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TAX RATE CHARGEABLE ON LANDED PROPERTIES IN TAFA LOCAL GOVERNMENT AREA OF NIGER STATE, NIGERIA

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ABSTRACT: This study evaluates tax rate chargeable on landed properties in Tafa Local Government Area of Niger State, Nigeria, with a view to providing relevant information on the potentials of the tax as a source of local revenue generation which can be used for the provision of services and amenities. Data for this study was sourced from the records of landed properties assessed for taxation, tax rate chargeable and record of property tax collections available in the local government official records. Tables were used in analyzing and presenting the result for the study. The result of the study shows that tax rate chargeable on landed properties range from as low as N2, 000 to N120, 000. The result also indicates that there were different types of landed property tax collected in Tafa Local Government Area, such as title registration fee, tenement rate, survey fee, approval of building plan, ground rent, and change of land use. The study also shows that there are different types of landed properties on which tax is collected in Tafa Local Government Area. They include residential, commercial, industrial, agricultural, recreational and educational properties. There has been increased tax collection on landed properties in the study area from 2013–2016 due to more compliance and development of landed properties within the period. It is recommended that the local government administration should embark on a land ownership registration programme and automation of databases on landed property, establishment of an awareness forum by the local government where taxpayers would be sensitized and enlightened on the importance of land tax, and ensure proper valuation of landed properties for taxation.

KEYWORDS: Tax rate chargeable, landed properties, amount and revenue collection.

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INTRODUCTION

Taxes on land and property are among the oldest and most common forms of taxation. Despite the recognition that property tax is one of the most lucrative revenue sources, it continues to be plagued with problems (Jibao, 2009). Taxation has proven to be one of the most stable sources of revenue to governments across the world (Muhammad & Ishiaku, 2013; Otubu, n. d). Property taxation is said to be one of the most stable forms of taxation (Muhammad & Ishiaku, 2013; Otubu, 2017). In order to have good public service delivery and local autonomy, it is necessary to have substantive internally generated revenue sources. In order to link public services to hard budget constraints, property tax is ideal since its tax objects (land and building) are immobile, stable and predictable (Roa, 2012). The property tax has a strong potential for revenue mobilization especially in rapidly urbanizing areas such as the cities in many African countries (Muhammad & Ishiaku, 2013). Property tax is a global phenomenon which is happening not only in developing and transition countries but also in many developed countries like Australia, Ireland, New Zealand and the United Kingdom (McCluskey & Franzsen, 2016).

Tax involves compulsory charges levied on persons, properties and activities for the support of the government. Some of these charges are levied on real estate resources. They take several forms and range from small nuisance charges to much heavier levies that can press against the economic feasibility limits of given enterprises (Barlowe, 1986). The rationale for administering landed property tax is to stop the degeneration of the immediate environment so that the environment where people live should be habitable, comfortable, neat, serviceable, sustainable and conducive to their survival. It should be free from diseases or death causing situations. All services needed for the survival of life and properties should be made available and such facilities should be maintained on a regular basis. The basic services to be provided should include road networks, markets, motor parks, abattoirs, street lights and drainages (Oyegbile, 1996). Taxing land and the properties built on land is therefore an attractive alternative and this typically represents the largest source of untapped municipal revenue for city authorities (Collier *et al.*, 2018).

Property taxation is beginning to gain acceptance in the urban local government areas in Nigeria. While most less developed countries (LDCs) have exploited the full potentials of property taxation, the majority of local governments in Nigeria are yet to understand and harness the full potentials of this form of taxation (Victor, 2008). Kitchen (2003) reported that property taxation is the backbone of municipal finance in a number of developed countries over the years; however, it has not been without controversy in implementation such as identifying taxable properties, choosing an appropriate tax base, setting up a proper assessment system and establishing property tax rates. In the past decade, the Nigerian government has witnessed dwindling revenues owing to fluctuating oil prices. This has necessitated the search for alternative revenue sources (Daniel et al., 2020). Property taxation has limited revenue potentials in Nigeria and many developing countries, firstly because the nations place higher priority on oil revenue, and secondly because in many cases it has proven difficult to administer (Muhammad & Ishiaku, 2013; Collier et al., 2018)). Muhammad and Ishiaku (2013) suggested that to ensure effective utilisation of property tax policies in Nigeria, the government needs to adopt a vibrant legal and administrative structure that will hasten the documentation of land transactions so as to assist the government in implementation towards sound revenue mobilization for municipal development.

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With high pressure on commercial properties in the metropolis, the residential property market is adversely affected which causes a turnaround on commercial properties development, thereby reducing the housing stocks, rising residential properties rental values, physical development challenges, land use control challenges and abuse of land (Gimba *et al.*, 2019). Land values either increase or decrease, or remain stable where institutions are established (Nwokenkwo, Ike, & Eze, 2018). In Jos, Nigeria, Daniel et al. (2020) noted that taxes not only account for a high cost of new housing and residential rentals but also has the potential of stimulating housing production and consumption. The tax inflow of the nation goes a long way at solving the socio-economic problems of the state. Taxation is thus desirable in any state that needs growth and the same should be equitably levied and collected from all taxable heads and assets in the state including land (Obutu, n. d).

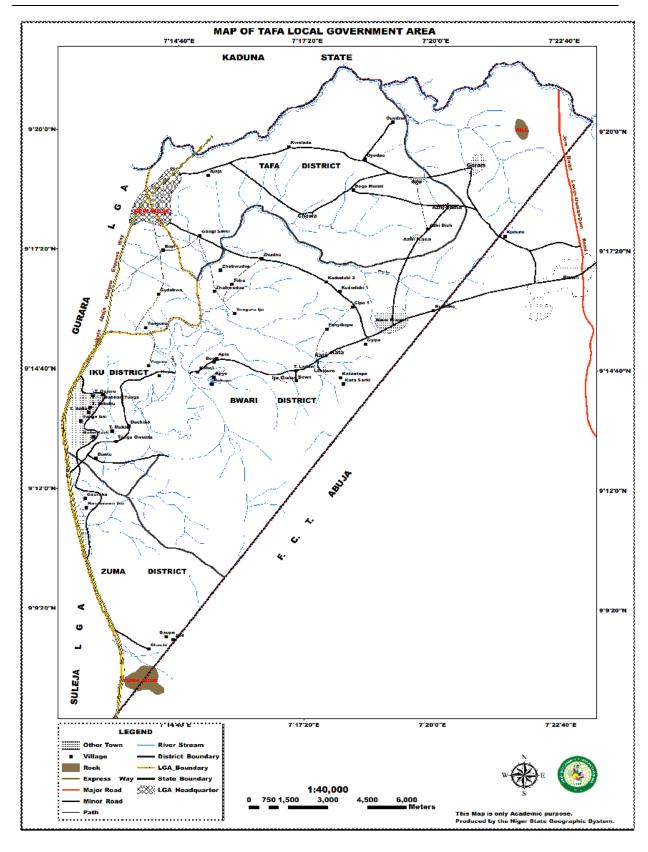
Studies carried out in Niger State on property tax include property tax as a tool for effective and sustainable development in Minna metropolis (Babatunde & Sunday, 2008), impact of neighbourhood quality on residential land value in Minna, Niger State (Shua' ibu *et al.*, 2018), an evaluation of the trends in land values around institutions of higher learning in North Central Nigeria (Nwokenkwo *et al.*, 2018), analysis of urban growth and agricultural land use of Kuta in Shiroro L.G.A., Niger State, North Central Nigeria (Mohammed, 2020), analysis of commercial land use change in Bida town, Nigeria (Gimba *et al.*, 2019), and an investigation into the housing condition and affordability within high density neighbourhoods of Minna, Niger State (Salihu *et al.*, 2021). Unfortunately, none of these studies was done on the tax rate chargeable on landed properties in Niger State. As such, this study evaluates tax rate chargeable on landed properties in Tafa Local Government Area of Niger State, Nigeria, with a view to providing relevant information on the potentials of tax as a source of local revenue generation which can be used for the provision of services and amenities.

MATERIAL AND METHODS

Study Area

Tafa Local Government Area shares a border with Kaduna State in the North and with FCT in the East. It has an area of 222km² and is located within the latitude 9° 20′ 03.3″ N (9.33424000) and longitude 7° 15′ 40.1″ E (7.2611400°). The local Government headquarters is 84km away from Niger State capital (Minna), while the distance of the LGA to the FCT is 40km (Dan'Asabe, 2017). The study area is blessed with different types of landed properties such as residential houses, commercial properties (offices, shops and petrol stations), agricultural properties, educational properties (schools and training institutions), recreational properties such as hotels and gardens, industrial properties (factories and manufacturing companies), and religious properties like mosques and churches among others.





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Type and Sources of Data

The type of data for this study was quantitative. The quantitative data include tax rate chargeable on landed property, and inventory of the types and amount of landed property tax collected in the study area. The researcher collected records of tax rate chargeable on landed properties in Tafa Local Government Area from their official record. Other pieces of information were obtained from journals and reports on tax.

Sampling Techniques

The method of data collection for this study involved a reconnaissance visit and secondly, the extraction of information relevant to the study from the official records of Tafa local government. The data collected were the tax rate chargeable on landed property and inventory of the types and amount of landed property tax collected in the local government from 2012 to 2016.

Data Analysis

The data obtained from the field survey was quantitative data. The quantitative data collected through the extraction of information relevant to the study from the official records of Tafa local government was analyzed using descriptive statistics such as tables.

RESULTS AND DISCUSSION

This section presents and discusses the results of the data obtained from the field by the researcher. This was presented in tables and percentages. Tables 1 and 2 present the results on tax rate chargeable on landed properties and types and amount of landed property tax collection in Tafa LGA.

Tax Rate Chargeable on Landed Properties in Tafa Local Government Area

The result of the study shows that the tax rate chargeable on landed properties ranges from as low as N2 000 to N120, 000. The Tenement Rate chargeable was 5% of the capital value of all properties (residential, commercial, industrial, recreational, agricultural and educational properties) upon valuation. This is contrary to Zoneh (2013) who stated that in Liberia, different percentage rates are imposed annually on the assessed values of improved land not exempted from taxation, no matter where the property is situated. For example, commercial building (1.5%), industrial building (1.5%), residential building (1/12%), farm in urban areas (1/3%) and improved farm outside urban areas (1/4%). In Tafa Local Government Area, the tenement rate was found to be the only type of landed property tax that requires valuation in order to determine the tax rate chargeable.

Title registration fee was N20, 000 for residential property and N40, 000 for commercial properties and others. Survey fee for residential property was N15, 000 and N30, 000 for commercial, industrial, and recreational properties and others. Approval of building plan for the construction of a residential property of five (5) bedrooms and below was N35, 000; a residential storey building was N50, 000, while approval fee for commercial, industrial, recreational and agricultural properties was N120, 000. Change of land use for all types of landed property was N10, 000 each. Ground rent for a residential property was N2, 000 per



annum and N5, 000 for commercial property and others per annum; it had the lowest tax rate chargeable followed by change of land use, survey fee and title registration. Approvals of building plans had the highest tax rate chargeable of up to N120, 000. Stamp duty, capital gain tax, withholding tax on rent, inheritance and gift tax, land use charge and betterment tax were not charged by Tafa local government (Tafa Local Government Revenue Rate Review, Byelaw, 2014: Table 1). This is contrary to Goodfellow and Owen (2018) who stated that the 2012 reforms in Lagos led to a step change in collection on land use charge from NGN 3.8 billion in 2011 to NGN 6.3 billion in 2012, rising again to NGN 7.2 billion in 2013.

Table 1: Tax Rate Chargeable on Landed Properties in Tafa Local Government Area, Niger State

S/N	Types of Property Tax	Types of Landed Property	Tax Rate Chargeable		
1.	Tenement rate	Residential	5% of property value (annually)		
		Commercial	5% of property value (annually)		
		Industrial	5% of property value (annually)		
		Recreational	5% of property value (annually)		
		Agricultural	5% of property value (annually)		
		Educational	5% of property value (annually)		
2.	Title Registration Fee	Residential	N 20,000		
	_	Commercial	N 40,000		
		Industrial	N 40,000		
		Recreational	N 40,000		
		Agricultural	N 40,000		
		Educational	N 40,000		
3.	Stamp Duty	Residential	Not charged		
		Commercial	"		
		Industrial	"		
		Recreational	"		
		Agricultural	"		
		Educational	"		
4.	Capital Gains Tax	Residential	Not charged		
		Commercial	"		
		Industrial	"		
		Recreational	"		
		Agricultural	"		
		Educational	"		
5.	Withholding Tax on Rent	Residential	Not charged		
		Commercial	"		
		Industrial	"		
		Recreational	"		
		Agricultural	"		
		Educational	"		

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6.	Inheritance and Gift	Residential	Not charged
	Tax	Commercial	"
		Industrial	"
		Recreational	"
		Agricultural	"
		Educational	۲,
7.	Planning Rate		
i.	(Survey Fee)	Residential	N 15,000
	,	Commercial	N 30,000
		Industrial	N 30,000
		Recreational	N 30,000
		Agricultural	N 30,000
		Educational	N 30,000
ii.	(Approval of Building	Residential	5 bedrooms and below N35,
	Plan)		000. Storey building N50,000
	/	Commercial	N 120,000
		Industrial	N 120,000
		Recreational	N 120,000
		Agricultural	N 120,000
		Educational	N 120,000
		Eddedional	1 120,000
iii.	(Change of Land Use)	Residential	N 10,000
	(= 11 8 = 11 = 11)	Commercial	N 10,000
		Industrial	N 10,000
		Recreational	N 10,000
		Agricultural	N 10,000
		Educational	N 10,000
		Zaucuronar	11 10,000
8.	Ground Rent	Residential	N 2,000 per annum
		Commercial	N 5,000 per annum
		Industrial	N 5,000 per annum
		Recreational	N 5,000 per annum
		Agricultural	N 5,000 per annum
		Educational	N 5,000 per annum
			,
9.	Betterment Tax	Residential	Not charged
		Commercial	"
		Industrial	66
		Recreational	"
		Agricultural	"
		Educational	"
10.	Land Use Charge	Residential	Not charged
	5	Commercial	"
		Industrial	66
		Recreational	66
		Agricultural	"
		Educational	"

Source: Tafa Local Government Council Revenue Rate (Review) Bye-law, 2014 and Land Revenue Register, 2018.

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Types and Amount of Landed Property Tax Collection in Tafa LGA from 2012 to 2016

In this section, information is provided on the types and amount of landed property tax collection in Tafa Local Government Area.

Types of Landed Property Tax in Tafa Local Government Area of Niger State

The types of landed property tax collected or charged in Tafa Local Government Area are

Title registration fee

Tenement rate

Survey fee

Approval of building plan

Ground rent

Change of land use

Title Registration Fee: This is the type of tax charged upon registration or record of new ownership title into the land registry book, the fee which is between 2% to 5% of the reported price of landed property. The tax is charged at both state and local government levels (Ogbuefi, 2004). In Tafa LGA, the tax rate chargeable for title registration was N 20, 000 on residential property and N 40, 000 on commercial and other properties. The differences in the amount of money charged for the registration of these properties depend on the purpose or usage and value of such property. That is why commercial properties have more tax rate chargeable for registration than the residential properties in the study area. This work is in line with Slack and Bird (2014) who noted that prior to 1990, in the United Kingdom, all residential and non-residential properties were subject to property taxes (rates) on the value of occupation.

Tenement Rate: This is the tax charged on landed property by the local authority for raising the required revenue to carry out specific development projects. It is usually a percentage of the value of landed property upon valuation. In Tafa Local Government Area, the rate chargeable for tenement was 5% of property value upon valuation as contained in the revenue rate bylaw (2014) of the council which was used for general government duty, recreation, street lighting and libraries within the local government. This is contrary to UN-Habitat (2011) which stated that in Australia and New Zealand, the comparable shares of the property tax in local tax revenue were 100% and 50% respectively. It is also contrary to Zoneh (2013) who stated that different percentage rates are imposed annually on the assessed values of improved land not exempted from taxation no matter where the property is situated. But Muhammad and Ishiaku (2013) noted that revenue generated from this tax is used to provide basic amenities to the people.

Survey Fee: This is a fee charged for land survey to identify boundaries and features of land to determine ownership. In Tafa Local Government Area, survey fee for residential property was N15, 000 and N30, 000 for commercial, industrial, recreational properties and others. Other properties such as commercial, industrial and recreational properties attract more tax rate

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chargeable because they are areas where people do different businesses and they are in the heart of the towns. This has made those properties more valuable than the residential property. The cost of survey of landed property depends on the type, size, shape, and location of such a property. That is why Lagos State Government charges differently for different landed properties based on the location.

Approval of Building Plan: This is a type of land taxation imposed on developers of landed property by various town planning authorities in their respective planning areas upon approval of building design or plan. The charges are varied depending on the type of landed property plan for development. In Tafa Local Government Area, the 2014 bylaw, section 18, schedule II provides for the payment of customary right of occupancy and approval of building plan with variable fees according to size of land and type of development. For example, approval of building plans for construction of residential property of five (5) bedrooms and below was N35, 000, residential storey building was N50, 000, while approval fee for commercial, industrial, recreational and agricultural properties was N120, 000. This agrees with Oserogho (2012) who noted that different tax rates are imposed on properties in the FCT Abuja. For example, for commercial properties, the proposed property tax rate is 1.5% of the appraised current market value of the property, while the property tax rate for non-commercial properties is 1% of the appraised market value of the property.

Ground Rent: This is a rent charged by state or local government as provided in the Land Use Act of 1978. It is an annual payment by a land-holder to the government for lease of parcels of land usually for 99 years or less. Ground rent for residential property was N2, 000 per annum and N5, 000 per annum for commercial property and others. It has the lowest tax rate chargeable followed by change of land use, survey fee and title registration.

Change of Land Use: This is a fee usually collected from an applicant intending to change uses of existing buildings to new ones, for example, residential buildings being converted for commercial use. The Tax Rate Chargeable for change of land use in Tafa L.G.A. was #10, 000 each for both residential and other properties.

Types of Landed Property

The study shows that there are different types of landed property on which tax is collected in Tafa L.G.A. of Niger State. These include residential, commercial, industrial, agricultural, recreational and educational properties. This work agrees with Leramo (1992) which noted that by use, landed property can be classified as residential properties, commercial properties, industrial properties, agricultural properties, recreational properties, religious properties and educational properties. But it was contrary to Sa'ad and Adebayo (2019) who noted that the types of tax collected in Kebbi State include personal income tax, development levy, capital gain tax, sign board and advertisement permit fees, among others.

Residential Properties: These are properties providing housing accommodation or shelter to people. They are by design classified into duplexes, maisonettes, and blocks of flats, bungalows, tenement buildings and row houses. These are the oldest and the most common typea of landed properties in the world (plate 1d). In Nigeria and the entire world, a lot of places are occupied by buildings which provide residents for people. In urban centres, residential properties are more valuable than those in the rural areas. This is as a result of the influx of people from rural areas to the urban centres in search of greener pastures. That is why in Tafa

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L.G.A., people tend to build more houses in the urban areas of the local government such as Gauraka and Dakwa town than the rural areas. This work is in line with Bosikun et al. (2021) who noted that location, increase in economic activities, growth in population of the area, age of structures, stern demand for land uses, and collaboration with investors are the principal factors inducing land use conversion. Most of the residential properties are converted for other uses in Nigeria today. For example, Gimba et al. (2019) noted that profit maximisation arising from the increasing demand for commercial premises and physical obsolete nature of residential properties are contributing factors that give rise to sudden land use changes from residential to commercial in Bida urban. City captures rising land values as people own lands or taxes collected from landed properties (Collier *et al.*, 2018).

Commercial Properties: These are properties built for commercial purposes across the world. These properties are into three main categories namely offices, shops and warehouses. These types of properties are usually in the central business district (plate 1a). In Tafa L.G.A., commercial properties such as shops, offices and warehouses occupy both rural and urban centres. In the administrative headquarters of Tafa L.G.A. (Sabon Wuse), there are more offices, shops and warehouses than those of the rural areas which give people the opportunity to carry out their commercial activities. Gimba et al. (2019) noted that in the recent time, there are noticeable increasing economic activities along the intra-city roads in Bida due to failure of the multi-nucleated central business districts to contain the increasing demand for commercial premises such as office space, shopping plaza and car parking space; thus, firms eventually have the incentive to move into the residential areas.

Industrial Properties: Industrial properties are notably factories and warehouses that are usually located in the industrial areas. Their designs and construction are always in favour of industrial activities they are meant to be used for (plate 1c). In Tafa L.G.A., there are different types of industries sited for different purposes. These industries occupy the major road that links the Federal Capital Territory with Kaduna. These industries provide industrial properties of the study area.

Agricultural Properties: Leramo (1992) also noted that apart from orchards and market gardens which may be found within reasonable radius of the city centre, agricultural properties are usually located far away from the cities. They are farmlands and farmhouses, poultry houses, fish ponds and various types of plantations; sometimes one may find boreholes, dams and large water reservoirs constructed for irrigation purposes. Under such circumstances, they will be considered as agricultural properties. Tafa L.G.A. is surrounded by agricultural properties such as farmlands, poultry houses and fish ponds. This is because Nigeria is an agrarian society where over 70% of its citizens engage in agricultural production as their main source of livelihood.

Recreational Properties: Leramo (1992) noted that notable properties in this group are holiday resort centres, e.g., Yankari Game Reserve, sports complex and stadium, polo fields, swimming pools, theatres, cinema houses, town halls, archives and museum, hotels, club houses and restaurants. All properties constructed for retreat and relaxation purposes in Tafa L.G.A. fall into this class. There are a number of social centres in Tafa L.G.A. which provide recreational activities to people around. These include football fields, hotels and guest houses such as FUDMAC Guest Inn, Sabon Wuse (plate 1b).



Educational Properties: These are properties constructed purposely for educational training and learning. The notable ones are schools and colleges, all institutions of learning and training centres. These properties are found in urban and rural areas of the local government. For example, there are schools and other centres of learning across the local government area such as Government Secondary School, Sabon, Wuse. They are educational properties because they are centres of learning.



Commercial Landed Properties



Recreational Landed Property

Industrial Landed Property

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Residential Landed Properties

Plate 1: Some types of landed properties in Tafa Local Government Area on which tax is collected

Amount of Revenue Collection from Landed Property Tax from 2012 to 2016

Table 2 shows the types and amount of revenue collection on landed properties in Tafa L.G.A. from 2012 to 2016. The result shows that 2016 had the highest revenue generation from landed property tax with a total sum of N 13, 940, 000, while 2012 had the lowest with a total revenue of N 8, 380, 000. The reason responsible for low revenue collection in 2012 was as a result of low tax collection by the internally generated revenue of the studied local government. This agrees with Dillinger (1988) and Collier et al. (2018) who stated that poor administration of tax collection alongside strong political resistance to payment in some countries such as Tanzania, Kenya and Uganda result in extremely low collection rates. But the revenue kept increasing steadily yearly from 2013 to 2016 due to increased property development and high level of tax collections by the authorities concerned in those years. This is in line with Sa'ad and Adebayo (2019) who revealed that from 2012 to 2016 there has been steady increase in the contribution of property tax towards the funding of the state budget.

There are a number of people in the country, especially north central Nigeria, who lost their sources of livelihood and homes due to crises, and were forced to relocate to new areas. Some of them moved to the FCT and others ended up settling at some satellite towns near the FCT. This increased the number of people in areas such as Suleja, Karu and Tafa Local Government Areas. This led to an increase in property development in most of the stated areas and as a result, increases in revenue of landed properties. This study agrees with Daniel et al. (2020) who stated that sporadic land and property registration impeded the development of a cadastre, thereby allowing the government to arbitrarily and outrageously apply taxes, which tax payers tried to evade through informal house building and property transactions.

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The total revenue generation from landed property tax within the period studied was N 52, 818, 000. The table also revealed that title registration fee and tenement rate, with total amount of tax collection of over N 23 million each, recorded higher revenue generation within the period studied compared to survey fee, approval of building plan and others (Table 2).

Table 2: Types and Amount of Landed Property Tax Collection in Tafa L.G.A. from 2012 to 2016

S/N	Types of	Years and amount of tax collected					Total
	landed		Revenue				
	property tax						
		2012	2013	2014	2015	2016	
1.	Title	3,860,000	5,800,000	3,390,000	4,280,000	6,400,000	23,730,000
	registration						
	fee						
2.	Tenement rate	3,900,000	5,118,000	4,780,000	3,970,000	5,410,000	23,178,000
3.	Survey fee	230,000	455,000	350,000	980,000	1,200,000	3,215,000
4.	Approval of	235,000	200,000	400,000	180,000	600,000	1,615,000
	building plan	,	•	•	•	,	,
5.	Ground rent	85,000	120,000	145,000	210,000	270,000	830,000
6.	Change of	70,000	40,000	50,000	30,000	60,000	250,000
	land use						
	Total	8,380,000	11,733,000	9,115,000	9,650,000	13,940,000	52,818,000

Source: Tafa Local Government Area Land Revenue Register, 2017

CONCLUSION

Tax is an important source of revenue for governments across the world. The need for income and revenue made different governments collect taxes on different landed properties. This enables them to source monies through taxes on different landed properties. Different tax rates are chargeable on landed properties in Tafa Local Government Area. The landed properties considered for tax collection include residential, commercial, agricultural, recreational and educational properties. There has been an increase in revenue generation in Tafa L.G.A. as a result of increased tax collection and property development over the years from 2013–2016. This has encouraged the government to take more proactive measures in order to maintain the level of revenue generation through tax. It is therefore recommended that the local government administration should embark on a land ownership registration programme and automation of databases on landed property, establishment of an awareness forum by the local government where taxpayers would be sensitized and enlightened on the importance of land tax, and ensure proper valuation of landed properties for taxation.

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