

Responsible Land Administration and Information in Practice

Dimo TODOROVSKI and Jaap ZEVENBERGEN, the Netherlands

Keywords: responsible land administration; education; blended learning; pro-poor land administration; fit-for-purpose land administration.

SUMMARY

Land administration systems document and map people-to-land relationship. Examples are cadastral maps, land registries and other forms of land records. It is believed that registered or recorded land rights in such a system bring various benefits to the users of these systems. Benefits like security of tenure, knowing who owns what, and reducing the chance of losing land or being evicted from it. This paper is about responsible land administration and information in practice. This is one of the six modules of Responsible Land Administration (RLA) Teaching Essentials modules. This module is designed to be 2 ECTS and includes teaching resources that support approximately 15 hours of teacher-directed teaching within the classroom or training session. A typical lesson may involve lecture material and short video lectures, interactive exercises and group discussion. Furthermore the module includes materials for fifty hours of self-study. For this specific module the learning objectives focus on: describing how the key principles, challenges and opportunities for responsible land administration and information management can be put into practice; explain the different levels of land governance, the stakeholders and the roles they play in land administration; and demonstrate application of (at least one) innovative land information management tool. Although the module can be used independently, it is best if combined with the other modules and if possible build on module one.

Responsible Land Administration and Information in Practice

Dimo TODOROVSKI and Jaap ZEVENBERGEN, the Netherlands

Keywords: responsible land administration; education; blended learning; pro-poor land administration; fit-for-purpose land administration.

1. INTRODUCTION

Land administration systems document and map people-to-land relationship. This relationship could be represented in cadastral maps, land registries and other forms of land records for instance. It is believed that registered or recorded land rights in such a system bring various benefits to the users of these systems. There is significant information and knowledge available on land administration, and the innovative land tools, approaches and practices that can be beneficial in addressing land challenges that many countries that do not have complete and functional land administration in place. In addition, partners within the Global Land Tool Network (GLTN) International Research and Training Institutions Cluster have produced a Responsible Land Administration Teaching Essentials structured knowledge base. The aim of this resource is to provide a structured knowledge base to support the design and teaching of responsible land administration curricula at universities and training institutions. The GLTN partners involved in this work included the University of Twente Faculty ITC, RMIT University, University of East London, University of Florida, University of West Indies, Aalborg University, Adhi University, and the Technical University of Munich (TUM) the Network of Excellence in Land Governance in Africa (NELGA) and UN-Habitat.

The structured knowledge base consists of six online modules, covering: 1. Core values and principles of responsible land administration; 2. Land tenure security; 3. Participatory land use planning and management; 4. Responsible land administration and information in practice; 5. Land based finance; and 6. Land policy and regulatory frameworks. The intention is for this resource to be flexibly utilised in a range of education, training and research activities at many levels. For specific use in academic teaching, each module is structured to support approximately 50 hours of study load (2 ECTS) at 3rd year university level, divided into 4 or 5 lessons, with each comprising approximately 3 hours of classroom teaching and approximately 7 hours of teacher directed self- study.

The purpose of this paper is to introduce the recently completed structured knowledge base and it is about module 4: Responsible land administration and information in practice. For this specific module the learning objectives focus on: describing how the key principles, challenges and opportunities for responsible land administration and information management can be put into practice; explain the different levels of land governance, the stakeholders and the roles they play in land administration; and demonstrate application of (at least one) innovative land

information management tool. Although the module can be used independently, it is best if combined with the other modules and if possible build on module one.

2. RATIONALE

Land governance is about the policies, processes and institutions by which land, property and natural resources are managed. This includes decisions on access to land; land rights; land use; land development. Land governance is about determining & implementing sustainable land policies. Land Administration Systems provide the infrastructure for implementation of land policies and land management strategies as driver of good land governance.

Land administration systems document and map people's tenure rights to "parcels" (pieces of land) in different ways. Examples are cadastral maps, land registries and other forms of land records. Having your rights registered or recorded in such a system brings various benefits. In general, it gives you greater security of tenure, and reduces the chance of your losing your land or being evicted from it. You will be more willing to invest in or on the land and can sell the land more easily (often at a higher price). You can get credit by using the land as collateral. Local (and national) governments can more easily plan and manage land use, and collect revenue from it in the form of fees and taxes (Handling Land, 2012).

Social exclusion, operational challenges, insufficient or unavailability of land tenure information, conflicts and backlogs of land disputes, growing informality and tenure insecurity, and a lack of high level administrative and political continuity, are but a few problems facing the land administration sector. Recent breakthroughs in understanding the importance of land tenure security for all as well as innovations in geospatial technologies make it necessary and possible to address these challenges.

In developing countries, formal land administration systems are often not sufficient to cater for the continuum of rights: they are too cumbersome and expensive. We need innovative alternatives that involve a fit-for-purpose approach to land administration.

Another challenge is the need to create, maintain and operate institutions to provide a range of services related to land, property and property rights, including taxation. Crucial to protecting property rights in general and tenure security in particular is the ability to publicly register and defend those rights. Generally, land-administration organisations are essential for good land governance. These organisations support both security of tenure and the development of transparent property markets, including access to collateral. They also provide information to support land-use policies. Quality land administration is vital if the objective in a society is to implement land use policies which are transparent, equitable, gender-responsive and sustainable, and which promote economic development (Handling Land, 2012).

3. OBJECTIVE AND STRUCTURE

This module is designed to be 2 ECTS and includes teaching resources that support approximately 15 hours of teacher-directed teaching within the classroom or training session.

A typical lesson may involve lecture material and short video lectures, interactive exercises and group discussion and support approximately 50 hours of self-study.

Upon completion of this module students should be able to:

- Describe how the key principles, challenges and opportunities for responsible land administration and information management outlined in earlier modules can be put into practice.
- Explain the different levels of land governance, the stakeholders and the roles they play in land administration.
- Demonstrate application of (at least one) innovative land information management tool.

The following structure of five lessons would be applied to the module four: responsible land administration and information in practice:

<i>Lesson 4.1</i>	<i>Lesson 4.2</i>	<i>Lesson 4.3</i>	<i>Lesson 4.4</i>	<i>Lesson 4.5</i>
Land administration principles	Introduction to public administration	Introduction to capacity development	Modern management practices	Land information management principles and concepts
Land administration in practice	Organisations.	Developing and implementing capacity development strategies	Tools and methods to reorganise land administration	Creation, maintenance and dissemination of land information
Transparency, monitoring and evaluation	Concepts and organisational cultures	Monitoring change	Costing and financing of land administration services (CoFLAS)	Contemporary challenges in management of land information

4. LESSONS COMPILING MODULE 4: RESPONSIBLE LAND ADMINISTRATION AND INFORMATION IN PRACTICE

In this section lessons that constitute module 4 are presented. There are five lessons and each of the is consisted of three learning steps. Here follows more detailed description of the lessons and learning steps.

4.1 Lesson 1: Addressing principles, challenges and opportunities for land administration

Lesson 4.1 outlines and explains the role of land administration systems, and especially the key position that information about people to land relations plays within such systems. More importantly the lesson will highlight the tension between the (by its nature) technocratic approach taking when talking about land administration systems, with the inclusive based principles of responsible land administration introduced in Module 1 Lesson 1.2. This tension is best seen within the organisations that are the main actors operating the land administration system. Within Lesson 1 the following learning steps are included:

- Land administration principles
- Land administration in practice – challenges and opportunities
- Transparency, monitoring and evaluation of land administration practice.

4.2 Lesson 2: Introduction to public administration and organizational concepts

The new public administration and management reform trend, which seems to have affected almost the entire Western world, can be characterized in various ways. Three characteristics are usually mentioned: the introduction of business administration and management techniques, customer orientation, and competitive market-like mechanisms. As for the administration and management techniques, various reforms have appeared such as product orientation, cost orientation, output budgeting, performance indicators, purchaser-provider relations, contract management, concern-division model, and so forth. Here the focus is on a particular type of public administration reform: the introduction of a concern-division model in which a ministerial core department retains policymaking responsibilities and establishes a purchaser-provider relationship with executive organizations which perform services on the basis of a management contract. The British experience with Next Steps agencies is undoubtedly the best known example of this kind of development. After a moderate start in 1987, an enormous number of Next Steps agencies have been established. More than three quarters of the total number of British civil servants now work in Next Steps agencies. An increase in the managerial autonomy of executive agencies within ministerial departments is a remarkable trend in Western Europe, a trend that has been followed in e.g. the Netherlands since the early 1990s.

Within Lesson 2 the following learning steps are included:

- Introduction to public administration
- Organisations
- Concepts and organisational cultures

4.3 Lesson 3: Capacity development and monitoring change

Capacity development is a key issue related to development policies and the sustainability of any measures of development. Since the *Paris Declaration on Aid Effectiveness*¹ in 2005, many countries recognized that “the capacity to plan, manage, implement, and account for results of policies and programmes, is critical for achieving development objectives”². With the following *Accra Agenda for Action*³ in 2008, they recognized that “without robust capacity – strong institutions, systems, and local expertise – developing countries cannot fully own and manage their development processes” and therefore they committed themselves to strengthen capacity development⁴. The process of capacity development is in itself an endogenous process. Within Lesson 3 the following learning steps are included:

- Introduction to the concept of capacity development
- Developing and implementing capacity development strategies
- Monitoring change.

4.4 Lesson 4: Tools to improve land administration effectiveness

Land administration has long been performed through state-based authorities such as cadastral agencies, land registry offices, ministries of land, or related offices within local governments. These organizations do not act as isolated islands, but within larger formal fields and forces. The broader environment of land governance, in which public organizations operate, is characterized by the interactions of multiple state and non-state actors, formal and informal practices, a multitude of regulatory frameworks and increasing global interconnectivity. This environment is changing increasingly fast witnessing public sector reforms and increased adoption of (geo)Information and Communication Technologies (ICT), including automatization techniques, mobile, crowdsourcing and advanced remote sensing technologies. While some organizations are starting to computerize workflows and digitize their data, others function through highly automated and digitized processes. Information technologies are not merely neutral tools, but they reflect, transport and transform the practices and values of organizations and institutional fields. Therefore, it is important to understand how public agencies and associated organizations work internally in both formal and informal ways. How organizational change takes place in response to changing environments and which are the new forms of organizing. In the Lesson, these technical and social processes are addressed from theoretical and from practical angles as well. Theoretically the lesson draws on insights from management and organization studies, social studies of technology, and data science literature. In order to understand the theoretical insights and relevance, the lesson includes various hands-on activities, including: analysis and discussions of relevant literature, as well as practical

¹ *Paris Declaration of Aid Effectiveness* (2005)

² Idem., art. 22.

³ *Accra Agenda for Action* (2008)

⁴ Idem., art. 14.

examples on the use of tools, which can aid in organizational strategy building, development and ICT implementation. Within Lesson 4 the following learning steps are included:

- Modern management practices
- Tools and Methods to reorganize land administration
- Costing and Financing of Land Administration Service – CoFLAS

4.5 Lesson 5: Land information management principles

Land management is the issue of putting land resources into efficient use, meaning producing food, shelter and other products or preserving valuable resources for environmental or cultural reasons. Land administration is the governmental responsibility to provide security of tenure and information about tenure issues for property markets and governmental and private business activities. For this, information is necessary, which is to be provided by land information systems, sometimes called cadastre. In other words, the government at local and central levels needs to provide an institutional setup including policy and legislation, organisation for implementation of the policy and enforcement of the legislation and dissemination systems to make the information available in society, to benefit tenure security, property markets, land use planning and taxation and business in general. Within Lesson 5 the following learning steps are included:

- Land information management principles and concepts
- Creation, Maintenance and Dissemination of land information
- Contemporary challenges in management of land information

5. CONCLUSIONS

The purpose of this paper is to introduce the recently completed structured knowledge base. More specific aim is to introduce module 4: Responsible land administration and information in practice. For this specific module firstly the Rational is presents and the learning objectives are presented. Although the module can be used independently, it is best if combined with the other modules and if possible build on module one. In order to access all the content in details of the e-Learning platform the following link should be followed: <https://elearning.glttn.net/>. Here, Teaching essential for Responsible Land administration could be found as a Structured Knowledge Base is designed to support flexible use in a range of academic teaching, training and research activities.

BIOGRAPHICAL NOTES

Dr. Dimo Todorovski, is Portfolio Holder Education of PGM department, M-GEO Masters coordinator and lecturer within land administration specialization at Faculty of Geo-Information Science and Earth Observation (ITC), the University of Twente, in Enschede, the Netherlands. Dimo is FIG Commission 2 Chair Working Group 2.1: Developing Academic Networks (term 2019-2022). Holds a PhD from University of Twente and he obtained MSc degree in Geo-Information Management at ITC, in 2006. Over the 19 years of professional engagement (1992-2011) in the Agency for Real Estate Cadastre in the Republic of Macedonia,

last 12 years were on different managerial positions. His research interest focuses on land administration and land governance, and on land administration in post-conflict contexts.

Prof. Jaap Zevenbergen obtained master degrees in geodetic engineering from Delft University of Technology and in law from Leiden University. In 2002 he received a PhD from Delft University of Technology on the topic of systems of land registration. He is currently professor land administration and management at the University of Twente, Faculty ITC (Geoinformation Science and Earth Observation), Enschede, the Netherlands. He sits among others on the Board of Cadasta Foundation, Washington DC, USA.

CONTACTS

Dimo Todorovski and Jaap Zevenbergen
University of Twente
Faculty for Geo-Information Sciences and Earth Observation – ITC
Department of Urban and Region Planning and Geo-Information Management
P.O. Box 217
7500 AE Enschede,
THE NETHERLANDS
Tel: +31 (0)53 4874444
Fax: +31 (0)53 4874575
d.todorovski@utwente.nl; j.a.zevenbergen@utwente.nl
web site: www.itc.nl