ABILL

ENTITLED

AN ACT to Amend the Registration of Titles Cadastral Mapping and Tenure Clarification (Special Provisions) Act; and for connected matters.

]

BE IT ENACTED by The Queen's Most Excellent Majesty, by and with the advice and consent of the Senate and House of Representatives of Jamaica, and by the authority of the same, as follows:--

1. This Act may be cited as the Registration of Titles Cadastral Short title Mapping and Tenure Clarification (Special Provisions) (Amendment) and construction. Act, 2020, and shall be read and construed as one with the Registration

of Titles Cadastral Mapping and Tenure Clarification (Special Provisions) Act, hereinafter referred to as the principal Act.

Amendment of section 2 of principal Act.

- 2. Section 2 of the principal Act is amended—
 - (a) in the definition of "application", by deleting the words "section 28, 54 or 85" and substituting therefor the words "section 28, 28A, 54, 85 or 87A";
 - (b) by inserting in its correct alphabetical sequence the following—
 - "adjudication certificate" means an adjudication certificate issued by an Adjudication Committee or the Director of Adjudication Services under section 8A or 9B;
 - "Adjudication Services Division" means the Adjudication Services Division referred to under section 8A;
 - "Adjudication Committee" means the Adjudication Committee established under section 9;
 - "adjudication record" means the adjudication record prepared in accordance with section 9A;
 - "Director of Adjudication Services" means a Director of Adjudication Services Division appointed under section 8A to perform the duties prescribed thereunder;
 - "land surveyor" has the meaning assigned to it under Land Surveyors Act;
 - "systematic adjudication area" means an area declared by the Minister under section 7C;
 - "voluntary registration application" means an application made by an applicant in respect of land outside of the systematic adjudication area;

- (c) in the definition of "beneficiary" by deleting the word "beneficiary" and substituting therefor the word "applicant".
- 3. Section 5 of the principal Act is amended by inserting in paragraphs Amendment (c), (d) and (e), immediately before the semi-colon the words", without reference to the Commissioner of Taxpayer Audit and Assessment".

4. Section 7 of the principal Act is amended by deleting the words Amendment "Land Administration and Management Programme" and substituting therefor the words "National Land Agency".

of principal Act.

5. The principal Act is amended by inserting next after section 7 the Insertion of following—

new sections 7A, 7B, and principal Act.

"Functions of Director land Administration Management.

7A.—(1) There shall be for the purposes of this Act, a Director of Land Administration and Management, who shall be an attorney-at-law of at least ten years experience in conveyancing.

- (2) The Director of Land Administration and Management shall have the following functions as it relates to any project area
 - exercise general supervision and control over the processing of voluntary registration applications;
 - (b) process waivers pursuant to Section 5 of the Act;
 - issue instructions for advertisement of notices to adjudicate rights and interests in land;
 - (d) refer disputes relating to the rights and interests in land to the Director of Adjudication Services for a determination of ownership in respect thereof;
 - (e) certify applications for regularization and clarification.

Powers of Director of Land Administration and Management to summon.

- 7B.—(1) The Director of Land Administration and Management to whom any application is referred, may by summons under his signature, require the applicant or other party interested in any land under the operation of this Act, to appear at a time and place to be appointed in such summons to give an explanation concerning such land or any document affecting title thereto and to produce any deed of grant, Certificate of Title, Will, Mortgage or document in the applicant's or any other interested party's possession or control, affecting such land, or the title thereto.
- (2) The Director of Land Administration and Management may examine upon oath (which oath the Director is empowered to administer) any such applicant or other party referred to under subsection (1) and any such applicant or other party who fails, refuses or neglects, to attend the summons for purpose of being examined, or to produce any such document, or to allow the same to be inspected, refuses or neglects to give any such explanation shall, on any such default thereof, be in contempt of Court.
- (3) If the Director of Land Administration and Management determines the information or document withheld under this section appears to be material, the Director of Land Administration and Management, is not bound to proceed with the application.
- 7C.—(1) The Minister may on the recommendation of the Chief Executive Officer of the National Land Agency, declare any parcel of land in a project area to be a systematic adjudication area.
- (2) A recommendation made under subsection (1), shall include—
 - (a) a diagram of the systematic adjudication area; and

Minister may declare a systematic adjudication area on recommendation of National Land Agency.

- (b) the total number of parcels that are registered and unregistered in a systematic adjudication area.
- (3) All exemption from approvals, consents, transfer tax, stamp duties and fees granted under section 5, shall automatically apply to land declared under this section, as a systematic adjudication area.".
- 6. Section 8 of the principal Act is amended in subsection (2), by Amendment deleting the word "beneficiaries" and substituting therefor the word of principal "applicants".

7. The principal Act is amended by inserting next after section 8 the Insertion of following—

new sections 8A, 8B and 8C in principal

"Duties of Director of Adjudication Services.

- 8A.—(1) There shall be for the purposes of this Act, a Director of Adjudication Services, who shall Act. be an attorney-at-law of at least ten years experience in conveyancing, and shall perform the following duties
 - exercise general supervision and control (a) over the adjudication process;
 - (b) issue instructions for advertisements of notices to adjudicate rights and interests in land;
 - prepare notices in respect of each systematic adjudication area;
 - (d) ascertain claims or interests in land in accordance with adjudication principles, under section 9A;
 - prepare the adjudication record;
 - issue notices of completion of the adjudication record;
 - display the adjudication record for a period of not less than thirty days;

- (h) review and determine objections to the adjudication record:
- make alterations or corrections to the adjudication record:
- issue adjudication certificates and direct the Registrar of Titles to issue Certificates of Title in accordance with the said adjudication certificate without reference to the Referee of Titles;
- (k) refer matters to the Adjudication Committee as provided for under section 9(1).
- (2) For the purposes of this section, the Director of Adjudication Services, may make a notice prescribing-
 - (a) the form of notices, the form of the adjudication record and the form of adjudication certification; and
 - (b) the manner in which the adjudication record shall be displayed.

8B. Section 7B shall apply mutatis mutandis as

it relates to any application under this Act.

Director of Adjudication Services may authorize any officer of Adjudication Services Division to sign on behalf

of its Director.

Director of

Adjudication

Services power to summon applicant or other person of interest.

> 8C.—(1) The Director of Λdjudication Services may give authority in writing to any officer of the Adjudication Services Division to sign anything authorized or required by this Act to be signed by the Director of Adjudication Services.

- (2) The Director of Adjudication Services may, in the instrument in which authority is given under subsection (1) to any officer —
 - (a) require that such authority be exercised in accordance with the general or specific directions of the Director of Adjudication Services;
 - (b) specify the period for which such authority shall be valid, so, however, that any such period may be extended from time to time, and any authority given under this section may be revoked at any time.
- (3) Anything signed by an officer to whom authority is given under this section and in accordance with such authority, shall be valid and effectual as if it were signed by the Director of Adjudication Services.
- (4) Notice of every authority given under this section and of every extension or the revocation thereof shall be published in the Gazette.
- (5) Notwithstanding subsection (4), failure to publish the notice shall not affect the validity of the authority conferred, or any extension or revocation thereof as the case may be.".
- 8. Section 9 of the principal Act is amended by inserting next after Amendment subsection (3) the following—

of principal

(4) The Chairman appointed under subsection (3) shall be an attorney-at-law.".

Insertion of new sections 9A, 9B, 9C, 9D, 9E, 9F and 9G in principal Act.

9. The principal Act is amended by inserting next after section 9 the following—

"Principles of Adjudication and preparation of Adjudication Record.

- 9A.—(1) In preparing the adjudication record—
 - (a) where the Director of Adjudication Services is satisfied that the person to whom the application relates—
 - (i) is in sole open, quite, undisputed, continuous, undisturbed possession, as proprietor of a parcel of land other than a parcel which is Crown Land, and has been in such possession, by himself or his duly authorized agent, his predecessors in title, for an uninterrupted period of twelve years or more; or
 - (ii) has a good title to the parcel and that no other person has acquired or is in the course of acquiring a title thereto under any law relating to prescription or limitation, and that the person would succeed in maintaining the title against any other person claiming the land or any part thereof.

the Director of Adjudication Services shall record the person as the owner of the parcel and declare the person's title to be absolute;

(b) where the Director of Adjudication Services is satisfied that rights existing in or over such land do not amount to ownership and are not such as to enable the Director of Adjudication Services, to proceed under paragraph (d) the Director of Adjudication Services shall record the land as Crown Land;

- (c) where the Director of Adjudication Services is satisfied that any land is subject to any right which is registrable as a lease, charge, easement or restrictive covenant under the Registration of Titles Act, the Director of Adjudication Services shall record such particulars that shall enable the right and the name of the person entitled to the benefit thereof to be registered;
- (d) where the Director of Adjudication Services is satisfied that a person is in possession of or has a right to a parcel of land, but is not satisfied that a person is entitled to be recorded under paragraph (a) as the owner of the parcel of land with absolute title, the Director of Adjudication Services may nevertheless record that person as the owner of the parcel of land, and declare his title to be a qualified title and shall record—
 - (i) the date on which the possession of that person shall be considered to have begun;
 - (ii) particulars of any deed, instrument or other document by virtue of which any right or interest, adverse to, or in

- derogation of the title of that person might exist; or
- (iii) any other qualification which affects the title.
- (2) For the purposes of this section "good title" means an interest in land where the applicant is entitled to maintain and defend his possession against any other person claiming the same or any part thereof.

Issuance of Adjudication Certificates.

9B. The Adjudication Committee shall issue an Adjudication Certificate after a determination of a matter under section 8A(k).

Inability of Adjudication Committee to determine title.

- 9C.—(1) Where the Adjudication Committee is unable to determine absolute or qualified title, the parcel shall be registered in the name of the Crown and be held on trust by the Crown for a period of up to twenty years unless it can be transferred to the rightful owner pursuant to a duly issued Adjudication Certificate or Court Order declaring ownership.
- (2) After the expiration of the period referred to under subsection (1) the land or parcel thereof shall—
 - (a) be deemed *bona vacantia* and shall belong to the Crown; and
 - (b) vest and may be dealt with in the same manner as other *bona vacantia* accruing to the Crown.

Staying of suits.

- 9D.—(1) Notwithstanding any other enactment, no action claiming an interest in land or rights to land in a systematic adjudication area, shall be initiated in any civil court, unless notice of the action has been served upon the Director of Adjudication Services.
- (2) Upon the application of any party interested in the subject matter of an action claiming

an interest in land or rights to land in a systematic adjudication area instituted before the publication of the Notice referred to in Section 8A(b), the Court may stay the hearing of such action and refer it to the Director of Adjudication Services.

- (3) The Director of Adjudication Services shall upon the completion of the adjudication process, advise the Court of the outcome.
- Land surveyors functions under this Act.
- 9E. Notwithstanding any provision under the Land Surveyors Act, a surveyor shall—
 - (a) carry out such survey and mapping as may be required in the execution of the adjudication process to the satisfaction of the Director of Surveys;
 - (b) cause advertisement of notices in the manner prescribed by the Director of Adjudication Services—
 - (i) not less than ten days prior to the survey or mapping of land in a systematic adjudication area; and
 - (ii) at least two daily newspapers in circulation in Jamaica, at least once per week for two consecutive weeks and on the website of the National Land Agency;
 - (c) adjust the boundaries of any land in the adjudication section or re-allot the same, with the consent of the owners who may be affected by such adjustment or reallotment;

- (d) make any reservation the surveyor considers necessary for the purpose of defining existing roads and paths or for the better drainage of any land;
- (e) make a declaration under the Voluntary Declaration Act, of such existing rights of way over any land in the systematic adjudication area and may direct the manner in which such rights of way are to be exercised and in such case the surveyor shall direct that such rights of way be recorded in the adjudication record in respect of the dominant land and the servient land; and
- (f) prepare or cause to be prepared a Cadastral Map of parcels of land in the systematic adjudication area.

Protection of officers.

9F. Any officer appointed under this Act and any other person appointed for the purpose of the adjudication proceedings under this Act, shall not be liable to any action, suit or proceedings for or in respect of any act or matter done in good faith or omitted to be done in exercise or supposed exercise of the powers given by this Act or any regulations made thereunder.

Procedures where applicant is dissatisfied with directions given by Director of Adjudication Services or Adjudication Committee. 9G If the applicant is dissatisfied with the decision of the Director of Adjudication Services or the Adjudication Committee, the applicant may request reasons in writing and thereafter summon the Director of Adjudication Services or the Adjudication Committee, as the case may be, to appear before a judge to substantiate and uphold the grounds of his refusal or such directions as aforesaid, such services to be issued under the hand on a judge and to be served upon the Director of Adjudication Services or

the Adjudication Committee (as the case may be) at least six clear days prior to the day appointed for hearing the complaint.

Offences against this Act.

9H. If any person—

- (a) knowingly makes any false statement or declaration in any application to register land pursuant to this Act;
- (b) in any application to be registered as proprietor whether in possession, remainder, reversion or otherwise; suppresses, withholds or conceals, or assists or joins in or is privy to the suppressing, withholding or concealing from the Director of Land Administration and Management, Director of Adjudication Services or Chairman of an Adjudication Committee, any material document, fact or matter of information;
- (c) knowingly makes a false declaration required under the authority made in pursuance of this Act;
- (d) during the course of his examination before the Director of Land Administration and Management, Director of Adjudication Services or Chairman of an Adjudication Committee, knowingly and corruptly gives false evidence; or
- (e) fraudulently procures, assists in fraudulently procuring, or is privy to the fraudulent procurement of any certificate of title or instrument, or knowingly misleads or deceives any person hereinbefore, authorized to require information or explanation in respect to

any land, or the title to any land declared under this Act.

commits an offence and shall on conviction before a Judge of the Parish Court be liable to a penalty not exceeding one million dollars or imprisonment for a term not exceeding one year."

Amendment of section 10 of principal Act.

- 9. Section 10 of the principal Act is amended—
 - (a) in subsection (1), by deleting the opening words and substituting therefor the following—
 - " (1) An applicant may make an application if that applicant—";
 - (b) in subsection (2), by deleting
 - the words "a beneficiary" and substituting therefor the words "an applicant";
 - (ii) the word "beneficiaries" and substituting therefor the word "applicants";
 - (c) in subsection (3), by deleting the word "beneficiary" and substituting therefor the word "applicant".

Amendment of section 11 of principal Act.

- 10. Section 11 of the principal Act is amended—
 - (a) in subsection (1) by deleting the word "beneficiaries" and substituting therefor the word "applicants";
 - (b) in subsection (3), by deleting the words "a beneficiary" and substituting therefor the words "an applicant".
 - (c) by inserting next after subsection (4) the following—
 - " (5) Where a charge prescribed by the Minister under this section affects any land under the Registration of Titles Act, the Director of Adjudication Services and the Director of Land Administration and Management, shall advise the Registrar of Titles of details of the charge, and the Registrar of Titles shall lodge a caveat

against the Certificate of Title for the land described in the memorandum.".

11.—(1) The provisions of the enactment specified in the first column Amendment of the Schedule are amended in the manner specified in the respective Registration amendments in the second column thereof.

of Titles Cadastral

(2) Each amendment shall be construed as one with the Mapping enactment specified in relation thereto.

Regulations.

SCHEDULE

(Section 10)

First Column

Second Column

Registration of Titles, Cadastral Mapping and Tenure Clarification (Special Provisions) (Adjudication Committees) Regulations, 2007

Regulation 2

The principal Regulations are amended by renumbering the regulation as 2(1), and inserting next after paragraph (1), as renumbered the following—

" (2) The Minister shall appoint one of the appointed members under paragraph (1) to be Chairman of the Committee, and such Chairman shall be an attorney-at-law.".

Regulation 3

Delete.

Regulation 11

- 1. Insert next after paragraph (3), the following as paragraph (3A)—
 - " (3A) In the case of the Chairman's absence from or inability to act at any meeting, the members of the Committee shall elect from their number to act as the Chairman of that meeting.
 - (3B) Where the Chairman is appointed under paragraph (3A), the Chairman shall be supported by the attorney of the Adjudication Services Division.".
- 2. Insert in paragraph (4), immediately after the words "three members" the words ", including the Chairman"."

First Column

Insertion of new section 11A in principal Regulations.

Second Column

"Powers of the Chairman to summon.

- 11A.—(1) The Chairman of the Committee to whom any application is referred may, by summons under his signature, request the applicant or other person interested in any land under the operation of the Act—
 - (a) to appear at a time and place to be appointed in such summons and give any explanation concerning such land or any document affecting title thereto; and
 - (b) to produce any deed of grant, certificate of title, will, mortgage or document, in his possession or within his control affecting such land, or the title thereto.
- (2) The Chairman is authorized to examine upon oath or take and received a voluntary declaration (which oath the Chairman is hereby empowered to administer and which voluntary declaration, the Chairman is empowered to take and receive) any such applicant or other person referred to under subsection (1) and any such applicant or other person who fails, refuses or neglects, to attend the Chairman for the purpose of being examined, or to produce any such document, or to allow the same to be inspected, or refuses or neglects to give any explanation as aforesaid, shall be liable on any such default, to be summoned before a Judge to be dealt with in the case of a contempt of the Court.

First Column

Second Column

(3) If the information or document withheld under this section appears to the Chairman to be material, the Chairman is not bound to continue the application.".

MEMORANDUM OF OBJECTS AND REASONS

Cabinet considered the need for comprehensive land reform and reform of the related systems and procedures; the adjudication process; the long-standing problem of persons being unable to get titles in Government land settlement and other land schemes, despite having completed payment for the land; the large numbers of persons occupying lands without being named on titles, sometimes for generations; public governance concerns in relation to disproportionately high staff costs for related project costs and the implications with respect to feasibility and sustainability; and the need to simplify procedures and reduced costs for lodging of caveats.

This Bill therefore seeks to give effect to the decision to-

- (a) implement an adjudication-centric and driven process for proving the ownership of land;
- (b) separate the processes of planning and subdivision approval for the issuing of titles under the Registration of Cadastral Mapping and Tenure Clarification (Special Provisions) Act;
- (c) provide for the full operations for the Land Administration and Management Programme processes, including the adjudication processes to fall under the responsibility of the Chief Executive Officer of the National Land Agency; and
- (d) amend the Registration of Cadastral Mapping and Tenure Clarification (Special Provisions) Regulations,

and is a companion to the currently entitled Bill, the Registration of Titles (Amendment) Act, 2020.

ANDREW HOLNESS
Prime Minister and Minister of Economic
Growth and Job Creation

ABILL

ENTITLED

AN ACT to Amend the Registration of Titles Cadastral Mapping and Tenure Clarification (Special Provisions) Act; and for connected matters.

As introduced by the Honourable Prime Minister and Minister of Economic Growth and Job Creation.

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SECTION 2 OF THE PRINCIPAL ACT WHICH IT IS PROPOSED TO AMEND

2. In this Act—

- "application" means an application made pursuant to section 28, 54 or 85 of the Registration of Titles Act;
- "beneficiary" means any person owning land within a project area;
- "cadastral map" means a map, including a map prepared in digital format, showing the boundaries of land parcels within a specified region or locality;
- "instrument" includes any document other than an application, prepared for lodgement in the Office of Titles or any document related to a grant of probate or letters of administration;
- "plan" includes a map, plat or diagram;
- "project area" means an area declared as such by the Minister pursuant to section 3;
- "specified land" means any real property (whether already brought under the Registration of Titles Act or not) in the project area.

SECTION 5 OF THE PRINCIPAL ACT WHICH IT IS PROPOSED TO AMEND

- 5. Notwithstanding anything contained in any other enactment, where any specified land is being registered or transferred—
 - (a) if the laying out or subdivision of that land is necessary for that registration or transfer, the Minister may—
 - (i) by order declare that the Local Improvements Act, the Natural Resources Conservation Authority Act and the Town and Country Planning Act shall not apply in relation to that registration or transfer; and
 - (ii) impose a covenant on any title issued binding the land owner, his heirs, successors and assignees to contribute to the incremental development of infrastructure to the standard approved by all relevant agencies and authorities;
 - (b) if that land comprises or is included in an agricultural unit within the meaning of the Land Development and Utilization

- Act, the Minister may by order declare that the approval of the Commission under section 20 of that Act need not be obtained for that registration or transfer;
- (c) the transfer, if not for monetary consideration, shall be exempt from any tax imposed by the Transfer Tax Act;
- (d) any contract or agreement to transfer that land not for monetary consideration, and any instrument necessary for the transfer, shall be exempt from the payment of any stamp duties, registration or recording fees which, but for this section, would have been payable on that contract, agreement or instrument;
- (e) if that land is passing on the death of an individual, that transfer shall be exempt from any tax imposed by the Transfer Tax Act;

SECTION 7 OF THE PRINCIPAL ACT WHICH IT IS PROPOSED TO AMEND

7. For the purposes of expediting the cadastral mapping and tenure clarification exercise in a project area, the Land Administration and Management Programme may, with the approval of the Minister, make or confirm such agreements and arrangements with any public sector agency, private company or individual, as the Minister may deem fit.

SECTION 8 OF THE PRINCIPAL ACT WHICH IT IS PROPOSED TO AMEND

- 8.—(1) There is hereby established a fund, to be called the Land Administration and Management Programme Fund (in this section referred to as "the Fund").
- (2) All sums received as fees from beneficiaries under this Act and such sums as may be allocated by the Government shall be paid into the Fund.

(3) The proceeds of the Fund shall be used to pay all applicable fees and charges and for the continuation of the National Cadastral Mapping and Tenure Clarification Programme.

SECTION 10 OF THE PRINCIPAL ACT WHICH IT IS PROPOSED TO AMEND

- 10.—(1) A beneficiary may make an application if that beneficiary—
 - (a) has purchased or received the land by way of gift, or is claiming through any person who has purchased or received the land by way of gift;
 - (b) is in sole, open, quiet, undisputed continuous and undisturbed possession of the land, whether by himself, his servants, agent or tenants, for any period which, when added to any other period or periods of possession as aforesaid by his predecessors who hold the title in fee simple, amounts to at least twelve years or, where the property is owned by the Crown, sixty years; and
 - (c) is in possession of the land on the date of the application.
- (2) Subject to subsection (3), a beneficiary referred to in subsection (1) who—
 - (a) has entered into possession of the land—
 - (i) under any contract or lease;
 - (ii) as one of the beneficiaries entitled to the land under the Wills Act or the Intestates' Estates and Property Charges Act; and
- (b) is in possession of the land on the date of the application, shall not be prejudiced by having entered into such possession.

SECTION 11 OF THE PRINCIPAL ACT WHICH IT IS PROPOSED TO AMEND

11.—(1) The Minister may by order, prescribe such fees and charges to be paid by the beneficiaries for any specified service.

- (2) A fee or charge prescribed pursuant to subsection (1) may be determined on the basis of the value of the property on the Property Tax, Roll or on such other criteria as the Minister may determine.
- (3) Any fee or charge payable by a beneficiary under the provisions of this Act which remains unpaid shall, in addition to any other remedy, be a first charge upon the property in respect of which such fees or charges are due and payable until payment or recovery of such fees or charges and interest thereon is made.
- (4) A charge created pursuant to subsection (3) shall have priority over any other charge, encumbrance or lien save and except any other charge, encumbrance or lien created on the property in favour of the Crown by any other enactment.

REGULATION 2 OF THE PRINCIPAL REGUATION WHICH I'I' IS PROPOSED TO AMEND

- 2. An Adjudication Committee shall consist of not less than four and not more than five members, as follows—
 - (a) an Attomey-at-law with at least ten-years of experience in the practice of civil law;
 - (b) a commissioned land surveyor of at least ten yesas of experience in land surveying;
 - (c) a nominee of the Minister responsible for land;
 - (d) a Justice of the Peace residing in the community in which the land is situate or in a neighbouring community; and
 - (e) such other person from the community in which the land is situate or in a neighbouring community.

REGULATION 11 OF THE PRINCIPAL REGUATION WHICH IT IS PROPOSED TO AMEND

11—(1) The Committee shall meet at such times as may be necessary or expedient for the transaction of business and such meetings shall be held at such place and time and on such days as the Committee may determine.

- (2) The chairman may, at any time, call a special meeting of the Committee having given seven days' written notice or on the requisition for that purpose addressed to him by any two members of the Committee.
- (3) The chairman or, in the case of the absence or inability to act of the chairman, the person appointed in accordance with the provisions of regulation 3 shall preside at the meetings of the Committee, and when so presiding the chairman or the person appointed, as the case may be, shall have an original and casting vote.
 - (4) The quorum of the Committee shall be three members.
- (5) Subject to the provisions of these Regulations, the Committee shall regulate its own proceedings.
- (6) Minutes of each meeting of the Committee shall be kept in proper form and shall be confirmed as soon as practicable thereafter at the subsequent meeting.
- (7) The validity of any proceedings of the Committee shall not be affected by any vacancy among the members thereof or by any defect in the appointment of a member thereof.

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