

Building the Capacity: Progress in the work of the FIG Task Force on Institutional and Organisational Development

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SUMMARY

A key component of capacity building is ensuring that a country's organisations are sufficiently robust to develop, enable and ensure the effective operation of surveying and land administration activities. The relevant organisations include the professional surveying associations (the FIG member associations), the private surveying companies, as well as the government agencies such as the mapping organisations and the organisations with land registration and land administration responsibilities.

The current FIG Council has made Building the Capacity its key priority for its term of office, and the FIG General Assembly in 2007 established a Task Force on Institutional and Organisational Development. This paper presents an update on the work of the Task Force, including initial results from an assessment template. It also describes how the model underlying the assessment template has been developed, refined and used by the Task Force, and outlines the next stages of the Task Force's planned work.

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1. INTRODUCTION

Previous papers by the author and others (for instance, Enemark and Greenway, 2006; Greenway and Enemark, 2007) have explored the area of capacity building, noting that this consists of the key components of capacity assessment and capacity development. The papers have suggested that sufficient capacity needs to exist at three levels: a societal (systemic) level; an organisational level; and an individual level; with all three needing to be in place for capacity to have been developed.

UNDP (1998) offers this basic definition of capacity: “Capacity can be defined as the ability of individuals and organizations or organizational units to perform functions effectively, efficiently and sustainable.” Recognising the vital importance of building capacity, the current FIG Council has taken this as its key theme for its 2007-2010 term of office, and in 2007 the FIG General Assembly established a Task Force on Institutional and Organisational Development. This Task Force is predominantly exploring the organisational level of the three set out in the previous paragraph, although it can only do this effectively by also considering linkages up to the societal level, and down to the individual level.

Many donor projects have not managed to build sustainable capacity in countries and organisations, and so can perhaps be deemed to have failed. The Task Force therefore has a key focus on how capacity can be developed in a sustainable manner.

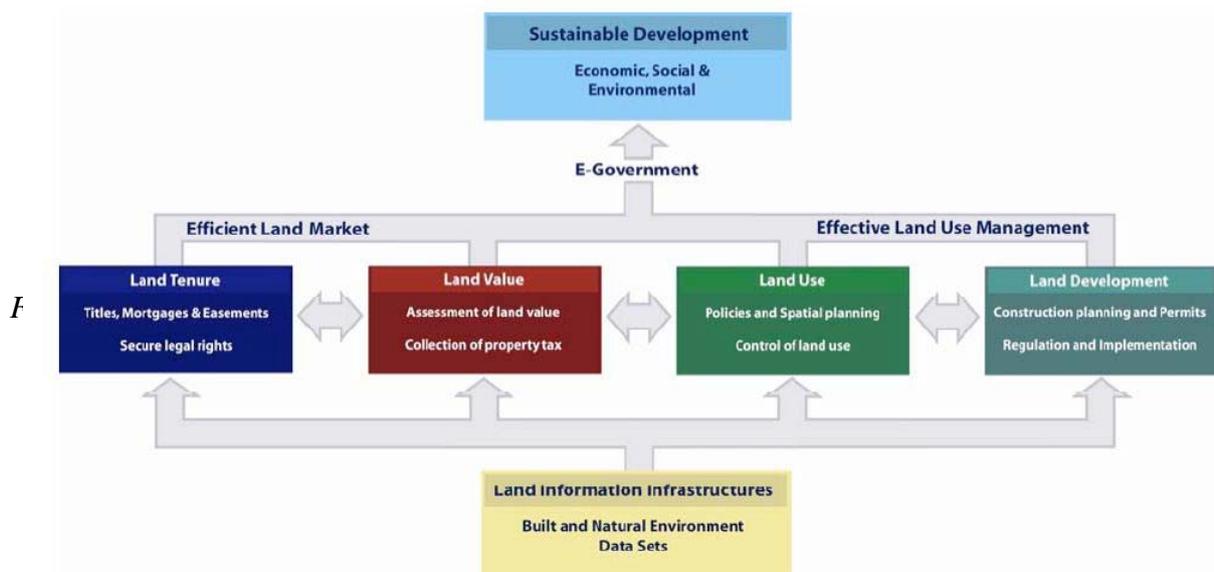
This paper provides some background to the role and scope of the Task Force, but does not unduly repeat content of previous papers. It then describes a self-assessment template that has been developed by the Task Force and others, summarises some early results of the template, and then outlines what the next stages of the Task Force work will be.

2. THE SCOPE AND ROLE OF THE TASK FORCE

The Task Force has constrained its work in two ways: that it is considering the field of Land Administration; and that it is considering the (institutional and) organisational level of capacity. The sections below provide further descriptions of these two terms, as context for the following description of Task Force work to date and future plans.

2.1 Land Administration

Land administration is part of the infrastructure that supports good land management. The term Land Administration refers to the processes of recording and disseminating information about the ownership, value and use of land and its associated resources. Such processes include the determination of property rights and other attributes of the land that relate to its value and use, the survey and general description of these, their detailed documentation and the provision of relevant information in support of land markets. Land administration is concerned with four principal and interdependent commodities – the tenure, value, use, and development of the land – within the overall context of land resource management.



The day to day operation and management of the four land administration elements includes national agencies, regional and local authorities, as well as the private sector in terms of e.g. surveying and mapping companies. The functions include:

- the allocation and security of rights in lands; the geodetic surveys and topographic mapping; the legal surveys to determine parcel boundaries; the transfer of property or use from one party to another through sale or lease;
- the assessment of the value of land and properties; the gathering of revenues through taxation;
- the control of land use through adoption of planning policies and land use regulations at national, regional and local levels;
- the building of new physical infrastructure; the implementation of construction planning and change of land use through planning permission and granting of permits.

The importance of capacity development in surveying and land administration at the organisational level was usefully quantified in Great Britain (OXERA, 1999) by research that found that approximately £100 billion of Great Britain's GDP (12.5% of total national GDP, and one thousand times the turnover of OSGB) relied on the activity of the Ordnance Survey of Great Britain. Less exhaustive studies in other European countries have pointed to similar figures. The importance of geographic information continues to grow, with a range of SDI initiatives at local, national, regional and global level, so there is reason to believe that the figures would be increased rather than reduced if the GB study were to be repeated today. With these very significant numbers, as well as the central importance of sound land management, the importance of solid, sustainable organisations in the field of surveying and land administration is clear.

2.2 'Institutional' and 'Organisational'

Institutional and organisational development is about capacity development at the organisational level. Such development measures cannot, however, ignore the societal and individual levels.

More specifically, for the purposes of this paper, institutional development relates to the enhancement of the capacity of national surveying and mapping agencies and private organisations to perform their key functions effectively, efficiently and sustainably. This requires clear, stable remits for the organisations being provided by government and other stakeholders; these remits being enshrined in appropriate legislation or regulation; and appropriate mechanisms for dealing with shortcomings in fulfilling the remits (due to individual or organisational failure). Putting these elements in place requires agreement between a wide range of stakeholders, in both the public and private sectors, and is a non-trivial task.

Organisational development relates to the enhancement of organisational structures and responsibilities, and the interaction with other entities, stakeholders, and clients, to meet the

agreed remits. This requires adequate, suitable resourcing (in staffing and cash terms); a clear and appropriate organisational focus (to meet the agreed remit of the organisation); and suitable mechanisms to turn the focus into delivery in practice (these mechanisms including organisational structures, definition of individual roles, and instructions for completing the various activities).

One useful and succinct model for putting in place suitable measures to enable and underpin organisational success is that developed by the UK Public Services Productivity Panel (HMT, 2000). This recognises five key elements which need to be in place:



Figure 2: A Performance Management Model (HMT, 2000)

- *Aspirations* – to stretch and motivate the organisation
- *A coherent set of performance measures and targets* – to translate the aspiration into a set of specific metrics against which performance and progress can be measured
- *Ownership and accountability* – to ensure that individuals who are best placed to ensure delivery of targets have real ownership for doing so
- *Rigorous performance review* – to ensure that continuously improving performance is being delivered in line with expectations
- *Reinforcement* – to motivate individuals to deliver the targeted performance.

Of course, defining and implementing the detail in any one of the above items is a significant task, and all must be in place if the organisation is to succeed. By putting the appropriate mechanisms and measures in place, and continuously challenging and improving them,

organisations can ensure that they effectively turn inputs into outputs and, more importantly, the required outcomes (certainty of land tenure etc).

All organisations need continuously to develop and improve if they are to meet, and continue to meet, the needs of their customers and stakeholders. In the land administration field, there are many examples of under-resourced organisations unable to respond effectively to stakeholder requirements, thereby leading to a lack of access to official surveys and land titling (leading to unofficial mechanisms being used, or a total breakdown in efficient land titling). There is a need to provide appropriate assistance to enable the necessary capacity to be built and sustained by such organisations (once the need for such capacity has been accepted by the funding bodies), given the key role of their operations in underpinning national development. A range of methods exist, including releasing internal resources for this work (if suitable resources exist), or external support.

2.3 An example of successful capacity building

An example of the successful development of sustainable capacity is work in recent years in Swaziland (Mhlanga and Greenway, 1999). Prior to 1995, the UK Government had provided long-term support for Swaziland's Surveyor General's Department (SGD). The retirement of the expatriate then holding the position of Deputy Surveyor General created the opportunity for exploring other mechanisms for developing sustainable organisational capacity. The UK Government agreed to fund a series of short-term consultancy inputs, to supplement the ongoing work of two expatriate technical cooperation officers. The series of visits (approximately 12 in all, involving more than 10 different consultants but with continuity provided through an overall lead consultant) made good progress, and allowed the Department to feel confident, in 1999, that it could continue its work without the need for expatriate input. The consultancy visits worked in a large number of areas (the ability to provide input from a range of consultants in this regard being a strength over longer-term inputs). The work and outputs included:

- *A thorough review of the strengths, weaknesses and external impacts on the SGD*, including interviews with a wide range of staff and other stakeholders (including senior officials, private sector surveyors and customers). From this review, a number of work packages were agreed, and progressed (with periodic review and revision of priorities) over the following four years.
- *The creation of a clear vision, mission and aims for the SGD*, to provide a clear focus for its work. This was shared with all staff in the SGD through a series of workshops and briefings. A key element in the work was the marking, by senior managers, of the Department's performance in 1995 against each of the aims, providing a powerful means of focusing required effort on improvement, alongside consolidating areas of good performance.
- *Creation of a business plan for the Department*, to ensure progress towards the vision and aims.
- *Fundamental restructuring of the Department*, with a change of managerial hierarchy, the deletion of old positions and the creation of a range of new positions. The new structure

supported career progression as well as effective delivery of the outputs required. Alongside this, policies for staff development and retention were developed and implemented. The development of these, and all of the other changes, were through interactive workshops, so that the senior Swazi staff of the Department felt strong ownership of the results, and could effectively argue for them in discussions with the central civil service and with SGD staff.

- *The creation of revised policies to guide SGD work* – these included policies on survey control, map revision, map specification, and marketing (including pricing).
- *The implementation of clear performance measures.*
- *Support for the completion of the cadastral database, and the implementation of digital map revision systems.*

The work in Swaziland reflected the breadth of organisational development set out in the model described in the previous section. Key lessons learned from the work were that long-term consultancy input can easily become counter-productive, with the individuals drawn into line management roles, leading to limited transfer of skills and therefore not providing sustainable capacity development. In contrast, short-term visits require local managers to focus on completion of agreed actions between visits. Another key lesson was that management confidence, as well as competence, is crucial to success – and that building such confidence is therefore a necessary element in successful projects. In addition, a clear progression from vision to aims to objectives is essential for success.

This case study provides confidence that appropriate efforts can build, in a sustainable way, the required capacity, in this case with limited local and external resources being available.

3. A FRAMEWORK TO ASSESS CURRENT CAPACITY

As described in section 1 of this paper, capacity development consists of two stages: capacity assessment and then capacity development. Given the broad field of Land Administration, and the broad range of organisations and countries involved, it was vital that the Task Force also followed these two stages in its work. The first stage for the Task Force was therefore to assess current capacity, and to ascertain if the weak and the strong areas differed or were similar through countries and regions. Only then could the Task Force focus its work on the areas where it could make most difference.

3.1 Development of a model

A model through which to assess capacity was developed in close conjunction with ITC from the Netherlands, and was tested at a workshop at the Cambridge Conference of National Mapping Organisations in July 2007. The ITC model had been developed in conjunction with UN Agencies and considered the three levels of societal (systemic), organisational and individual. On another axis, it considered five components of capacity:

- The capacity to conceptualise and formulate policies, legislation, strategies and programmes;
- The capacity to implement policies, legislation and strategies;

- The capacity to build consensus among all stakeholders;
- The capacity to generate and mobilise geoinformation and knowledge; and
- The capacity to monitor, evaluate, report and learn.

These five components can perhaps be seen as the five sequential but overlapping steps to develop land administration policy and implement it successfully.

The model was well received at the Cambridge Conference workshop but comments made by participants, along with reference to other published material (particularly Enemark and van der Molen, 2006; and Enemark and Williamson, 2004), led the Task Force to make some further refinements to it. The Enemark and van der Molen paper usefully sets out a series of self-assessment questions in a range of areas, but the Task Force felt that it was too binary a model (most questions required a Yes or No answer) to gather the richness of input that the Task Force required. The Task Force therefore considered whether respondents to a self-assessment template could be asked to choose one statement, from a set of four, which most closely reflected the situation in their country. A test of this on Task Force members led to the conclusion that respondents often felt that choosing one statement was difficult in that elements of different statements applied. In conjunction with Professor Spike Boydell from the University of Technology, Sydney, the Task Force therefore considered other options such as Likert scale (agree/ disagree) responses for various statements. This was also tested on Task Force members but felt to be too cumbersome for effective completion. The format that was used in the on-line survey that went live via the FIG website in March 2008 was therefore that respondents were asked to rank agreement (1-4) with sets of four statements. This was felt to give an appropriate balance between richness of response, and keeping completion time to a sensible period.

The Task Force also considered the five elements of capacity in the Cambridge Conference model (noting that most authors have settled on the three levels of capacity) and refined it into six elements, those being:

- The development of appropriate land administration policy and legislation;
- The conversion of those policies and legislation into strategies, systems and programmes;
- Agreeing the split of activity between different stakeholders;
- The production of the necessary outputs (for instance, accurate and current surveys, land registers and valuation lists);
- The effective use of those outputs; and
- Ensuring effective learning and improvement.

The reader will see that the first element of the Cambridge model has, in effect, been split into two, with the others retained (albeit with some wording changes).

3.2 Implementation of the model

In the assessment template as published by the Task Force, four statements appear for each of 18 areas (each of the six elements above, at each of the three levels). Respondents are asked to rank the statements 1-4 in terms of how well the statements reflect the situation in their country/ state. Two examples of the four statements are given below:

Policy development at the systemic level:

- Government and professional coordination and leadership are lacking, meaning that policy and legislation development is disjointed and reactive
- There is communication between organisations but with suspicion, meaning that policy development is driven by dominant organisations
- Organisations work together but without coherence, meaning that useful policy is developed but it takes longer than it need
- Government and other organisations work together in an organised manner on land issues, meaning that there is timely and clear policy development

Effective use of outputs at the organisational level

- Each organisation does not effectively understand its key stakeholders, and does not have systems in place to learn from them about their needs
- Each organisation has a level of understanding of stakeholder needs but does not grasp the full requirements, and therefore does not effectively meet their needs
- Each organisation understands stakeholder needs but is not always effective at balancing the conflicts between them, and at adapting to changes in requirements
- Each organisation fully understands stakeholder needs and is effective at prioritising the trade offs between them, meaning that the benefits available are realised in the best possible way

3.3 Initial results

At the time of writing, the online assessment template has been available for two weeks. In that time, 31 individuals have commenced the survey but only 10 have completed it. Those beginning a response include individuals from Canada, The Netherlands, UK, Colombia, Denmark, Nepal, Ukraine, Finland, Ghana, Egypt and Swaziland. There is therefore an encouraging breadth of responses, but the poor completion rate of those who started is something that the Task Force will investigate. The initial results from the 10 completed surveys show generally a close agreement between the answers provided by the different respondents, with the 'best' answer (the template presents the answers in a random order) being the least selected in every set. This is perhaps to be expected, as the 'best' answer often reflects an ideal situation. The summary table below gives a feel of the responses to date. A more substantive analysis will be completed in the coming weeks and presented in the Stockholm Working Week.

	Societal	Organisational	Individual
Policy development	1	2	2
Conversion into programmes	2	2	2
Division of work	1	2	2
Producing outputs	1	3	2
Use of outputs	2	2	2
Learning	2	2	2

Figure 3: the most commonly selected answers (where 1 is the ‘worst’ answer and 4 the ‘best’ answer)

The figure above suggests that it is the way in which organisations work together that is perhaps the weakest area, but that there are very few strong areas. To repeat the health warning, the results above are on a preliminary sample of results, and are designed to show the types of results that will be able to be derived from the assessment template.

4. NEXT STEPS

The Task Force will, in Stockholm during the Working Week, consider how it can most effectively respond to the priorities derived from the assessment template results. In this consideration, one balance to be struck will be between the intensity of interaction that is possible, against the reach that the Task Force can achieve. For example, mentoring is a high intensity activity but the reach (given finite numbers of mentors) is limited. By contrast, provision of information is low intensity but high reach.

Some of the options being considered by the Task Force are:

- Running workshops to assist managers to determine the key challenges in the development of their organisations to meet national needs, and to give them the tools and confidence to respond to those challenges;
- Creating best practice guides on, for instance: implementing organisational development; managing technical change; sourcing funding for investment; and effectively creating networks across and between relevant organisations;
- Making links between those who are willing and able to travel to developing countries to support their organisations in their development activity, the developing country’s organisations, and possible sources of funding.

Another key tool is the Internet, and in particular knowledge portals and the like. The GSDI Association has established such a portal. The Task Force membership includes an individual who is very active in the GSDI Association, and one option which will be progressed by the Task Force is making a range of material available via the GSDI Portal.

The Task Force also has other links which will be used to expand its reach. These include:

- World Bank – coordinating with FIG’s efforts to build closer links with the World Bank, and recognising that a key requirement of many of the Bank’s projects is for there to be stable and sustainable institutions;

- UN Agencies – FIG has strong links with many UN Agencies, and their work will also be supported by the presence of strong institutions in developing countries. They may therefore be able and willing to provide a range of support to the Task Force;
- EuroGeographics – this is the association of European National Mapping and Cadastral Agencies. They may be willing to offer support, in expertise or possibly financially, to support the building of strong peer organisations, particularly in Eastern Europe and some parts of Asia;
- International Hydrographic Organisation (IHO) – the Organisation has a worldwide remit and therefore contributes significantly in the development of national hydrographic organisations. FIG and IHO have a joint International Advisory Board, along with ICA.

There are also important links with all of FIG's Commissions.

5. FINAL REMARKS

The FIG Task Force on Institutional and Organisational Development was established by the General Assembly in 2007. It has in the last year:

- Developed, tested and refined a self-assessment model to determine where the main strengths and weaknesses in land administration capacity lie;
- Begun to review the results of the template;
- Begun to consider the material that it can produce to support capacity development, and how to give that material wide exposure.

This programme of work reflects the need to assess capacity before significant resource is put into building capacity. In Stockholm, the Task Force's attention will move to the outputs it can produce to respond to the areas of concern in the results of the self-assessment template, and how to make these widely available.

The author, as Task Force Chair, gratefully acknowledges all of the input and support provided by the Task Force members, FIG Council and Commission Officers, and others, in bringing the work to this stage.

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BIOGRAPHICAL NOTES

Iain Greenway is Chief Survey Officer of Northern Ireland and Director of Data, Information and Systems in Land and Property Services. He was from 2006-2008 Chief Executive of the Ordnance Survey of Northern Ireland. He holds an M.A. in Engineering from Cambridge University, an M.Sc. in Land Survey from University College London and an MBA from Cranfield University (including study at Macquarie University, Australia). Between 2000 and 2006, Iain was General Manager (Operations & Mapping) of Ordnance Survey Ireland, responsible for management of the operations and mapping technology of the organisation as it underwent profound changes in status, structure, processes and culture. In 1999-2000 he worked in Her Majesty's Treasury in the Secretariat to the Public Services Productivity Panel (PSP).

Between 1986 and 1999 he worked for the Ordnance Survey of Great Britain. His positions during those years included geodetic and topographic survey, strategic planning and pricing, sales and marketing, as well as a number of management consultancy inputs in Swaziland and Lesotho and technical consultancies supporting land reform in Eastern Europe.

Iain is a Chartered Surveyor (MRICS), a Fellow of the Irish Institution of Surveyors (FIS) and a member of the Chartered Institute of Marketing (MCIM). Between 1998 and 2006 he was the head of the RICS delegation to the International Federation of Surveyors (FIG). He is Chair of the FIG Standards Network and of the FIG Task Force on Institutional and Organisation Development. He is also a member of the Management and Editorial Boards of the journal Survey Review. He has published a range of articles and papers on geodetic surveys, business and management practices, sales and marketing, and standardisation.

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