

# **Responsible Land Administration**

## **A GLTN Synthesis Report and User Guidance**

**Stig ENEMARK, Denmark**

**Key words:** Responsible land administration, Education, Capacity development

### **SUMMARY**

Responsible land administration is seen as an extension to good land administration by adding the key aspect of including all land and people with the jurisdiction. This relates especially to women, youth and vulnerable groups by ensuring that legal as well as legitimate land rights are officially recognised in the system.

Responsible land governance supports the Sustainable Development Goals (SDGs) and incorporates the principles outlined in the Voluntary Guidelines on the responsible Governance of Tenure (VGGTs). Responsible land governance is then seen as accountable and effective, founded on public and civic engagement, and based on the rule of law through transparency and control of corruption.

To help building responsible land administration concepts especially in developing countries, the UN-Habitat Global Land Tool Network (GLTN) developed the “Teaching Essentials for Responsible Land Administration” to be presented as a “Structured Knowledge Base” consisting of six modules each of about 70 pages. This Knowledge Base is available at the GLTN e-learning platform <https://elearning.glt.net/>. The main aim of this resource is to support the design and teaching of responsible land administration curricula at universities and training institutions especially in developing countries.

The six modules as uploaded at the GLTN website 2019 include: 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.

To facilitate a wider use of this e-learning platform, GLTN has now produced an abridged version of the Teaching Essentials. It provides an introduction to responsible land administration, a summary of each of the six modules, and guidance on how to use the modules for e-learning, university education, research activities, capacity development and training, and professional practice. It also offers recommendations for applying the principles of responsible land administration at the level.

This paper presents the overall contents of this new GLTN publication.

Responsible Land Administration - A GLTN Synthesis Report and User Guidance (12330)  
Stig Enemark (Denmark)

FIG Commission 7 & 2 Annual Meeting 2023  
Digital Transformation for Responsible Land Administration  
Deventer, the Netherlands, 2–4 October 2023

# **Responsible Land Administration**

A GLTN Synthesis Report and User Guidance

**Stig ENEMARK, Denmark**

## **1. INTRODUCTION**

Over the last two decades there has been extensive discussions around building appropriate land administration systems that can ensure proper management of the key issues related to the four functions of land tenure, land value, land use, and land development. However, there is still a lack of focus on designing and maintaining such systems in development countries where often up to 90 per cent of land and people are outside the formal systems, and where the countries are struggling with widespread poverty, urban sprawl and informal settlements, colonial legacy, and legal dualism related to statutory vs customary tenure.

These problems have been even more evident when facing the 2030 Global Agenda where more than half of the 17 goals are directly dependent on effective and responsible land governance and administration. There is a need to develop land tools and responsible land administration systems that are suitable, accessible, and affordable for all population levels in society. The systems should include increased security of tenure for all, recognizing the plurality of tenure types, and provide fit-for-purpose and age-, gender- and environment-responsive solutions within the continuum of land and property rights

To achieve this there is a need for creating adequate teaching and learning materials, and capacity development measures that can help building the necessary knowledge and understanding, and the skills and capacity required for building such responsible land administration systems and their implementation, maintenance, and incremental improvement over time.

On this background, the GLTN International Training and Research Cluster has developed the “Teaching Essentials for Responsible Land Administration” in support of implementing the responsible land administration aspect into educational and training activities at country level.

The knowledge base stresses the danger of blueprint solutions such as mass land titling and analyses the shortcomings of conventional in-good-faith responses. Fundamental principles such as found in the Voluntary Guidelines for Responsible Governance of Tenure (VGGTs), the Continuum of Land Rights and Fit-For-Purpose Land Administration, are central to the knowledge base, as are the principles of pro-poor land recordation and gender-responsive land administration.

These tools and approaches are described in detail in (GLTN/UN-Habitat, 2012 and FAO, 2012). Learning materials are widely referenced and designed to include knowledge of international conventions and guidelines, as well as excellent local and regional case studies that illustrate the success or failure of specific land administration responses.

Responsible Land Administration - A GLTN Synthesis Report and User Guidance (12330)  
Stig Enemark (Denmark)

FIG Commission 7 & 2 Annual Meeting 2023  
Digital Transformation for Responsible Land Administration  
Deventer, the Netherlands, 2–4 October 2023

**The Teaching Essentials for Responsible Land Administration**, as available online since 2019 at GLTN e-learning platform. It consists of six modules each of about 70 pages available at: [www.elearning.glt.net](http://www.elearning.glt.net).

**Module 1.** Core values and principles of responsible land administration.

**Module 2.** Land tenure security,

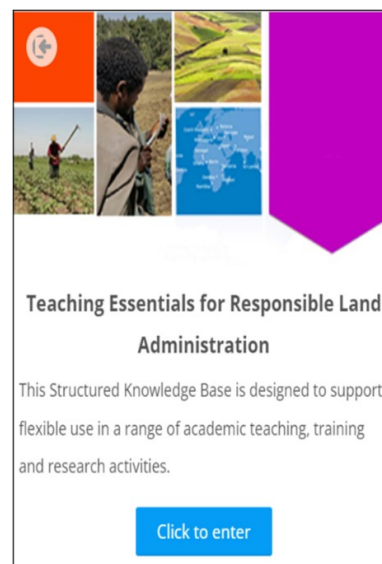
**Module 3.** Participatory land use planning and management,

**Module 4.** Responsible land administration and information in practice,

**Module 5.** Land-based finance,

**Module 6.** Land policy and regulatory frameworks.

In total, the six modules cover all aspects of responsible land administration to facilitate knowledge building and understanding within academia, public administration, and professional practice



The modules draw from key literature within each of the six topics and the text is heavily referenced. This way, the knowledge base enables in-dept learning activities as well as serving as a base for investigating specific issues within a given country context.

The knowledge base stresses the danger of blueprint solutions such as mass land titling and analyses the shortcomings of conventional in-good-faith responses. Fundamental principles such as found in the Voluntary Guidelines for Responsible Governance of Tenure (VGGTs), the Continuum of Land Rights and Fit-For-Purpose Land Administration, are central to the knowledge base, as are the principles of pro-poor land recordation and gender-responsive land administration. These tools and approaches are described in detail in (GLTN/UN-Habitat, 2012 and FAO, 2012). The knowledge base is built around a conceptual framework as shown in the figure 1 below.

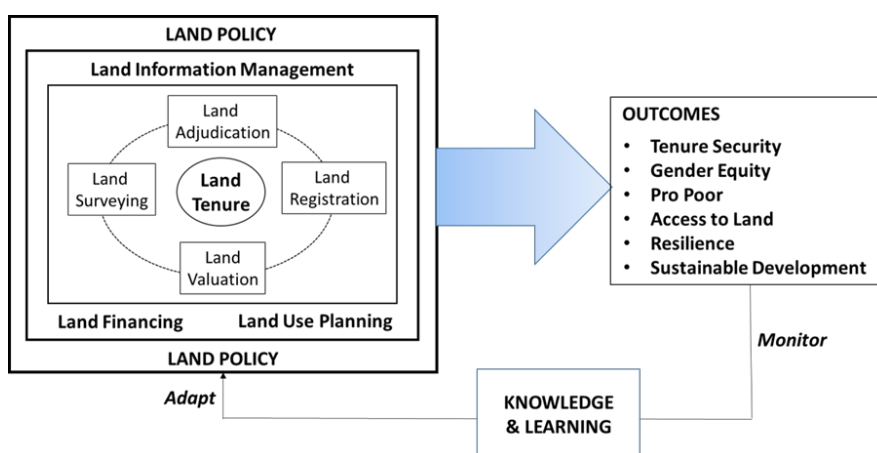


Figure 1. Conceptual Framework for Responsible Land Administration (Grenville Barnes).

Responsible Land Administration - A GLTN Synthesis Report and User Guidance (12330)  
Stig Enemark (Denmark)

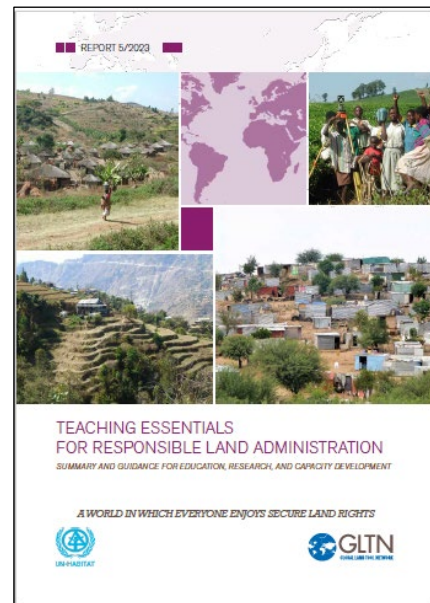
FIG Commission 7 & 2 Annual Meeting 2023  
Digital Transformation for Responsible Land Administration  
Deventer, the Netherlands, 2–4 October 2023

## The Synthesis Report

To facilitate a wider use of this learning platform, a Synthesis Report is now being developed along with some user guidance in support of education, research, capacity development activities. This report is structured into four parts.

The report is developed for the purpose of:

- Providing an easy access to the six modules,
- Providing an insight of the role of responsible land administration,
- Supporting the wider use of the knowledge base,
- Providing some practical user guidance for application within a range of education, research, and capacity development activities,
- Providing some prospects and recommendations for the wider use of the Teaching Essentials. The Synthesis report is structured into four parts as presented below.



**Part 1 “Responsible Land Administration”** sets the scene by presenting the overall land governance perspective and providing some insight of the role of responsible land administration as the operational component of governing the people to land relationship. This role also relates to supporting the 2030 Global Agenda and dealing with the institutional challenges and conflicting interest between various groups in society.

**Part 2 “The Teaching Essentials”** provides an abridged version of the six modules by presenting the essence of each module in a comprised format of about seven pages each. However, Module 1 is presented in a bit more depth due to its importance as a foundation for the other modules.

**Part 3 “User Guidance for Applying the Teaching Essentials”** provides some practical guidance about the use and application of the Teaching Essentials within the various areas such as e-learning, university education, research activities, capacity development and training activities, and professional practice.

**Part 4 “Prospects and Recommendations”** provides an overview of some promising major conceptual developments that have appeared over recent years within the land governance arena. Finally the report outlines a number of recommendations for applying the principles of responsible land administration at country level.

Responsible Land Administration - A GLTN Synthesis Report and User Guidance (12330)  
Stig Enemark (Denmark)

FIG Commission 7 & 2 Annual Meeting 2023  
Digital Transformation for Responsible Land Administration  
Deventer, the Netherlands, 2–4 October 2023

## 2. RESPONSIBLE LAND ADMINISTRATION

Part 1 of the Synthesis Report introduces responsible land administration as part of the overall Land Governance concept and in support of the 2030 Global Agenda. It also looks into some of the challenges to be faced when implementing responsible land administration at scale.

### 2.1 The Land Governance Perspective

As stated by (FAO, 2009) “Land governance is about the policies, processes, and institutions by which land, property and natural resources are managed. It concerns the rules, processes and structures through which decisions are made about access to land and its use and development, the way the decisions are implemented and enforced, and the means through which competing interests in land are managed”.



Figure 2. The many conflicting interests in land call for means to provide secure legal rights in land and to enable control of the use of land and natural resources. This relates specially to developing countries where often 90 per cent of the land and people are not included in the formal systems. Photo from the southern region of Uganda (Stig Enemark, 2018).

The term “Land Governance” is relatively new. It emerged in the early 2000s as an extension of the concept of “land management” to also include the aspect of governance and the political economy of land. Good governance means that government is well managed, inclusive, and results in desirable outcomes. This includes features such as accountability, political stability, effectiveness, regulatory equity, and rule of law and, of course, control of corruption. This can be made operational through principles of equity, efficiency, transparency and accountability, sustainability, subsidiarity, civic engagement, and security. Governance can be poor if government is incorruptible but tyrannical, or is democratic yet incompetent and ineffective (FAO, 2007). Figure 3 below provides an overview of the land governance components and their interaction.

Responsible Land Administration - A GLTN Synthesis Report and User Guidance (12330)  
Stig Enemark (Denmark)

FIG Commission 7 & 2 Annual Meeting 2023  
Digital Transformation for Responsible Land Administration  
Deventer, the Netherlands, 2–4 October 2023

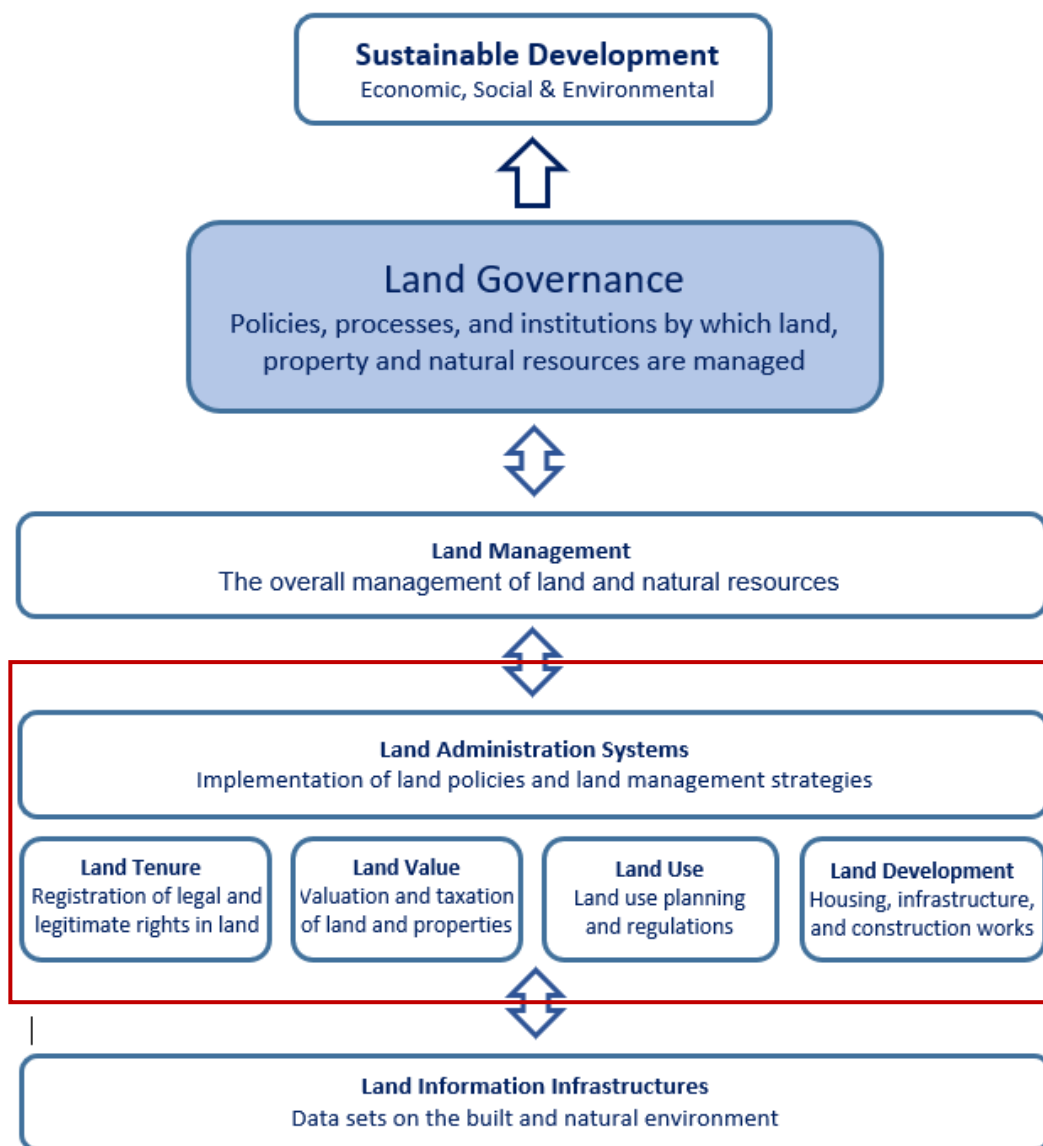


Figure 3. The land governance components and their interaction (Enemark, 2022).

All countries need to deal with the management and governance of land. In the more developed parts of the world, the systems for governing and administering land issues have evolved to an advanced level for supporting cultural and economic development. Looking at the more underdeveloped or “developing” (i.e., mostly post-colonial) parts of the world, especially in the Sub-Saharan Africa region, the basic systems of land registration are often still not in place. In these countries, more than 70 per cent of the land and people fall outside any regular or formalized systems, which end up serving mainly the rich elites, while human rights and sustainability are often largely ignored (Enemark, et al., 2016). In such regions, there is a need to improve the land governance and administration systems more generally to cope with current and future challenges in a responsible way.



## 2.2 Responsible Land Administration – what is it?

The evolution of the concept of land administration is presented in some detail in Module 1 of the Teaching Essentials. In short, land administration systems (LAS) represent the operational component of land governance and management as illustrated in Figure 3 above.

Land is a finite resource within a given jurisdiction whether it is a community or a country. Within any jurisdiction, there are a range of stakeholders and a range of different use and development objectives leading to competition and conflict over access to land and the use of the land resource.

These conflicting interests in land call for means of effective land governance and administration in order to provide secure legal rights in land and to enable control of the use of land and natural resources. When land governance is weak, corruption is likely to flourish, and the systems mainly benefit the haves rather than the have-nots. The powerful can dominate the competition over scarce land resources and may illegally transfer state lands and common lands to themselves and their allies – or profit from land grabbing arrangements in favour of foreign investors. Indeed, it can happen that certain groups derive such benefits from inefficiencies and dysfunction in the prevailing land governance and administration systems, that they actively resist their reform and improvement.

By contrast, when land governance and administration is effective, it can contribute to improvements in social equity, economic development, and environmental sustainability. Benefits arise from the responsible management of land whilst natural resources are better safeguarded and more equitably distributed. In cities, effective land management contributes to reduce social tensions and poverty whilst promoting economic growth. When good governance exists, decision-making is more transparent and participatory, the rule of law is applied equally to all, and most disputes are resolved before they degenerate into conflict (FAO, 2009).



Figure 4. Land governance and administration include both rural areas as shown to the left (Chile), and urban development as shown to the right (favelas, Rio de Janeiro, Brazil)

Responsible Land Administration - A GLTN Synthesis Report and User Guidance (12330)  
Stig Enemark (Denmark)

FIG Commission 7 & 2 Annual Meeting 2023  
Digital Transformation for Responsible Land Administration  
Deventer, the Netherlands, 2–4 October 2023

Responsible land administration is seen as an extension to good land administration by adding the key aspect of including all land and people with the jurisdiction. This relates especially to women, youth and vulnerable groups by ensuring that legal as well as legitimate land rights are officially recognised in the system. Responsible land governance supports the Sustainable Development Goals (SDGs) and incorporates the principles outlined in the Voluntary Guidelines on the responsible Governance of Tenure (VGGTs) (FAO, 2012). Responsible land governance is then seen as accountable and effective, founded on public and civic engagement, and based on the rule of law through transparency and control of corruption.

Module 1 of the Teaching essentials aims to identify the key principles of responsible land administration. The outcome is a list of thirteen guiding principles for land governance in achieving responsible land administration. These principles are shown in Figure 5 below.

Basic Principles of Responsible Land Administration		
<ul style="list-style-type: none"> <li>• Respect for human rights and dignity</li> <li>• Non-discrimination</li> <li>• Pro-poor</li> <li>• Equity and justice</li> <li>• Gender responsiveness</li> </ul>	<ul style="list-style-type: none"> <li>• Holistic and sustainable</li> <li>• Effective consultation and participation</li> <li>• Adopting the rule of law</li> <li>• Transparency</li> <li>• Accountability</li> </ul>	<ul style="list-style-type: none"> <li>• Continuous improvement</li> <li>• Affordability of land administration services</li> <li>• Adopting systematically large scale and scalable approaches</li> </ul>

Figure 5. The basic principles of Responsible Land Administration (Module 1, Lesson 1.2)

As further elaborated in (de Vries, et al., 2016), responsible land administration is a qualitative term or an ideal that may be difficult to achieve. However, the principles above seek to identify the values on which the term is built. Such values should be embedded in national policies addressing the land issues – they should explicitly shape the national land policies.

The broader benefits of a responsible approach to land administration processes come through the land administration system recording and providing recognition of ownership, security of tenure, reducing tenure disputes, the facilitation of efficient formal land markets, and efficient administrative processes in valuation, land-use planning, and land development (Williamson, et al., 2010).



## Supporting the Global Agenda

- Solutions to the overall global land challenges relate to alleviation of poverty, social inclusion and stability, investments and economic development,
- Responsible land governance and administration have a key role to play for achieving nine of the SDGs.
- The SDGs are a call for action by all countries to promote prosperity while respecting human rights and protecting the planet.
- **Key land administration challenges** This is about addressing the institutional issues regarding the country-specific political economy.
- This relates particularly to developing countries where the systems are often suffering from their colonial legacy and legal dualism.
- Capacity development is essential prior to initiating projects at scale



Levels of land use development.

Rural land use areas, informal settlements (Nairobi), peri-urban areas (Lagos), dense urban areas (Mexico City), and high-rise urban development (Hong Kong).

Responsible Land Administration - A GLTN Synthesis Report and User Guidance (12330)  
Stig Enemark (Denmark)

FIG Commission 7 & 2 Annual Meeting 2023  
Digital Transformation for Responsible Land Administration  
Deventer, the Netherlands, 2–4 October 2023

### 3. THE SIX MODULES OF TEACHING ESSENTIALS

The knowledge base, as available at GLTN e-learning platform [www.elearning.gltm.net](http://www.elearning.gltm.net), was developed with an awareness that the challenges facing the land sector are significant and complex, and the assumption that the implementation of responsible land administration principles requires great care. Effective solutions involve delving deeper into the actual tenure forms in existence, with solutions building on what is already there and in response to historical, cultural, and legal contexts.

Fundamental principles such as found in the VGGTs, and the concepts of Continuum of Land Rights and Fit-For-Purpose Land Administration are central to the knowledge base, as are the principles of pro-poor land recordation and gender-responsive land administration.

Learning materials are designed to include knowledge of international conventions and guidelines and are best supported by excellent local and regional case studies that illustrate the success or failure of specific land administration responses.

The Synthesis Report includes an abridged version of the six modules of Teaching Essentials as mentioned above. Each module is presented by the objectives and an overview of the contents of the five lessons as shown for Module 1 in Figure 6 below.

<b>Box 6. <i>The Teaching essentials for responsible land administration</i></b>	
<b>Module 1</b>	<b>Core values and principles of responsible land administration</b>
Authors: David Mitchell (Australia), Siraj Sait (United Kingdom), Jean Du Plessis (GLTN), Agnes Mwasumbi (Kenya)	
<b>Module 2</b>	<b>Land tenure security</b>
Author: Grenville Barnes (USA)	
<b>Module 3</b>	<b>Participatory land-use planning and management</b>
Author: Asad Muhammed (Trinidad and Tobago)	
<b>Module 4</b>	<b>Responsible land administration and information in practice</b>
Authors: Jaap Zevenbergen and Dimo Todorovski (Netherlands)	
<b>Module 5</b>	<b>Land-based finance</b>
Author: Siraj Sait (United Kingdom)	
<b>Module 6</b>	<b>Land policy and regulatory frameworks</b>
Author: Stig Enemark (Denmark)	

Figure 6. The list of contents for Module 1 of the Teaching Essentials.

The contents of each lesson is then presented in the synthesis report mainly by the use of cut and paste of the key contents and messages from the original module. The original modules of about 70 pages each are then summarised and presented by seven pages each. However, Module 1 is somewhat bigger due to the importance as a foundation for the other modules. And overview of the contents of the six modules is shown in Figure 7 below.

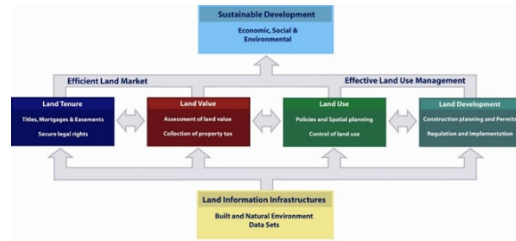
Responsible Land Administration - A GLTN Synthesis Report and User Guidance (12330)  
Stig Enemark (Denmark)

FIG Commission 7 & 2 Annual Meeting 2023  
Digital Transformation for Responsible Land Administration  
Deventer, the Netherlands, 2–4 October 2023

**Module 1. Core values and Principle of Responsible Land Administration**

Original authors: David Mitchell et.al.

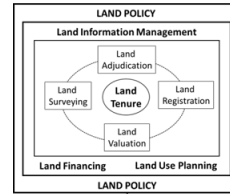
This module provides a fundamental understanding of the concept of responsible land administration and provides the foundation for the modules 2-6 to follow.



**Module 2. Land Tenure Security**

Original author: Grenville Barnes

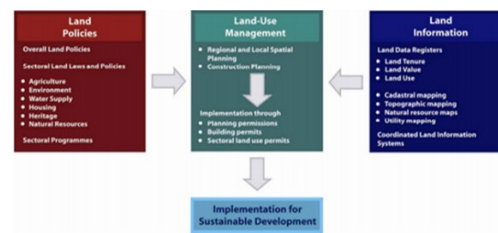
This module provides a fundamental understanding of the concept of land tenure, tenure security, and land registration processes.



**Module 3 Participatory land use Planning and management**

Original author: Asad Muhammed

This module includes critical elements of the nature and process of land use planning as it relates to the broader course objectives of responsible land administration.



**Module 4. Responsible Land Administration and Information in practice.**

Original authors: Jaap Zevenbergen and Dimo Todorovski.

This module explains how the operational challenges for implementing responsible land administration can be met in practice.



**Module 5. Land Based Finance**

Original author: Siraj Sait

The module builds awareness of the best practices in using Land Based Finance and the procedures needed to implement them at local government level.



**Module 6. Land Policy and regulatory Frameworks.**

Original author: Stig Enemark

This module describes the nature of various land policies and identify the components to be included in land policy formulation and land related regulations.

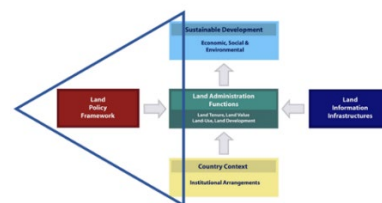


Figure 7. Overview of the six modules of the Teaching Essentials for Responsible land administration.

## 4. USER GUIDANCE

As referred to earlier in this report, the Teaching Essentials for Responsible Land Administration were developed as a structured base of knowledge for a range of different uses. Part 3 of the Synthesis Report provides some practical user guidance and advice in relation to various uses such as e-learning activities, university courses, research activities, capacity development and training activities, and professional practice.

This practical user guidance focuses mainly on the educational institutions at university level, but it is also relevant for a range of professional institutions and government agencies within the land sector as well as for general professional practice.

### 4.1 E-learning Activities

The six modules, as available for online use or downloading at the GLTN e-learning platform <https://elearning.glt.n.net/>, can be used directly for structured self-studies to develop a deeper understanding of the issues related to responsible land administration. In this regard it should be noted that the issues covered are heavily referenced and thereby provides for further in-depth studies of specific issues of interest.

Such self-studies can be organised in different ways, ranging from a full study going through the six modules and following the lessons step by step as presented within each module, to focusing on individual modules. Where individual modules are studied it is recommended that each of modules 2-6 are undertaken in combination with Module 1 (the foundational module) presenting the overall understanding and insight into the Core Values and Principles of Responsible Land Administration.

Self-studies can also be organised in a structured way as part of programs for Continuing Professional Development (CPD) or Lifelong Learning activities offered by professional organisations or universities to enhance the professional status and capability of their members or professionals within certain disciplines

In relation to e-learning activities the Teaching Essentials may then be seen as a pool of knowledge to tap into either by individual self-studies on specific issues or for designing e-learning activities supporting professional development and innovation.

**Further developments:** GLTN/NELGA/FIG may consider developing a MOOC (Massive Open Online Course) to facilitate the wider use the Teaching Essentials for Responsible Land Administration. This would be a free online course activity available to anyone to enrol. This could support the university courses and facilitate a range of training and capacity development activities.



## 4.2 University courses

The six Modules are structured in such a way that they can be used directly as a lecture course at university level. For such specific use in academic teaching, each module is structured to support approximately 50 hours of study load (2 ECTS) at the 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.

This may well be a good starting point for many universities in developing countries to ensure the basic understanding of responsible land administration and governance. This would ensure that the issues of land administration and governance are taught with a focus on the problems faced by developing countries rather than applying the conventional Western way of presenting the issues.

However, even though the Teaching Essentials can be applied immediately as a full university course, it is well recognised most academic staff prefer to design their lecture courses to include the perspectives and learning approaches they find most suitable and effective for the learning environment within a specific theme or subject. In this regard the Teaching Essentials should be seen merely as a “structured knowledge base” that allows for incorporation, adaptation, and individual design of lecture courses within a specific country or professional context.

In this regard, the lecturer may well use the structure and contents of the modules as the basis for designing their own lecture material. This may include restructuring of the learning material to suit their own personal style of teaching better. This may also include a strong focus on a country context through addressing specific country related problems and provision of country-based examples and case studies. The teaching Essentials then provide a basic source of knowledge that can be adapted and applied for various kinds of lecturing, while still providing the basic understanding of the subjects.

Lecture courses may also be designed differently depending on the teaching and learning mode applied at the university or by the individual teacher. The conventional concept of lecture courses based on state-of-the-art textbooks is increasingly supported or replaced by more flexible concepts such as Blended Learning and Problem Based Learning. The focus of these newer educational concepts is merely on the learning process of the students ... using a kind of “Learning to Learn” approach and will require on-line materials to be available.



Classroom teaching at Mzuzu University, Malawi

Responsible Land Administration - A GLTN Synthesis Report and User Guidance (12330)  
Stig Enemark (Denmark)

FIG Commission 7 & 2 Annual Meeting 2023  
Digital Transformation for Responsible Land Administration  
Deventer, the Netherlands, 2–4 October 2023



### **How to apply the Teaching Essentials for Responsible Land Administration in university curricula**

**Review** the current curriculum to identify the issues dealing with land administration and how these issues are presented.

**Consider** how the curriculum can be adjusted / revised for incorporating the principles and topics as outlined in Teaching Essentials for Responsible Land Administration

**Identify** the structure and scale best suitable for including these principles and topics in the curriculum.

**Apply** for approval of curriculum revision by arguing the necessity of taking this approach.

**Develop** the lecture courses relevant for teaching the topics. The lessons within the individual modules provide some guidance, diagrams, text, and further references. In this regard the Teaching Essentials acts as a kind textbook.

**Share** and cooperate at a regional level – such as Eastern or Southern Africa – to facilitate the process of implementing the concept of responsible land administration best as possible. GLTN may provide a platform for this kind of sharing.

**Search** for local case studies to support the lectures and make them reflect the national and local context. FIG Commission 2 on Professional Education may provide a platform for sharing this.

**Provide** the lecture courses in a way that engage the students in a local context and make them understand the theory behind the concept of Responsible Land Administration in support of the 2030 Global Agenda for alleviating poverty, providing secure land rights at scale, and facilitating economic growth and prosperity in the country.

Figure 8. User guidance for applying the Teaching essentials in University Curricula.

### **4.3 Research activities**

Next to education, research is the other fundamental component of university activities. As often stated, “teaching must be research based”. This means that the teaching within a specific subject should reflect the most recent research and understanding of the professional area.

Research activities must be based on the relevant theories and methods to provide new knowledge and understanding within a certain subject or area. In this regards the Teaching Essentials provide a core understanding and a basis for knowledge within the area of Responsible Land Administration.

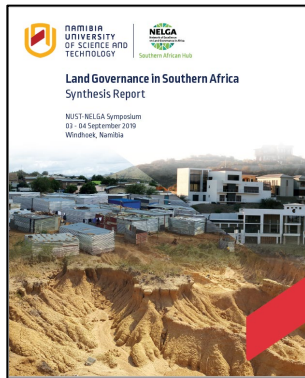
On this basis, a broad range of research activities can then be developed to address the current and future challenges concerning issues such as providing secure land rights at scale, developing the necessary legal and institutional frameworks for the land sector, ensuring environmentally sound and resilient land use planning and management, and developing the

Responsible Land Administration - A GLTN Synthesis Report and User Guidance (12330)  
Stig Enemark (Denmark)

FIG Commission 7 & 2 Annual Meeting 2023  
Digital Transformation for Responsible Land Administration  
Deventer, the Netherlands, 2–4 October 2023

relevant land policy framework for meeting the 2030 Global Agenda. Research into specific, illustrative cases can also valuably complement the Teaching Essentials, and be incorporated into future editions of its modules.

Such research activities may be undertaken as individual projects, group projects or in combination with other stakeholders such as government agencies or civic society organisations. The outcome may be in the form of journal articles, conference papers, case studies, research reports, etc. In the area of responsible land administration, a good entry point may be to undertake a kind of scoping study of the current situation to identify the core problems at country level. This kind of base-line understanding can then be used to identify key research areas to analyse further and possibly improve the identified problems.



Such a scoping study was undertaken for the region of Southern Africa as a project undertaken by NUST as the regional hub of the Network of Excellence on Land Governance in Africa (NELGA). The study covers eight countries within the region and was undertaken by universities and research institutions within each country.

The studies were based on a common framework adapted from the Land Governance Assessment Framework (LGAF) as developed by (World Bank 2012). The draft country reports were reviewed and presented at the Land Governance Symposium 3-4 September 2019 in Windhoek, Namibia focusing on country context challenges. The outcome is presented in the synthesis report (NUST/NELGA, 2019)

The study identified a range of common problematic issues such as: Legal dualism, colonial legacy, ineffective land reforms, informal settlements, encroachment of customary lands in peri-urban areas, management of state and public lands, gender equity, land related conflicts, lack of land information, and land use planning and management, shortage of qualified professional staff at all administrative levels.

Obviously, these identified land governance problems call for further analysis through research projects as a basis for improvement of the current legal and institutional frameworks. The problems also call for well educated professionals to deal with the challenges and to develop adequate solutions that are suitable for the country context.

In this regard, the Teaching Essentials for Responsible Land Administration provide an essential basis for understanding the role of responsible land administration institutions in building social, economic, and environmental sustainability.

#### **4.4 Capacity development and training activities**

In most developing countries there is a lack of capacity to deal with the land administration domain. This goes for professionals to deal with the field work as well as for institutions to undertake the registration and administration at the national, regional, and local levels. This also means that the resources for development and innovation are limited both in private practice and public administration.

There is now an emerging agreement within the development community that capacity development is the engine of human resource development. Human, institutional, and societal

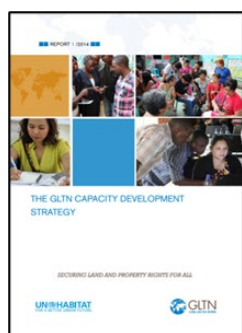
Responsible Land Administration - A GLTN Synthesis Report and User Guidance (12330)  
Stig Enemark (Denmark)

FIG Commission 7 & 2 Annual Meeting 2023  
Digital Transformation for Responsible Land Administration  
Deventer, the Netherlands, 2-4 October 2023

capacity remain critical for designing and implementing strategies towards achieving development objectives, including the SDGs.

But what exactly do we mean by capacity development? Confusion around the term seems to have grown along with its popularity. For some, capacity development can be any effort to teach someone to do something, or to do it better. For others, it may be about creating new institutions or strengthening old ones. Some see capacity development as a focus on education and training. In contrast, others take a broader view of it as improving individual rights, access, or freedoms. In reality, capacity development contains elements of all these aspects.

Capacity exists at many levels within any human system and includes both the vertical dimensions of organisational or social structures and the horizontal levels that link groups, institutions, and communities across sectors. Achieving sustainable results calls for capacity to be considered at all levels as well as in the linkages between and across levels.



This linkage between and across levels is especially relevant for the complex issue of land, which draws together stakeholders from different disciplines, such as law, water, sanitation, agriculture, planning, democratic governance and others. For this reason, GLTN has developed a capacity Development Strategy (GLTN, 2014) with a special focus on land related issues and implementation of land tools. The strategy offers a dynamic action learning approach to capacity development that incorporates a range of methods and techniques, regular feedback, review discussion and improvement.

The GLTN strategy also explains about the different types of capacity required, in combination, to resolve complex challenges. These have often been equated with so-called “hard” technical skills, resulting in an over-emphasis on the provision of technical training. However, the so-called “soft” capacities are also crucially important to resolve challenges in administrative complex human environments.



The issue of capacity development was also discussed in the recent “Research and Capacity Development Strategy for Land Governance in Southern Africa” (NUST/NELGA. 2020). This report was developed as a follow up to the scoping study on Land Governance in Southern Africa as mentioned above. The strategy outlines a number of principles and strategic initiatives for strengthening the role of land governance within the Southern Africa region. The report also includes a number of recommendations for capacity development in the region which are further referred to in the recommendation presented in Part 4 below.

Responsible Land Administration - A GLTN Synthesis Report and User Guidance (12330)  
Stig Enemark (Denmark)

FIG Commission 7 & 2 Annual Meeting 2023  
Digital Transformation for Responsible Land Administration  
Deventer, the Netherlands, 2–4 October 2023

### **Capacity Development for Land Reform in Malawi**

Land policy reform requires a long-term vision and commitment for implementation. In the case of Malawi, the process was started mid 1990s and was expected to take between 15 and 20 years to complete. The implementation was initiated in 2001 with capacity development as a priority. At that stage, Malawi had only 26 qualified physical planners, 20 land valuation professionals and 12 licensed land surveyors. The total deficit was around 400 professionals and 800 technicians just to fill the vacant position in the public sector. By further including the private sector, the long-term needs were more than double.

An aggressive programme to train qualified personnel was initiated by merging a diploma programme with the first half of the bachelor programme and thereby allowing existing personnel to be updated and upgraded to fulfil the overall aims of the new land policy. A special one-year certificate programme for land clerks was developed to staff each of the about 250 traditional authorities with one clerk to undertake the everyday land related matters. (Enemark and Ahene, 2002).



### **4.5 Professional practice**

In most developing countries, professional practice within land administration and cadastre tends to rely on conventional methods of field surveys and title registration, in spite of these approaches having been proven to not be fit-for-purpose in many contexts of the developing world. This also relates to the lack of qualified professionals to undertake everyday assignments and the lack of a professional environment to develop the approaches and methods necessary to deal with the land governance challenges as mentioned above.

In this regard, the Teaching Essentials provide some knowledge and understanding that is useful to guide the everyday work in professional practice and as a basis for professional reflection and innovation. The Teaching Essentials enable practitioners to see their everyday work in a wider perspective and reflect on the opportunities for contributing to address some of the obvious societal problems they are facing through their professional work. The Teaching essentials also provide information on innovative tools and practices that could promote effectiveness of their work. A close interaction between professional practice and the national land agencies can provide a very useful platform for professional innovation. This also relates to the interaction between education and professional practice, see Figure 9. below.

Responsible Land Administration - A GLTN Synthesis Report and User Guidance (12330)  
Stig Enemark (Denmark)

FIG Commission 7 & 2 Annual Meeting 2023  
Digital Transformation for Responsible Land Administration  
Deventer, the Netherlands, 2–4 October 2023

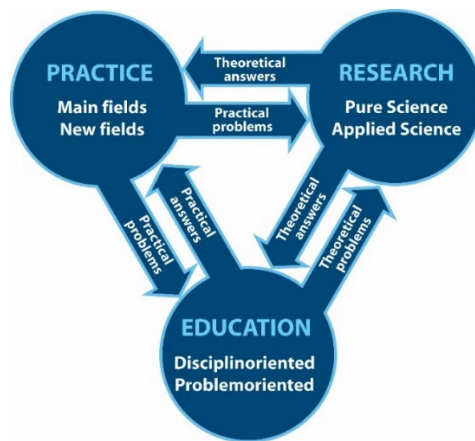


Figure 9. The interaction between education, research and professional practice (Enemark, 2007)

## 5. PROPSECTS AND RECOMMENDATIONS.

There is growing consensus that governing the people-to-land relationship lies at the heart of the Global Agenda. Therefore, there is an urgent need, particularly in developing countries, to build fit-for-purpose and inclusive land administration systems using a flexible and affordable approach to secure all rights in land and enable control of the use of all land. It is argued that the focus should be on building simple but complete systems that can then be improved and upgraded over time according to available financial resources

### 5.1 prospects

Over the recent years promising conceptual developments have appeared within the land governance arena. Technological innovation and the momentum of the Global Agenda are seen as key drivers for change in terms of providing more comprehensive and consistent spatial data infrastructures. This includes the recent developments of UN-GGIM such as the Integrated Geospatial Information Framework (IGIF) (UN-GGIM, 2018) and the Framework for Effective Land Administration (FELA) (UN-GGIM, 2020). These, together with the recent FIG/GLTN based developments such as the Land Administration Domain Model (LADM) (Lemmen et al., 2015) and the Fit-For-Purpose Land Administration (FFPLA) approach (Enemark et al., 2018, 2021) provide both tools and capacity development opportunities for bringing many countries a significant step forward.



The Land Journal Special issue on FFPLA – Providing Secure Land Rights at Scale is published in two volumes.

**Vol. 1** includes an editorial and 14 articles focusing on conceptual innovations in relation to applying the FFPLA approach in different contexts and settings, such as conflict settings, pandemics, land adjudication issues, private sector financing, PPP in support of FFP, application of geospatial tools, models of quality assurance, and modes of maintenance, updating and upgrading.

**Vol 2** includes the editorial and 12 articles on FFPLA country implementation within different contexts of 17 countries throughout the world. (Enemark, McLaren, Lemmen, Eds., 2021) :

Responsible Land Administration - A GLTN Synthesis Report and User Guidance (12330)  
Stig Enemark (Denmark)

FIG Commission 7 & 2 Annual Meeting 2023  
Digital Transformation for Responsible Land Administration  
Deventer, the Netherlands, 2–4 October 2023



## 5.2 Recommendations

Universities and related research and training institutions play a major role in facilitating the implementation of responsible land administration. They educate the future industry leaders, professionals, and practitioners. Introducing the principles of responsible land administration into their education facilitates responsible decision-making. This relates to a range of innovation activities as recommended below.

The Synthesis Report outlines several recommendations:

- **Curriculum development**  
Universities should ensure that the theme of responsible land administration is sufficiently included.
- **Increasing the number of qualified professionals**  
Increase in enrolment and availability of CPD opportunities for professionals
- **Supporting all research and training institutions and civil society organisations**  
Important for addressing the people to land relationship
- **Supporting regional capacity development initiatives**  
Centred around the VGGTs and TERLA to strengthen the capacity to develop learning materials
- **Increasing the research capacity**  
Universities should develop a specific research strategy in land governance and administration
- **Increasing the interaction between universities, land agencies, and professional practice**  
This is crucial to ensure innovation and development of the land sector in support of addressing the key land issues at the national scale.
- **Supporting decentralisation of land administration services**  
This will require more skilled staff to fill the current gap.
- **Developing the institutional capacity**  
This requires a broad approach that aims to increase not only knowledge in academia, but to empower society in general through policy dialogues.

## 6. FINAL REMARKS

The synthesis report as outlined in this paper aims to support the process of building Responsible Land Administration Systems through providing access to the knowledge and understanding underpinning the necessary education, research, and capacity development activities.

It is recommended to develop a national or regional research and capacity development strategy for Land Governance as was done for the Southern Africa (NUST/NELGA, 2020). This will allow for identifying the aims and objectives for the way forward in building sustainable and responsible Land Administration Systems.

Responsible Land Administration - A GLTN Synthesis Report and User Guidance (12330)  
Stig Enemark (Denmark)

FIG Commission 7 & 2 Annual Meeting 2023  
Digital Transformation for Responsible Land Administration  
Deventer, the Netherlands, 2–4 October 2023

## REFERENCES

- De Vries, W., Bennett, R., and Zevenbergen, J. (2016): Toward Responsible Land Administration, in “Advances in Responsible Land Administration”, Zevenbergen, J., De Vries, W., and Bennett, R., (eds), CRC Press, Boca Raton, pp1-30.
- Enemark, S. and Ahene, R. (2002): *Capacity Building in Land Management - implementing land policy reforms in Malawi*. Survey Review, Vol. 37, No 287, Jan 2003, pp 20-30.
- Enemark, S. (2007): *Promoting the Interaction between Education, Research and Professional Practice*. FIG Commission 2 – Symposium, Prague, Czech Republic, 7-9 June 2007.
- Enemark, S., McLaren, R., and Lemmen, C., (2016): *Fit-For-Purpose Land Administration - Guiding Principles for Country Level Implementation*, GLTN Report 2/2016, GLTN/UN-Habitat, Kenya. <https://glttn.net/download/fit-for-purpose-land-administration-guiding-principles-for-country-implementation/>
- Enemark, S., McLaren, R. and Lemmen, C. (Eds). (2021): *Fit-For-Purpose Land Administration – Providing Secure Land Rights at Scale*. Land Journal Special Issue Vol.1 (288 p) and Vol.2. (257 p) [https://www.mdpi.com/journal/land/special\\_issues/FFPLA](https://www.mdpi.com/journal/land/special_issues/FFPLA)
- Enemark, S. (2022): *Responsible Land Governance and Secure Land Rights in Support of the 2030 Global Agenda*. Keynote address, FIG Congress, Warsaw, Poland, September 2022, [https://www.fig.net/resources/proceedings/fig\\_proceedings/fig2022/papers/ks03/KS03\\_enemark\\_11558.pdf](https://www.fig.net/resources/proceedings/fig_proceedings/fig2022/papers/ks03/KS03_enemark_11558.pdf)
- FAO (2007): *Good Governance in Land Tenure and Administration*. FAO Land Tenure Studies 9. <https://www.fao.org/publications/card/en/c/ec5fd5dc-4254-501d-b8bb-4cb8c5ac7e52/>
- FAO (2009): *Towards Improves Land Governance*. Land Tenure Working paper 11, <https://www.fao.org/publications/card/en/c/fcbe4803-0641-54a3-afc4-55db45d1f449/>
- FAO (2012) *Voluntary Guidelines on the Responsible Governance of Tenure*. <https://www.fao.org/3/a-i2801e.pdf>
- GLTN/UN-Habitat (2012) *Handling Land - Innovative Tools for Land Governance and Secure Tenure*. Nairobi. <https://unhabitat.org/handling-land-innovative-tools-for-land-governance-and-secure-tenure>
- GLTN/UN-Habitat (2014) *The Capacity development Strategy*. <https://glttn.net/2016/10/11/the-glttn-capacity-development-strategy-2/>
- GLTN/UN-Habitat (2019) *Teaching Essentials for responsible land Administration*. GLTN E-Learning Platform. [www.elearning.glttn.net](http://www.elearning.glttn.net)
- Lemmen, C., Oosterom, P. and Bennett, R. (2015): *The Land Administration Domain Model*. Land Use Policy, 49, p. 535-545.
- NJUST/NELGA (2019): *Land Governance in Southern Africa – Synthesis Report*. Windhoek, by Bayer, C.T., Enemark, S. and Kirk, M. <https://nelga.org/wp-content/uploads/2020/08/NELGA-Synthesis-Report-ISBN-Print-Version.pdf>
- NJUST/NELGA (2020): *Research and Capacity Development Strategy for Land Governance in Southern Africa*. Windhoek, by Bayer, C.T., Enemark, S. and Kirk, M.
- UN-GGIM (2018): *Integrated Geospatial Information Framework (IGIF)*. New York. <https://ggim.un.org/un-ggim-intergrated-geospatial-information-framework/>
- UN-GGIM (2020): *Framework for Effective Land Administration (FELA)*. New York. <https://ggim.un.org/meetings/GGIM-committee/10th-Session/documents/E-C.20-2020-29-Add-2-Framework-for-Effective-Land-Administration.pdf>
- Williamson, I., Enemark, S., Wallace, J. and Rajabifard, A. (2010): *Land Administration for Sustainable Development*, ESRI Press Academic, Redlands, California, Chapter 5 <https://www.esri.com/en-us/industries/government/departments/land-administration/offers/e-book>

Responsible Land Administration - A GLTN Synthesis Report and User Guidance (12330)  
Stig Enemark (Denmark)

FIG Commission 7 & 2 Annual Meeting 2023  
Digital Transformation for Responsible Land Administration  
Deventer, the Netherlands, 2–4 October 2023

## BIOGRAPHICAL NOTES

**Stig Enemark** is FIG Honorary President (President 2007-2010) and Professor Emeritus of Land Management at Aalborg University, Denmark. He holds a M.Sc. in Surveying, Planning, and Land Management (1966) and worked as a licensed surveyor in private practice for 12 years. He joined Aalborg University 1982 and served as Head of School of Surveying and Planning for 15 years. He is Past President and Honorary Member of the Danish Association of Chartered Surveyors. He is a well-known international expert and consultant in the areas of land administration, land management and spatial planning, and the related issues of education and capacity development. He has published books, reports and more than 400 articles and conference papers, and undertaken a range of land related consultancies in Eastern Europe, Asia, and Sub-Saharan Africa. For a full list of publication see

<https://vbn.aau.dk/en/persons/100037/publications/>

## CONTACTS

### **Stig Enemark**

Aalborg University, Department of Sustainability and Planning

Rendsburggade 14, 9000 Aalborg, DENMARK

Tel. +45 2242 2538, Email: [enemark@plan.aau.dk](mailto:enemark@plan.aau.dk)

Web site: <https://vbn.aau.dk/en/persons/100037>

<https://scholar.google.dk/citations?user=lvIsEPkAAAAJ&hl=en>

Responsible Land Administration - A GLTN Synthesis Report and User Guidance (12330)  
Stig Enemark (Denmark)

FIG Commission 7 & 2 Annual Meeting 2023  
Digital Transformation for Responsible Land Administration  
Deventer, the Netherlands, 2–4 October 2023