITORING, REPORTING AND VERIFICATION EVIDENCE

STAGE	MINIMUM VERIFICATION EVIDENCE
Legal readiness	Gazetted/adopted instruments; approval records.
Operational readiness	Approved SOP, Plan, forms, workflow, team TORs and training records.
Area designation	Gazette/approval, maps and area codes.
Mobilisation	Notices, meeting records, attendance and communications evidence.
Enumeration	Timestamped/digital records and unique parcel IDs.
Survey/cadastre	Parcel layer, survey records and QA checks.
Adjudication	Adjudication records and exception log.
Public display	Display register/evidence, notices and dates.
Objections	Case register, decisions, status and appeal records.
Registration	Registry entries, title records and LIS linkage.
QA/close-out	Audit/sample results, reconciliation and completion report.
Performance	Quarterly dashboards and annual implementation report.

20. APPROVAL AND REVIEW ARRANGEMENTS

This Plan should be formally approved by the competent State authority and reviewed at least annually, or earlier where material legal, institutional, technological or operational changes occur. Annual work plans may update target areas, parcel targets, budgets and staffing without altering core legal and procedural safeguards.

Any revision made specifically to meet the SABER Verification Protocol should be documented through an approved revision note and retained with the verification evidence package.

21. IMMEDIATE 90-DAY ACTION PLAN

PERIOD	PRIORITY ACTION
Days 1–15	Conclude legal harmonisation; confirm official SLTR terminology; nominate programme lead and technical working group.
Days 1–30	Finalise/adopt SLTR SOP Manual and this Implementation Plan; approve governance/TORs.
Days 15–45	Approve pilot-selection criteria; assess candidate areas; prepare baseline and base-map inventory.
Days 30–60	Select pilot area(s); configure forms/workflow/database; establish grievance register and communications plan.
Days 45–75	Train/certify field and supervisory teams; conduct dry run and system test.
Days 60–90	Commence mobilisation and pilot enumeration subject to approvals and readiness checks.

22. APPROVAL PAGE

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