AFRICAN DEVELOPMENT BANK
AFRICAN DEVELOPMENT FUND

CAMEROON

DIAGNOSTIC STUDY FOR MODERNIZATION
OF THE LANDS AND SURVEYS SECTORS

COUNTRY REGIONAL DEPARTMENT CENTER
(ORCE)

November 2009
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# ACRONYMS AND ABBREVIATIONS

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<thead>
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<th>Acronym</th>
<th>Full Form</th>
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<tbody>
<tr>
<td>ADB</td>
<td>African Development Bank</td>
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<td>ADOS</td>
<td>African Doppler Observation System</td>
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<td>AEF</td>
<td>French Equatorial Africa</td>
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<td>AFREF</td>
<td>African Geodetic Reference Frame</td>
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<td>ASECNA</td>
<td>Agency for the Safety of Aerial Navigation in Africa and Madagascar</td>
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<td>CCF</td>
<td>Fiscal Cadastre Commission</td>
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<td>DAJ</td>
<td>Department of Legal Affairs of MINDAF</td>
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<td>DAT</td>
<td>Department of Territorial Development of MINEPAT</td>
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<td>DGI</td>
<td>General Directorate of Taxation</td>
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<td>DSCE</td>
<td>Growth and Employment Strategy Paper</td>
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<tr>
<td>ENA</td>
<td>National School of Administration</td>
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<td>ENSTP</td>
<td>National Advanced School of Public Works</td>
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<td>GPS</td>
<td>Global Positioning System</td>
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<td>HIPC</td>
<td>Heavily Indebted Poor Countries</td>
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<td>IGN</td>
<td>National Geographic Institute</td>
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<td>INC</td>
<td>National Institute of Cartography</td>
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<td>ITRF</td>
<td>International Terrestrial Reference Frame</td>
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<tr>
<td>MAETUR</td>
<td>Urban and Rural Lands Development and Equipment Authority</td>
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<tr>
<td>MAGZI</td>
<td>Industrial Areas Development and Management Authority</td>
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<tr>
<td>MDG</td>
<td>Millennium Development Goals</td>
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<tr>
<td>MINDAF</td>
<td>Ministry of State Property and Land Tenure</td>
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<tr>
<td>MINEFI</td>
<td>Ministry of Economy and Finance</td>
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<tr>
<td>MINEPAT</td>
<td>Ministry of Planning, Development Programming and Regional Development</td>
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<td>PGN</td>
<td>Pipeline Geodetic Network</td>
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<td>PRSP</td>
<td>Poverty Reduction Strategy Paper</td>
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<td>RGRC</td>
<td>Reference Geodetic Network of Cameroon</td>
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<td>SIC</td>
<td>Cameroon Real Estate Corporation</td>
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<td>TFP</td>
<td>Technical and Financial Partners</td>
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<tr>
<td>UTM</td>
<td>Universal Transverse Mercator (Projection System)</td>
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FOREWORD

This study was carried out by the African Development Bank Group at the request of the Government of the Republic of Cameroon. It was carried out using a participatory approach which comprised several phases. The first phase focused on the presentation by the Bank of the terms of reference of the study to the Steering Committee set up by decision of the Minister in charge of State Property and Land Tenure (MINDAF) to monitor the conduct of the study. During the second phase, a mission composed of Bank and MINDAF experts visited the towns of Yaounde, Douala and Buea from 19 January to 4 February 2009. It collected data necessary for the conduct of the study. The modified methodology as well as the draft report of the mission was examined by the Study Steering Committee chaired by the Secretary-General of the Ministry of State Property and Land Tenure (MINDAF).

The draft study report was then enriched by land management success stories of several countries, notably Tunisia, Morocco, Burkina Faso and Senegal. The study was presented to the Government and other stakeholders during a workshop held on 3 November 2009. Remarks made during this workshop and those made by other experts helped improve the study which, undoubtedly, will be used to finalize Cameroon’s land strategy which is being designed.

The Bank team that participated in the preparation of this document was headed by Mr Racine KANE, Chief Economist at the Country Regional Department Center (ORCE). It included two consultants, namely Messrs Mame Ounte FALL and Alain BAGRE. The Government team was headed by Mr Amidou MAURICE, Secretary-General of MINDAF, and included Messrs Jean Bosco AWONO, KAMTCHANG Paul and NEUKOU François. Messrs J. M. GHARBI, Director (ORCE), A. BERNOUSSI, Chief Economist (ORCE) and A. GAHUNGU, Bank Resident Representative in Cameroon, provided guidance and advice to the study team.

1 Including Mr Hubert OUEDRAOGO, Land Expert, to whom we express deep appreciation.
2 Messrs D. TANKOUA (Economist) and S. M’BA (Infrastructure Expert) at the Bank’s Cameroon Regional Office also participated in the conduct of the study.
EXECUTIVE SUMMARY

1. In November 2008, the Government of Cameroon made a request to the African Development Bank (ADB) Group for support in the modernization of the lands and surveys sectors. This request was motivated by the lack of securitization of ownership, cadastral survey, lands and land registration in Cameroon. The absence of reliable national cadastral records is the source of many poor urban and rural development practices and creates doubts about land which is detrimental to business. Furthermore, this situation does not promote the mobilization of public financial resources.

2. The Cameroonian Government’s request for support in the modernization of lands and surveys and the Bank’s decision to back this request are in line with the implementation of the general guidelines for sustainable development defined by United Nations agencies to which Cameroon has subscribed\(^3\). The different analyses made by these agencies over the last two decades unanimously recommend the implementation and development of sustainable and equitable land management to promote economic growth and reduce poverty. To respond to the Government’s request, this study was carried out to evaluate the situation so as to prepare a cadastral project that can remedy the shortcomings observed. Specifically, the following aspects were examined within the context of the study: (i) context, justification and objectives of the study; (ii) terms of reference: country context and prospects; (iii) land policy diagnosis and technical framework; (iv) land and survey management standards and good practices; and (v) lands and surveys policy implementation strategic thrusts.

3. **Land management and policy context in Cameroon:** Land policies in Cameroon are implemented within a context characterized by the following major facts:

   - Over the last five years, the average annual population growth rate has been 2.9%, standing virtually at the same level as the economic growth rate. Ultimately, this situation will result in high pressure on land resources with the risk of increasing land disputes. Population density varies between less than 10 (ten) inhabitants per square kilometre in the South-East and 100 (one hundred) and even 200 (two hundred) in the West, Littoral and North-West. It is also worth noting that the poverty level has not dropped significantly; it is 39% in 2009 as against 40% in 2003.

   - The urbanization rate is estimated to be 45% with an annual increase of 6% to 6.5%. This profile, which shows a high rural-to-urban migration trend, indicates that increasingly, the need for housing, public utilities and services will increase pressure on land in urban centres.

   - Land management, real property right securitization and transaction problems will increase in urban and semi-urban centres and the formal real-estate market will tend to concentrate in urban and peri-urban areas.

4. Additionally, it should be specified that the first generation Poverty Reduction Strategy Paper (PRSP) for the period 2003-2008 did not explicitly make allusion to the modernization of lands and surveys despite numerous cadastral and land reform initiatives and projects, including the creation in 2005 of the Ministry of State Property and Land Tenure (MINDAF).

5. With the help of lessons drawn from the implementation of its first poverty reduction strategy, the Government initiated the formulation of a Long-term Vision for the Development of Cameroon in 2009. The objective of this Vision, which provides an image of the country by 2035, is to make Cameroon an emerging, democratic and united country in its diversity. The Growth and Employment Strategy Paper (DSCE), which is based on this Vision, seeks to stamp out the causes that hampered the judicious management of State property by setting the following overall objectives: (i) lift the land constraint so as to facilitate the development of communication infrastructure, promote the opening up of small- and large-scale farms in the rural sector, control urban development and improve the business climate, (ii) streamline the allocation of land resources and improve the governance of State property, (iii) build the capacities of government services in charge of land, land tenure and State property and (iv) facilitate regional integration and support the decentralization process. The main programmes of this strategy will focus on the following specific strategic thrusts: (i) development of plots according to demand, (ii) preparation of the national plot plan, including plot plans of councils in Cameroon, (iii) constitution of land reserves for the development of community-based projects and (iv) development of residential allotments.

6. In Cameroon, like in most sub-Saharan African countries, land tenure is characterized by the coexistence of a traditional or “customary” land tenure system which is in a state of transition and a “modern” land tenure system which is written, introduced through colonization to promote individual landownership basically by colonialists. Cameroon was subjected to German, British and French colonial rule. Accordingly, it has three different land tenure systems introduced by each of these colonial powers.

7. Regulatory framework: with the unification of the country in 1972, a land reform was introduced in 1974 to unify the legal land systems used in Cameroon. Since then, Ordinance No. 74/1 and 74/2 of 6 July 1974 to establish rules governing land tenure and State lands respectively and laws and decrees to amend and implement them, and Law No. 85/09 of 4 July 1985 relating to expropriation for public purposes and conditions of compensation constitute the regulatory framework for cadastral survey and land management in Cameroon. Decree Nos. 2005/178 of 27 May to organize the Ministry of State Property and Land Tenure (MINDAF) and 2005/481 of 16 December 2005 to amend and supplement some provisions of Decree No. 76/165 of 27 April 1976 to lay down conditions for obtaining land certificates constitute the institutional framework for the implementation of the land legislation in force. The implementation of these legal provisions is impeded by jurisdictional disputes within the administration which are yet to be resolved.

8. Technical framework and land management tools: cadastral survey is a technical tool for the physical description, location and inventory of “real estate” which is the object of land management. Lands and/or land tenure are technical tools for the application of the “real estate” legal system established by the Authority for real estate ownership, enjoyment and disposal. Geodetic infrastructure is characterized by the absence of a reliable and single geodetic datum. Land stakeholders suffer the consequences of the absence of a single referencing system in Cameroon on a daily basis. The physical description of real property as the object of a right is not reliable, which undermines the reliability of the entire land register. The intangibility of land certificates and irrevocability and finality of their issuance are no longer guaranteed. To seek a lasting solution to this problem, the Government must continue to implement the recommendations and proposals of the study carried out by
IGN/France on the geodetic network tailored to the needs of Cameroon. The cadastral and land documents in land archives and records are in a deplorable state; they are almost in a state of decay and are under threat of destruction.

9. **Human resources:** human resources are inadequate quantitatively and qualitatively. They consist of permanent and temporary or seasonal employees. The average age of permanent employees is high in most of the services visited. Permanent employees are few compared with temporary employees whose status is insecure. In MINDAF, the main public actor in the land sector, the Department of Lands and the Department of Land Tenure lack staff specialized in land management such as land inspectors and controllers. This situation has a negative impact on the maintenance of land records in particular.

10. **Ongoing actions and projects:** the Government, semi-public structures and technical and financial partners (TFP) carry out initiatives. About ten of these projects are, unfortunately, designed separately, in total ignorance of each other, leading to conflicts on the ground. Total known investments envisaged under these projects amount to approximately CFA F 327 billion.

11. **Assets and constraints of land management policies and techniques:** assets relate notably to the existence of an avowed political will at the highest level materialized by the creation of a ministry responsible specifically for land issues, achievements that can be built on (case of benchmarks set up, completion of the fiscal cadastre, etc.), the location of most parcels to be registered in urban centres, which thus have a high tax potential and the existence of a fairly dense network of decentralized services. Concerning constraints, it is worth noting that jurisdictional conflicts between MINDAF services and certain structures such as the General Directorate of Taxation over the fiscal cadastre, the National Institute of Cartography concerning paternity over the geodetic network as well as the duality of the legal land tenure and customary land tenure systems which render the understanding of rights to be registered complex.

12. **Recommendations:** land stakes in terms of contribution to social peace, land, cadastral and property revenue mobilization, private sector development and good governance are such that there is an urgent need to support the ongoing efforts and initiatives to modernize the sector. To that end, the following recommendations were made to the Cameroonian Government and the Bank (ADB). The recommendations are also based on good practices with regard to cadastral and land management. These recommendations fall within the following strategic thrusts:

- **At the institutional level,** clarify the role and missions of cadastral survey services, resolve jurisdictional conflicts which create confusion and disperse financial and human resources and provide a coordination framework that responds to the challenges of land issues;

- **At the technical level,** set up a solid and reliable cadastral framework through the establishment and official recognition of a single and homogeneous national geodetic network covering all topographic, topometric and cartographic works, including survey works.
- Equip MINDAF decentralized services with the required efficient technical equipment and logistics and provide them with qualified personnel for optimum use of the equipment;

- With regard to State property, take appropriate measures to ensure the proper classification of records in land registries and assignment of land management specialists (to be trained) to such registries;

- Take measures to maintain and update the cadastral framework and land documents using a control system.

**Recommendations to the Government:**

- Streamline the institutional framework by aligning the various initiatives to enhance efficiency and cost-effectiveness in resource use;

- Put in place a transparent land rights and land transactions registration system;

- Harmonize the geodetic datum by putting in place a framework for first order points using existing projects and financing;

- Undertake an exhaustive inventory of the country’s land heritage and reconcile legality and legitimacy ensuing from land development;

- Take the necessary regulatory measures to resolve the jurisdictional conflicts identified between the National Institute of Cartography (INC) and the Department of Surveys concerning geodesy;

- Take the necessary regulatory measures to resolve jurisdictional conflicts identified between the General Directorate of Taxation and the Department of Surveys concerning the “fiscal cadastre” project;

- Implement a strategy for the recognition and securitization of all land rights which guarantee a transparent and efficient real-estate market;

- Safeguard and protect records under threat of destruction;

- Provide services with modern and efficient equipment;

- Strengthen lands services with qualified personnel;

- Launch a campaign to promote the credibility of land services by accelerating procedures and reducing the cost of services borne by users;

- Build staff capacities through appropriate initial and continuing training by providing the necessary resources to the National Advanced School of Public Works (ENSTP) whose existence is an opportunity to be seized;

- Consider the land dimension in the revision of the PRSP;
Initiate a reflection on land legislation in Cameroon to find alternative forms to securitization and involve regional and local authorities in land management;

Establish a better land-use system to improve the business climate and increase local revenue;

Take into account the delimitation, identification and recognition of the legitimate land rights of various actors of the land sector.

**Recommendation to the Bank:**

- Support the Government of Cameroon in setting up a technical support structure in the form of assistance to the contracting authority to ensure coherence between ongoing initiatives and projects and quality control of necessary works for modernization of the lands and surveys sectors;

- Attach more importance to the survey issue in formulating its intervention strategies in Regional Member Countries. In fact, besides Cameroon, constraints identified under this study are also found in other member countries. As a result, the stakes and challenges of modernizing cadastral survey should be taken into account when designing Bank country intervention strategies. Consideration of survey and land issues by the Bank also implies strengthening its capacities to better reflect land guarantee stakes and challenges in country strategies.
I. STUDY CONTEXT

1.1 In Cameroon, the challenge of guaranteeing land rights is still particularly topical in view of population pressure on land resources. This pressure fans conflicts, corruption and exclusion of the poor from the right to landownership. The cancellation of many land certificates observed in recent years is proof of a form of land insecurity which is detrimental to the development of the private sector, though recognized as one of the engines of growth. Furthermore, the fact that land rights are not guaranteed hampers the access of households to asset ownership. The stakes of land ownership in terms of contribution to social peace, land, cadastral and property revenue mobilization, private sector development and good governance are significant and explain the reforms undertaken in many sub-Saharan African countries to promote more efficient and transparent land management through land securitization projects. In Cameroon, like in many sub-Saharan African countries, the issue of land is complex because of its numerous political, economic, social and even religious stakes. Its growing role in economic activities makes these stakes even more important and places land at the centre of great interests, some of which are for the maintenance of the status quo. Any questioning of the existing management system, any reform, even if it is necessary, therefore becomes a challenge.

1.2 After the unification of the country in 1972, a land reform was introduced in 1974 which merged the legal land tenure systems of Cameroon. Since then, the Government has continued to carry out reforms to improve conditions for obtaining land certificates which are the institutional framework for the implementation of the land legislation in force. However, despite the achievements made, the modernization of lands and surveys in Cameroon is still confronted with regulatory, institutional and technical challenges. At the regulatory level, the implementation of the legal provisions ensuing from the 1974 reform is impeded by jurisdictional conflicts within the administration which are yet to be resolved. The institutional framework is not in line with the required standards for consistent lands and surveys management. Technically, the country is still grappling with the existence of several geodetic networks which facilitate the issuance of a multiplicity of land certificates for the same piece of land. With Bank support, the Cameroonian Government has decided to address these challenges in view of the spill-over impact of sound land management for the Cameroonian society by financing this study for modernization of the lands and surveys sectors.

II. STUDY JUSTIFICATION, OBJECTIVES AND EXPECTED OUTPUTS

2.1 Cameroon lacks reliable national cadastral records. This situation is the source of many poor urban and rural development practices and creates doubts about land which is detrimental to business. The aim of this study is to evaluate the situation with a view to modernizing lands and surveys in Cameroon. It is justified by the non-existence of real estate guarantee in Cameroon which is weakened by the lack of harmony with regard to benchmarks on the basis of which land certificates are issued. In fact, reference to several geodetic systems sometimes results in the multiplicity of land certificates for the same piece of land. The absence of a reliable position-fixing system can lead to many mistakes ranging from the positioning of a simple monument to the delimitation of national borders. Thirty-five years after the unification of land tenure systems, an estimated 150,000 land certificates out of 3,000,000 potential parcels of land have been issued. Furthermore, some of the

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4 On this date, the English-speaking and French-speaking regions of the country were reunited and a single constitution was adopted.
certificates issued are challenged on grounds of irregularity, some are subject to “amendment” while many certificates are issued to several “owners” for the same piece of land.

2.2 **The specific objective of the study is to propose actions to modernize lands and surveys by restoring the reliability of land certificates issued and mobilizing land revenue.** As a result, the study is expected to specify the preconditions for: (i) the establishment of a national system that inspires more confidence in landownership through an active geodetic network attached to the African Geodetic Reference Frame (AFREF); (ii) large-scale mapping and design of digital cadastral plans\(^5\); (iii) the setting up of a database through cadastral surveys in the towns of Douala and Yaounde; and (v) capacity building, in particular the capacities of surveys and land tenure services. The objectives of the study are in keeping with the standards recommended by the United Nations agencies to guarantee landownership.

2.3 **Expected outputs of the study:** the implementation of the recommendations of the study will lead to the establishment of a system/mechanism for the identification and more reliable description of real estate as an object of a right, and landowners and, therefore, enhance the value of land certificates to reassure investors, as this will make more difficult the fraudulent or erroneous issuing of several certificates for the same piece of land, as it is now the case. Land certificates will be more credible and potential investors will be more reassured. The implementation of the recommendations of the study will promote social peace by reducing land disputes. It will help increase tax revenue through the exhaustive consideration of the land tax basis and better identification of taxpayers thereby ensuring tax equity. The diagnosis as well as recommendations resulting from the study will also contribute to the design of a project to modernize surveys for better mastery of land issues so as to improve access to landownership and secure land rights, on the one hand and to increase revenue derived from property, land and survey activities, on the other hand. Apart from the study context, justification, objectives and expected outputs, the report presents: (i) the reference framework: country context and prospects; (ii) land policy diagnosis and technical framework; (iii) standards and good practices in lands and surveys management; and (iv) strategic thrusts for the implementation of a lands and surveys policy. The terms of reference of the study are presented in Annex 3.

### III. REFERENCE FRAMEWORK: COUNTRY CONTEXT AND PROSPECTS

3.1 **Geographical Position, Demography and Urbanization**

3.1.1 Cameroon, which is at the junction between West and Central Africa, is bounded on the west by Nigeria, on the north by Lake Chad, on the east by the Central African Republic and Chad and on the south by the Atlantic Ocean, Equatorial Guinea, Gabon and Congo. It has a surface area of 475 400 km\(^2\).

3.1.2 **Population and ethnic groups:** it was around the sixth century B.C. that a Carthaginian sailor named Hannon discovered Mount Cameroon and christened it the “Chariot of the gods” because of the torrents of larva that it spat out every night like an incandescent tank. In 1472, Portuguese navigators discovered the Wouri estuary, a river which was swarming with shrimps. They called the Wouri “the river of shrimps”, or “Rio dos Camaroes” in Portuguese, from which the country derived its name “Cameroon”.

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\(^5\) Digitization will be limited to the towns of Yaounde and Douala.
Before colonization, various migrations led to the formation of many ethnic groups. Most of these have the same origin but different lifestyles due to different dwelling places. In this settlement process, different groups created cultures which have an impact on their relationships with natural resources, particularly land and landownership, with similarities and disparities according to ethnic groups and regions of the country. These habits and customs continue to influence land management methods in traditional environments.

**Population growth and density:** the annual population growth rate during the last five years is 2.9%. In the long term, this will result in high pressure on land resources with a possible increase in land disputes. The population density varies from less than ten (10) inhabitants per square kilometre in the South-East to one hundred (100) and even two hundred (200) in the West, Littoral and North-West. The result is land availability and pressure varying from one region to another. Land pressure is also a function of the quality of land available and the type of activities and uses. The World Bank Agriculture Sector Report (1989) gives indications which, although old and in the absence of other available data, help imagine potential land pressure in the different regions of the country. This data is presented in the table in Annex 8 titled “Available Land by Province”.

**Urbanization, impacts on the formation and functioning of the real-estate market:** the urbanization rate is estimated to be 45% with an annual increase of 6% to 6.5%. This indicator which shows a strong migratory trend towards urban centres shows that land pressure will increase rapidly in urban centres as a result of the need for housing, public facilities and services. The problems of land management, real property rights securitization and land transactions will increase in urban and semi-urban centres. The formal real-estate market will tend to concentrate in urban and peri-urban areas. More than 50 per cent of people who have had land registered at the surveys office are public employees and only 5% are farmers (World Bank Report).

**Political and Administrative Organization**

Cameroon is divided into ten (10) regions. These regions are split into divisions and the divisions into sub-divisions. The regions, divisions and sub-divisions are administrative units. They are managed respectively by governors, senior divisional officers and divisional officers, appointed by the Central State. The duties of administrative unit heads are laid down by Decree No. 2008/377 of 12 November 2008. Laws Nos. 96/06 of 18 January 1996 and 2004/017 of 22 July 2004 on the Orientation of Decentralization constitute the policy framework for decentralization in Cameroon which will be implemented progressively. In accordance with these two laws, regions and councils are regional and local authorities. City councils are set up in councils with at least two (2) sub-divisional councils.

The first meeting of the National Decentralization Council which took place on 19 January 2009 examined the areas of jurisdiction to be transferred to regional and local authorities by 2010. The conclusions of these deliberations confirm that the decentralization process reflects the “Cameroonian State’s will to advance progressively”. For public authorities, effective and complete transfer will be realized only if it is proven that local elected representatives have the necessary managerial competences. In view of the present capacities, the Government feels that local elected representatives do not yet have the necessary land management competences. Undoubtedly, this situation explains why the transfer of jurisdiction with regard to land management is not provided for in the devolution
of areas of jurisdiction to regional and local authorities. Thus, the management of the lands
and surveys sectors is still under the responsibility of the Ministry of State Property and Land
Tenure and its decentralized structures. This policy may be maintained for a long time. It is a
clearly expressed political will that must be taken into account in any operation to modernize
the lands and surveys, even if the decentralization of land management is strongly
recommended by various organizations and studies on land management securitization and
transparency.

3.3 Inclusion of the Lands and Survey Dimension in the Country Strategy

3.3.1 The first generation Poverty Reduction Strategy Paper which covered the period
2003-2008 did not take into account the modernization of lands and surveys as a factor that
should be included in the economic development and poverty reduction strategy. In view of
rapid population growth and urbanization in Cameroon like in most developing countries, in
particular those in sub-Saharan Africa, the implementation of a strategic planning system that
takes into account spatially referenced data will be a deciding factor in the mastery of
economic development and poverty reduction. To that end, the putting in place of cadastral
infrastructure is essential and should be a precondition. The integration of the land dimension
in development strategies should contribute to improving the business climate and attracting
Cameroon was ranked 136th out of 181 countries surveyed. In 2008, Cameroon was
ranked 138th out of 181 countries, representing a two point decrease for the indicator “Property rights
registration and transfer”.

3.3.2 With the help of lessons drawn from the implementation of its first poverty
reduction strategy, the Government initiated the formulation of a Long-term Vision for the
Development of Cameroon. The objective of this Vision, which provides an image of the
country by 2035, is to make Cameroon an emerging, democratic and united country in its
diversity. Specifically, the vision is a reference framework for: (i) reducing poverty to a
socially acceptable level; (ii) attaining the level of a middle-income country; (iii) achieving
the status of a newly industrialized country; and (iv) consolidating democracy and
strengthening national unity. The orientations of the Growth and Employment Strategy Paper
(DSCE) for the period 2009-2019 which will cover the first ten years of the Long-term Vision
are based on these specific objectives. The main thrusts of the DSCE will be acceleration of
growth, creation of formal jobs and poverty reduction.

3.3.3 The Government has identified the main problems concerning the modernization
of lands and surveys which can be summarized as follows: (i) difficulties accessing landed
property; (ii) inadequate supply of State land; (iii) inappropriate management model; (iv)
absence of a reliable survey system; (v) poor management of State property; and (vi)
inadequate resources. To promote the emergence of Cameroon, the authorities intend to
develop a national built heritage management strategy with a particular focus on the heritage
administered or managed by the State. The objective of the DSCE is to root out the causes
that hampered the rational management of the said heritage by:

- removing the land constraint in order to promote the development of
  communication infrastructure, stimulate the creation of medium- and
  large-scale farms in the rural sector, control urban development and

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6 Report of the Regional Symposium of African Professionals on Urban Development and Local Governance in sub-Saharan
improve the business climate;

- rationalizing the allocation of land resources and improving the governance of State property;

- building the capacities of government services in charge of lands, land tenure and State property;

- facilitating regional integration and supporting the implementation of decentralization.

The key programmes will focus on the following specific strategic thrusts: (i) development of plots according to demand by the primary and secondary sectors; (ii) development of a national plot plan including the plot plans of councils in Cameroon; (iii) constitution of land reserves for the development of community-based projects; and (iv) development of residential allotments. Important support measures will be implemented, in particular: (i) reform of legal and institutional instruments governing State property, lands and State estate; (ii) establishment of a framework for concerted action between different actors for the management of land demand forecasts in various sectors; (iii) modernization of instruments for the management of the State’s built heritage and car pool; (iv) simplification and reduction of time taken to complete land acquisition procedures; and (v) strengthening of human and material resources. The macro-economic plan for the next seven years provides for the allocation of resources (CFA F 100 billion) for implementation of land reforms. These reforms are in line with the commitment of international bodies, notably the African Union, the World Bank and the African Development Bank.

Commitment of international institutions to promote cadastral survey
In 2003, the World Bank published a report titled “Land Policies for Growth and Poverty Reduction” to underscore, among other things: (i) the role of property rights in economic growth (investment incentives, access to credit, etc.); (ii) impact of securitization of real property rights on poverty considering that land is the main source of subsistence for the majority of the poor in developing countries; “an essential instrument for investment, wealth accumulation and transfer of property from one generation to another”. This impact is particularly important to women who are generally denied access to real property; (iii) the role of land disputes as a source of numerous old and current conflicts; and (iv) land tax as a source of revenue of local communities for financing social infrastructure for the benefit of the populations. The same report concludes that it is “necessary to adopt a long-term vision and to include land tenure issues in a development strategy that enjoys the massive support of the population as well as the support and coordination of high political authorities”.

It is necessary to mention the Pan-African initiative on land policies in Africa initiated by the AU-ECA-ADB Consortium. The document titled “Framework and Guidelines on Land Policy in Africa” prepared by the Consortium focuses on land management issues in general. In July 2009, the meeting of AU Heads of State and Government adopted this document which is based on the strategic role of land and natural resources in development. This document is the result of a joint process initiated in 2006 by the Economic Commission for Africa (ECA), the African Union (AU) and the African Development Bank (ADB) to strengthen and guarantee real property rights, increase productivity and secure housing for the majority of the continent’s population. The orientations and principles set out in this reference document are the outcome of the recognition of the importance of sound land management and land policies which are adapted to local contexts.

IV. LAND POLICY DIAGNOSIS AND TECHNICAL FRAMEWORK

4.1 Types of Land Tenure Systems and Land Policy Development in Cameroon

4.1.1 In Cameroon like elsewhere, the land tenure system was shaped by historical, economic and especially political developments. Hence, the land tenure system has therefore evolved from the pre-colonial to the present period.
4.1.2 Pre-colonial period: prior to the colonial period, land was managed by clan chiefs or land managers on a community basis. For each community, land belonged to the “first occupant”. Men were much attached to land because they considered it as the lifeblood of the community, that is, the source of all means of subsistence. Land was community property, inalienable and even sacred. It was handed down from one generation to another and it was therefore practically impossible to talk about single ownership. Individuals could only have a right of enjoyment to satisfy their food and housing needs.

4.1.3 The methods of allocating land to members of the clan and possession varied from one region to another and from one ethnic group to another. However, this type of land management was generally known as “customary” or “traditional” land tenure. The concept of single ownership was introduced during colonization. It is worth noting that traditional land tenure systems in Africa, including Cameroon, are experiencing major changes to intermediate forms of land occupation (purchase, lease of land, etc.) for commercial purposes under the combined effect of the interweaving of communities in the market economy, cash crop farming, population pressure and urbanization. This is especially the basis of an informal market on the fringes of major urban centres.

4.1.4 Colonial period: Single ownership was introduced in Cameroon during the colonial era. Cameroon experienced German, British and French colonial rule. Each of these colonial powers carved out a land tenure landscape for its occupied zone according to its interests. The German colonial administration, which was short-lived, extended its influence throughout Cameroon. The land plan of the Cameroonian territory was delimited during German colonial rule. It introduced registration in the Grundbuch as a principle of land securitization mainly in favour of German colonialists who occupied vast expanses of land in the coastal areas. After the Treaty of Versailles and placement of Cameroon under the protection of the League of Nations, the eastern part of the country was administered by France and the western part by Britain.

4.1.5 In the French-speaking part of the country, there were three land tenure systems until the eve of independence: the transcription system, the customary land rights recognition system and the land registration system. In the transcription system, the publication of land rights was governed by the Law of 21 July 1921. All you had to do was to record in a special register each real property owned. The land registrar opened an account in the name of the real property in which charges against real property were registered in chronological order. This system was applied only to French expatriates and those considered as such. The second system known as the customary land rights recognition system for indigenous people was set up by the Decree of 21 July 1932. This instrument required a native to prove that he effectively occupied or used a piece of land in order for the administrative authorities to recognize his rights over such land. After such proof, a deed known as the land registration book was issued to the native. However, this register was inferior to the land certificate which crowned the registration procedure. The registration system was established by the Law of 17 June 1959 which henceforth allowed every Cameroonian to have his customary rights established following a procedure which led to the issuance of a document known as the “land registration book” having a probative value.

4.1.6 In British Cameroon, between 1919 and 1927, the northern and southern parts of Cameroon placed under British rule were governed by a different legislation enacted in Nigeria. In 1921, the Land and Native Rights Ordinance was issued. The aim of this instrument was to enable all and sundry to use and occupy land, that is to enjoy the rights to
use and occupy land. These two rights constituted the **Right of Occupancy**. There were two types of right of occupancy: the **Statutory Right of Occupancy** and the **Customary Right of Occupancy** depending on whether one was a non-native or a native. Later on, an article which provided that “the Governor may revoke the customary right of occupancy at any time” was added to the **Land and Native Rights Ordinance**.

4.1.7 In 1956, a reform to guarantee access to full ownership of land in British Cameroons through *freehold land* or *leasehold land* was introduced. Apart from these two land categories, all occupied or unoccupied land was declared as customary land. All these measures stemming from the resistance of customary law and the power relationships at that time demonstrate the importance of traditional forms of access to land and the complexity of the land issue which every survey or land project, including the project to modernize the lands and surveys sectors, must take into account. *Note should be made of the introduction of different intermediary rights and title deeds instituted by the different colonial administrations to adapt to different stakeholders and types of right.*

4.1.8 **Post-independence period:** After independence, a new land policy was instituted by Decree No. 63/2 of 9 January 1963. This important instrument established a common national heritage managed by the State. This heritage comprised land withdrawn from traditional authorities excluding land considered as community property, that is, registered or recorded in accordance with the Civil Code and that which made up the public and private property of the State as provided by the instruments in force. This new land policy of the new State emphasized land development as a condition for the issuing of the land certificate. Decree No. 64/10 of 30 January 1964 distinguishes between the common national heritage and land belonging to traditional authorities.

4.1.9 **Socially, this new land tenure system had the merit of detribalizing access to land inasmuch as it granted all Cameroonians the right to full ownership of land throughout the country.** In view of difficulties related to the application of this system due to the problems of delimitation and acceptance by the population and shortcomings of this new land policy, it was necessary to introduce new reforms. The reunification of the country in 1972 provided an opportunity for the introduction of such reforms to also harmonize the different land tenure systems of the French-speaking and English-speaking regions of Cameroon. This was the subject of Ordinance Nos. 74-1 and 74-2 of 6 July 1974.

4.2 **Regulatory and Institutional Framework for Land Management in Cameroon**

4.2.1 **Laws and regulations and their evolution:** Ordinance Nos. 74-1 and 74-2 of 6 July 1974 to establish rules governing land tenure and to establish rules governing State lands respectively, as well as laws to amend and decrees to implement them, and Law No. 85-09 of 4 July 1985 relating to expropriation for public purposes and conditions of compensation constitute the regulatory framework for cadastral survey and land management in Cameroon.

4.2.2 Decree No. 2005/178 of 27 May 2005 to organize the Ministry of State Property and Land Tenure (MINDAF) and Decree No. 2005/481 of 16 December 2005 to amend and supplement some provisions of Decree No. 76/165 of 27 April 1976 to lay down conditions for obtaining land certificates constitute the institutional framework for the implementation of the land legislation in force.
4.2.3 The legal framework is rich and well articulated. In fact, since reunification in 1972, the Cameroonian legislators have taken a number of legal and regulatory measures to organize the management of land and State property. These include notably: (i) Ordinance No. 74-1 of 6 July 1974 to establish rules governing land tenure and Laws No. 80-21 of 14 July 1980 and No. 19 of 26 November 1983 to amend it; (ii) Ordinance No. 74-2 of 6 July 1974 to establish rules governing State lands; (iii) Law No. 76/25 of 14 December 1976 to establish regulations governing cadastral surveys and records; and (iv) Law No. 80-22 of 4 July 1980 to repress infringements on landed property and State lands.

4.2.4 These laws and ordinances are supplemented by 16 decrees, 1 order and 17 circulars and instructions governing the management of land and State property up to the level of the sub-division, the smallest administrative unit. It should be underscored that it is the desire to bring land services closer to users that justifies this fairly dense legal framework. The setting up of the Land Administrative Commission and the Advisory Commission is proof of this concern.

4.2.5 Some of these laws and decrees are not backed by implementing instruments: there are provisions that are a source of jurisdictional conflict between the various structures. Examples include conflict between the Department of Surveys and the National Institute of Cartography (INC) with regard to geodesy and between the Department of Surveys and the General Directorate of Taxation (Decree No. 95/312/PM of 27 April 1995 to set up a commission for the establishment of a fiscal cadastre “at MINEFI”). There is no formal and institutionalized relationship between the Department of Surveys and INC. Concerning, for example, the delimitation of international and administrative boundaries which, in most countries and according to established practice, generally lies within the province of geographical services in view of the scale of work, it is mentioned vaguely in the missions of the Department of Surveys contained in the Decree of May 2005 to organize and lay down the functioning of MINDAF that the Department of Surveys “shall be responsible for the delimitation of international boundaries and administrative units, in collaboration with the government services concerned”, without specifying them. The Decree of 2005 was issued while Decree No. 2003/162 of 27 June 2003 to reorganize INC was still in force. Article 4 of this decree provides that INC, among others, shall “participate in the delimitation of administrative units and international boundaries” considering that it is responsible for the execution of cartographic works. This is testimony to the intention to entrust geographical works to the Department of Surveys in its capacity as the main contractor.

4.2.6 The legal framework does not provide for the transfer of land and State property management to local authorities or any alternative other than general securitization as the only condition for protecting land rights. Despite the existence of the legal framework presented above, it is common knowledge that the customary management method is still current, particularly in rural areas. This situation is proof that the reforms introduced are not quite in tune with reality. At the institutional level, the creation of MINDAF and its decentralized structures up to the level of divisions and sub-divisions (Yaounde and Douala) is noteworthy.

4.2.7 Institutional and organizational capacities of stakeholders: the creation of a ministry in charge of State property, land tenure and surveys is a major reform in land management in Cameroon. Its subdivision into several specialized and complementary departments should make it more effective and more efficient. The far-reaching decentralization of services to bring them closer to users should also be a guarantee of their
operationality. It should however be noted that resources for implementation of this policy are insufficient. Indeed, coordination is poor, there are sectoral dysfunctions, there is acute shortage of equipment and real estate is not functional.

4.2.8 Experience has shown that for a regulation or reform to be responsive and able to prevent the persistence or creation of a custom or practice that is parallel to written law, it is necessary that “…. private individuals cease to be aware of the existence of legal procedures. When such procedures go unnoticed, it is possible for them to devote all their thoughts and energy to implementation”.7 The conclusion of the June 2008 draft report on the study for “the design of the plot plans of Douala and Yaounde” is that “Cameroonian users consider the rules and procedures for obtaining a land certificate to be protracted and costly”.

4.2.9 **Land management stakeholders in Cameroon:** there are many stakeholders in land management in Cameroon on the ground as provided for by the laws and regulations in force. Jurisdictional conflicts are therefore perceptible.

- **Public actors:** The State through MINDAF and specialized institutions (MAETUR, MAGZI, SIC, Cameroon Housing Loans Fund) which are responsible for managing land allotted leasehold and/or freehold, issuing authorizations to occupy public property and financing.

- **Private sector actors:** Notaries and licensed surveyors who are auxiliaries and intermediaries of the Ministry in charge of State property and land tenure. They are involved in land transactions and indirect registration through the drafting of deeds and drawing of boundary plans.

- There are other actors like traditional chiefdoms, intermediaries and civil society organizations that influence land management. The administration is even obliged to accommodate some of them such as customary land holders who are appointed members of cadastral survey and land consultative commissions. Apart from the land consultative commissions coordinated by the Ministry in charge of territorial administration, there is no formalized system for coordinating the activities of different actors in the land sector who have functional working relations, for example, relations between private surveyors and the Department of Surveys through the endorsement and control of plans on the one hand, and between notaries and land registrars on the other hand.

4.2.10 **Practices and strategies of land sector actors:** studies, including the one on the design of Douala and Yaounde plot plans, and discussions with heads of MINDAF services such as the South-West Regional Delegation reveal that despite the departmentalization of the procedure for obtaining land certificates, “it has been observed that applications for registration with a view to obtaining land certificates have become scarce or even inexistent”8.

4.2.11 **Land certificates have been issued for barely 2% of the territory.** Furthermore, under the terms of Ordinance No. 74-1 and No. 74-2, since 1989, the possessions of holders of titles in enjoyment or possession of unregistered land are incorporated into national land.

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Many Cameroonians are content with using customary or traditional systems to acquire land. Discussions with divisional and regional services revealed that “in actual fact, traditional rulers do not feel concerned; they even sell customary lands”, “the administration follows and regularizes the practice; the traditional ruler settles people and the administration confirms the action”.

4.2.12 Alongside legality that is affirmed and defended by public authorities that guarantee the land rights of citizens, there is a parallel system recognized and accepted by many people, indeed the majority of people who resort to it. This parallel system enjoys some legitimacy that should induce the Cameroonian legislator to think about the best way to eliminate these parallel practices (of informal legitimacy) with no legal basis.

4.2.13 Different types of land rights: recognized, tolerated, and unrecognized: in Cameroon, only the land certificate and lease are recognized as property rights. Several ownership: in spite of the existence of Law No. 81-03 of 7 July 1981 and Decree No. 83-609 of 26 November 1983 to implement it, co-owners of buildings cannot obtain land certificates. Even land certificates do not always guarantee adequate protection in view of the annulment procedures providers for by the instruments in force which are very often applied. Although customary rights conditionally afford the possibility of land being registered, they are not recognized by any deed. Securitization as the sole land security policy results in the non-recognition of the rights of many farmers who occupy land under local agreements.

4.2.14 Access to land ownership and fight against poverty and exclusion: in Cameroon, the law formally guarantees all citizens the right to acquire land. However, because of widespread customary practices, the situation of some social groups in certain communities de facto bars them from enjoying any property right. This is particularly the case with women and livestock breeders in some nomadic areas. In the specific case of women, owing to customs that do not allow them to own property, they cannot use their right of occupancy to obtain land certificates using the legal procedure.

4.2.15 The situation of women is worrying as they are almost absent from land registers. Only 3.2% of certificates registered in the North-West Region, representing 0.1% of registered land, are owned by women. Thus, rural women who depend on land for their livelihood do not register their rights as prescribed by the law.

4.2.16 Ongoing transformations and changes: population growth and the inevitable pressure it exerts on land as well as rapid urbanization tend to transform land into a source of potential conflicts. These phenomena contribute to excluding the poor from access to land for agricultural production in rural areas and housing in urban areas. This pressure increases the rental for land and promotes the development of the phenomenon of (direct or indirect) merchandizing of land, even in areas where, in the name of customary ownership, land was not sold.

4.2.17 Under such conditions, knowledge and location of land resources of different entities (State, regional and local authorities, companies, traditional communities, households and citizens) become indispensable in ensuring the protection of rights, real estate transactions and social peace. Only reliable cadastral surveying based on a homogeneous network can allow for such definition and systematic evaluation of property.

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9 Discussion with South-West Regional Delegation and Divisional Delegations in Buea on 30 January 2009.
4.3 **Real-estate Market Operation and Land Rights Registration, Certificate Issuance Systems and Land Rights Securitization**

4.3.1 *Operation of the real-estate market*: knowledge of how the real-estate market operates is essential for determining the value of State land and real property. To that end, the registration of transactions is an important basis, beyond the securitization of the rights of buyers and sellers, tenants and landlords as well as other related rights. The setting up of a cadastral survey database should promote the mastery of parameters relating to land supply and demand and the operation of the real-estate market.

4.3.2 The informal real-estate market plays a major role in land supply and demand as confirmed by testimonies. The modernization of lands and surveys is expected to contribute to the resolution of the problem of integrating the informal real-estate market into the formal market. It is necessary to examine ways of ensuring their geographical identification and the form of recognizing their occupation. It is necessary to reconcile the legality of official procedures and the legitimacy of popular but illegal practices.

4.3.3 *Right registration and certificate issuance systems and land right securitization*: in fact, there is no reliable land rights registration system in Cameroon. Most “amendment” files found in divisional lands and surveys services confirm the absence of a reliable system. The land register remains the main instrument for land rights registration. The land register concerns only land certificates and rights *in rem* to real estate supporting them. It was established that there are other types of land possession that are not provided for by the law and that are nevertheless claimed and recognized by their holders. According to the Department of State Property, the number of land certificates is estimated to be 150,000 while the study on the National Cadastral Survey Project estimated that in the year 2000, there were approximately 2,600,000 plots, including 1,550,000 in urban areas.

4.3.4 A review of the process of obtaining land certificates on occupied or exploited national land could help adopt measures to reduce the number of actors and stages in the processing files. The table below shows the process of obtaining the land certificate: it comprises 13 stages involving 17 structures. Officially, MINDAF services estimate the time taken to obtain a land certificate to be 6 (six) months. The reality, however, is quite different, according to statements made by the heads of some divisional services or the press. And that seems to be explained by the rampant corruption undermining land certificate obtention and management process.

4.3.5 From the point of view of principles, the choice of making the land certificate and its legal strippings the only forms of land rights recognition is a policy option of the Government of Cameroon; it is not the guiding principle of every survey or land management or even land tenure or registration system. The experience of Madagascar and some West African countries shows that there can be other alternative land rights security titles more accessible to the majority of the population like “land attestations” and “land possession attestations” provided for in the land policies of some countries.
4.3.6 Although the elements obtained were not exhaustive, some information points to the fact that there is corruption in the issuing and management of land certificates. It is reflected in the opaqueness and unwieldiness of procedures, despite the existence of an anti-corruption unit in MINDAF which is making some efforts. Thus, “Domaines Infos” No. 18 of November/December 2007 published by MINDAF carries an article on the condemnation by the Minister himself in Ngoumou of the practices of “swindling and fleecing users, demanding exorbitant sums of money before fielding the land consultative commission and issuing fake land certificates” which have become the daily routine of his collaborators. This situation is the same in other divisions such as Ndé where the Land Registrar was suspended or in Monatélé where the head of the Divisional Land Tenure Service was dismissed like the one in Ngoumou.

4.3.7 Organization and composition of land tenure and State lands system: the system of land registration, titling and publication of rights stems from the application of the land tenure and State lands system laid down by a dense legal and regulatory framework updated since 1972 (see Section 4.2) notably by:

- Ordinance No. 74-2 of 6 July 1974 to establish rules governing State lands;
- Law No. 76/25 of 14 December 1976 to establish regulations governing cadastral surveys and records;
- Law No. 80/22 of 4 July 1980 to repress infringements against landed property and State lands;
- Law No. 85/009 of 4 July 1985 on expropriation for public purposes and terms of compensation.

4.3.8 These laws and ordinances are supplemented by 16 decrees, 1 order and 17 circulars and instructions governing the management of land and State property up to the sub-division, the smallest administrative unit. However, Law No. 76/25 of 14 December 1976 to establish regulations governing cadastral surveys and records does not have an implementing decree.
4.3.9 **Organization:** the issue of land and State property management in Cameroon led to the creation in 2005 of the Ministry of State Property and Land Tenure (MINDAF), the body responsible for the control of activities of the sector. Under this control body, the Department of Surveys, which is situated upstream, is responsible for the physical description of the objects that form rights, the Departments of State Property and Land Tenure is responsible for the issuing, conservation and securitization of the said rights while the Department of Legal Affairs, located downstream, is in charge of disputes. This organization is based on far-reaching decentralization, including the publication of rights.

4.3.10 **Composition of the land tenure system:** the Cameroonian land tenure system considers the State as the “custodian” of land and guarantor of rights to possess and dispose of it. It classifies land into: (i) private property; (ii) national land; and (iii) public property.

4.3.10.1 **Private property:** comprises the private property of private individuals or natural persons, the private property of the State and the private property of other legal persons established in the public interest. It consists of all registered land estimated to be about 2% of the Cameroonian territory on which about 150 000 land certificates have been issued. The registration system makes it possible to break down the land by appurtenance. Access to private property is conditional on registration which gives rise to the issuing of a land certificate by land registrars. The land certificate is obtained through various methods:

- transformation of various deeds into land certificates;
- application for occupied and used national land known as first category land;
- following land subdivision (fragmentation) or merger of registered land;
- final concessions on national land;
- incorporation of lands appertaining to national land into the private property of the State or other legal persons established in the public interest.

4.3.10.2 **National land:** it is made up of all land that has not been subject to private appropriation, including by the State, and classification as the public property of the State. It is administered by the State which, through land consultative commissions, allots it by granting provisional or final concessions and long-term leases.

4.3.10.3 **Public property:** movable property apart, public property includes all real property that by nature or purpose is allocated for general use. It is inalienable, indefeasible and not liable to seizure. Public property is natural and/or artificial.

4.3.11 **Publication of rights:** the publication of rights is the procedure whereby parties register real property deeds at the Lands Registration Service where, on the basis of survey statements, all deeds establishing or modifying real property rights are recorded. This procedure makes the published rights opposable to third parties.

4.3.12 The publication of rights was decentralized in Cameroon in 2005 with the creation of divisional land registers managed by 58 lands registration services. The number of land certificates issued is estimated at about 150 000 including more than 43 000 in Yaounde, (Mfoundi Division). With the advent of departmentalization, the registration period is estimated to be 6 to 8 months. It is worth mentioning that there is a backlog of files inherited from regional centralization of lands registration services.
4.3.13 With regard to socio-geographical and gender issues, the impact of habits and customs on land management varies from region to region. Rules of private ownership come into conflict with those of substantive law. In some regions, particularly in the West (Bafoussam) land acquisition procedures are often blocked. The traditional chiefdoms remain indispensable with respect to private land ownership. The method of appointment of local land consultative commission members helps to intensify their opposition. The percentage of women with access to land remains low due to their general status. Less than 5% of registered land belongs to women.

4.4 Technical Tools: Lands and Surveys or Land Tenure

Land management is governed by laws and regulations implemented by lands and surveys institutions. Thus, they are technical tools for the description of objects of rights and registration of such rights as well as their owners. The cadastral service is a technical tool for the physical description, location and inventory of real property which is the subject of land management. State property and/or land tenure are technical tools for the application of the legal regime of real property established by the Authority for ownership, enjoyment and disposal of such property.

4.4.1 Geodetic infrastructure

4.4.1.1 Geodetic infrastructure refers to a reference system that allows for the representation of a surface of the geographical globe to produce maps or plans, including cadastral plans. A geodetic system is a reference system for describing positions on the earth’s surface. Geodetic infrastructure is indispensable for any engineering, development, cartographic, cadastral and navigation project and particularly for applications and services that call for the use of spatial data.

4.4.1.2 This system is therefore based on a framework that consists of different points organized in a hierarchical order that serve as a reference, observed and calculated in a single and homogeneous system to reduce deformations stemming from the representation of the complex surface of the globe. The evolution of geodetic infrastructure in Cameroon confirms that it is characterized by a multiplicity of more or less accurate old and new networks that can be classified in order of interest. The most accurate are the most recent ones that were established within the context of mining, industrial and security system project sites between 1980 and 2007, without articulation with a national surveys strategy. However, vestiges of old networks set up between 1939 and 1967 still exist. These include notably networks of reference points expressed in Gauss Laborde AEF, Gauss Krüger and Clarke 1880 in UTM 32 projection. The different geodetic networks that are of interest to Cameroon are presented below. These networks were determined according to need for the delimitation of boundaries, navigation systems, land development or exploitation.

4.4.1.3 The Pipeline Geodetic Network 98: it was used for the alignment of the Chad Oil Pipeline. It is a GPS geodetic network that comprises a structure arranged in a 60 km long 18 point monument linear chain that guides the ESSO Exploration and Production 1 054 km-long pipeline from Doba (Chad) to the coast of Kribi (Cameroon). It crosses a large segment of the centre of Cameroon. Due to its accuracy and monumentation, it is widely used by professionals of the public and private sectors. It helped set up secondary networks particularly in Yaounde, Douala, Edea, Bertoua, Mbalmayo and Limbe.
4.4.1.4 **The Cameroon/Nigeria border network**: work on this international network was completed in March 2008. It was established within the framework of the resolution of the border dispute between Nigeria and Cameroon over the Bakassi Peninsula under the aegis of the United Nations (UNO). The network, which is 2,000 km long, is the second structure of millimetre-accuracy GPS points near PGN 98. Twenty Cameroonian towns have a point each.

4.4.1.5 **ASECNA airport networks**: they were set up in 1998 in collaboration with the Institut Géographique National (IGN) of France in 9 (nine) airports managed by ASECNA at the rate of 4 to 6 ground points per airport. They are connected to the ITRF 96 with millimetre-accuracy.

4.4.1.6 **Yaoundé networks**: except for the Pipeline Geodetic Network (PGN 98) with its PGN 013 point which allowed a 300-point densification, there are 3 (three) old networks used by professionals in Yaoundé: (i) the 10-point Gauss Laborde network; (ii) the 1972 60-point UTM network; and (iii) the 60-point Krüger Network.

4.4.1.7 **Douala networks**: Douala is also crossed by the Pipeline Geodetic Network (PGN 98) with a point known as Douala which also helped ensure a more than 500-point densification in this town. Some 100 points of the Gauss Laborde network are available, including a 60 UTM 32 projection points which were revived in WGS84 by an IGN mission in 2001 during the stereo preparation of the cartography of Douala.

4.4.1.8 **Continental or transnational networks**: they were set up within the framework of extensive programmes covering the entire African continent or the entire global reference system. This includes in particular: (i) the 12th parallel geodetic network set up in 1967/1968 by IGN which includes points No. 56 and 57 in Cameroon; (ii) the African Doppler Observation System (ADOS) with 7 to 8 points in Cameroon which were used as a basis for densification; (iii) the seismic or Lake Chad network (CBLT); (iv) the 1959 triangulation of West Cameroon (OSGB) with 79 points in UTM 32 coordinates were listed by IGN in the South-West and North-West regions.

4.4.1.9 **Altimetric networks**: the first altimetric network in terms of accuracy and importance is that of “Nivellement général de l’Afrique centrale” (General Survey of Central Africa) set up by IGN between 1948 and 1971. It consists of an 8 100 km-long course from the “Brillé” tide gage of Pointe Noire in Congo. According to technicians of the National Cartographic Institute (INC) of Cameroon, its conservation condition stands at 60%. A second network of 100 points was also set up by IGN in 1976 at the Boucle de Balessing-Mpoumé.

4.4.1.10 **Densifications**: densification is the gridding of reference points of a more or less confined territory with reference points 1 to 1.5 km apart. It is therefore carried out on the basis of geodetic network coordinates. The PGN network in Yaounde was densified by 300 points and Douala by 700 points in 2003 from datum point No. 013 (PGN) for Yaounde and point Douala of the same PGN for Douala. Densification work is fraught with problems of supply and exploitation due to discontinuity in administrative services. The entire Douala network has been calculated and fact sheets established. The planned observation of 40 points on that of Yaounde has not yet been carried out. The other 260 points are deemed to be in good condition as they are used by professionals. These findings were not presented to services owing to discontinuity in administrative services.
4.4.1.11 With the exception of the above-mentioned densifications in Yaounde and Douala, 21 towns have more or less densified networks with 5 to 80 points in 5 coordinate systems. The documentary study showed that less than 25% of points are fairly well preserved. More than 30% of points were destroyed or missing. About 20% are doubtful; their conservation condition does not inspire confidence with regard to their use. The other points (25%) are missing and/or have been destroyed. Furthermore, there are many unreliable arbitrary or fictitious coordinate networks.

4.4.1.12 The multiplicity of reference networks most of which are unreliable and its consequences on the management of State property and land tenure induced MINDAF to express a clear commitment to streamline the Cameroonian national referencing system. To that end, it financed, in 2007, a study on the country’s geodetic system conducted by the Institut Géographique National of France (IGN France). The recommendations of the study are being implemented with the current\textsuperscript{10} construction of six permanent GPS stations within the framework of implementation of the fiscal cadastre project with the support of Spanish co-operation. This network of permanent GPS stations should be supplemented by a terrestrial network of 58 datum points, that is at least one point per division. The exploitation of the findings of this study led MINDAF to design a national geodetic network project which was materialized in July 2008. It comprises up to 20 025 points for a complete and final gridding of the country at a total cost of CFA F 12 billion.

4.4.1.13 Decentralization of the geodetic mission: the design, execution, management and maintenance of the National Geodetic Network have been devolved to the Department of Surveys and the National Institute of Cartographic (INC) by respectively:

- Decree No. 2005/178 of 27 May 2005 to organize MINDAF which stipulates in Chapter V, Article 62 that: “Under the authority of a Director, the Department of Surveys shall be responsible for…. the control, coordination and establishment of geodetic networks and topographic surveys…” This provision is reinforced by Article 68, Section II of the same Chapter which includes the programming of geodetic work and maintenance of datum points, development of procedures and methods of calculation in geodesy and topography among the duties of the Sub-Department of Large Scale Maps:

- Decree No. 2003/162 of 27 June 2003 to reorganize the National Cartographic Institute (INC) provides in Article 4, Chapter I (General Provisions) that “……. its mission shall be to: programme, execute or ensure the execution of all works necessary for the establishment and maintenance of geodetic networks.…. ”

\textsuperscript{10} During the conduct of the study (June 2009).
4.4.1.14 *Main findings: the environment of geodetic infrastructure and its management as well as the multiplicity of the spatial referential can cause jurisdictional conflicts.* Regulations governing the devolution of the geodetic mission would have caused a jurisdictional conflict which has not yet occurred due to several reasons. These include (i) the absence of a comprehensive strategy and clear objectives with regard to national cadastral registration; (ii) lack of resources by INC and its institutional framework directed towards research which does not promote operational activities, (iii) the existence of alternatives for the Department of Surveys with densifications and arbitrary or fictitious networks; and (iv) the existing facilities were all put in place by colonial services, or later by private and/or international organizations.

4.4.1.15 *Despite the harmony and understanding that currently prevails between the technicians of the two structures, it is necessary for the Authority to clarify the jurisdiction of the two institutions.* In the area, international practices recommend the division of tasks between INC and the Department of Surveys based on the category of reference networks. In effect, the determination of the geoid model, setting up, management and maintenance of first and second category networks fall under the competence of INC which is also responsible for small scale mapping (1/200 000 to 1/50 000). For its part, the Department of Surveys should be responsible for the setting up, from first and second category networks, of third, fourth and fifth category networks for large scale mapping (1/10 000 to 1/500).

4.4.1.16 *The current diversity or multiplicity of the spatial referential owing to the presence of several networks of coordinate systems has negative consequences on several aspects and domains. At the technical level: survey services have great difficulties conducting topographic surveys of a high degree of accuracy. The quality of work done by the private sector is not also controlled.* With regard to the application of the land tenure and State lands system: it does not allow for a full and permanent inventory of property. In fact, property location or representation on homogeneous physical or digital media is almost inconceivable. In this regard, the existence in Yaounde of 19 214 land certificates in arbitrary coordinates that cannot be positioned on a single plot plan is an illustration of this fact.

4.4.1.17 The physical description of property as an object of a right is not reliable. This calls into question the reliability of the entire land register. The inviolability of land certificates and irrevocable and definitive character of their issuance are no longer guaranteed.

4.4.1.18 This situation causes a serious litigation which the Department of Legal Affairs (DAJ) has difficulty handling. The sources of litigation are: (i) encroachment and overlaps; (ii) superimposition of land certificates; (iii) creation of fictitious certificates; (iv) different categories of allotments; (v) additions to surface areas and/or corrigenda; and (vi) withdrawal and cancellation of land certificates. These practices stem from the use of several systems of coordinates or fictitious coordinates by the Department of Surveys.

4.4.1.19 The expression addition to is a neologism used by survey technicians to justify a practice that consists in reassessing the surface area of a land certificate that has already been prepared by pretending that it was poorly measured so as to extend it as they wish. Through this practice in which land registrars are also involved, it is not surprising to see the area of a land certificate increase from 1 000 m² to 8 000 m².
4.4.1.20 Superimposition is the act of establishing two or more land certificates for the same space through the use of coordinates of different geodetic (or reference) systems.

4.4.1.21 For their part, fictitious land certificates exist only in documentary form. Their materialization on the ground is impossible. These different practices, therefore, lead to the withdrawal of land certificates. However, it can be challenged by application for an ex gratia settlement and legal remedy, where necessary. The DAJ caused some frantic withdrawals of land certificates between 2005 and 2008 as if a spoliatory strategy had been established. These machinations call into question the technical competence and moral probity of staff of all MINDAF structures. Despite the direct and personal liability sanctioned by the swearing-in of surveyors and land registrars who are the main actors in the issuing of land certificates, some of their acts that call for legal action are not brought before the court. The consequences of their errors are borne by the Administration through the DAJ.

4.4.1.22 These findings confirm that inadequate supply of State lands stems from the fact that government services have poor mastery of the private and public property of the State. Private property of the State with land certificates and other without are recorded. In the absence of plot plans that would provide information to the State about the availability of such property so as to plan its management, the State limits itself to piecemeal management. This situation exposes the State to numerous errors as land is allocated on the basis of the study of documents submitted rather than by on-the-spot knowledge of the land or indisputable geographical data. As a result, there are cases where a piece of land is allotted to many people.

4.4.1.23 Recommendation: It thus appears that all actors of the land sector face, on a daily basis, the adverse consequences of the absence of a unique reference system in Cameroon. To find a lasting solution to this problem, the Government must continue to implement the recommendations and proposals of the study carried out by the Department of Surveys of MINDAF in July 2008 for setting up 20 025 national geodetic network monuments (25 monuments of the reference network, 500 monuments of the backbone network and 19 500 monuments of the complementary network). This network must be connected to the African Geodetic Reference Frame (AFREF) system which itself is connected to the international GPS system: International Terrestrial Reference Frame (ITRF).

4.4.2 Cartographic Coverage and State of Survey Documents

4.4.2.1 Cartographic coverage refers to the production of large-scale maps or plot plans of different parts of the national territory. Large-scale maps or plans are those whose land unit presentation ratios on paper fall between 1/10 000 and 1/500. Below 1/10 000, there are scales used to produce geographical or thematic maps. The inventory of current maps does not take into account small-scale or geographical maps of the country, regions and divisions. The cartographic coverage of the country is evaluated through the production of different types of large-scale maps or plans. These include in particular topographic plans or site plans produced at the request of the administration, private and semi-public companies and private individuals. Their scales are a function of the objectives of applicants. Each decentralized service also has subdivision plans, either in project plan, or in implementation plan which are, however, not listed in the table in Annex 5.

4.4.2.2 It is worth noting that various attempts to produce plot plans based on sectional divisions failed. However, plans produced at the scale of 1:1 000 for Yaounde
and Douala could be the starting point for the national plot plan in so far as they meet methodological and universally acknowledged cadastral standards. The latter recommend the division of council areas into cadastral sections and the numbering of all plots in the said sections. Accordingly, the second phase of the fiscal cadastre project envisages the production of plot plans of 56 other localities. It should be noted that the cartography of any country involves diverse, complex and lengthy operations and techniques. Since 1981, Government has shown its determination to produce the basic or site plans of major towns. Nevertheless, all existing coordinate systems were used, which testifies to the absence of a well-structured cartographic and cadastral policy. That is why despite these different activities, the cartographic coverage of Cameroon remains a very long-term objective.

4.4.2.3 Survey documents: cadastral survey is based on two documents: the national plot plan and the cadastral matrix. The national plot plan consists of all the sheets of standard plans of councils or localities of a country. They are drawn to a scale ranging from 1/500 to 1/5 000 according to the density of occupation or development of areas to be represented. The cadastral matrix groups together all land registers in which all landowners in a council are listed including descriptions of their properties. Plans and matrices, which are computerized, often include software to form a cadastral information system (CIS) which will henceforth serve as a digital plot plan and cadastral and land databases.

4.4.2.4 In Cameroon, the plot plan and cadastral matrix as defined above do not exist. Their development must be the specific objective of any cadastral project. The topographic and subdivision plans mentioned earlier should serve as inputs for the development of the said plot plans. They can even coexist in a universal or general-purpose land register like that of Cameroon.

4.4.2.5 Cadastral documents also include:

- topographic or site plans or basic sector, section or town plan: they represent all the details or objects of the land according to the scale order and different uses;

- subdivision plans: they may be at the project state as submitted by the Department of Town Planning and Housing or application plans prepared after the effective establishment of the said plots by the Department of Surveys;

- technical records of land certificates. The issuing of land certificates comprises a technical phase which includes physical description using topographical surveys, calculation to determine boundaries and surface areas, drawing of parcel plans and drafting of the cadastral survey report. All documents relating to these operations constitute the technical file of the land certificate archived by divisional survey services.

4.4.2.6 Some of these documents were the subject of incomplete digitization. The basic plan of the town of Yaounde drawn to a scale of 1:5 000 can only be consulted in the computer of the archivist of the Department of Surveys and cannot be used for any other purpose. The keyboarding of data contained in technical land certificate files for the town of Yaounde helped set up a database in a computer in the data-processing centre that is used as a server.
4.4.2.7 Cadastral documents are shared between the Department of Surveys, and regional and divisional delegations of surveys. They are not archived but stored in unsuitable and unprotected buildings. The case furniture, which is very old, is unsuitable, inappropriate and dilapidated. It does not enable proper classification and exploitation. Technical files and plans relating to land certificates are tied into bundles and kept in wooden shelves and valve cupboards and obsolete tightly packed drawing cupboards. A good portion of the files and plans which are in an advanced stage of degradation complicates their handling and use. Just like archives of the Department of Surveys, Lands Registration Services, like that of Yaounde in Mfoundi Division, are housed in unsuitable, poorly maintained, unprotected buildings that are very poorly equipped with case furniture. About 50,000 land certificate files and land registers of Mfoundi Division are tied into bundles, stored and handled by four employees in buildings with no air-conditioning, poorly lit and ventilated, with a surface area of not more than 30 square metres. Users are received there but also attended to for formalities. The physical state of conservation of documents is simply worrying. The level of degradation of the oldest documents makes it impossible to handle them for a long time. This poses the problem of access to land tenure information. There is a permanent risk of destruction of documents by fire, moisture, rain water and runoff.

4.4.2.8 The physical insecurity of buildings, poor organization of delegations and lack of professionalism of employees assigned to documentation services result in: (i) non-compliance with rules governing the provision and circulation of technical information; (ii) fraudulent extraction of documents (plans and files) by third parties and unauthorized employees; and (iii) outright destruction of documents.

4.4.2.9 At the digital level, there are isolated attempts: digitization of the general-purpose map of Yaounde, digitization of technical files pertaining to land certificates at the surveys office, keyboarding of land certificates at the Wouri Lands Registration Service in Douala. All of these certificates have not been completed and cannot be deployed due to visible shortcomings in the process of their acquisition. For example, a separate contract different from the prime contractor’s contract was awarded to a firm for the deployment of SICA 2000 software for the digitization of the technical files of the Department of Surveys which could not execute it. This software is currently under the sole responsibility of the private consulting firm which is the prime contractor. Concerning cadastral records, only the Head of the Data-processing Centre can access the said software, without clear mastery, with only one work station operating under Windows XP.

4.4.2.10 Level of computerization of lands registration services: lands registration services lack computer equipment. To remedy this situation, a project for the computerization of procedures, products and records evaluated at CFA F 2.5 billion was designed and submitted to the Authority. A budgetary allocation of CFA F 40,000,000 was authorized in 2009 in response to the request of MINDAF. However, it should be pointed out that an attempt was made to computerize the Lands Registration Service of Wouri in Douala in 2008, but its land certificate keyboarding operations were interrupted. No employee in that service was trained in the mastery of the process. Data is stored in a server but it is not accessible.

4.4.2.11 Reliability of documents: the reliability of documents depends on several factors including: (i) cadastral factor; (ii) qualification of personnel; (iii) other stakeholders; and (iv) archiving conditions.
(a) **cadastral factor:** deeds are registered at the Lands Registration Service on the basis of cadastral statements and representations: location, form, attachment to State lands, consistency and capacity or surface area. A cadastral error leads to a false entry. The unreliability of cadastral records has adverse consequences on the keeping of land registers. Shortcomings of survey services cause many situations that bring into question the reliability of land documents: establishment of false land certificates, numerous amendments of land certificates, superimposition of several land certificates on the same land, “addition of” land surfaces, withdrawal and other forms of cancellation of land certificates. This situation fundamentally contributes to the reappraisal of the principles of intangibility, irrevocability and the definitive character of land certificates. Consequently, citizens increasingly show a lack of interest with respect to the land certificate and financial institutions have less and less faith in it.

(b) **staff qualification:** lands registration services do not have adequate staff; 3 (three) to 4 (four) employees on average, including the land registrars. They do not have specific training and qualifications in conservation trades. For example, the Mfounidi Lands Registration Service in Yaounde, the most important in the country, is run by a teacher by training. His assistants are neither archivists nor legal experts. There is no doubt that such a general level of qualification can have a negative impact on the quality of analysis, registration and recording of deeds.

(c) **other stakeholders:** they mainly include notaries and surveyors who take part in notably in the process of obtaining land certificates through land subdivision (parcelling) and/or merging. Notaries establish deeds and submit them to land registrars and surveyors to prepare boundary plans. Shortcomings at these levels affect the quality of recording by lands registration services which are not equipped to ensure quality control.

(d) **filing conditions:** they promote loss of information, faulty exploitation and fraudulent handling due to the insecurity of land registries.

4.4.3 **Technical Equipment of Land Management Stakeholders, Land Titling Procedures and Degree of Transparency**

4.4.3.1 **Central and decentralized public services and coordination system**

4.4.3.1.1 Central and decentralized services are very poorly equipped. Topographic equipment is outdated. The use of computer equipment is still timid. At the decentralized services of Wouri and Mfounidi, technical equipment and vehicles are insufficient. Wouri Division has only one station, an electric tachometer and four theodolites. The Division has no vehicles. Mfounidi Division has a Toyota 4WD pick-up truck (in need of repairs), a STONEX total station, and 7 theodolites (2 are almost obsolete). Furniture is dilapidated, unsuitable and inadequate. On the other hand, the level of equipment of the private sector is satisfactory on the whole (private actors: surveyors, notaries). All the offices of surveyors have more than 100 stations and more than 10 GPS receivers.
4.4.3.1.2 **System for the coordination of activities of various land management actors:**

The creation of a Ministry in charge of State property, land tenure and surveys is a major reform initiated to address land management issues in Cameroon. Its subdivision into several specialized and complementary departments should enhance its efficacy and efficiency. The decentralization of services to bring them closer to users should also guarantee their operationality. However, the resources needed for the implementation of this policy are insufficient. In effect, there is lack of coordination, sectoral dysfunctions, acute shortage of equipment and non-functional real property infrastructure.

4.4.3.1.3 **In this regard,** it is worth noting that the Land Consultative Commission and the Boundary Commission set up by decree and chaired by the Ministry of Territorial Administration seek to involve certain actors upstream in the issuing of title documents rather than to coordinate activities. There is therefore no formalized system for the coordination of activities of various actors of the land sector. They have functional working relations, for example, between private surveyors and Department of Surveys through the endorsement and control of plans on the one hand, and between notaries and land registrars, on the other.

4.4.3.2 **Land certificate issuance procedures and transparency level**

4.4.3.2.1 The process of obtaining a land certificate is governed by Decree No. 76/165 of 27 April 1976 as amended and supplemented by Decree No. 2005/481 of 16 December 2005. There are three main methods of obtaining the land certificate: (i) direct registration of plots of land that have been occupied and developed before 1974; (ii) indirect registration of property that is unoccupied or unexploited situated within national lands; (iii) partial transfers or subdivision of land certificates. The land certificate may be issued to any natural person of Cameroonian nationality and body corporate governed by Cameroonian law. People of foreign nationality can only be granted long-term leases in accordance with Article 10 of Decree No 76/166 of 27 April 1976.

4.4.3.2.2 The process of obtaining a land certificate includes an administrative phase relating to the assessment of land occupation and development, a technical phase relating to the physical description of the land, the subject of the right and a legal phase that analyzes the conditions of access to property right. The main actors are the Department of Surveys for the technical phase, the Department of State Property and the Department of Land Tenure for the legal phase and the Ministry of Territorial Administration for assessments.

4.4.3.2.3 There is no survey system that meets recognized standards with a national plot plans and matrix. Despite numerous projects to set up such a system, what passes for a surveys office is, in fact, only technical assistance for the application of State land and land tenure system. The “Fiscal Cadastre” project was designed without consulting MINDAF services. Even within the framework of this technical assistance, weaknesses of cadastral survey cause numerous disputes (establishment of false land certificates, numerous amendments of land certificates, superimposition of several certificates on the same piece of land, “addition” of land surfaces), withdrawal and other forms of cancellation of land certificates. This situation fundamentally contributes to the reappraisal of the principles of intangibility, irrevocability and indefeasibility of land certificates. Consequently, citizens increasingly lack interest in the land certificate and financial institutions more and more have no faith in it.
Difficulties in gaining access to landed property stem from the absence of an aggressive policy, inappropriate structuring and a legal framework that is opaque, unsuitable and not well known. The difficulties are reflected in weak capacity in issuing land certificates, generalized land insecurity, degradation of the social climate and reluctance to invest. There are an average of 10,000 (ten thousand) applications for land certificates nationwide. This figure does not even represent 1% of the potential demand based on 4 million households. The rate of establishment of land certificates is 1,000 land certificates per year a good portion of which are the subject of disputes. This rate confirms this very low capacity to issue land certificates. For more than a century now, only 125,000 land certificates have been issued throughout the national triangle. From 1884 to 2008, that is 124 years, an average of one thousand land certificates were issued per year. When compared to space, these figures do not even cover the number of households in the town of Yaounde with its 1,600,000 inhabitants.

All in all, attempts to improve access to landed property certification have been made, particularly by decentralizing decision-making centres to the local level (provincial and divisional level). This restructuring which helped bring the land administration closer to users was done through the creation of provincial land and property notices and by the amendment of the decree to lay down conditions for the establishment of land certificates. Extract from Land Strategy in Cameroon, MINDAF.

4.5 Land Tax Base Assessment and Definition Procedure

4.5.1 The procedure for the assessment and definition of the land tax base is, in addition to the tax return system, based on the conditions of administrative tax assessment of real property and on the Fiscal Cadastre Commission (CCF). They are respectively governed by Decree No. 2006/3023 and Decree No. 05/312 of 27 April 1995.

4.5.2 Conditions of administrative tax assessment of real property: the land tax base falls within the jurisdiction of the General Directorate of Taxation (GDT). In principle, it is assessed on the basis of returns submitted by taxpayers. Given that this system does not cover the entire tax base, the tax authority adopted an alternative method by Decree No. 2006/3023/PM of 29 December 2006 which stipulates under Article 2 that “administrative assessment shall apply in the event of a reduction in the market or rental value established in deeds and returns deposited with the tax authority”. The method is based on:

(a) classification of towns, built-up areas and localities;
(b) classification of neighbourhoods of a town into zones;
(c) classification of lands into sectors in a town;
(d) definition of value scales of a square metre built and/or a square metre unbuilt by zone or sector, indexed on land, construction and rental markets; and
(e) use of weighting coefficients according to the existence of urban conveniences.

4.5.3 Following the enactment of a law introducing the system in 2004 and its implementing decree in December 2006 as indicated above, the legal framework was supplemented by the 2008 Finance Law which fixed the land tax rate at 0.1% of the market value of real property and the additional tax paid to regional and local authorities at 0.01%. The land tax is collected to replenish the State budget. A think tank called the Fiscal Cadastre Commission (CCF) has been set up in a bid to ensure an exhaustive assessment of the land tax base.
4.5.4 **The Fiscal Cadastre Commission (CCF):** It was set up by Decree No. 05/312/PM of 27 April 1995 in the wake of a vision to introduce tax reforms to optimize land revenue. The think tank was given 90 (ninety) days to submit a report whose approval would lead to its *ipso facto* dissolution. Article 2 of the said Decree defines its mission as follows: “the role of the Commission shall be to propose ways and means to institute fiscal cadastre. To that end, it shall notably: (i) collect and exploit all land data for taxation purposes; (ii) study and propose measures likely to improve the output of land and real property tax; and (iii) propose the introduction of a value-based land tax”. The aim of setting up the Fiscal Cadastre Commission is to increase the mobilization of budget revenue.

4.5.5 The Commission was chaired by a representative of the Prime Minister’s Office and it secretariat was run by the General Directorate of Taxation. It is unlikely that the Commission submitted the said report as that would have led to its dissolution. On the contrary, a number of actions were undertaken to justify its perpetuation in spite of Letter No. 1370/SG/PM of 11 July 2005 by the Secretary-General of the Prime Minister’s Office recalling that the decree setting up the Commission had lapsed. The Commission’s report and the reform decree are nowhere to be found. Furthermore, the appointment of the representative of the Prime Minister’s Office, Coordinator of the CCF, as Director General of Taxation, led to the transfer of the CCF to the General Directorate of Taxation (GDT), and increased his influence on the Commission and his initiatives. This state of affairs resulted in a jurisdictional conflict between the Department of Surveys and GDT until 2007 when the Department of Surveys returned to the CCF, thanks to the “Spanish project” under execution. Before the implementation of the “Spanish project”, CCF carried out, with successive budget allocations: (i) cadastral surveys of the town of Yaounde in 1996 on the basis of a 1993 map and part of the town of Douala; (ii) aerial shooting of Douala in 2003; and (iii) the compilation of information on 15 other towns.

4.5.6 The plot plan of Yaounde is digitized and 117 000 plots of land out of the 150 000 listed in Yaounde are being surveyed or processed. In Douala, 50 000 plots are being surveyed out of 160 000 in the town. The attribute data was keyboarded since 1996. These achievements added to the plot plans of Yaounde (7 sections) and Douala (6 sections) carried in 1987 and 1988, helped increase revenue from CFA F 300 million to CFA F 1.5 billion.

4.5.7 To continue the collection of these data which is very costly, the Government received approximately CFA F 3.9 billion from Spanish co-operation. The activities envisaged are expected to help: (i) produce the basic maps of the towns of Yaounde, Douala, Garoua and Maroua on scales of 1:1000, 1:5000, 1:10 000 and orthophoto maps on scales 1:2000 and 1:5000, (ii) equip services represented in the CCF with office furniture, topographical and computer equipment and an off-road vehicle (procured in December 2007 and stored in the offices of the company); and (iii) set up a permanent GPS network for Cameroon (RGPC) with six stations. The rate of physical and technical execution is estimated at 50% and that of financial execution at 30%. These achievements by CCF can be regarded as the basis of Cameroonian cadastral survey insofar as they are in line with the universally accepted methodology for the preparation of cadastral records.

4.5.8 **Main findings:** The continued existence of the Fiscal Cadastre Commission and its transformation into a veritable project poses legal, institutional, administrative, organizational and technical problems. From the legal and regulatory standpoint, there is no instrument extending the operational life of the Commission or transforming it into a project. From the institutional standpoint, the appellation Fiscal Cadastre Commission (CCF)
is unsuitable with regard to the reality and facts observed. The CCF has become a steering
committee or a technical committee of an uninstitutionalized Fiscal Cadastre Project referred
to hereinafter as “CCF Project”. The signing of a financial agreement under these conditions
poses a problem of governance and transparency. At the administrative level, the coordination
of the “CCF Project” with the same actors appointed by the Decree of 1995 cannot be
justified. The Department of Surveys was therefore excluded from this committee, at least
until 2007. At the organizational and technical level, the “CCF Project” is not structured. The
implementation of the first phase of the “CCF Project” or “Spanish Project” posed quality
control problems. The Department of Surveys which is competent to validate business
options and to carry out quality control is not equipped for this purpose. Furthermore, their
roles are not defined. This situation does not promote adherence to deadlines for the
implementation of “CCF Project” activities.

4.6 Inventory of Human Resource Capacities

4.6.1 The reference situation of human resources, which is described below, is the
major constraint that requires maximum support. However, it presents an undeniable
potential in terms of the critical mass to be attained and academic environment.

4.6.2 Constraints: human resource characteristics: the organization chart of
MINDAF is presented in Annex 4. This ministry has inadequate quality and quantity of
human resources. They are made up of permanent, temporary and seasonal employees. The
average age of permanent employees is high in most of the services visited. They are few
compared to temporary employees whose employment situation is insecure. In MINDAF, the
main public actor of the land sector, the Department of Lands and the Department of Land
Tenure are characterized by the absence of corps specialized in land management like land
inspectors and controllers. This situation has adverse effects notably on the maintenance of
land registration records.

4.6.3 The Department of Surveys is less affected by the specialization of its staff
although the level of education should be raised. In quantitative terms, the Ministry is making
significant efforts, in partnership with the National Advanced School of Public Works
(ENSTP) to train a special batch of 40 assistant surveys engineers to reinforce the
Department of Surveys in 2010.

4.6.4 However, this effort does not fall within the framework of a comprehensive
strategy for training and continuous upgrading of all staff. In decentralized services, the
situation is hardly better as concerns human resources, equipment and infrastructure. The
financial resources provided for the operation of services are very small (less than CFA F 2
million for the Wouri and Mfoundi Divisions). The number of staff is inadequate to ensure
the minimum functioning of services which are housed in dilapidated and cramped buildings.

4.6.5 An appraisal of the profile of senior staff confirms the lack of expertise in
geodesy, topography and photogrammetry. Furthermore, the poor management of State
property is characterized by poor mastery of the housing stock and automobile base of the
State. The real property inventory indicates 22 000 units, but there are no details on the type
of property (residential quarters, offices, buildings, warehouses, platforms, logistics, leisure
complexes, etc.), or on their state, let alone their market value. This situation promotes the
irregular exploitation of this type of State property and does enable the charting of a coherent
and global vision, or rational management. It is therefore very difficult to have an idea of the
match between this housing stock and the actual needs of the administration. The average
number of State employees per technical component is two.
4.6.6 **Assets:** MINDAF stands to gain by developing a genuine human resources capacity building policy. In this connection, the National Advanced School of Public Works (ENSTP) is a favourable environment for initial and continuing training of the corps of surveyors. To that end, the agreement signed between MINDAF and ENSTP for the recruitment and training of a special batch of surveyors on probation should be continued. This agreement is also expected to help improve the curriculum from the academic and pedagogic standpoint by stepping up the level of engineers to Bac + 5 (“A” level + 5) or with the BMD system.

4.6.7 Concerning the Department of Lands and the Department of Land Tenure, MINDAF should revive an old project to set up a special department for the training of land and tenure inspectors at ENAM. As concerns other actors, there are potential auxiliaries, relays and experts whose services can be used. Some of these actors, particularly surveyors, express an interest in training and upgrading staff in the sector.

4.6.8 **The main assets** of the project to modernize the lands and surveys sectors in Cameroon are: (i) the existence of a political will at the highest level, materialized by the creation of a ministry dealing specifically with land issues; (ii) the conduct of numerous studies whose relevant findings can be utilized; (iii) the existence of achievements that can be capitalized on (case of geodetic reference marks set up, achievements recorded by the Fiscal Cadastre Project, etc.); (iv) location in urban areas of most of the plots to be registered, thus with a high tax potential; and (v) the existence of a very dense network of decentralized services that can serve as a framework for the setting up of a functional and efficient survey service.

4.6.9 **Constraints:** it is necessary to underscore jurisdictional conflicts between MINDAF services and some structures such as GDT with regard to the fiscal cadastre, INC as concerns paternity over the geodetic network, the existence of a legal tenure system and a customary tenure system which makes the apprehension of rights to be registered complex and inadequate qualified human resources and equipment.
MAIN CONSTRAINTS IDENTIFIED UNDER THE DIAGNOSTIC STUDY

- absence of reliable national cadastral records, leading to poor urban and rural planning and doubtful land tenure which is detrimental to business;
- absence of a reliable and single geodetic referential;
- projects are designed in an isolated manner, in complete ignorance of other projects;
- some laws and decrees do not have any enabling instruments (Law No. 76/25 of 14 December 1976);
- lack of means to implement the decentralization policy to bring services closer to users in order to guarantee their functionality;
- a parallel system recognized and accepted by many actors is ever present in the face of the legality shown and defended by public authorities who are the guarantors of the land rights of citizens;
- acquisition of land certificates as the only policy to secure land, which leads to the non-recognition of the rights of many users who occupy land in keeping with local agreements;
- more than 30% of local network points are destroyed or cannot be found; nearly 20% are doubtful, their state of conservation does not guarantee their use; side by side these networks are many other networks with arbitrary and fictitious coordinates;
- absence of a well structured cartography and survey policy: the cartographic coverage of the national territory of Cameroon is still a very long-term objective;
- absence of a plot plan and matrix as defined by international standards;
- archives of the Department of Surveys and Lands Registration Services are poorly kept, not protected and poorly equipped with case furniture. Nearly 50,000 land certificate files and land registers of Moundi Division have been bundled, stacked and handled by four employees in poorly lit and poorly ventilated premises without an air-conditioning system, hardly more than 30m² in area;
- the fact that cadastral records are not reliable comes with negative consequences on the keeping of land registers which cannot inspire confidence. Consequently, citizenry are increasingly showing their lack of interest in the land certificate and financial institutions no longer have faith in it;
- absence of a formal coordination system for the activities of the various land actors;
- the continued existence of the Fiscal Cadastre Commission and its transformation into a veritable project poses legal, institutional, administrative, organizational and technical problems;
- absence of a comprehensive training and continuous upgrading strategy for all staff;
- absence of reliable cadastral records based on a homogenous network which allows for the systematic demarcation and assessment of all the plots that make up the national territory.

V. STANDARDS AND GOOD PRACTICES IN MODERNIZATION OF LANDS AND SURVEYS

5.1 Summary of International Lands and Surveys Guiding Principles and Standards

5.1.1 Cadastral survey is seen as an exhaustive, permanent, descriptive and evaluative inventory of landed property with its corollary being to identify land owners and occupants. It is thus based on (i) documentation (plans and registers and/or information system), (ii) an administration (public service) and (iii) an institution (management - updating). It is generally admitted that the Cadastral Records are the civil status of developed and undeveloped property which perform three functions: fiscal, land tenure and technical functions. At the fiscal level, they are used to assess landed property and to determine the land tax base. At the land tenure level, cadastral records help to identify and describe properties. Lastly, at the technical level, they help to provide a plot plan, which is indispensable for identifying and physically describing the said properties.

5.1.2 The plot plan is a more or less precise graphic representation of the carving out of council lands into plots. The scales of representation and the specifications vary with set objectives. They however depend on the principle of locating the objects represented using a local, national or international geo-referencing system. Regardless of the standards, the principles that govern cadastral survey data are: reliability and relevance, availability and accessibility. Land management is based on the application of land tenure systems relating to the legal character of lands, the rights that may be granted, systematic registration of the deeds establishing such rights and securing them.
5.1.3 Survey documentation is made up of the plot plan, section records and the cadastral matrix. It was initially designed to perform its original mission of serving as the tax assessment base on what was the first source of wealth, land. With economic development and urbanization, the role of cadastral records was diversified from territorial development and town planning to the certification of the right of ownership. Similarly, the presentation of survey documentation has changed, notably with the advent of computer applications and the development of databases and digital cartography. While the forms have changed, the substance is the same, such that cadastral survey continues to be the overall inventory of the developed and undeveloped property of the council area (and by extension, the national territory), identified according to their consistency, using a planimetric plot representation, according to their economic usefulness and ownership, in order to provide the administration with sufficiently accurate estimates for the equitable taxation of landed property.\textsuperscript{11}

5.1.4 \textbf{The plot plan is a key element in survey documentation, which however needs to be updated regularly for it to play its role of protecting landed property.} That is the main challenge in putting in place and managing cadastral records. Lastly, it should be noted that it is not in all countries that cadastral records constitute evidence of property right. In countries without land registers or where registration in the land register is not compulsory, it is a mere presumption of evidence.

5.2 \textbf{Lessons Learnt From Some Lands and Surveys Modernization Experiences: Morocco, Tunisia, Burkina Faso and Senegal}

5.2.1 The principles described above have guided policies implemented in the modernization of lands and surveys in countries which have achieved some convincing results. In Africa, a few countries such as Tunisia and Morocco have recorded some positive results in the management of lands and surveys and have been able to make the land tenure system a factor of sustainable development in urban and rural areas. Other countries such as Burkina Faso and Senegal have, with more or less success, put in place land management policies.

\textbf{The Case of Morocco}

5.2.2 In an article published under the title \textit{The Land Tenure System in Morocco} by the National Agency for Land Conservation, Survey and Cartography (ANCFCC) of Morocco\textsuperscript{12}, the possession of real property is seen as a guarantee of the first order, a factor of social esteem and a risk-free investment. It is a source of wealth and ancestral respect for the land on which men live. Land registration instituted in Morocco since 1913 was inspired by the Torrens Act, “The REAL PROPERTY ACT”, named after its author Robert Torrens, Registrar General of Australia. This regime is based “mainly on certain principles which have been adopted by many countries including Germany, Tunisia, Switzerland, Congo, Senegal, Cote d'Ivoire, Benin and some states in the USA.”

\textsuperscript{11} André Maurin, Le cadastre en France, Histoire et Rénovation, édition du CNRS 1992, p.13
\textsuperscript{12} The authors of this article are: Mohamed M’Hassni, Mohamed Feljy, Hamid Khalali, senior staff at ANCFCC
Land tenure in Morocco is characterized by two parallel systems playing two complementary roles: the first one governs ancestral land tenure practices based on Islamic law according to which rights are recognized and authenticated by customary deeds. The second, which is land registration introduced in 1913, is characterized by publication and the convincing evidence of registration in the land register. Although the latter system has some legal, topographic, economic and social advantages, it is still optional, meaning that it can hardly be generalized. The legal and technical description of property is established by digital cadastral records known as the "Legal Cadastral Records", which is still sporadic due to the fact that land registration is optional. In fact, the Legal Cadastral Records are part of the land registration procedure. Another cadastral survey system which is economic in nature and referred to as "National Cadastral Records" has been put in place to allow for better knowledge of land tenure structures, as it systematically and quickly provides a plan and a narrative of the land layout of rural councils as well as information on the identity of apparent landowners.

### MAIN MISSIONS OF THE NATIONAL AGENCY FOR LAND CONSERVATION, SURVEYS AND CARTOGRAPHY OF MOROCCO

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<tr>
<th>Land conservation:</th>
<th>Register landed property</th>
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<tr>
<td></td>
<td>Publish real rights and land fees</td>
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<td>Reply to users’ applications for land registration</td>
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<td>Conserve landed property</td>
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**Surveys:**
- Meet land registration needs with respect to demarcation and drawing of plans
- Establish, update and keep the legal and national cadastral records
- Provide users with cadastral information
- Control and inspect any topographic works done for government services, public establishments and local authorities
- Contribute to the implementation of land development programmes, especially replottage.

**Cartography:**
- Carry out and maintain the coverage of the national territory by regular topographic mapping to different scales, in digital or analog forms;
- Establish and maintain the national geodetic network;
- Manage the national map and photo reference libraries and provide institutional and individual users with geodetic and mapping data.

**Land development:**
- Identify land belonging to the State and local authorities in urban and sub-urban areas that may be used for the implementation of development projects;
- Draw maps of agricultural and forest zones in the outskirts of towns.

### The Case of Tunisia

5.2.3 **The efficiency of the survey system in Tunisia depends on the political will of the Government.** The system is the linchpin of the regional development plan which spells out land management standards in urban and rural areas, with a view to achieving the sustainable development of the country. This system is based on an experience which dates as far back as the first years of the French protectorate in Tunisia. The 14 June 1886 decree marked the first organization of the land ownership service in Tunisia. The main consequences of this policy are: mastery of territorial development, rational management of property, protection of property and increase in cadastral, property, land tenure and heritage income. The clear political will to modernize the Surveys, Lands, Land Tenure and Heritage sector of the State resulted in the mobilization of substantial resources and the activities earmarked for implementation have been outlined in multi-year programmes (at least five years).
5.2.4 In Tunisia, there is a ministry specifically in charge of state property and land tenure. The institutional framework for the management of the cadastral and state property system in Tunisia is hinged on the following structures: (i) at the technical level, the Topography and Surveys Authority (OTC), (ii) at the administrative level, the Landed Property Registration Service and at the legal level, the Real Estate Court.

5.2.5 The missions of the OTC include to: ensure the uniform organization of the geodetic reference systems necessary for the conduct of reliable survey and topography works; produce plans for Compulsory or Optional Land Registration in Tunisia; administer the Land Information System; monitor the progress of survey works at the national level; and develop electronic archives for technical files. The OTC employs some 1,100 workers of all grades.

5.2.6 The functioning of the Landed Property Conservation Service is governed by the 1992 Real Property Rights Code Act, which amended the 1885 Tunisian Land Law which was an emanation of the French Land Law. This service is responsible for establishing land titles, entering property in the land registry and issuing ownership titles and certificates. It thus enjoys management autonomy and its services are housed in a very modern building that is completely furnished and equipped with human and material resources.

5.2.7 The Real Estate Court is presided over by a judge, assisted by a surveyor from the OTC and a representative of the Lands Service. It gives decisions on compulsory and free land registration all over the Tunisian territory, in accordance with the provisions of Decree-Law No. 64-3 of 20 February 1964. Real property has three origins: buying, inheritance and occupation for at least 15 (fifteen) years. The Real Estate Court works in close collaboration with the OTC and the Land Conservation Service in managing survey operations, carrying out judicial investigations and pronouncing judgments on land registration.

5.2.8 The Ministry of State Property and Land Tenure was created in March 1990 and has three main functions, namely (i) controlling the use of State property, (ii) rational management of State property, and (iii) protecting movable and immovable public property. It is the supervisory authority of the Landed Property Conservation Service and State Litigation. It is made up of 9 (nine) General Directorates and 24 (twenty-four) Regional Directorates for a total staff strength of 1,300 of all grades.

5.2.9 The organization charts of these structures are more complementary than competitive and such arrangements avoid jurisdictional conflicts between institutions as well as the scattering of resources mobilized. For example, the sectors of State Private Property, Land Tenure and Surveys work in synergy and in close collaboration upstream in accordance with the national development plan and the instruments in force. This effectively facilitates the overall streamlining of land management in the country.

5.2.10 The legal, technical and financial framework adapts to changing times and tries to meet current needs. With regard to the legal framework, the land registration procedure in Tunisia is court-based and the instrument that establishes the land title is issued by the real estate court presided over by a judge. This means that there is a very insignificant number of land litigation in the country.

5.2.11 At the technical level, the numerous classical geodetic networks of Tunisia established between 1934 and 1986 were merged into a single geo-referencing system,
thus ensuring the rational management of the territory. The single geodetic network resulting from the merger of the systems extends from the first order to the fifth order and currently comprises 17,000 (seventeen thousand) beacons planted all over the Tunisian territory for a surface area of 163,713 km² and a population of 9.6 million. The 120,000 land titles of the city of Tunis and the 1,000,000 land certificates of the entire Tunisian territory have all been digitized, and users can freely consult the databases on computers using the Intranet of the service.

5.2.12 At the financial level, the close collaboration between the Topography and Surveys Office, and the Landed Property Conservation and State Property Services has created an enabling environment for business while mobilizing substantial revenue for the State. The OTC enjoys management autonomy and all the activities it carries out for the State or individuals are paid for through invoices. In 2008, all land registration services generated the sum of 18 million Tunisian dinars (about 6.505 billion CFA francs) for the State. The sale of State private property takes place regularly with specialized real estate agencies which usually pay cash. Such sales generated the sum of 24 million Tunisian dinars (about 8.674 billion CFA francs) for the State in 2008.

5.2.13 Revenue from public property stands at about 350,000 Tunisian dinars (126.490 million CFA francs). The fact that these institutions work in synergy helped to cover more than 95% of the total surface area of Tunisia (163,713 km²) with land titles, thus facilitating land management and enhancing the business environment in the country. This control of land resources coupled with a sound low-cost housing policy, have contributed to making more than 80% of Tunisians to own houses and this situation goes a long way to consolidate peace in the country.

Burkina Faso

5.2.14 The legislative framework for land management: just like in all other French West African countries, land-use in Burkina Faso is governed by two parallel systems, the customary system and the statutory land tenure system introduced by colonial masters. However, the political history of this country, economic developments and population pressure have come with increasingly remarkable changes in the functioning of the land tenure system, changes are characterized by the advent of a real-estate market and new players.

5.2.15 After independence, the land registration system was maintained as the main method of access to land ownership at the statutory level. To manage this registration procedure, the new State kept and strengthened the lands service and a surveys service which actually acted as the topography brigade of the lands service, a key tool for the management of land by the State. Survey works were based on local triangulations thus making it impossible to guarantee their juxtaposition within a single framework today despite the technical possibilities introduced by the geographic information system (GIS) and global positioning system (GPS).

5.2.16 At the legislative level, land management in Burkina Faso over the last three decades is dominated by the “Agrarian and Land Reform” (RAF) system adopted in 1984 by the National Revolution Council to “combat land-related speculation, eradicate squatter settlement and ensure the achievement of the revolutionary objective of food security”. This system stood out as a break with the past. Thus, land titles previously issued
following the registration procedure (about six thousand all over Burkina at the time) have been cancelled, segregation between traditional housing areas and residential areas has been abolished, and the urban housing permit was introduced as the only title for using land for housing purposes, the business permit for land intended for gainful activities.

5.2.17 Indeed, the RAF creates a National Land Pool made up of all lands found within the limits of the national territory and lands acquired by the State and secondary public authorities abroad. This National Land Pool is said to be the “de facto exclusive property of the State” (Article 3) and the land titles previously issued to private individuals have been cancelled (Article 4). By virtue of this RAF, which defined both the principles and tools of regional development, the minister in charge of state property had to put in place a surveys service in urban and rural areas of Burkina Faso. No initiative has ever been taken to start implementing this provision.

5.2.18 This system which was introduced by an Ordinance (No. 84-050/CNR/PRES of 4 August 1984) was revised on many occasions in what was referred to as “re-readings” on account of the difficulties encountered in the implementation of the law on the ground, particularly in rural areas, and the requirements of market economy standards imposed by the structural adjustment programmes to which the country was subjected in 1990. Firstly, it was revised in 1991 to re-introduce the land title. Henceforth, “any part of national land may be transferred as private property” and “the lands so transferred shall cease to be State property” (Article 3 of Zatu (Ordinance). That was some kind of a return to the land title since the titles that were cancelled were not re-instated. The principle of national land being ipso facto State property was maintained.

5.2.19 The second re-reading was done in 1996 and entrenched in Law No. 014/96/ADP of 23 May 1996 on RAF. National land is maintained as of right, but with the possibility of conveyance to private individuals and more importantly the land titles that were cancelled in 1984 were reinstated. Considering the persistent difficulties of application of the RAF, in 2005 the government carried out an assessment of the RAF. The assessment showed that RAF was a failure in rural areas and legal rules and procedures were not followed by the rural population who instead applied native laws and customs, which they considered legitimate.

5.2.20 The authorities then formulated a national rural land securement policy (PNSFMR) aimed at guaranteeing all rural inhabitants access to land, security for their investment and a fair handling of land disputes. A rural land securement policy paper that recognises the rights of local communities to occupy and manage land was adopted in September 2008 after a broad-based national debate. The policy was crystallized in the Law on rural land regime in Burkina Faso (Law No. 034 – 2009/AN) adopted on 16 June 2009.

5.2.21 Beyond the failure of RAF in rural areas, the government, within the framework of the Millennium Challenge Account (MCA) programme financed by the US government, undertook to revise the Law to reorganize land tenure. This revision is ongoing and from every indication it will usher in legislation on and recognition of local rights with the creation of the new tools provided for in the Law on rural land regime, such as land ownership attestations for customary land rights, land transactions based on local rights such as land loans and rentals, the putting in place of local land services.

5.2.22 The role of Surveys in land management in Burkina Faso: Since the country attained independence, despite the existence of a service called the surveys service that has
been tossed about with political changes, between the ministry of finance (its current institutional hierarchy) and the ministry in charge of equipment, there is no survey system worth the name. What is called a survey service is in charge of controlling land demarcation carried out mainly by licensed private surveyors. It has no operational capacity. There is a jurisdictional conflict between this service and the topography service of the General Directorate of Town Planning and Land Works which is in charge of carrying out allotment works for government services and controlling the allotments made by private surveyors.

5.2.23 The Geographic Institute of Burkina Faso is in charge of setting up a uniform geodetic network all over the national territory. A network of 54 first order points has been developed on the Clarke’s 1880 spheroid. The south-western region of the country has been densified up to the third order. As part of initiatives to strengthen the land management capacities of government services in view of the implementation of the new law, three permanent stations will be set up to facilitate the conduct of works in one and the same reference system and change the works carried out in the official referential defined by the Geographic Institute of Burkina Faso.

Senegal

5.2.24 After several unsuccessful attempts by the colonial administration, a multi-purpose survey service was set up in Senegal just after independence to be in charge of real property-related issues from the technical, legal and fiscal points of view. The idea of creating a multipurpose survey service became necessary especially given that surveys is the main common denominator of land-related problems and issues concerning town planning, public works and regional development. It also became necessary to address the drawbacks of the then existing structures, including: (i) low land tax recovery rate, (ii) bottlenecks and inaccuracies in technical operations for expropriation for public purposes, (iii) the proliferation of unhygienic plots following land development, (iv) inaccurate assessment of land developed in rural areas for want of even a sketchy plan, and (v) numerous disputes and court cases on land boundaries.

5.2.25 Thus the institution of the survey service in Senegal stems from the long and complex evolution of legislation and an administrative organization which had entrenched some kind of reality which necessarily had to be taken into account in order to finalize the organization of land management in all its ramifications. The economic fallouts of the institution of a survey service as an efficient development tool quickly led to a good number of countries adopting it within the framework of their resource inventories. This was the case in Sudan in 1907, Egypt in 1914, Sierra Leone in 1928, Morocco, Algeria, etc. In West Africa, as early as in 1917, Governor General VanVollenhoven envisaged surveys in a Circular signed on 20 September. In its November 1939 ordinary session, the Colonial Council expressed the wish in which it recommended the setting up of a surveys service in Senegal. Lastly, the 20 May 1955 decree introduced the principle of compulsory land registration in urban centres subject to the adoption of a planning programme. In pursuance of the decree, notes and studies on a cadastral survey project for Dakar were produced in 1958. There is no doubt that at the level of principles, the idea of having a surveys office went down well. However, it was necessary to create a specialized service given that until independence and even thereafter, the technical works necessary for the application of the land tenure system were carried out or controlled by the topography service which was placed under the authority of the minister in charge of public works. Consequently, the duty to set up the survey service had to be entrusted to the topography service. But, in view of the numerous
inconveniences such a situation could cause, the mission was assigned to the Ministry of Finance by decree No. 65-169 of 17 March 1965 to organize the Ministry of Finance. One of the functions of the Department of Taxation and Lands as provided for in article 9 of the decree is the “organization of land tenure, which comprises land registration, land publication, registration of land rights, land development and cadastral survey”.

5.2.26 Through Order No. 2580 of 23 February 1966 issued as the enabling instrument of the above-mentioned decree, the Minister of Finance created the survey service within the Department of Taxation and Lands (DGID). The service was later, in 1978, transferred to the Ministry of Town Planning where it was raised to a full-fledged Department. On 29 July 1980, by Decree No. 80-892 to organize the Ministry of the Economy and Finance, the Department of Surveys was transferred back to the DGID. Before the decision was taken to set up a multi-purpose surveys institution, the relevant authorities had to take into account existing legal, technical and fiscal data. At the legal level, land legislation is characterized by three systems: the land registration system, the public property system and the national land system. Technically, there was no national plot plan. At the fiscal level, local taxes fell within the jurisdiction of the Department of Taxation.

5.2.27 **Missions of the Department of Surveys:** the Department of Surveys based in the DGID since 1980 is in charge of:

- organizing land tenure, which comprises operations for the establishment of lands and surveys documents, land subdivision, identification, demarcation and other operations necessary for implementing land tenure and state property regulations;

- determining the site of administrative plots, their layout and control of their occupation;

- organizing and keeping the land register, including preparation and retention of survey documents;

- coordinating, pooling and controlling topographic works carried out by government services and private bodies;

- reproducing land plans and issuing extracts thereof;

- assessing and issuing land taxes and settling tax disputes.

5.2.28 In view of the above-mentioned functions, the surveys department has three main missions as follows:

- a technical mission: topographic works of the administration;

- a legal mission: technical assistance for the implementation of land tenure and state property regulations;

- a fiscal mission: managing the land tax procedure.

5.2.29 **The current situation and prospects of the surveys service:** the Surveys service has formally been set up as a Department within the DGID with clearly defined missions and regional delegations. The department does not have the means to accomplish
its missions. Its human resources are wearing out, its material resources are inadequate, its environment is unfavourable due to the obligation to generate revenue. This situation has led to a surveys service that is hardly visible in major towns and totally absent in rural areas. Consequently, the national territory is not surveyed and registered in a land register. There is no plot plan in Senegal that shows by council and rural community each plot that has been occupied or developed. That explains the recurrent land boundary disputes between local authorities since their territories which make up the survey action areas are not even demarcated to be used to draw a baseline plan. The consequences of the inexistence of a plot plan for councils are poor land and urban development and a small land tax base as well as unfair land taxes. In the absence of a clear political decision to make surveys an efficient development tool, the Surveys Department cannot meet current organizational and performance requirements.

5.2.30 **Many properties are not taxed because they have not been properly identified.** A cadastral survey will facilitate such work. Cadastral survey is an exhaustive and permanent inventory that describes and assesses landed property. It also addresses many private and public needs: real estate transactions, economic and social needs. Cadastral survey comprises two indispensable elements: a plan showing land parcelling and a cadastral matrix which is a council register which, for each landowner, shows a detailed statement of entry of developed and undeveloped property as well as their taxable income. It is therefore an indispensable tool for controlling land and related tax base. Thus, to ensure that local authorities generate nearly 50% of their resources, it is necessary to finalize the establishment of cadastral survey in urban areas and make it a precondition for the communalization of rural communities.

5.2.31 From 1966, its date of inception, to 1986 the surveys service did not carry out its fiscal mission. It was in 1985 under the aegis of the World Bank that the feasibility studies for a “fiscal cadastre” in Dakar were conducted. Their positive findings led to the creation of the fiscal cadastre division and the financing of cadastral surveys by the World Bank within the framework of the Dakar urban project of 1988-1994. Since 1992, through an order to organize the DGID, land and related taxes fall within the jurisdiction of the Department of Surveys. In practice, the transfer is not effective due to the dire shortage of staff and material resources in the Department of Surveys.

5.2.32 This Department of Surveys which is hardly visible in urban areas as regards its technical and land tenure aspects will be referred to as “fiscal cadastre” when its initial tax mission is restored. It will be called “rural cadastre” when it will be implemented in rural areas. It is thus necessary to reaffirm the oneness of the multipurpose survey service as a tool for upstream management of the space in which all plans for local development programmes are made.

5.2.33 **Conclusions:** In fact, Cameroon could benefit from the experiences of each of these countries. From the foregoing diagnosis, as well as the success stories of other countries with respect to the modernization of lands and surveys, the key lessons that are important for Cameroon are as follows:

- existence of strong political will and unwavering commitment on the part of public authorities;
- recognition of the survey system as a territorial management tool;
an institutional framework based on technical, administrative and legal structures. Under this system, the technical structure stands out. It has a unified organization of geodetic reference systems, an information system and electronic archiving for technical files. The administrative structure is in charge of land registration while the legal structure is seen as a real estate court. In this system, there are three surveys missions, namely (i) a technical mission: topographic works of the administration, (ii) a legal mission: technical assistance for the application of land tenure and state property regulations, and (iii) a fiscal mission: managing the land tax chain.

- ownership of the positive aspects of customary law and the experiences of other countries;

- taking into account other references in addition to the land certificate, to express land use recognition;

- implementing programmes for building capacities and upgrading technical equipment in surveys. Such programmes should be included in national development strategies;

- existence of a legal and regulatory framework that is virtually free of interpretation ambiguities;

- an institutional framework and well defined missions, and structures such as surveys services enjoy financial autonomy;

- existence of a single geodetic reference system, which equally serves as an exhaustive inventory of the country’s land heritage and reconciliation of legality with legitimacy arising from land development;

- anti-corruption drives or tacking land misappropriation. Such a situation encourages Land Security, in the sense that fraud is strongly discouraged.

VI. CONCLUSIONS AND RECOMMENDATIONS: Lands and surveys policy implementation strategic thrusts

The diagnosis carried out under this study and the recommendations made will help in the formulation of a coherent surveys policy in line with the long-term Vision of Cameroon and Growth and Employment Strategy Paper (GESP) strategic orientations. To this end, this study proposes some recommendations to be immediately implemented in order to lend credibility to the land certificate and also avenues for reform in the medium and long run, notably on the type of rights to register, and any possible land reforms to be carried out. Within the framework of this study “implementation of a land tenure and state property policy” means the corrective measures to be taken in the current land tenure system in order to restore the credibility of the land certificate, facilitate its issuance to the highest number of applicants possible, facilitate land transactions in the economic system and improve the business climate in Cameroon.
FOR THE GOVERNMENT:

The action plan arising from these recommendations will be used to finalize the state property and land tenure strategy. These recommendations will also be submitted to technical and financial partners (TFPs). The baseline situation is marked by widespread awareness of the importance of the lands and surveys sectors in the economic and social development of Cameroon. The stakes of land in terms of transparency, contribution to social peace, mobilization of land, surveys and state property revenue and good governance and transparency are such that it is urgent to support ongoing efforts and initiatives aimed at modernizing the sector. Consequently, the strategic thrusts that should underpin the recommendations are:

- At the institutional level, **clarify the role and missions of surveys services**, resolve jurisdictional conflicts which create confusion and disperse financial and human resources, and **provide a coordination framework that responds to the challenges of land tenure issues**;

- At the technical level, **set up a solid and reliable cadastral framework** through the establishment and official recognition of a single and homogeneous geodetic network for the entire territory to which shall be attached all topographic, topometric and cartographic works, including survey works.

- **Equip MINDAF decentralized services with the required efficient technical equipment and logistics and provide them with qualified staff** for optimum use of the equipment;

- At the level of state property, **take appropriate measures to ensure the proper classification of records in land registries and assignment of land management specialists (to be trained) to such registries**;

- **Taking measures to ensure the maintenance and updating of the cadastral framework and land documents** using a control system.

6.1. Institutional and Organizational Recommendations

6.1.1 **Undertake to resolve jurisdictional conflicts perceptible between MINDAF structures, notably the Department of Surveys and the “Fiscal Cadastre” Commission and the National Institute of Cartography.** This is necessary for efficiency and clarity reasons, but also for conceptual reasons and to clear some ambiguities which hamper the success of the Department of Surveys in the accomplishment of its technical missions of providing support for territorial development and the economic development of the country. In other words, the services concerned should be allowed to develop and implement surveying operations for all users, be they public or private. These services will have as mission to put in place the cartographic coverage necessary for development actions. This public service mission is devolved to the Government through a national cartography structure. It may thus be necessary to set up a veritable cartography institution because the INC, in spite of its functions and appellation, is not really an institute of cartography with mission to design and develop a cartographic production chain. It would be desirable if a political decision is taken for this institution to exist with clearly defined missions, either by carrying out sweeping
reorganization of INC or by creating a new structure in charge of the baseline cartography of the territory and geodetic equipment of at least 1st, 2nd and 3rd order points. It would be easy to establish complementarity with the Department of Surveys whose missions will be revised to be maintained at the level of land tenure, topometry and large-scale works. Unless it is decided in the mean time that a cartography section be created in the Department of Survey and assigned the necessary human, material and logistic resources.

6.1.2 Undertake an exhaustive inventory of the country’s land heritage and reconcile legality with legitimacy arising from land development. The form and legal conditions will be developed in a participatory manner. In this wise, we would like to commend the fact that in the cadastral registration project, account has been taken of plot occupation or the concept of possession all over the national territory and the registration of all levels of rights. A reflection can be engaged on possible alternative forms of land management with the possibility of formulating a more appropriate land tenure policy if it turns out that the current land tenure system is no longer suitable.

6.1.3 Develop a strategy to ensure synergy between the various ongoing projects relating to “SURVEYS”, notably the Fiscal Cadastre project, digitization projects which can be merged under the National Surveys project. In such a strategy, MINDAF and its relevant services should play a key role. The strategy could entail the putting in place for some time of assistance to Project Ownership under the responsibility of the Government, which should ensure the oneness of surveys services.

6.1.4 Create a legal framework for geo-referencing in general and for choosing a single official geodetic network in particular to which all cartographic and topographic works will necessarily be attached.

6.2 Operational Recommendations

6.2.1 Put in place a transparent land rights and land transactions registration system: The above-mentioned improvement thrusts are necessary for setting up an efficient multipurpose surveys system in general. However, to make economic actors have confidence in land capitalization and other possibilities offered by the system, it would be necessary to:

- make the geodetic referential reliable since it is used to provide a physical description of objects of rights;
- properly train employees and policy-makers and sensitize the other actors of the private sector and those involved in customary land management;
- dematerialize land registers;
- make the decentralization of land services economically viable.

6.2.2 Implement a strategy for the recognition and securitization of all land rights, which guarantee a transparent and efficient real-estate market: All the measures must be considered bearing in mind the need to make the most of a transparent real-estate market which allows for better definition of the land tax base, which could lead to the enhancement of public revenue at both the central and local levels. Such a real-estate market guarantees peace by reducing conflicts and litigations.
6.2.3 Launch a campaign to promote the credibility of land services by accelerating procedures and reducing the cost of services borne by users: users have been complaining about the unwieldiness of procedures and service costs as they are required to bear the travel expenses of commission members and other civil servants involved in the land certificate issuance procedure. It would be advantageous to allow some sworn private actors to take part in the land certificate issuance process. Experience has shown that surveyors can play the role of efficient auxiliaries of the state property and land tenure administration. This has to do with their professional code of conduct. In its “Issue Paper on Ethical Principles and Sample Code of Professional Conduct”, the International Federation of Surveyors established integrity, independence, diligence and competence in dealings with clients as professional ethical principles.

6.2.4 Initiate a reflection on land legislation in Cameroon to find alternative forms to securitization and the involvement of regional and local authorities in land management.

6.2.5 Establish a better land-use system to improve the business climate and increase local revenue: In order to reduce time frames and costs, especially unwarranted costs, some land services have put in place a One-Stop Lands Service which concentrates all operations in a single place. This is particularly the case in Cote d’Ivoire. Such a solution could be considered especially given that in Cameroon the actors are found in the same ministry, which is a clear advantage. It could help speed up procedures, reduce costs and above all restore citizens’ confidence in the land certificate. The implementation of these recommendations could start with the actions included in the action plan shown in Annex 1, with a level of priority which has been suggested following the analysis of the diagnosis established for the sector.

FOR THE BANK:

- Support the Government of Cameroon in setting up a technical support structure in the form of assistance to the contracting authority to ensure coherence between ongoing initiatives and projects, and quality control of necessary works for the modernization of lands and surveys sectors. Such support should be reflected by the Bank’s favourable response to the Government’s request for the modernization of lands and surveys. Consequently, the Bank should allocate resources to Cameroon to help it to implement a lands and surveys modernization programme. The Bank could also help the Government in organizing a roundtable to mobilize additional resources to address the constraints identified within the framework of this study.

- Attach more importance to the survey issue in formulating its intervention strategies in Regional Member Countries. In fact, besides Cameroon, the constraints identified under this study are also found in other member countries. As a result, the stakes and challenges of modernizing cadastral survey should be taken into account when formulating Bank country intervention strategies. Consideration of survey and land issues by the Bank also implies strengthening its capacities so that the economic aspects of land guarantee can be better perceived.
**Proposed Action Plan for Implementation of Recommendations**

<table>
<thead>
<tr>
<th>Recommendations</th>
<th>Related actions</th>
<th>Indicative costs in CFA francs</th>
<th>Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Streamline the institutional framework by aligning the various initiatives to enhance efficiency and cost-effectiveness in resource use.</td>
<td>Regulatory instruments to define a single intervention framework for the lands and surveys sectors.</td>
<td>Administrative costs</td>
<td>Priority 2</td>
</tr>
<tr>
<td>2. Harmonize the geodetic datum by putting in place a framework for first order points using existing projects and financing.</td>
<td>Implement the 25- (twenty-five) point reference network.</td>
<td>200 000 000 CFA francs or 2 500 000 per point plus operating costs</td>
<td>Priority 1</td>
</tr>
<tr>
<td>3. Take the necessary regulatory measures to resolve jurisdictional conflicts identified between the National Institute of Cartography (INC) and the Department of Surveys concerning geodesy.</td>
<td>Amend the decrees defining the duties of the two structures</td>
<td>Administrative costs</td>
<td>Priority 2</td>
</tr>
<tr>
<td>4. Take the necessary regulatory measures to resolve jurisdictional conflicts identified between the General Directorate of Taxation and the Department of Surveys concerning the “fiscal cadastre” project.</td>
<td>Decree or order establishing the nullity of the Fiscal Cadastral Commission (CCF) and organizing the “Spanish” Project” or “Fiscal Cadastre Project”.</td>
<td>Administrative costs</td>
<td>Priority 1</td>
</tr>
<tr>
<td>5. Safeguard and protect the survey and land records of the cities of Yaounde and Douala under threat of destruction.</td>
<td>1. Organize the physical archiving of land certificate files and technical survey files: case furniture and organizational assistance.</td>
<td>300 000 000 CFA francs</td>
<td>Priority 1</td>
</tr>
<tr>
<td></td>
<td>2. Computerize land registration services: studies for - scanning the files and registers; - digital entry of land registers; - acquire an application software to dematerialize land registers.</td>
<td>2 500 000 000 CFA francs</td>
<td>Priority 3</td>
</tr>
<tr>
<td>6. Equip survey services with modern and efficient technical equipment.</td>
<td>Acquire equipment: - Topographic equipment (GPS receivers, complete stations) - Computer equipment: hardware and software; - Reprography and duplication equipment; - Rolling stock (at least one vehicle per department)</td>
<td>1 500 000 000 CFA francs</td>
<td>Priority 3</td>
</tr>
<tr>
<td>7. Strengthening lands services with qualified staff</td>
<td>Create a Land Tenure section in ENAM</td>
<td>M.I.</td>
<td>Priority 5</td>
</tr>
<tr>
<td>8. Build staff capacities through the appropriate initial and</td>
<td>Equip the topography and surveys department of ENSTP and</td>
<td></td>
<td>Priority 5</td>
</tr>
<tr>
<td>Recommendations</td>
<td>Related actions</td>
<td>Indicative costs in CFA francs</td>
<td>Level</td>
</tr>
<tr>
<td>---------------------------------------------------------------------------------</td>
<td>----------------------------------------------------------------------------------</td>
<td>--------------------------------</td>
<td>-------</td>
</tr>
<tr>
<td>continuing training by providing the necessary resources to the National Advanced School of Public Works (ENSTP) whose existence is an opportunity to be seized.</td>
<td>upgrade staff capacities; Recruit trained staff for surveys services.</td>
<td>300 000 000 CFA francs</td>
<td></td>
</tr>
<tr>
<td>9. Put in place a technical support structure in the form of assistance to the contracting authority to align ongoing initiatives and projects, identified above, and control the quality of works necessary for modernizing the lands and surveys sectors.</td>
<td>Recruit a private survey firm to support the administrative structure in charge of implementation, procedures and quality control.</td>
<td>283 500 000 CFA francs (5% of the costs)</td>
<td>Priority 2</td>
</tr>
<tr>
<td>10. Design digital plot plans for the towns of Yaounde and Douala.</td>
<td>Densification of reference geodetic network points in the towns of Yaounde (1000 points) and Douala (1000 points). Large scale mapping (1:1000) Preparation of preliminary plot plans incorporating the existing plot plan. Implementation of cadastral surveys Additional topographic surveys of plots and administrative boundaries Production and publication of final plot plans and constant updating of survey documents.</td>
<td>M.I. already implemented by the Fiscal Cadastre project</td>
<td></td>
</tr>
<tr>
<td>11. Build and equip the survey and land registration services of Yaounde and Douala.</td>
<td>Building and equipment</td>
<td>To be determined</td>
<td></td>
</tr>
<tr>
<td>NB: Cartography and cadastral surveys have not been taken into account here. They have already been taken into consideration in the fiscal cadastre project.</td>
<td></td>
<td>Total: 5 953 500 000 CFA francs</td>
<td></td>
</tr>
</tbody>
</table>
GLOSSARY OF SOME TECHNICAL TERMS USED IN THE REPORT

1. **Regional Development**: Regional organization policy, consisting in the choice and implementation of a range of diverse measures such as town planning, economic planning, land stewardship, location of industries, regional expansion for balanced development of a territory (a State in general), and rational distribution of the population according to the potential of the said territory.

2. **Boundary marking**: Boundary marking is a legal and technical operation which consists in determining the limits of a piece of land using fixed markers called boundary stones. To have a legal value, boundary marking must be carried out by a sworn surveyor. There are two types of boundary marking, namely joint boundary marking done with the agreement of the local population and judicial boundary marking carried out following a court order in case of disagreement.

3. **Survey**: a system aimed at physically and legally identifying real property and determining its value. The assessment roll is both a list (originating from the Greek word *katastikhon*) of appropriate plots and a graphic representation of the plots. It is generally made up of a plot plan drawn to a large scale, a plot record and a register identifying rights over developed and undeveloped property. For each administrative entity, survey documentation comprises a cadastral matrix which describes the list of real property belonging to each apparent owner; a plot plan (computerized or not) which shows the numbered plots and a section statement which is a list of plots showing their number and owner, by section. The assessment roll is some kind of civil status registry for landed property.

4. **Napoleonic assessment roll**: In September 1804, the Napoleonic regime instituted a general property inventory through a systematic survey of developed and undeveloped plots for tax assessment purposes. This system of land registration is known as the “Napoleonic assessment roll” after the name of its initiator, Napoleon, King of France.

5. **Land registration service**: service in which, on the basis of survey findings, all deeds relating to the creation or modification of real property rights are recorded.

6. **Decentralization**: in countries with the French administrative tradition, decentralization is a method, or even a policy of organizing and managing administrative services whereby the State transfers a part of the functions it exercised at the central level to decentralized public authorities endowed with legal personality and financial autonomy, under the supervision of the State (guarantor of legality). These public authorities are known as “regional and local authorities”.

7. **Land**: this word comes from the Latin word “*dominium*” meaning the space on which possessive rights are exercised thus expressing an idea of control rather than ownership. According to E. Leroy, “Until the XVIII century it was through land that ownership was understood and it continues to be so organized in most French-inspired land laws”. Land can be either public or private property and is different from property belonging to private individuals. Landed property which makes up land is managed by the State.
8. **Land Law**: the provisions including rules relating to access to and management of land. Land law is defined by state legislation and day-to-day management of issues pursued by rural and urban communities in relation to land and by the institutions set up for that purpose.

9. **Customary land law**: all unwritten rules which make up the customs of a people (as against statute law). Customary land law governs rights over land. It is the method of managing land and land-related rights in accordance with native customs. It varies from region to region and from one ethnic group to another and also over time owing to economic, social and political changes.

10. **Property right**: the most consummate real right as it enables the holder to use, enjoy and dispose of things to the exclusion of all others. Only the law and regulations may limit the exercise of property right, for reasons of general interest. As far as land tenure is concerned, the term surface estate is used to refer to the property right on buildings and farms where the ownership of these things is dissociated from the ownership of the land.

11. **Expropriation for public purposes**: procedure whereby the public authority forces a private individual to transfer to it the ownership of a property or some real property rights against payment of compensation, to be used for a public interest project which prevails over a private purpose.

12. **Land**: a term that was originally an adjective; it comes from the Latin word “fundus” meaning corporeal land. This adjective was used during the feudal period to refer to a “seigneury” or “tenure”, and then to the rent from the differential or absolute value of the land.

13. **Land management**: management of the procedures for access to land and securing rights as well as procedures for the transfer of land-based rights.


15. **GPS (Global Positioning System)**: an American system for satellite positioning, designed and operated by the United States Department of Defense. It is used to determine the coordinates of a point using satellites. It is used in navigation, and in many works, including survey works.

16. **Grundbuch**: German lands register (in German).

17. **Registration**: administrative registration procedure (from the Latin word “matricula” meaning register) whereby the competent authority acknowledges the existence of a property right on a geometrically and spatially identified property. Registration helps to make the right perpetual and transferable, with no room for objection as to its origin and the physical limits within which it is exercised. The registration system is characteristic of conquered countries (Australia, colonial countries) in order to secure the rights of the new arrivals there. In Cameroon, this system was introduced by the French colonial master just as in other former French colonies in 1932 and has been maintained in most of their land legislation after independence.
18. **Immovable Property**: this refers to property which by its nature cannot be moved. This includes soil, land and all that has been incorporated into it (for example buildings). The Napoleonic civil code considers land as an immovable property by nature, a property which can thus be possessed.

19. **Real estate**: this refers to anything that is like an immovable property in the generic sense of the word and anything related to immovable property.

20. **Land register**: a register in which all deeds establishing and amending real property, property and various related real rights are recorded.

21. **Layout**: operation consisting in subdividing a piece of undeveloped land into several plots for housing purposes or other related activities (trade, handicraft, industry).

22. **Plot plan**: plot plan drawn to a large scale of a piece of land, subdivided into sections according to the area of the piece of land.

23. **Plot**: expanse of elementary land which is demarcated and defined by its dual appropriation: owner or occupant, land use. The parcel of land is the survey plot, the smallest survey unit.

24. **Land policy**: course of action decided by a State to organize:
   - The conditions of access to land (in urban and rural areas), and to natural resources;
   - The specific conditions for owning land and natural resources;
   - Security of rights over land and the natural resources it contains and land use and management;
   - All land policies are always formulated following national and international economic and political stakes depending on the choices of the State concerned.

25. **Geodetic network, reference system**: structure of prioritized 1st, 2nd, 3rd, 4th and 5th order points which serve as reference marks, observed and calculated in a single and uniform mathematical reference system to reduce inaccuracies that may arise from representing the complex surface of the earth on a plane surface to produce maps or plans including plot plans.

26. **Land security**: process whereby land rights are recognized and guaranteed. It entails that such land rights cannot be challenged or questioned unexpectedly. This process also requires that appropriate and legitimate land management rules should be put in place and recognized by all.

27. **Geographic Information System (GIS)**: a GIS is a computer tool that combines techniques and methods for acquiring (entering, coding), organizing (processing, database) and analyzing (queries, modelling) spatial reference information. It is thus a system which uses cartographic data and structured alpha digital data.
28. **Tenure**: formally, tenure refers to what a farmer holds: first of all a dependency, a property leased out for use against a fee. With time, the term “land tenure” is used to refer to the manner of transferring land, or the manner of granting land.

29. **Land title or certificate**: official document that ascertains the ownership rights of an individual over a piece of land. This document does not necessarily exist in all countries. It obtains in countries where property right is recognized by the administrative authority. Where the principle of land registration is used as it is the case in Cameroon and in former French colonies, the land title or certificate is a copy of the recording of the landowner’s rights in the register.
Extract of Study Terms of Reference

TERMS OF REFERENCE: DIAGNOSTIC STUDY FOR THE MODERNIZATION OF THE LANDS AND SURVEYS SECTORS IN CAMEROON

I. Context

1.1. In order to streamline the fiscal system, the Ministry of Finance, through the General Directorate of Taxation, set out to establish a fiscal cadastre that could help to better identify taxpayers and taxable items. The studies carried out within the framework of this operation which receives financing from the Kingdom of Spain highlighted the absence of harmony of benchmarks on which land certificates are based. Actually, attachment to several geodetic systems has sometimes led to the issuance of many certificates for the same piece of land. The absence of a reliable position-fixing system could lead to a lot of errors from the positioning of a mere monument to demarcating national borders and the generation of land disputes which are detrimental to peace and socioeconomic development.

1.2. To date, survey information is collected in reference systems that are homogeneous. In an attempt to find a solution to this problem, many projects have been initiated in the country without success. So, considering the changes taking place at the level of technology and technical instruments, a more credible system must be urgently put in place. This system, which consists in covering the Cameroon territory with an active geodetic network attached to the AFREF (African Geodetic Reference Frame), which is also attached to the IRF (IGS Terrestrial Reference Frame), started by setting up 6 (six) permanent stations within the framework of the above-mentioned operation of MINFI.

1.3. Furthermore, the Ministry in charge of land tenure has undertaken several studies geared towards putting in place a Reference Geodetic Network attached to the AFREF, producing maps to a large scale for different regions and establishing the plot plans of Douala and Yaounde. These studies, which have not yet been completed, due to lack of resources, require that the capacities of survey and land tenure services be strengthened. Ultimately, the findings of the studies will help to improve not only the living environment of the population by ensuring better partitioning of housing areas but also the business environment.

II. Justification

2.1. After nearly one decade of economic recession, Cameroon is experiencing renewed growth. The attainment of the completion point of the HIPC initiative in April 2006 led to the cancellation of the country’s debt, resulting in increased expenditure. Henceforth, the restored leverages can help to envisage a dynamic investment policy driven by the private sector.

2.2. However, the private sector which is expected to take advantage of the fiscal consolidation to steer growth, is still trying to find its bearings, owing to an unfavourable business environment. Indeed, due to the risk connected with the difficulties of collecting collateral due to the shortcomings of the land certificate system and/or bottlenecks and contingencies of the judicial system, small- and medium- size enterprises do not have access to loans. The authorities therefore want to take advantage of the fiscal improvement to undertake the structural reforms necessary to create an enabling environment for a harmonious development of private investment.
2.3. Apart from the need to secure property, surveys, lands and land registration provide avenues for mobilizing significant resources for State coffers. The absence of reliable national cadastral records is the source of many poor urban and rural development practices and creates doubt about land which is detrimental to business. The aim of this study is to evaluate the situation so as to prepare a cadastral project that can remedy the shortcomings observed. It is in line with the Government’s new Vision which will underpin the Growth and Poverty Reduction Strategy Paper being finalized. This document considers the modernization of the lands and surveys sectors as a pre-condition for improving the living and private sector environments.

III. Objectives of the study

The overall objective of the study is to propose actions likely to improve the living environment of the population and the business environment through the modernization of the surveys sector thus contribute to maintaining social peace.

The specific objective of the study is to provide the elements needed to prepare a project to modernize surveys for better mastery of land issues so as to improve access to property and secure land rights, on the one hand, and to increase revenues derived from property, land and survey activities. As a result, the study is expected to specify the preconditions for: (i) setting up a Reference Geodetic Network attached to the African Geodetic Reference Frame (AFREF), (ii) producing maps drawn to large scale for the various regions, (iii) establishing digital plot plans for the towns of Douala and Yaounde, (iv) building a database through cadastral surveys in the two towns, and (v) capacity building, particularly the capacities of surveys and land tenure services.

IV. Expected outputs: the substance of the study

The study report will examine the following points:

- The regulatory framework for lands and surveys management. Particular emphasis will be laid on instruments organizing the lands and surveys sectors and an assessment of the ownership system;

- Stakeholders or actors involved, their functions and the areas likely to generate jurisdictional conflicts;

- Evaluation of the institutional and organizational capacities of stakeholders;

- The current situation of the surveys system and the management method(s);

- Description of the land certificate issuance process;

- Comprehensive evaluation of what exists (geodetic networks, maps, plans, land plane-table sheets, aerial photographs, etc.);

- Available human and material resources, including the capacities of services;
General and/or local initiatives undertaken jointly or severally by partners involved in the sector and review of assistance provided by other development partners in the lands and surveys sectors;

Shortcomings and other difficulties encountered or noted in the system;

The needs to be met (financing, technical assistance, capacity building, etc.). These needs will be presented in the form of action plans;

Proposals and recommendations for setting up a reliable land register, to improve and secure land-related business environment;

Work out a strategy for strengthening lands services.

This report is precedent to the evaluation of the project for modernizing lands and surveys in Cameroon and will also include an actions plan which will show the basic costs.

V. Methodology

The study will be conducted in the following order:

- Documentary research by national services /consultants;
- Research and desktop and on-site inquiries;
- Meeting with development partners;
- Meeting with public and para-public organizations, concessionary services, regional and local authorities, etc.;
- Preparation of the draft report;
- Matching the diagnosis with the realities of various socio-geographic zones of Cameroon, starting notably with the regions to be visited by the mission;
- Organization of a restitution workshop within the Study Steering Committee;
- Submission of draft reports;
- Organization of a workshop to validate the report by the enlarged commission.;
- Submission of final reports.

VI. Organization / monitoring of the study

The study will be carried out under the supervision of a Steering Committee chaired by the Secretary-General of the Ministry of State Property and Land Tenure (MINDAF). Membership of this committee will be determined by a ministerial order. The senior Consultant will work in close collaboration with a team of national consultants who will be responsible for documentary research in the central and regional services. The fees of national consultants will be borne by the contracting consultant.
### Annex 5

**Table 2: Network Directory**

<table>
<thead>
<tr>
<th>Systems</th>
<th>Total number of points</th>
<th>Towns</th>
<th>Number of points per town</th>
<th>Quality of conservation of the points</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>UTM</strong></td>
<td>587</td>
<td>Banyo</td>
<td>76</td>
<td>+ 50% destroyed cannot be found</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Tibati</td>
<td>05</td>
<td>Cannot be found</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Meiganga</td>
<td>13</td>
<td>Cannot be found</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Tignère</td>
<td>10</td>
<td>Cannot be found</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Bafia</td>
<td>18</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Eséka</td>
<td>51</td>
<td>33 have disappeared</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Maroua</td>
<td>60</td>
<td>Doubtful</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Garoua</td>
<td>60</td>
<td>Acceptable</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Tcholliré</td>
<td>42</td>
<td>Acceptable</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Poli</td>
<td>73</td>
<td>Acceptable</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Bamenda</td>
<td>15</td>
<td>From fair to doubtful</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Bagangté</td>
<td>17</td>
<td>Cannot be found</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Foumban</td>
<td>24</td>
<td>Cannot be found</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Bafang</td>
<td>22</td>
<td>Acceptable</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Bafoussam</td>
<td>41</td>
<td>Acceptable</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Dschang</td>
<td>14</td>
<td>Acceptable</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Mamfé</td>
<td>46</td>
<td>+ 50% faulty</td>
</tr>
<tr>
<td><strong>PGN (WGS 84)</strong></td>
<td>874</td>
<td>Yaoundé</td>
<td>300</td>
<td>Acceptable</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Douala</td>
<td>500</td>
<td>Fair</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Bertoua</td>
<td>62</td>
<td>Good</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Meiganga</td>
<td>08</td>
<td>Good</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Kribi</td>
<td>04</td>
<td>01 functional</td>
</tr>
<tr>
<td><strong>Gauss Laborde</strong></td>
<td>109</td>
<td>Kribi,</td>
<td>60</td>
<td>74% have disappeared</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Garoua</td>
<td>20</td>
<td>Good</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Maroua</td>
<td>20</td>
<td>Doubtful</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Edéa</td>
<td>53</td>
<td>Acceptable</td>
</tr>
<tr>
<td><strong>Gauss Krüger</strong></td>
<td>16</td>
<td>NGaoundéré</td>
<td>16</td>
<td>Inaccessible</td>
</tr>
<tr>
<td><strong>SNH</strong></td>
<td>62</td>
<td>Limbé</td>
<td>62</td>
<td>Acceptable</td>
</tr>
<tr>
<td>Towns</td>
<td>Type of plan</td>
<td>No. of sheets</td>
<td>Scales</td>
<td>Projections</td>
</tr>
<tr>
<td>---------------</td>
<td>-----------------------------------</td>
<td>---------------</td>
<td>-----------------</td>
<td>---------------------</td>
</tr>
<tr>
<td>Yaounde</td>
<td>Survey</td>
<td>6 sections in 27 sheets</td>
<td>1/1000</td>
<td>Arbitrary or local</td>
</tr>
<tr>
<td></td>
<td>Inventory</td>
<td>26</td>
<td>1/5000</td>
<td>Gauss Kruger</td>
</tr>
<tr>
<td></td>
<td>Inventory</td>
<td>14</td>
<td>1/5000</td>
<td>Gauss Kruger</td>
</tr>
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<td></td>
<td>Multipurpose Cartography</td>
<td>213</td>
<td>1/1000</td>
<td>Gauss Kruger</td>
</tr>
<tr>
<td></td>
<td>Cartography and Orthophotography</td>
<td>Ongoing</td>
<td>1/1000, 1/2000, 1/5000</td>
<td>UTM 32 WGS 84</td>
</tr>
<tr>
<td>Douala</td>
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<td>18</td>
<td>1/5000</td>
<td>-</td>
</tr>
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<td></td>
<td>Survey</td>
<td>7 sections</td>
<td>1/1000</td>
<td>Arbitrary or local</td>
</tr>
<tr>
<td></td>
<td>Restituted plans (2003 orthophotographs)</td>
<td>Ongoing</td>
<td>1/5000, 1/1000</td>
<td>UTM 32 WGS 84</td>
</tr>
<tr>
<td>Ngaoundere</td>
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<td>1/5000</td>
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</tr>
<tr>
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<td>Survey</td>
<td>25</td>
<td>1/1000</td>
<td>locale</td>
</tr>
<tr>
<td>Eseka</td>
<td>Inventory</td>
<td>03</td>
<td>1/5000</td>
<td>UTM 32</td>
</tr>
<tr>
<td>Mbalmayo</td>
<td>Inventory</td>
<td>03</td>
<td>1/5000</td>
<td>Gauss Kruger</td>
</tr>
<tr>
<td></td>
<td>Survey</td>
<td>-</td>
<td>1/1000</td>
<td>Local</td>
</tr>
<tr>
<td>Abong Mbang</td>
<td>Inventory</td>
<td>02</td>
<td>1/5000</td>
<td>UTM</td>
</tr>
<tr>
<td>Bertoua</td>
<td>Inventory</td>
<td>02</td>
<td>1/5000</td>
<td>UTM</td>
</tr>
<tr>
<td></td>
<td>Orthophotography</td>
<td>Paper and digital</td>
<td>1/5000, 1/1000</td>
<td>WGS84</td>
</tr>
<tr>
<td>Maroua</td>
<td>Inventory</td>
<td>08</td>
<td>1/5000</td>
<td>-</td>
</tr>
<tr>
<td>Kousseri</td>
<td>Inventory</td>
<td>04</td>
<td>1/5000</td>
<td>-</td>
</tr>
<tr>
<td>Yagoua</td>
<td>Inventory</td>
<td>04</td>
<td>1/5000</td>
<td>-</td>
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<td>Nkongsamba</td>
<td>Inventory</td>
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<td>1/5000</td>
<td>UTM32</td>
</tr>
<tr>
<td>Loum</td>
<td>Inventory</td>
<td>04</td>
<td>1/5000</td>
<td>UTM32</td>
</tr>
<tr>
<td></td>
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<td>1/1000</td>
<td>UTM32</td>
</tr>
<tr>
<td>Edea</td>
<td>Inventory</td>
<td>05</td>
<td>1/5000</td>
<td>Gauss Kruger</td>
</tr>
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<td>Paper and digital</td>
<td>1/1000, 1/5000</td>
<td>WGS84</td>
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<tr>
<td>Garoua</td>
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<td>1/5000</td>
<td>-</td>
</tr>
<tr>
<td>Tcholire</td>
<td>Inventory</td>
<td>05</td>
<td>1/5000</td>
<td>UTM</td>
</tr>
<tr>
<td></td>
<td>Inventory</td>
<td>01</td>
<td>1/1000</td>
<td>UTM</td>
</tr>
<tr>
<td>Bamenda</td>
<td>Inventory</td>
<td>02</td>
<td>1/5000</td>
<td>UTM32</td>
</tr>
<tr>
<td>Kumbo</td>
<td>Inventory</td>
<td>04</td>
<td>1/5000</td>
<td>UTM32</td>
</tr>
<tr>
<td>Founban</td>
<td>Inventory</td>
<td>08</td>
<td>1/5000</td>
<td>UTM32</td>
</tr>
<tr>
<td>Bafang</td>
<td>Inventory</td>
<td>04</td>
<td>1/5000</td>
<td>UTM32</td>
</tr>
<tr>
<td>Sangmelima</td>
<td>Inventory</td>
<td>04</td>
<td>1/5000</td>
<td>UTM32</td>
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<tr>
<td>Ngoulemakong</td>
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<td>1/2000</td>
<td>UTM32</td>
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<tr>
<td>Ebolowa</td>
<td>Inventory</td>
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<td>1/5000</td>
<td>UTM32</td>
</tr>
<tr>
<td>Kumba</td>
<td>Inventory</td>
<td>02</td>
<td>1/5000</td>
<td>UTM32</td>
</tr>
<tr>
<td>Mamfe</td>
<td>Inventory</td>
<td>06</td>
<td>1/5000</td>
<td>UTM32</td>
</tr>
</tbody>
</table>
Annex 7

Table 7: Staff by Category (based on the 2008 census)

<table>
<thead>
<tr>
<th>Professional Corps</th>
<th>General administration and governance</th>
<th>Lands</th>
<th>Land Tenure</th>
<th>State Property</th>
<th>Surveys</th>
<th>Resources</th>
<th>Total</th>
<th>Frequency</th>
</tr>
</thead>
<tbody>
<tr>
<td>General administration</td>
<td>15</td>
<td>44</td>
<td>41</td>
<td>15</td>
<td>0</td>
<td>10</td>
<td>125</td>
<td>8.93%</td>
</tr>
<tr>
<td>Civil engineering</td>
<td>10</td>
<td>8</td>
<td>0</td>
<td>50</td>
<td>15</td>
<td>2</td>
<td>85</td>
<td>6.07%</td>
</tr>
<tr>
<td>Surveys</td>
<td>3</td>
<td>0</td>
<td>36</td>
<td>0</td>
<td>402</td>
<td>0</td>
<td>441</td>
<td>31.50%</td>
</tr>
<tr>
<td>Financial services</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>13</td>
<td>15</td>
<td>1.07%</td>
</tr>
<tr>
<td>Teachers</td>
<td>25</td>
<td>10</td>
<td>87</td>
<td>25</td>
<td>3</td>
<td>14</td>
<td>164</td>
<td>11.71%</td>
</tr>
<tr>
<td>Not classified elsewhere</td>
<td>125</td>
<td>81</td>
<td>124</td>
<td>70</td>
<td>75</td>
<td>95</td>
<td>570</td>
<td>40.71%</td>
</tr>
<tr>
<td><strong>Total of State employees</strong></td>
<td><strong>180</strong></td>
<td><strong>143</strong></td>
<td><strong>288</strong></td>
<td><strong>160</strong></td>
<td><strong>495</strong></td>
<td><strong>134</strong></td>
<td><strong>1400</strong></td>
<td><strong>100 %</strong></td>
</tr>
</tbody>
</table>

| Frequency                                | 12.86%                               | 10.21%| 20.57%      | 11.43%         | 35.36%  | 9.57%     | 100.00%| 100%      |

| Average of State employees per component | 2                                    | 2     | 2           | 2              | 6       | 1         | 2     | 2         |
| Temporary staff                          | 71                                   | 75    | 260         | 25             | 20      | 135       | 586   | 586       |
| Grand Total                              | 251                                  | 218   | 548         | 185            | 515     | 269       | 1986  | 1986      |

| Average staff strength by component in 2008 | 3                                    | 3     | 4           | 2              | 6       | 3         | 3     | 3         |

*Source: MINDAF*
## Available Land by Province (estimates)

<table>
<thead>
<tr>
<th>Province</th>
<th>Total</th>
<th>Surface per area inhabited</th>
<th>Surface per area under cultivation</th>
<th>Population density (km²)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Arable (ha)</td>
<td>Usable</td>
<td>Arable (km²)</td>
</tr>
<tr>
<td>Far North</td>
<td>1.98</td>
<td>0.40</td>
<td>1.49</td>
<td>0.48</td>
</tr>
<tr>
<td>North</td>
<td>11.16</td>
<td>2.26</td>
<td>8.37</td>
<td>2.77</td>
</tr>
<tr>
<td>Adamaoua</td>
<td>14.67</td>
<td>2.97</td>
<td>11.00</td>
<td>4.17</td>
</tr>
<tr>
<td>East</td>
<td>22.88</td>
<td>1.13</td>
<td>17.16</td>
<td>1.45</td>
</tr>
<tr>
<td>Centre</td>
<td>3.93</td>
<td>0.52</td>
<td>2.95</td>
<td>1.03</td>
</tr>
<tr>
<td>South</td>
<td>11.61</td>
<td>1.54</td>
<td>8.70</td>
<td>2.33</td>
</tr>
<tr>
<td>Littoral</td>
<td>1.21</td>
<td>0.14</td>
<td>0.90</td>
<td>0.62</td>
</tr>
<tr>
<td>South-West</td>
<td>3.02</td>
<td>0.30</td>
<td>2.27</td>
<td>0.55</td>
</tr>
<tr>
<td>North-West</td>
<td>1.42</td>
<td>0.48</td>
<td>1.06</td>
<td>0.62</td>
</tr>
<tr>
<td>West</td>
<td>1.04</td>
<td>0.28</td>
<td>0.78</td>
<td>0.34</td>
</tr>
<tr>
<td>Cameroon</td>
<td>4.46</td>
<td>0.65</td>
<td>3.34</td>
<td>1.03</td>
</tr>
</tbody>
</table>

Source: Cameroon, Agriculture Sector Report, World Bank, 1989
## List of Persons and Structures Visited

<table>
<thead>
<tr>
<th>Serial No.</th>
<th>Structures and/or persons</th>
<th>Dates and venues</th>
<th>Time</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>01</td>
<td>Secretary-General of MINDAF, Chair of the Study Steering Committee</td>
<td>20 January 2009 at MINDAF</td>
<td>12 H 30</td>
<td></td>
</tr>
<tr>
<td>02</td>
<td>Technical Secretariat of the Steering Committee</td>
<td>20 and 21 January 2009 at MINDAF</td>
<td>19 H et 16 H</td>
<td>Chaired by the SG of MINDAF</td>
</tr>
<tr>
<td>03</td>
<td>Department of Lands</td>
<td>21 January at MINDAF</td>
<td>15 H</td>
<td>Sub-Director and staff</td>
</tr>
<tr>
<td>04</td>
<td>Department of Surveys: Records Bureau</td>
<td>22 January at MINDAF</td>
<td>8 H</td>
<td></td>
</tr>
<tr>
<td>05</td>
<td>Department of Surveys</td>
<td>22 January at MINDAF</td>
<td>10 H</td>
<td>Director and Staff</td>
</tr>
<tr>
<td>06</td>
<td>National Institute of Cartography (INC)</td>
<td>22 January at INC</td>
<td>11 H 30</td>
<td>With four heads of division in the absence of the Director, unavoidably absent</td>
</tr>
<tr>
<td>07</td>
<td>Department of Regional Development (DAT)</td>
<td>22 January at MINEPAT</td>
<td>15 H</td>
<td>Director and staff</td>
</tr>
<tr>
<td>08</td>
<td>Cameroon Association of Surveyors</td>
<td>22 January at Cameroon Engineering</td>
<td>17 H</td>
<td>President of the Association</td>
</tr>
<tr>
<td>09</td>
<td>BLOM company</td>
<td>23 January at the BLOM head office</td>
<td>9 H</td>
<td>Project Manager and staff</td>
</tr>
<tr>
<td>10</td>
<td>Department of Land Tenure</td>
<td>23 January at MINDAF</td>
<td>11 H</td>
<td>Director and staff</td>
</tr>
<tr>
<td>11</td>
<td>Divisional Delegation of MINDAF</td>
<td>23 January at the Delegation</td>
<td>15 H</td>
<td></td>
</tr>
<tr>
<td>12</td>
<td>Department of Housing and Architecture</td>
<td>26 January in the office of the Director (MINDAF building)</td>
<td>10 H</td>
<td>Director</td>
</tr>
<tr>
<td>13</td>
<td>The Survey firm GEO-DESIGN et BIZ</td>
<td>26 January at office of the firm</td>
<td>11 H 30</td>
<td>Manager and associate</td>
</tr>
<tr>
<td>14</td>
<td>Fiscal Cadastre Commission</td>
<td>26 January at DGI</td>
<td>13 H</td>
<td>Executing Unit Head and staff</td>
</tr>
<tr>
<td>15</td>
<td>Yaounde City Council</td>
<td>26 January at City Hall</td>
<td>15 H30</td>
<td>Director of technical services</td>
</tr>
<tr>
<td>16</td>
<td>Korean Consulate: E-Government Project</td>
<td>27 January at the Consulate</td>
<td>11 H</td>
<td>Consul and Hi-Tech Manager</td>
</tr>
<tr>
<td>17</td>
<td>Department of State Property</td>
<td>27 January in the office of the Director (MINDAF building)</td>
<td>12 H 30</td>
<td>Director</td>
</tr>
<tr>
<td>18</td>
<td>MFOUNDI Divisional Land Registration Service (Yaoundé)</td>
<td>27 January at the DD of MINDAF</td>
<td>15 H</td>
<td>Registrar and staff; guided tour of archives</td>
</tr>
<tr>
<td>19</td>
<td>Legal Affairs Division, MINDAF</td>
<td>28 January at MINDAF</td>
<td>10 H</td>
<td>Director</td>
</tr>
<tr>
<td>20</td>
<td>Centre Regional Surveys Service</td>
<td>28 January at regional service</td>
<td>12 H</td>
<td>Guided tour of archives with the regional service head</td>
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<tr>
<td>21</td>
<td>MINDAF Regional Delegation, DOUALA</td>
<td>29 January at the Littoral Regional Delegation</td>
<td>10 H</td>
<td>Regional Delegate</td>
</tr>
<tr>
<td>22</td>
<td>DOUALA City Council</td>
<td>29 January at the City Hall</td>
<td>12 H</td>
<td>Government Delegate and staff</td>
</tr>
<tr>
<td>23</td>
<td>Vector International Corporate SA</td>
<td>29 January in the office of the firm</td>
<td>15 H</td>
<td>Manager</td>
</tr>
<tr>
<td>Serial No.</td>
<td>Structures and/or persons</td>
<td>Dates and venues</td>
<td>Time</td>
<td>Remarks</td>
</tr>
<tr>
<td>-----------</td>
<td>---------------------------------------------------</td>
<td>---------------------------------------</td>
<td>-------</td>
<td>---------------------------------------------</td>
</tr>
<tr>
<td>24</td>
<td>Littoral Regional Surveys Service</td>
<td>29 January at the regional office</td>
<td>17 H</td>
<td>Service head and guided tour of archives</td>
</tr>
<tr>
<td>25</td>
<td>WOURI Divisional Surveys Service</td>
<td>29 January in the office of the service head</td>
<td>18 H</td>
<td></td>
</tr>
<tr>
<td>26</td>
<td>National Advanced School of Public Works, Annex Buea</td>
<td>30 January at the School</td>
<td>10 H</td>
<td>Head of the Topography and Survey Department and staff</td>
</tr>
<tr>
<td>27</td>
<td>South-West Regional Delegation of MINDAF</td>
<td>30 January at the Regional Delegation</td>
<td>11 H 30</td>
<td>Regional Delegate and staff, including the divisional service head for Fako</td>
</tr>
<tr>
<td>28</td>
<td>National Institute of Cartography</td>
<td>03 February</td>
<td>12 H 30</td>
<td>DG and staff</td>
</tr>
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</table>
Documents Consulted

- Land tenure and surveys system in Cameroon, laws, ordinances, decrees and orders, circulars and instructions, MINDAF 2008;
- Official Gazette of the United Republic of Cameroon, 15 December 1983;
- Draft document for the preparation of the national survey register, MINDAF, Department of Survey, not dated;
- Decentralization orientation laws;
- Decree No. 2003/162 of 27 June 2003 to reorganize the National Institute of Cartography;
- Decree No. 95/312 to set up a commission on the establishment of a fiscal cadastre, 27 April 1995;
- Decree No. 2006/3023 to lay down conditions for the administrative assessment of property for tax purposes, 29 December 2006;
- Bidding document for undertaking a study for the creation and putting in place of a demarcated national geodetic network in Cameroon;
- Study on the geodetic system adapted for Cameroon, January/March 2007;
- Updating the geodetic references of Cameroon, March 2007;
- Project for the Sustainable Development of Cameroon Highlands by Satellite Imaging (PDDHTIS), February 2007;
- 2006 National Inventory of State developed immovable property. Final Report and Results, Yaounde, 31 October 2006;
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- 2008 MINDAF budget / July 2008;
- Government’s Urban Development Strategy: 30 recommendations to improve the urban landscape in Cameroon, March 1993;
- Computerization of procedures, products and archives relating to land management in the Ministry of State Property and Land Tenure of Cameroon, 26 January 2009;
- Study on the development of the institutional framework of consultative commissions;
- Spanish Convention and Contract on the Fiscal Cadastre (pilot phase);
- First session of the National Decentralization Council, The participant’s document/ 19 January 2009;
- The lands and surveys system and economic development in Cote d’Ivoire, Albert LEY, 1972.