Developing Sustainable Institutions and Organisations: the work of the FIG Task Force

Iain GREENWAY, United Kingdom, John PARKER, Australia, TEO Chee Hai, Malaysia, Richard WONNACOTT, South Africa, Santiago BORRERO, Colombia, Spike BOYDELL, Australia and Stig ENEMARK, Denmark

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SUMMARY

The FIG Task Force on Institutional and Organisational Development has taken forward a programme of work to assess the particular challenges to building organisational capacity. The Task Force developed, tested and refined a self-assessment questionnaire to determine capacity at system, organisation and individual levels; this was made available to and completed by professionals from many countries. In reviewing the responses to the questionnaire, FIG also considered other recent work including that of the UN FAO (2007), AusAID (2008) and Land Equity International (2008). This work (which is described in more detail in Greenway (2009)) led FIG to draw the following broad conclusions:

- Cooperation between organisations is a weak point: there is often suspicion rather than cooperation;
- The remits and skills of the different organisations involved in administering a land administration system are often not joined up effectively;
- The lack of effective working across sectors is a particular issue;
- There are skill gaps, particularly in the conversion of policy into programmes, the division of labour, and ensuring effective learning and development;
- Stakeholder requirements appear insufficiently understood or insufficiently balanced, leading to ineffective use of outputs;
- There is insufficient time and effort given to learning from past experience.

The Task Force considered the results of its analysis and came to the view that a number of key components need particularly to be considered by those who want to build sustainable institutional and organisational capacity in the field of land administration. The Task Force therefore created an FIG Publication providing guidance to managers on organisational capacity building, focussing on these key components.

This paper summarises the work and output of the FIG Task Force on Institutional and Organisational Development.

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1. INTRODUCTION

Previous papers by the authors and others (for instance, Enemark and Greenway, 2006; Greenway, 2009) have explored the area of capacity building, noting that this consists 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.

Recognising the vital importance of building capacity, the current FIG Council has taken Building the Capacity 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. The Task Force predominantly explored the organisational level of the three set out in the previous paragraph, although it could 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 had a key focus on how capacity can be developed in a sustainable manner.

Section 2 of this paper provides some background to scope of the Task Force's work. Section 3 describes the assessment work undertaken by the Task Force and others, and summarises the results of that assessment. Section 4 of the paper outlines the key components that the Task Force has concluded need to be in place in a sustainable organisation, along with the guidance for managers developed by the Task Force (and to be published as an FIG Publication). Section 5 provides some concluding remarks.

The Task Force's work has built on several other FIG Publications, including the Bathurst Declaration (FIG, 1999); the Nairobi Statement on Spatial Information for Sustainable Development (FIG, 2002a); Business Matters for Professionals (FIG, 2002b); the Aguascalientes Statement (FIG, 2005); and Capacity Assessment in Land Administration (FIG, 2008). The Task Force will be closed in 2010, but the important work of capacity building will continue to be a key theme for the FIG Council and Commissions, and the Task Force believes that the FIG Publication resulting from its work provides a valuable reference work for FIG and others in the vital and continuous activity of capacity building.

2. THE SCOPE 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 terms, as context for the ensuing description of Task Force work.

2.1   Capacity, Capacity Building and Sustainable Organisations

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 sustainably." UNDP (1997) has also provided the following definition of capacity development: "the process by which individuals, organisations, institutions and societies develop abilities (individually and collectively) to perform functions, solve problems and set and achieve objectives."

Capacity building consists of the key components of capacity assessment and capacity development. 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.

So what is a sustainable organisation? From these definitions, it is one which:
• Performs its functions effectively and efficiently;
• Has the capability to meet the demands placed on it; and
• Continuously builds its capacity and capability so that it can respond to future challenges.
Such an organisation needs to assess its capacity honestly and objectively, and to give focused attention to capacity development. The emphasis on sustainability is vital: unless capacity is sustainable, an organisation cannot respond effectively to the ongoing demands placed on it.

2.2   Land Administration

Land administration is a central 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. Figure 1 below depicts how these elements link together to provide a sustainable land administration system.
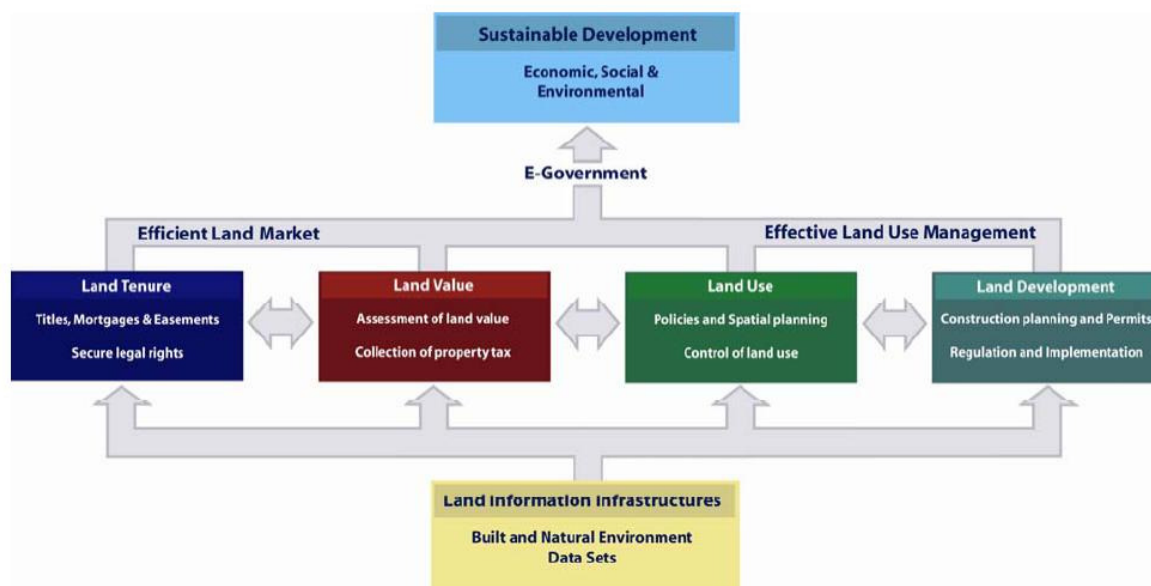
Figure 1: A Global Land Administration Perspective (Enemark, 2004)

The day to day operation and management of the four land administration elements involves national agencies, regional and local authorities, and the private sector in terms of, for instance, 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; and
- 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 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 such very significant numbers, as well as the central importance of sound land management, the need for sustainable and effective organisations in the field of surveying and land administration is clear.

2.3 Institutional and Organisational Development

For the purposes of this paper and the work of the Task Force, institutional development relates to the enhancement of the capacity of national surveying, mapping, land registration and spatial information 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, in contrast, 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)

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 (such as certainty of land tenure).

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, 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.

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3. A FRAMEWORK TO ASSESS CURRENT CAPACITY

As described in section 2 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 to assess capacity

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. With valuable input from 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.

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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 recognise 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 a self-assessment questionnaire

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 were 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

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- 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

The full text of the questionnaire can be found at www.fig.net/tf/organisation/index.htm

3.3 Results

The assessment template was made available on line during the middle months of 2008, and was also made available in hard copy versions. 41 questionnaires were completed in full. 17 of these were completed on line, giving the full richness of scoring each statement 1-4; the other 25 were completed on hard copies, with only the statement most closely matching the national/ state situation marked (this after strong feedback from non-native English speakers that the 1-4 system made it very complicated).

The results included returns from:

Australia	Denmark	Malawi	Swaziland
Brunei	Egypt	Nigeria	The Netherlands
Bulgaria	Fiji	Norway	The Philippines
Canada	Finland	Singapore	Tonga
Colombia	France	Solomon Islands	UK
Cook Islands	Germany	South Africa	USA
Czech Republic	Hong Kong	Sri Lanka	Vanuatu

giving a broad geographic spread of responses. The responses to many of the questions were very clear cut, suggesting that common issues exist in different regions – this was encouraging in that it allowed a single set of outputs from the Task Force to support work in various regions. The table below provides an overview of the responses.

	Societal	Organisational	Individual
Policy development	4	3	3
Conversion into programmes	3	3	2
Division of work	1	3	2
Producing outputs	2	3	3
Use of outputs	2	3	3
Learning	3	3	2

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

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A textual summary of the results is that:

- The organisational section scores best, with the third answer being selected in all six areas;
- In the institutional section, the worst answer is selected once and the second answer two times. Despite the best answer being selected once, it is last choice for very many respondents;
- In the individual section, the second answer is selected three times and the third answer three times;
- The area scoring best is policy development;
- The area scoring worst is agreeing the division of labour between stakeholders at the various levels.

Of course, this analysis is somewhat crude, simply showing the answer that is selected most often by respondents as their first choice (the best fit with their perception of the situation in their country); and it is of 41 completed returns, albeit from a wide range of countries.

3.4 Key issues emerging for developing capacity

Recognising the constraints set out in the previous section, the Task Force examined the responses, including the textual responses of specific issues which hamper organisational capacity in the views of the respondents, and came to the view that the following broad conclusions could be drawn from the responses:

- Cooperation between organisations is a weak point, with cooperation instead being suspicion in some cases, and the remits and skills of the different organisations not joined up effectively;

- Effective working across sectors is a particular issue brought forward in the free-form comments;

- There are skill gaps declared, particularly in the conversion of policy into programmes, the division of labour, and ensuring effective learning and development;

- Stakeholder requirements appear insufficiently understood/ insufficiently balanced when turning to ensuring effective use of outputs;

- There is insufficient time and effort given to learning from past experience.

The Task Force also considered a number of other publications concerning land administration policy guidelines, including those from the UN FAO (2007), AusAID (2008) and Land Equity International (2008). The last two of these focus on elements of land administration which need to be in place; the FAO document considers good governance and therefore provides the closest parallel with the work of the FIG Task Force. The focus of the FAO document coincides closely with the systemic level as defined in section 1 of this paper, whereas the Task Force work has considered elements more at the organisational level; the two documents therefore appear to complement each other.

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For reference, the practical measures set out by FAO for improving land governance in land administration are:

- Introduce a framework for transparency;
- Set service standards;
- Improve systems and processes;
- Build capacity;
- Secure finances;
- Develop a human resources policy;
- Establish independent auditing;
- Make effective use of information technology and communications;
- Support professional organisations;
- Strengthen customary institutions.

4. NECESSARY COMPONENTS IN SUSTAINABLE ORGANISATIONS

As a result of its work and in light of the other publications it reviewed, the Task Force developed the following list of key components which need to be in place in a sustainable organisation, and which are often not in place:

1. Make clear statements defining the responsibilities of each level/ sector

2. Provide transparent leadership 'from the top' to encourage collaboration in both top-down and bottom-up ways

3. Define clear roles for the different sectors, including the private sector

4. Establish a clear organisational culture that supports a cooperative approach amongst individual employees

5. Ensure that the network of individuals and organisations has a sufficient voice with key decision makers for land administration issues to be taken fully into account in all central policy making

6. Facilitate policy development and implementation as a process that is open to all stakeholders, with all voices being clearly heard

7. Provide a legal framework that enables the use of modern techniques and cross-sector working

8. Offer relevant training courses that clearly explain, encourage and enable cooperative and action-based working by organisations, within a clearly understood framework of the roles of each level/ sector

9. Share experiences through structured methods for learning from each others' expertise and experiences, with this learning fed back into organisational learning

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These statements cover all five elements of the performance management model illustrated in Figure 2.

The following sections give a flavour of the importance of each of these components, and the key questions managers need to consider in relation to each of them. More complete descriptions, including examples, are contained in the FIG Publication developed by the Task Force.

4.1 Make clear statements defining the responsibilities of each level/ sector

Land administration is a far-reaching aspect of government activity and many different organisations are involved in policy development and the delivery of its different elements. This often includes organisations at supra-national, national, regional and local level. Many aspects of the work will be laid down in formal legislation, but much of this legislation will focus on the work of particular organisations or parts of the system. Other elements of the system will rely on informal understandings or 'custom and practice'.

In a truly sustainable system, each organisation involved in land administration knows what its role is – and what it isn't – and which other organisations it needs to work with to deliver overall objectives. This is clear to stakeholders – politicians, land owners and occupiers, private sector firms, citizens, staff – meaning that the right work is done in the right places. This in turn means that scarce resources aren't wasted on correcting confusion and that the agreed goals of the land administration system are delivered more effectively.

Key questions for managers to consider:
- *Are you clear what the role of your organisation is in the land administration process and how it interacts with that of other organisations?*
- *Are you clear on the roles and responsibilities of the other organisations with which you need to interact?*
- *Are your staff clear?*
- *Do other organisations and stakeholders agree your understanding of roles and responsibilities?*
- *Does the division of responsibilities enable effective delivery of land administration functions?*
- *Does legislation support this division of responsibilities?*

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4.2 Provide transparent leadership 'from the top' to encourage collaboration in both top-down and bottom-up ways

Many different organisations are involved in land administration. There is an understandable tendency for each organisation to set targets and priorities based around its own activities. This provides staff, managers and stakeholders of that organisation with assurance that it is working efficiently and effectively. Such an approach, however, can limit the overall effectiveness of the system.

In a truly sustainable system, the various organisations involved in the land administration system work together to agree shared objectives which improve overall system efficiency. This is challenging work for managers, who may often be assessed and rewarded based on the efficiency of their organisation. This emphasis on end-to-end effectiveness therefore needs to be reinforced by clear messages and actions from governments and administrations, to make clear that such joining up is both required and expected. This top down demonstration, complemented by appropriate target setting, gives staff in the different organisations the confidence to think widely about the opportunities for overall system improvement, and to work together to deliver this.

Key questions for managers to consider:
- *Do you, as a manager within the land administration system, understand the extent of the end-to-end processes involved in the system?*
- *Do you appreciate the benefits that can be delivered by those involved in the entire process working together effectively?*
- *Are you assessed on the overall effectiveness of the land administration system for your jurisdiction and its citizens?*
- *Do you give a clear lead, in word and action, to your staff to work to improve the effectiveness of the overall system?*
- *Are the necessary informal and formal agreements between organisations in place to support cross-organisation working?*
- *Is there the necessary culture of working together to support cross-organisation working?*

4.3 Define clear roles for the different sectors, including the private sector

Because of its fundamental importance to economic and national development, the land administration system – and most of its components – is in most jurisdictions managed and operated by the government. Ultimately, the task of allocating roles rests with government as the custodian – on behalf of the citizen – of an effective land administration system.

In many jurisdictions, the private sector delivers key elements of the land administration system. The role of government in allocating responsibilities and tasks, however, can lead to the private sector feeling that it is seen as secondary by the public sector.

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The academic sector is also pivotal in maintaining sustainable capacity: it is this sector which designs and delivers training courses – both at the start of people's careers and, increasingly, in lifelong learning. These courses must deliver the required information, and set the required culture of effective collaboration.

In a truly sustainable system, government (on behalf of citizens) retains overall responsibility for the land administration system. It engages with representatives of all of the other sectors involved to agree each sector's roles and responsibilities. The government then allocates roles and tasks between sectors in the most effective manner, and keeps this under review to ensure that changes in capacity and capability lead to adjustment of allocations as appropriate.

Key questions for managers to consider:
- *Do you have a clear understanding of the current roles of the different sectors – public, private, academic – in the land administration system?*
- *Is the allocation of roles clear and objective?*
- *Does the allocation of roles support the effective operation of the land administration system?*
- *Is the allocation of roles agreed with leaders of all sectors?*
- *Is the allocation of roles kept under review and adjusted as necessary?*

4.4 Establish a clear organisational culture that supports a cooperative approach amongst individual employees

Within an organisation, managers may state that working across and beyond the organisation is important. But if staff performance is assessed on their individual effectiveness in their particular role, collaborative working will not develop in practice.

In a truly sustainable system, words, actions and systems all fully support a cooperative approach to activity, both across teams and business units within an organisation, and between organisations.

The key influence on the approach taken in practice is the organisational culture – that unspoken, unwritten understanding of 'the way we do things round here'. Elements that need to be considered in the organisational culture include: the way that people are rewarded (for individual performance or for team effort); the symbols that are used (the success stories reported in formal publications, the news in staff briefings, even the pictures in the office reception area). And all of this needs to be continuously reinforced by all levels of managers in their words and their actions – for instance, that managers of organisations are seen to meet regularly together to agree inter-organisation liaison.

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Key questions for managers to consider:
- *Do your words and your actions consistently reinforce the need for joined up collaborative working throughout your organisation and with other relevant organisations?*
- *Do your organisation's key targets explicitly include elements that can only be delivered with input from other organisations?*
- *Is staff performance measured with reference to the overall success of the land administration system?*
- *Are the successes you report internally and externally related to the need to deliver overall system goals?*

4.5 Ensure that the network of individuals and organisations has a sufficient voice with key decision makers for land administration issues to be taken fully into account in all central policy making

Many organisations are involved in delivering an effective land administration system. These organisations may be working, individually and collectively, very effectively. However, it is also important that the legal and policy framework in place fully supports operational delivery, and that the framework is sufficiently responsive to political, economic, social and technological changes to enable sustainable development.

In many countries, policy making and operational delivery are seen as distinct activities with limited communication between them. This is likely to lead to policy that is not grounded in practical reality, and operational delivery which is constrained (and sometimes impossible) because of inappropriate policy. Excellent social policy objectives will not be delivered if the proposed implementation is cumbersome or unworkable.

In a truly sustainable system, policy making and operational delivery are seen as parts of the same activity, with constant communication and iteration between the two parts to ensure that policy meets the needs of the government and its citizens, but that the policy can be faithfully and completely delivered. It is therefore essential that policy makers receive and take fully into account the constructive, well-articulated views of operational delivery staff and vice versa. Policy makers receive very many representations to introduce, adapt or repeal policy. It is therefore vital that those responsible for delivering the land administration system – in the public and the private sectors – speak with a strong, coherent voice, and use a variety of channels to influence the policy makers.

Key questions for managers to consider:
- *Does your organisation have strong and effective links with policy makers?*
- *Do these links give you a voice that is heard in the policy development process?*
- *Does the policy development and maintenance process sufficiently recognise operational realities?*
- *Are the links sufficiently formalised that they will survive changes of key individuals?*

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4.6 Facilitate policy development and implementation as a process that is open to all stakeholders, with all voices being clearly heard

It is important that those developing policy for land administration, and those delivering the land administration system, clearly hear other voices. Individual citizens are key stakeholders in the system and have to believe that the system delivers equitably and effectively. Pressure groups also need to have their voices clearly heard and taken into account.

If stakeholders do not believe that their voices are heard and respected, they will not have confidence in the land administration system and will use other routes to seek to change decisions that have been made.

In a truly sustainable system, all voices are heard and priorities are agreed based on all of the voices. Communication and feedback explains why certain ideas cannot be taken forward, so that all stakeholders understand and are able to support policy and organisational strategy.

Key questions for managers to consider:
- *Does policy making on land administration matters in your jurisdiction take place in a way that ensures that the voices of all stakeholders are heard?*
- *Do stakeholders have confidence in the fairness and robustness of the policy making process, so that they can accept the results?*
- *Do professionals play a key role in commenting on and shaping policy development?*

4.7 Provide a legal framework that enables the use of modern techniques and cross-sector working

Legal frameworks develop over time and take a good deal of time and effort to alter. Legislative capacity is generally restricted, with many pressures for parliamentary time. This means that many countries rely on relatively old legislation to control the land administration system. That in itself is not a problem; the problem arises if the legislation prescribes details of the work to be completed.

Legislation is also the highest authority in any jurisdiction, providing the legal framework within which all citizens and organisations must operate. It is therefore important that the law does not restrict or hinder cross-sector working, and is managed in a flexible way so that it can adjust to changes in society and technology.

In a truly sustainable system, the necessary constraints of the law making process and timetable are fully recognised, and laws focus on required outcomes. Inputs such as technical matters which change on a regular basis, are managed through regulations or instructions

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under the authority of the law but which can be changed in a more flexible (but transparent and accountable) manner.

Key questions for managers to consider:
- *Does the law covering the land administration system provide a clear framework of requirements whilst avoiding stipulating inputs and methods?*
- *Does the law appropriately recognise the reality of different types and formality of tenure?*
- *Are the various types of law, regulation and instruction used appropriately to address issues of principle, policy and procedure?*

4.8 Offer relevant training courses that clearly explain, encourage and enable cooperative and action-based working by organisations, within a clearly understood framework of the roles of each level/ sector

It is important that courses clearly explain the nature of the entire land administration process, and the various organisations and sectors involved, whilst often concentrating on certain aspects. For instance, land survey courses need to explain the land registration system as well as the broader land administration system. This embodies the T-shaped skills principle – that effective practitioners need to have a breadth of understanding across a range of activities, along with detailed understanding of their chosen area of specialisation. This is as equally relevant to start-of-career training courses as it is to lifelong learning courses.

Courses must also attempt to embed the concept of the need to work across disciplines and organisations – which can then be developed further as students from the courses go to work for different employers and in different sectors.

In a truly sustainable system, those developing training courses work very closely with those in practice and responsible for policy development and operational delivery, to ensure that the courses meet practitioners' needs in a timely way whilst being firmly rooted in academic knowledge and discipline.

Key questions for managers to consider:
- *Do education and training courses for surveyors reflect the reality of professional practice?*
- *Are training courses regularly reviewed with key input from practising professionals?*
- *Are staff from your organisation invited to participate in other organisations' training courses – and do staff from other organisations participate in your organisation's training courses – to assist in the spread of information and in building relationships?*
- *Do training courses provide students with a clear overview of the entire land administration system and the various organisations involved, before providing detailed education in particular components of it?*

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- *Do training courses include examples of successful collaborative working between organisations and individuals?*

4.9 Share experiences through structured methods for learning from each others' expertise and experiences, with this learning fed back into organisational learning

Busy people do not spend sufficient time learning from experiences. This problem increases with the increasing business and personal pressures on us all, and the increasing expectation that instant communication requires instant decision making. It is, however, well documented that collating and using lessons learned from particular tasks can shorten the time to complete future tasks. This process need not be lengthy – but neither should the time given to it be unnecessarily restricted.

In a truly sustainable system, proper time is given to a structured learning process which involves all of the affected individuals and organisations. The results are agreed and widely shared to facilitate wide and ongoing learning.

Key questions for managers to consider:
- *Do you complete a structured learning process with those involved at the end of a project?*
- *Do you share the results of this learning with others who might benefit from it now or in the future?*
- *Do you use web-based systems to share and gain learning?*

5. FINAL REMARKS

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

- Developed, tested and refined a self-assessment template to determine where the main strengths and weaknesses in land administration capacity lie;

- Used the results of the template, and examination of other publications, to propose key components that need to be in place in a sustainable organisation;

- Developed an FIG Publication providing guidance for managers in this vital area, including key questions for managers to consider, and examples from different countries.

The Task Force will deliver its final report to the FIG General Assembly in Sydney in April 2010. The work of building the capacity will, however, continue to be a key focus for the FIG Council and Commissions, and the incoming Commission Officers are currently considering how they can most effectively build on and further the work completed by the Task Force.

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BIOGRAPHICAL NOTES OF THE AUTHOR MAKING THE PRESENTATION

Iain Greenway is Chief Survey Officer of Northern Ireland and Director of Operations in Land & Property Services. As such, he is responsible for all land registration and rate collection activity in the Agency, as well as overseeing the development of the Geographic Information Strategy for Northern Ireland. He was from 2006-2008 Chief Executive of 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 (PSPP).

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), an Honorary Fellow of the Chartered Institution of Civil Engineering Surveyors (FInstCES), a Fellow of the Irish Institution of Surveyors (FIS) and a member of the Chartered Institute of Marketing (MCIM). He was elected a Vice President of the International Federation of Surveyors (FIG) for 2009-12 and between 1998 and 2006 was the head of the RICS delegation to FIG. He was from 1997 until 2009 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.

CONTACTS

Iain Greenway
Land & Property Services
Oxford House
49-55 Chichester Street
Town Parks
Belfast BT1 4HH
UNITED KINGDOM
Tel. + 44 28 9025 2253
Fax + 44 28 9025 2113
E-mail: iain.greenway@btinternet.com

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