Understanding the Concept of Fit-For-Purpose Land Administration

- in support of the Post 2015 Global Agenda

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The Global Agenda

Good land governance should be seen as a means in support of the global agenda
The MDGs: Monitoring Progress

“The monitoring experience of the MDGs has shown that data will play a central role in advancing the new development agenda. We need sustainable data to empower people and support sustainable development. There is a call for a data revolution” (UN, 2013, 2014).

The Post 2015 Agenda

Vision: the future we want for all

- Transformative change towards inclusive, people-centred, sustainable development
- Three fundamental principles:
  - Human rights
  - Equity
  - Sustainability
- Four core dimensions:
  i. Inclusive social development, including empowering people through land tenure security
  ii. Environmental sustainability, including improved land-use planning and food security
  iii. Inclusive economic development, including ensuring access to land and natural resources
  iv. Peace and security, this means, amongst others, no land conflicts

The Post 2015 Agenda

- Proposed 17 Goals with 169 targets
- The overall goal: By 2030 eradicate poverty in all its forms everywhere
  - Ensure that all men and women have equal ownership and control over land and property, inheritance, etc.
  - Ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums
  - Ensure sustainable use of land, sea, and natural resources
- The SDGs are expected to be further refined and likely also compressed before adoption by the UN in September 2015.

https://sustainabledevelopment.un.org/sdgsproposal

Facing the Global Agenda

Land governance to underpin the three core components of the global agenda

Trustable land information and good land administration is fundamental for:

- Responsible governance of tenure
- Coping with climate change
- Meeting the Millennium Development Goals
- Achieving sustainable development
- Enforcing human rights
Meeting the Global Agenda

- Only about 40 countries in the world have well functioning land administration systems.
- About 75 percent of the world’s population do not have access to formal systems to register their land rights.
- “There is an urgent need to build systems which can identify the way land is occupied and used and provide security of tenure and control of the use of land”.
- “When building such systems the focus should be on a “fit-for-purpose approach” that will meet the needs of society today and can be incrementally improved over time”.

Fit-For-Purpose – what is it?

- **Fit-for-purpose**: The systems should be designed for managing current land issues – and not guided by high tech solutions and costly / time consuming field survey procedures.
- **Basic purposes**: Include all land; provide secure tenure for all; and control the use of land.
- **Flexibility**: Scale and accuracy relate to geography, density of development, and budgetary capacity
- **Incremental improvement**: Advanced Western style concepts may well be seen as the end target but not as the point of entry.

http://www.fig.net/pub/figpub/pub60/figpub60.htm
Fit-for-Purpose Land Administration – the concept

**Spatial Framework:**
- Aerial imageries country wide
- Participatory field adjudication
- Incremental improvement
- Continuum of accuracy

**Legal Framework:**
- Enshrine FFP approach in law
- Secure all land rights for all
- Human rights, gender equity
- Continuum of tenure - STDM

**Institutional Framework:**
- Holistic, transparent and cost effective
- Sustainable IT-approach
- Ongoing capacity development
- Continuum of services

Stig Enemark, Sept. 2014

Building the Spatial Framework
- a continuum of accuracy

- Visual boundaries rather than fixed boundaries
  - Visual (General) boundaries will be sufficient for most land administration purposes.

- Aerial/satellite imageries rather than field surveys.
  - Aerial imageries are 3-5 times cheaper and less capacity demanding than field surveys.
  - Aerial imageries provide not only the framework of the parcels but also the general topography to be used for a range of land administration functions.

- Accuracy relates to the purpose rather than technical standards
  - Accuracy should be seen as a relative term related to the use of the information

- Opportunities for updating, upgrading and improvement
  - Building the spatial framework is **not** a one stop process
  - In turn, incremental improvement will establish a fully integrated land administration system.
  - This could be named as a “Continuum of Accuracy”
Using aerial imageries for participatory field adjudication

Orthophoto used as a field work map sheet with a georeferenced grid. The map shows the delineated parcel boundaries and parcel identification numbers.

Vectorised field map showing the resulting cadastral map with parcel boundaries and cadastral numbers.

Source: Zerfu Hailu, Ethiopia

Rwanda – leads the way

10 million parcels demarcated, adjudicated and registered in about five years
Unit costs were about 6 USD per parcel
Building the Legal Framework
- a continuum of tenure

- A flexible framework designed along administrative rather than judicial lines
  - The legal framework needs to be flexible and managed through administration rather than court decisions.

- A continuum of tenure rather than just freehold
  - The STDM concept should be applied to ensure that legal as well as social tenure be secured independent of formality and technical accuracy.

- Flexible recordation rather than only one register
  - The FFP approach will require a flexible recordation system.
  - Applying the continuum of land rights will require innovative pro-poor recordation systems.

- Ensuring gender equity for rights in land
  - Women make two thirds of the worlds poor.
  - Women’s access to land must be seen as a universal human right.

Building the Institutional Framework
- a continuum of services

- A holistic Institutional framework rather than sectorial siloes
  - Focusing on treating land and natural resources as a coherent whole.

- Good and transparent land governance rather than bureaucratic barriers
  - The term “good governance” includes for government to be e.g. legitimate, transparent, accountable, and dedicated to integrity.

- Flexible IT-approach rather than high–end technology solutions
  - Clear description of mandates, work processes and responsibilities.
  - Alternatives such as open source solutions should be considered.

- Transparent land information with access for all
  - Applying the FAO Guidelines on Responsible Governance of Tenure.
## Discussion

### Constraints

- **Budget, time and capacity**
  - Building a developed world type of spatial framework is too costly, too time-consuming and too capacity demanding.
  - The spatial framework in developed countries has been developed over two centuries, in response to economic development and societal needs.

- **Vested interests**
  - Politicians will often rely on advice from professional bodies such as surveyors, and lawyers.
  - Their professional codes of ethics often support the existing system, and they will resist changes.

### Opportunities

- **Key benefits**
  - Setting a firm deadline will bypass professional arguments
  - A fit-for-approach approach will include all land in a reasonable short time and at relatively low costs
  - The system will meet the current demands and can easily be incrementally improved

- **Opportunities for land professionals**
  - Obtaining a much increased client base
  - Undertaking a more managerial role in building and running the system.
  - Serving society needs and improving their professional status.

## The quest for capacity development

"Don’t start what you can’t sustain"

Provisions for ongoing updating and possible upgrading are crucial and must be established up front.

Capacity development relates to societal awareness, institutional and organisational reform, and education and training of human resources.

The way forward includes understanding and cooperation between UN-agencies, professional organisations, and national governments.

To drive the change process there must be effective knowledge sharing to ensure that lessons learned and good practice are widely implemented.
Concluding remarks

Land administration is basically about people. It is about the relation between people and places, and the policies, institutions and regulations that govern this relationship. When building land administration systems in less developed countries - focus should be on a "fit-for-purpose approach" that will meet the needs of society today and can be incrementally improved over time.

Thank you for your attention