



IMPLEMENTING LAND POLICIES: A PRACTICAL GUIDE FOR ASSESSING CAPACITY

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IMPLEMENTING LAND POLICIES: A PRACTICAL GUIDE FOR ASSESSING CAPACITY

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INTRODUCTION

INTRODUCTION

Imagine a city in which urban planners suddenly find that the land they had allocated for industrial development is now home to hundreds of people living in a dense maze of shacks.

Imagine that the resulting tide of land disputes overwhelms the courts, with different parties laying claim to the same plots, and that local authorities are unable to fund urban improvements or waste-collection services because they cannot raise the revenue until the land disputes are settled.

Imagine that, at the same time, farmers on the edge of this city are reluctant to invest because they do not have secure tenure of their land, and are opportunistically selling off or renting out portions of their land in the informal land market to supplement their uncertain incomes.

While the situation above is just a hypothetical scenario, it could very well describe the state of many cities and towns around the world today, in both developed and developing countries. The challenges being faced are rooted in a high demand for land due to urbanization, unequal land access, insecurity of tenure, unsustainable land use and weak land-governance institutions.

An inability to deal with such land-related challenges is in large part due to a **lack of capacity to implement relevant policies**. Many countries do have suitable land policies on paper but fail to implement them effectively because of inadequacies in the **land management and administration system** (Box 1).

The lack of capacity may take on many forms: not enough personnel; poorly trained staff; a lack of funding; mechanisms, tools and procedures that have outlived their usefulness; poorly adjusted policies; inadequate land-use planning; confusion or overlaps in institutional responsibilities; inadequate communication; a lack of key equipment, and so on. A combination of such factors may hamper the land management and administration functions across several institutions and layers of government. The problems may not be confined to government: the private sector and the public can also exacerbate matters by finding ways around the system that are cheaper or that avoid cumbersome rules.

Capacity development is urgently required to strengthen land-related institutions and organizations, enhance the skills of key actors in the land sector, develop and pilot new tools, and scale up good practices.

Box 1. Land management and administration

Land management: “The process by which the resources of land are put to good effect. It covers all activities concerned with the management of land as a resource both from an environmental and from an economic perspective.”

Land administration: “Processes of recording and disseminating information about the ownership, value and use of land and its associated resources. Such processes include the determination (‘adjudication’) of rights and other attributes of the land, the survey and description of these, their detailed documentation and the provision of relevant information in support of land markets.”

Source: United Nations Economic Commission for Europe (1996) pp.13–14

To develop the capacity of the land management and administration system in a country, we first need to assess the current situation. What are the policies, institutions and organizations involved? What problems do the organizations and individuals in the land management and administration system face? What causes these problems? Only by answering these questions can we find ways to resolve the problems and develop the capacity of the organizations involved in the system.

The Global Land Tool Network (GLTN) has long recognized that a lack of capacity within the land management and administration system hampers the implementation of land policies. It therefore seeks to strengthen the capacity of national and subnational land-related institutions. To do this effectively requires a systematic assessment of the capacity needs that incorporates GLTN's focus on pro-poor, inclusive and holistic approaches.

Producing this Guide

In 2013, GLTN started a research project to develop a methodology to assess capacity within the land management and administration system. The project was undertaken by a GLTN partner, the Faculty of Geo-information Science and Earth Observation at the University of Twente at Enschede in the Netherlands. This was part of a joint programme coordinated by GLTN's International Research and Training Institutions Cluster. A literature review (de Vries and Groenendijk, 2014) outlined the concepts of "capacity development", "capacity development assessments", and the land sector. These ideas were tested and revised through three feedback and validation workshops in 2014 in Kenya (de Vries, 2014b), Mozambique (Groenendijk, 2014) and Uganda (de Vries, 2014c). A synthesis report (de Vries, 2014a) made recommendations on how to further improve the methodology and this was then pilot-tested in Uganda in 2016–17 (Musunguzi, 2017). This resulted in further recommendations to simplify and streamline the approach.

This Guide builds on this work. It presents a practical tool for assessing the capacity of land management

and administration systems that can be used for the land sector as a whole or for one or more of its components.

This document also draws on guides to capacity assessment and development by the following GLTN partners: Food and Agriculture Organization of the United Nations (FAO, 2013 and 2015), the International Fund for Agricultural Development (IFAD, Pritchard 2014) and the International Federation of Surveyors (FIG, 2008). This document has also utilized components of the GLTN Capacity Development Strategy (UN-Habitat and GLTN, 2014).

In this Guide

This Guide provides an approach to assessing the capacity of a land management and administration system (or part of a system) at the national, regional or local level. It consists of four sections:

- **Introduction.** This describes what we mean by a land management and administration system, capacity development and capacity assessment, and the desirable features of a capacity assessment.

We suggest that such a capacity assessment should consist of three main steps, each consisting of several aspects or sub-steps (Figure 1). Each of the remaining sections covers one of these steps:

- 1. Prepare.** This covers how to determine the scope of the assessment, gather ideas to guide the assessment, and organize the assessment team.
- 2. Assess.** This deals with the assessment methods. It suggests a question checklist (to be adapted to the situation), a matrix within which to organize the information gathered, potential information-gathering techniques, methods to analyse the findings of the assessment, and examples of approaches for implementing capacity development interventions.
- 3. Report.** A major output of a capacity assessment will consist of a report with findings and recommendations. This section suggests a format for the report, ways to present results and how to formulate an action plan.

These are suggestions only. Each situation is different and will require a different approach. A wide-ranging capacity assessment for a national land management and administration system will be very different from one focused on a single institution or municipality.

The ideas in this Guide should be adapted to suit the needs and objectives of each unique situation. Some of the sub-steps can be skipped, for example, or be completed in a different order from that presented here.

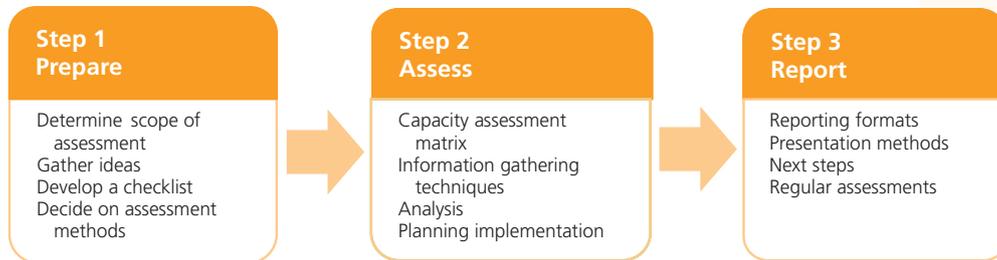


Figure 1. Three steps in capacity assessment



LAND MANAGEMENT AND ADMINISTRATION SYSTEMS

LAND MANAGEMENT AND ADMINISTRATION SYSTEMS

Land management and administration systems typically perform four functions: **land tenure, land value, land use, and land development** (Figure 2, Box 2). These functions support the goal of sustainable economic development.

The four functions are guided by a **land policy framework**, which consists of laws, policies and practices related to land. These may be consolidated into a single law or (more commonly) spread among laws governing different issues. For example, various types of land (urban, rural, pastoral land, forests) may be subject to different laws.

Supporting the functions is a **land information infrastructure**. This is made up of the land registries

and cadastre systems that include spatial information (maps), records of ownership and use rights, registers of transactions, records of debts and obligations, land values, actual and permitted uses, and plans for future use. It links the physical environment (buildings, infrastructure such as roads, drains, pipes and cables) with legal and social rights (ownership, rights of way, usage rights) and the natural environment (topography, vegetation, natural resources).

Each **country context** is different. The policy approach and legal system, and the history, responsibility, makeup and capabilities of the institutions vary from one country to another. In the developing world, the colonial history often determines the approach used and the types and responsibilities of institutions that exist. A revolution in

Box 2. Four functions of land management and administration

Land management and administration covers the processes and institutions related to:

Land tenure

- Securing access to land and the resources related to it, their allocation, recording and security
- Cadastral mapping and legal surveys to determine parcel boundaries
- Creation of new properties or alteration of existing properties
- Transfer of property or use from one party to another through sale, lease, or credit security
- Management and adjudication of doubts and disputes regarding land rights and parcel boundaries.

Land value

- Assessing the value of land and properties
- Calculating and gathering revenues through taxation
- Managing and adjudicating land-valuation and taxation disputes

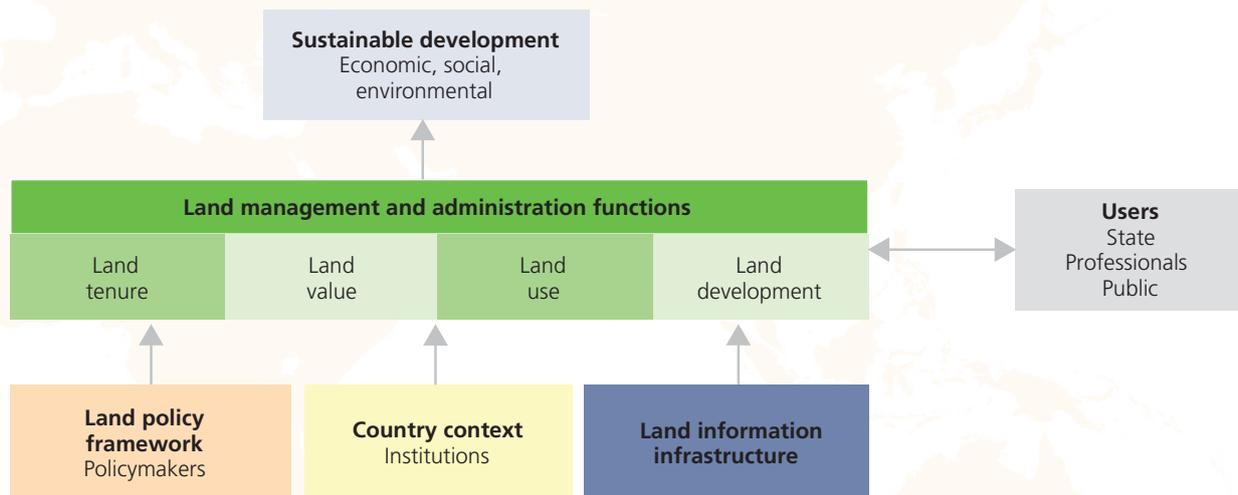
Land use

- Control of land use by adopting planning policies and land-use regulations at the national, regional and local levels
- Enforcing land-use regulations
- Managing and adjudicating land-use conflicts

Land development

- Building new physical infrastructure and utilities
- Planning construction
- Acquiring land for the public
- Expropriating land
- Changing land use by granting planning permissions and building and land-use permits
- Distributing development costs.

Adapted from Williamson et al. (2010), pp. 119–22



Adapted from Williamson et al. (2010)

Figure 2. The land management and administration system

the past may have fundamentally changed how land is managed (for example, by confiscating private land and vesting ownership in the state).

These functions are performed by a mix of **managers and staff**, including surveyors, engineers, lawyers, valuers, land economists, planners and developers. The functions may be divided among different **organizations** at different levels of government: those responsible for surveying, planning, maintaining the cadastre, taxation, city planning, the courts, etc. Some of these functions (such as surveying) may be performed by the private sector.

Responsibility for the land management and administration system lies primarily with government. The **users** of (and people affected by) the system include anyone who owns, occupies or uses land, or who deals with land in some way – in other words, everyone. These users have different interests and will draw on different services from the system. We can divide users into three broad categories:

- **The state.** Various branches of the national and local government use the land management and administration system. For example, the agriculture

department may need information on the land uses permitted in a particular area, the water board will need to know the location of pipes, and the police may need to check on the registered ownership of a disputed land parcel. The state itself is often a major landowner.

- **Professionals.** These include developers, architects, surveyors, estate agents, banks, investors, community organizations and academics who are interested in land from a professional point of view. They are likely to use the system frequently.
- **The public.** Individual men and women, households, farmers, pastoralists and businesses who occupy, use and/or own land, may have to pay tax on it, and who may want to transfer it to others or prevent others from using it. Many use the system infrequently – perhaps even only once in a lifetime, for example to buy a plot on which to build a house. Nevertheless, they are continually affected by it – for example by the construction of a new road, the development of a neighbouring parcel of land, or the growth of informal settlements or slums.

The land management and administration system must be able to serve all three categories of users.

Fit-for-purpose

Many land management and administration systems are not well-suited to the role they are designed to perform. They may be underfunded, understaffed, underequipped and overwhelmed, and lack adequate policy guidance or enforcement mechanisms. Sometimes they are over-designed and expensive; they try to gather too much unnecessary information at too high a level of precision; updating the information may be cumbersome and all too often does not happen. Unable to keep up with reality on the ground, the information quickly becomes outdated and useless. Instead of reflecting and managing processes like changing land-ownership trends, the system obstructs them.

A land management and administration system must be “**fit-for-purpose**”: it must be designed to perform a particular function efficiently and at low cost.

Fit-for-purpose: Doing as little as possible, but as much as is necessary (for the purpose)

Such a system must be:

- **Participatory.** It should ensure community support and involve local people in recording and maintaining information.
- **Upgradeable.** It must be possible to upgrade the system incrementally in response to social and legal needs and emerging economic opportunities.

- **Realistic.** It must be possible to set up system in a reasonable time and with the resources available.
- **Economical,** both for the government to set up and operate, and for companies and people to use.
- **Flexible** in the ways it captures information (for example, it might use satellite imagery instead of expensive, time-consuming ground surveys).
- **Inclusive** in scope. It should cover all types of tenure (from formal individual titles to informal and communal user rights) and land (residential, cropland, grazing land, etc.).
- **Trustworthy.** The information must be reliable, authoritative and up to date, within a system that is transparent concerning procedures, costs and rights

The “fit-for-purpose” requirement applies not only to the land management and administration system itself, but also to efforts to assess its capacity.

Imagine you want to know the size of a field. How should you go about finding this out? It depends on your purpose:

- If you want to know how many sheep can be grazed on it, you can judge it by eye or ask the owner.
- If you want to know roughly how much the field is worth, you can check a large-scale map to determine the approximate size and calculate the approximate value by using the average market value of land in the area.

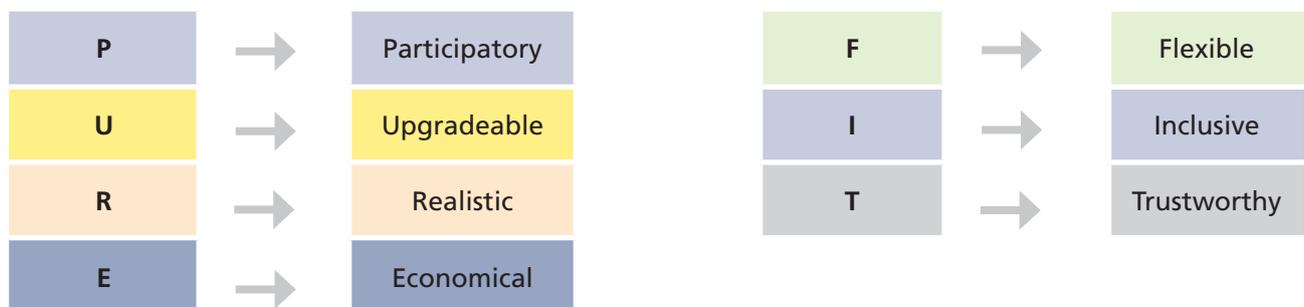


Figure 3. Fit-for-purpose (“PURE FIT”)

- If you want to know how many people are living there, you can use an aerial photograph, count the dwellings and make an estimate based on the average household size.
- If you want to delineate the precise boundaries for a high-rise building project, you will need to survey it with specialized equipment. This is the most accurate method, but it is also the most time-consuming and expensive.

You should choose the method that best suits your purpose. You can always go back and use a more accurate method if your reason for knowing the size changes in future. See Enemark, McLaren and Lemmen (2016) for more information on the fit-for-purpose principles and approach to land administration.

Participatory, pro-poor, gendered

All too often, land management and administration systems are run in a way that benefits the rich, the powerful and men. They fail to record the rights or claims that the poor, the marginalized and women may have over the land. The information that these systems contain can be accessed only by particular groups of people: those with the money and skills to do so. That enables the powerful to dominate the competition for scarce land resources.

To correct this, the capacity of land management and administration systems must be strengthened – and in ways that ensure land access and security for all members of society, not just the elite. For this, good governance, sustained political will and institutional support are vital. In addition, policies, land tools and approaches are needed that can promote increased access to land and tenure security for all. The fit-for-purpose approach explored above is one such example; others include the continuum of land rights, Social Tenure Domain Model (STD), and Gender Evaluation Criteria. For more information on these tools and approaches and others, see UN-Habitat, GLTN and IIRR (2012).

It follows that assessing the capacity of the land management and administration system must be conducted in a participatory way. It should involve a

wide range of stakeholders – not just land professionals and members of the elite, but also civil society and local land users.

Capacity development

Capacity development: the process through which individuals, organizations and societies obtain, strengthen and maintain the capabilities to set and achieve their own development objectives over time

– Organisation for Economic Cooperation and Development (2006)

We can think of capacity development as occurring at three levels: individual, organizational and the enabling environment (Figure 4).

Each level affects the others. The numbers, skills and experience of staff help determine the effectiveness of the organizations in which they work and, in turn, are shaped by these organizations. The functioning of an organization depends on the policies and rules that govern it, but those policies and rules are, to a certain extent, set by the current situation and potential of the organization.

Capacity development does not start from scratch. Any individual or organization already has some existing capacity that capacity development seeks to identify and build on. For individuals, that means recognizing their current skills and finding ways to improve them. For organizations, it means analysing the current organizational structures and functions and adapting them to the current or anticipated needs without unnecessary disruption.

Capacity development is all too often neglected in both development projects and in the day-to-day running of land management and administration systems. Instead, it should be a mainstream component that is addressed up front in a project, and as an integral part of the system, and not as an afterthought or occasional focus of attention (Williamson et al. (2010), p. 300).

THREE LEVELS OF CAPACITY DEVELOPMENT

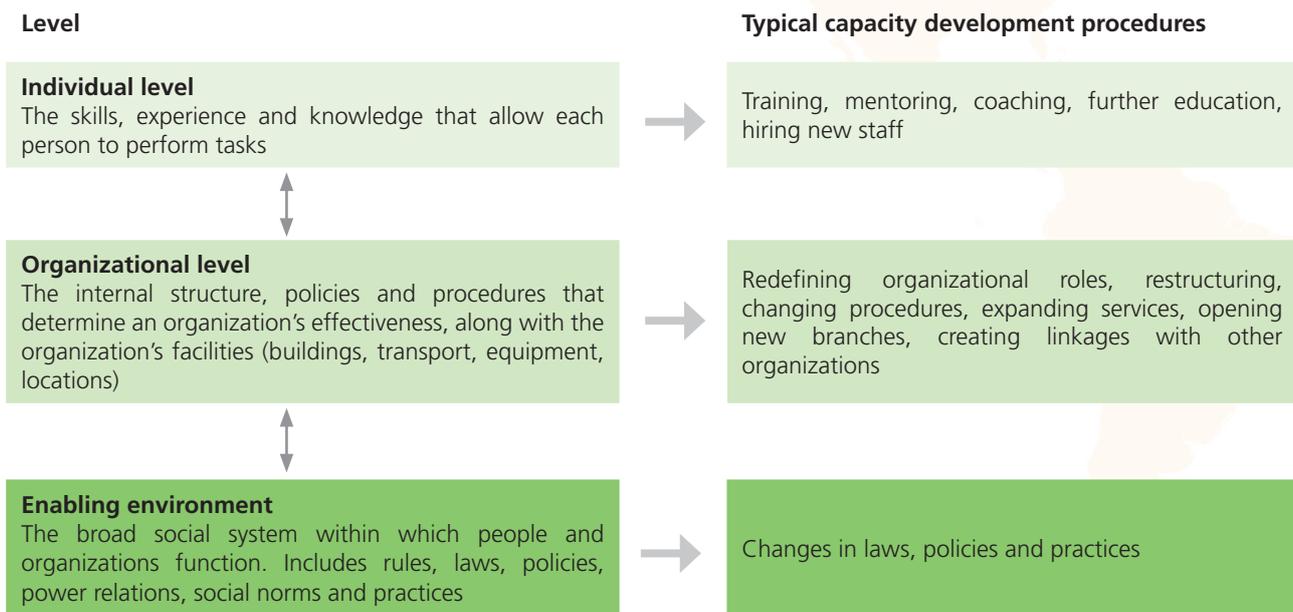


Figure 4. Three levels of capacity development

Capacity development and larger issues

Problems in the land management and administration system are often local manifestations of larger issues: rapid urbanization; rising demand for natural resources; food, water and energy insecurity; natural disasters; violent conflict; and climate change. Such problems are beyond the scope of the land system.

Yet improving capacity in land administration and management may go some way to overcoming or mitigating these larger issues. For example, an appropriate and efficient land management system could allocate land on the edge of cities as a site for future urban growth, plan and build the requisite roads, drains and other infrastructure, and ensure an equitable market for the land. While this would not address the causes of rapid urbanization, it would go some way to mitigating its negative effects.

Similarly, a capable land system could deter people from building on land that is subject to landslides or floods (avoiding damage caused by natural disasters), ensure that rights to land are clear and equitable (reducing

conflict), and protect farmland and water sources from inappropriate development (avoiding food and water insecurity).

Policy design

The design of land policies is intimately related to their implementation. A well-thought-out policy may be stymied by a lack of capacity in the land management and administration system, for example, if there are insufficient staff members to implement it, or they are not adequately trained. A land policy may also be outdated or inappropriate; policies are very often outdated because what is occurring in reality is moving faster than the policymaking process. A well-run land management and administration system will make it easier to detect problems and correct policies as required.

The focus of this Guide is on capacity assessment, not on policies per se. Nevertheless, the assessment process outlined below may reveal inappropriate policies as well as suggest ways that they can be improved.

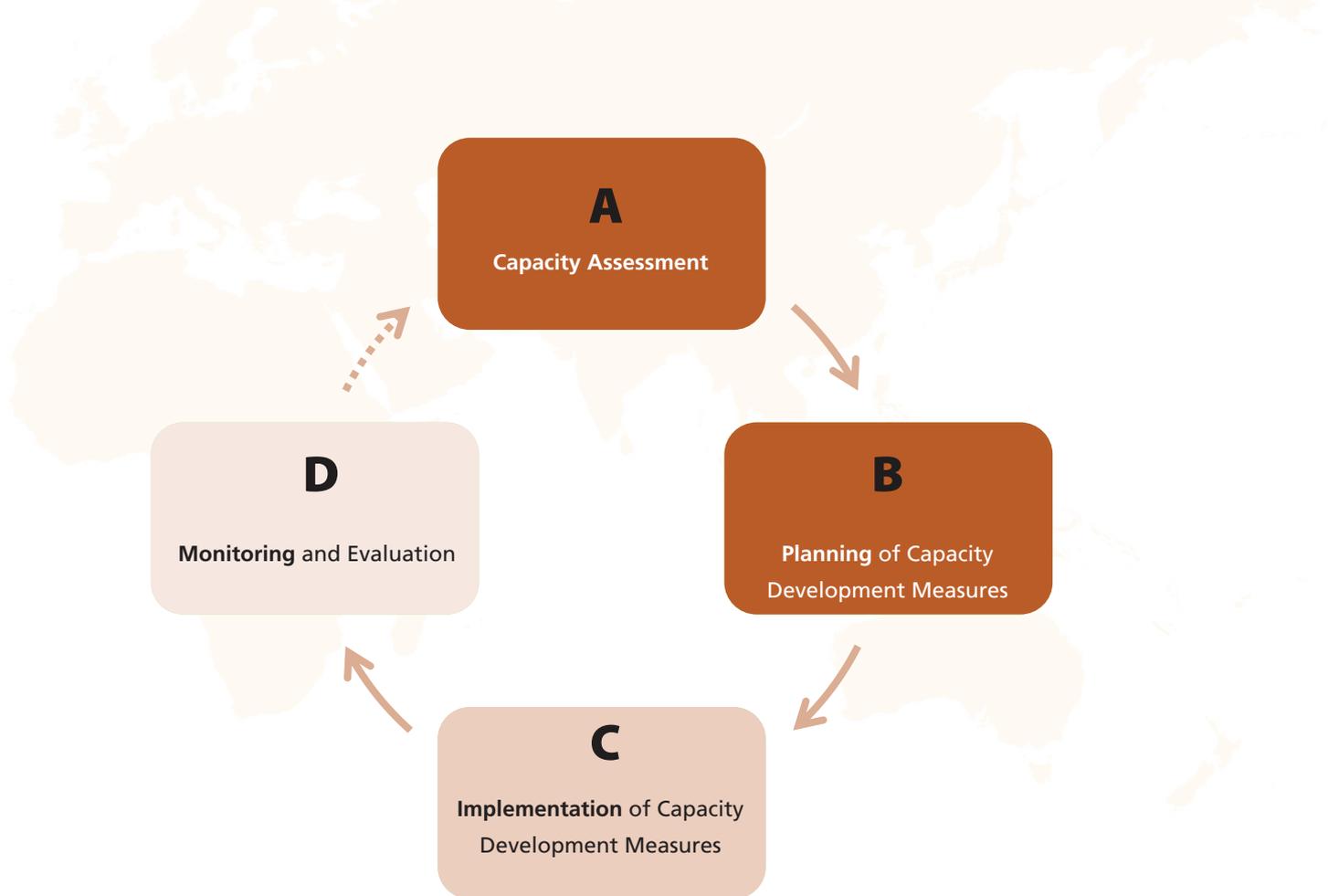


Figure 5. The capacity development process

Capacity assessment

Capacity assessment is part of the process of capacity development (Figure 5). The assessment analyses the current situation in order to identify what the capacity needs (Step A in the figure). It produces a set of recommendations including specific measures to develop the capacity of the system (Step B). These are then put into effect (Step C) and monitored and evaluated to check that they are achieving the expected results (Step D).

This Guide focuses on Step A of this process, capacity assessment.

Levels of capacity assessment

In assessing capacity, we must look at all three levels:

- The **individuals** tasked with implementing the system
- The **organizations** that manage the land management and administration system
- The enabling environment: the laws, policies and practices governing land issues

It is likely that problems need to be addressed at each level. Some problems can be resolved at the same level. For example, a lack of staff skills may be solved by giving them training (individual level). But the solution to one problem at one level may depend on changes at another level. Depending on the situation and need, it may be necessary to approve new facilities or equipment (organizational) or to revise the regulations to make it easier for them to do their job (enabling environment).

Information sources

We can draw information from three main types of sources:

The literature: Reports and studies on the land management and administration system.

Performance indicators: Statistics that measure the extent and effectiveness of the system.

People: This includes:

- Members of the assessment team
- Managers and staff within the land management and administration system
- The policymakers who set the framework for the system
- The government and private-sector professionals who use it frequently
- Local people and communities who use the system occasionally and who are affected by it

- Civil society organizations that support local people and communities

Scope and timing

A capacity assessment may address the land management and administration system as a whole or only part of it (for example, just the land-valuation system or the land management and administration system of a particular local authority).

The capacity assessment should be done in coordination with other initiatives to improve the land management and administration system. For example, it might be done after the development of a national land policy (in order to plan its implementation) or as part of the preparation of such a policy. This is necessary to ensure that any recommendations that come out of the assessment have a reasonable chance of being carried out.



STEP 1. PREPARE

STEP 1. PREPARE

In this step, you determine the scope of the assessment, organize a team to carry out the assessment, gather ideas, develop a question checklist and decide on the assessment methods.

Determine the scope of the assessment

If you already have terms of reference for the assessment, use these as a starting point. These may be fairly general, but try to make them as specific as possible so you can guide the assessment process accordingly. As you gather information, it may be necessary to expand or restrict the scope of the assessment. Discuss and agree any changes with the party that has commissioned the capacity assessment.

Context

What is the background to the capacity assessment? Why has it been initiated? How does it fit into the policy and planning process in the land management and administration system?

Example: The government has developed a new national land policy and is now seeking to implement it. It realizes that the sector faces capacity constraints but there is no comprehensive analysis of these (Box 3)

Objectives

What are the **objectives** of the capacity assessment? How will the output be used?

Example: The objectives are to identify and prioritize major capacity-related problems in the land management and administration system, and to recommend solutions to them. The output will guide capacity development efforts by the Ministry of Lands.

Audience

Who is the **audience** for the output?

This will determine the nature of the output. Is the output intended for senior policymakers in the ministry? Or for staff who will implement the findings?

Example: The primary audience is senior policymakers in the relevant ministry or local authority, as well as managers of the land management and administration organizations covered. Other audiences include lower-level staff (for example in training or procurement departments), potential training providers and equipment suppliers, and professional associations.

Box 3. Capacity assessment for the national land policy in Uganda

“Through the national land policy, the Government of Uganda seeks to ‘ensure efficient, equitable and optimal utilization and management of Uganda’s land resources for poverty reduction, wealth creation, and overall socio-economic development of the country’. However, it is abundantly clear that without sufficient investment in capacity development, it is likely to be very difficult to meet the NLP goal. Capacity development is a core requirement for effective implementation of the NLP due to the need for adequate investment in terms of human, capital, and financial resources.”

Source: Musinguzi (2017)

Output

What type of **output** is required? How much detail is needed? Specific recommendations or general guidelines and principles?

The party commissioning the assessment may want just an assessment of current capacity. Or it may want the assessment to include the planning of capacity-development measures (Figure 5). Possibilities include:

- **Simple assessment:** A listing of capacity-related problems and some recommendations that can be used as general guidance.
- **Assessment + recommendations on the desired situation:** Recommendations on things like staffing levels and responsibilities, new organizational structures, new branch locations, and improved services.
- **Assessment + capacity-development planning:** Detailed recommendations on activities to develop capacity: courses that staff members should take, activities to restructure an organization, equipment to acquire, etc.

Land management and administration can be very technical and it is easy for non-specialists to get lost

in jargon. For a non-technical audience (which includes most policymakers), the output should be written in easily understood language.

It may be necessary to produce several outputs for different audiences:

- A **summary** with key points for the senior policymakers
- A **presentation or video** for those who need to know about the findings
- A **technical report** for those who need the details

Topics

What **topics** should the assessment cover? What are the major issues? What are the boundaries of the investigation?

The boundaries of the assessment may be broad or narrow. It may cover the whole land management and administration function nationwide, spanning several government units and extending into functions performed by the private sector. Or it may be narrow, confined to a particular organization or function, or limited to a single region or municipality.

Table 1. Status of land laws in Uganda

Law	Year enacted	Status of revision
Registration of Titles Act (Ch 230)	1924	Still in force. Issues papers for revision and draft bill prepared
Survey Act (Ch 232)	1939	Still in force. Issues papers for revision and draft bill prepared
Surveyors Registration Act (Ch 275)	1974	Still in force. Issues paper for revision prepared, draft bill prepared, contested by surveyors for not covering all surveying disciplines
Land Information Infrastructure Act	Not in place	New. Issues paper developed; bill drafted
Traditional Rulers (Restitution of Assets and Properties) Act (Ch 247)	1993	In force
Real Estate Agent Act	Not in place	New. Issues paper developed; bill drafted
Succession Act (Ch 162)	1906	Still in force. Amendment bill drafted in 2011
Land Acquisition Act (226)	1965	Still in force. Issues paper for revision prepared, draft bill prepared
Local Government Rating Act (Ch 242)	1979	In force
Condominium Property Act	2001	In force

Source: Musinguzi (2017)

Example: The assessment should cover issues related to land tenure and valuation aspects (a separate assessment is planned for the planning and development functions).

Laws, policies and practices

What **laws, policies and practices** influence the land management and administration system?

Identify the laws, policies and practices that govern (or are related to) the topics you will cover in the assessment. There may be a long list of these, perhaps stretching back into the mists of time (Table 1). Also, identify whether customary laws are likely to be relevant.

Work out what the laws and policies set out to do: what are their goals and how do they specify these are to be achieved. A capacity gap may occur if there is a mismatch between what a law or policy specifies and what happens in practice.

Institutions

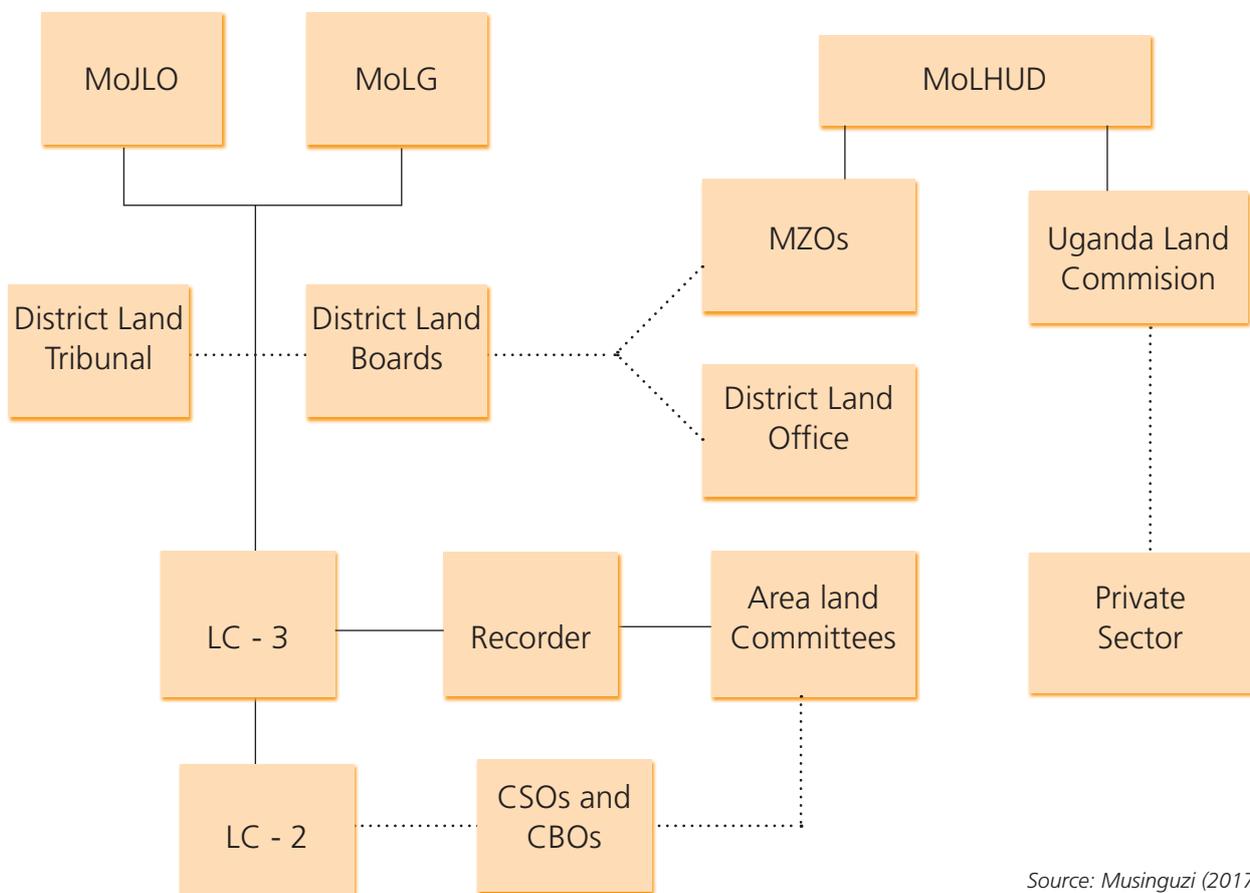
What **institutions** should be included or excluded? How do they relate to each other?

For practical reasons, the capacity assessment may be confined to a single ministry or local authority. Nevertheless, capacity issues in related government units may also be relevant.

You should also include the organizations that may be able to contribute to the solution of problems you identify.

Example: Improving staff skills in the Ministry of Lands may require training and further education. You will need to identify universities or other institutions that can deliver the training required.

Work out how the institutions are related to each other at the national, provincial and local levels (Figure 6).



Source: Musinguzi (2017)

Figure 6. Structure of the land management and administration system in Uganda

Example: The capacity assessment should analyse major capacity issues facing the Ministry of Lands at the national, regional and district levels, along with relevant units of the Ministries of Justice and Local Government.

The relevant institutions are not necessarily formalized by or governed by statutory law. In many countries, customary (sometimes called “traditional”) institutions govern the tenure and usage rights of large areas of land. It is important to recognize such institutions and fully take them into account in the land management and administration system.

Stakeholders

Who are the stakeholders?

Identify who the major stakeholders are. Possibilities include:

- **State-based actors.** Ministries of land, municipalities, local governments, land registries, spatial planning organizations, state cadastral surveyors
- **Community-based organizations.** Local institutions, headmen, community members, grassroots organizations
- **Non-state-based organizations.** NGOs, advocacy groups, media, religious organizations
- **Private organizations.** Private cadastral surveyors, notaries, conveyancers
- **Academic organizations.** Universities, polytechnics

Potential solutions

What is realistic in terms of the **solutions** that you might propose? What is the potential size of the budget for the changes you might recommend?

Try to find out the general size of any potential organizational changes or budget that the client might be willing to consider. There is no point in recommending a major organizational shake-up or a huge investment if this is just not possible. On the other hand, maybe a major shake-up is what the client really wants. Find

out so that you can make recommendations that are realistic given the budget and political situation.

Funding

How much **money** is available for the assessment itself?

This will determine the depth and breadth of the analysis you perform. With a limited budget you may be confined to a one-person desk study and some interviews in the capital city, plus a field trip or two to provincial towns or rural areas. A larger budget makes a more in-depth study possible, with specialist team members, multiple focus groups and surveys in several localities.

Organize an assessment team

Who should perform the capacity assessment?

Team size. This will depend on the scale of the task and the budget available. Everything from a one-person show to a small team to a larger team is possible.

Insiders or outsiders? People who work within the land management and administration service have in-depth understanding of the problems and potential of their organizations. They may, however, lack the distance needed to view the situation objectively or to suggest radical solutions. They may also find it difficult to find time from their regular work to focus on the capacity assessment.

Outsiders (trainers, consultants, academics) may have the opposite problem; they can maintain objectivity and are free of vested interests, but they lack the detailed knowledge that only an insider can bring.

A combination of insiders and outsiders may be the solution. The outsiders can take on the coordination role and provide capacity-assessment skills, while insiders are tasked to provide in-depth insights and arrange access to key informants within each organization.

Skills of team members. The team will need to combine an understanding of land management and administration with capacity assessment and development. At least one team member should be conversant with each of the areas covered: finance, law, records, etc.

Core team and implementation team. A large team may be organized into a core team that coordinates the assessment and performs the analysis, and a larger, more temporary group of individuals who conduct interviews, gather data, etc.

Local people as team members. The assessment should of course gather information from users of the land management and administration system, including local people, community organizations, interest groups and other civil society organizations. It may also be appropriate to recruit members of community organizations or NGOs as full members of the assessment team. Such individuals can provide unique insights and points of view that might otherwise be missed by a team of technocrats. For assessments that address issues that affect users directly, it may be vital to seek the participation of local people and organizations that represent them.

Gather ideas

Identify the range of potential capacity problems that might exist in the land management and administration system.

A capacity problem may not be immediately obvious.

Examples: A conflict between two groups of slum dwellers may seem to be unrelated to the land management and administration, but it may in fact be based in the lack of secure tenure because land parcels are not registered in the cadastre. Corruption in the land management and administration system may be possible because the system is not able to detect and control it.

You can draw on various sources of information: the team's own skills and experience, a review of the literature, an analysis of performance indicators and interviews with key informants.

Skills and experience of team members

If the team members are **insiders**, they will have a wealth of insights into the land management and

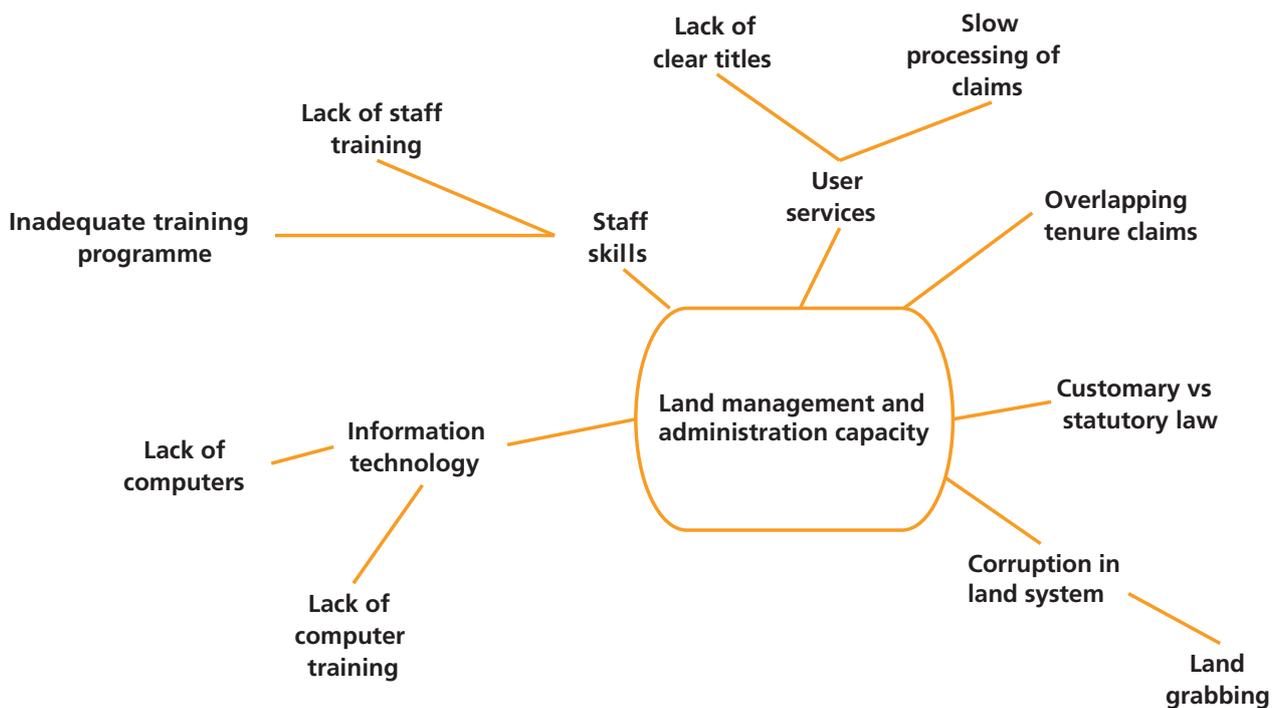


Figure 7. Example of a mind map containing a few ideas

Box 4. Literature review in Uganda

“Documentation on the capacity development issues in Uganda’s land sector exists in different reports submitted by consultants to the Ministry of Lands, Housing and Urban Development. In particular, the team reviewed the report from the “Study on Capacity Assessment of the Land Sector to Support Implementation of the National Land Policy”, which was submitted by Development Alternatives Incorporated (DAI) Europe in March 2016. Although the study did not use the same methodology, it generated some facts which were incorporated into this report. The study also reviewed reports compiled by FAO with information on capacity issues encountered while piloting fit-for-purpose tools for mapping and documentation of customary land rights in Kasese District in Uganda. Literature about use of STDM [the Social Tenure Domain Model] for mapping land rights in Mbale district in Uganda was accessed. These reports captured information on capacity requirements for land institutions at the local government (district and sub-county) level. The study also made use of LIS [land information system] preparatory reports that captured baseline information about data, institutions and processes within the land sector.

“Furthermore, the team reviewed the ministry policy documents such as the land policy, the Land Sector Strategic Plan 2013-23 and the Land Policy Implementation Plan developed in 2016. The documents were reviewed in relation to the GLTN capacity development strategy (2014) as well as other academic and professional reports on capacity development assessment within the land domain.”

Source: Musinguzi (2017)

administration system. You can ask each team member to identify the problems they are familiar with.

If the team members are **outsiders**, they can draw on their experience of other systems and use this to probe the situation at hand.

Brainstorming. This is a useful technique to quickly gather ideas from a group of people. Sit in a circle and invite each person in turn to contribute an idea (a problem, an institution, a potential solution). List the ideas on a flip chart or on cards, then sort them into categories. Invite the group members to rank them according to importance or relevance.

Mind mapping. This is a one-person equivalent of brainstorming. Write an idea (“land management and administration capacity”) in the middle of a blank piece of paper. Around this central idea, write other ideas that are related to it (“staff skills”, “user services”, etc.), and draw lines to connect them to the central idea. Then add further ideas that are related to them and draw lines to indicate the connections. “Big” ideas go near the centre of the diagram; “smaller” ideas and details go on the outside, at the ends of the branches (Figure 7).

Literature review

Identify the major sources of printed information available on the land management and administration

system and land-related problems. These may include land policy documents, evaluations of the land system as a whole (or parts of it), reports from multilateral organizations and donor agencies, scientific articles, conference papers, and manuals from commercial companies and NGOs (Box 4).

Performance indicators

These are measures of how well the system performs. Examples include the proportion of land in the cadastre, the length of time needed to get planning permission, the number and qualifications of staff, and the amount of land tax gathered.

Key informants

Draw on a few individuals who are knowledgeable about the topic: managers in the land management and administration system, professionals who use it frequently, and representatives of community organizations and NGOs, with an intentional effort to engage women. The idea at this stage is to get their ideas on what you should be assessing, not to conduct the assessment itself. You may choose to interview some of the same people again as part of the assessment.

Individual interviews. You can interview key informants individually using an open-ended discussion format. Explore their views of land-related problems

and get them to identify issues and bottlenecks. Ask them for the contact information of key individuals within each organization.

Focus groups. If you can bring a small group of key informants together, you can hold a focus group discussion to gather their ideas.

Ranking problems. Make a list of problems that you have identified from the literature and your experience and interviews. Write each problem on a separate card. Aim for 20 to 30 cards in all. Ask the informants to sort the cards into seven columns, from 7 (most important) to 1 (least important). They should put a few cards into the “most” and “least important” columns, and more in the columns in between (Figure 8). If you repeat this exercise for several informants, you can calculate the average perceived importance for each problem.

You can also tell whether different informants have markedly different points of view – and start to explore the reasons for the divergence.

Develop a question checklist

Based on the information you have gathered, develop a series of questions that you will answer through the capacity assessment. Make sure that these questions cover the breadth of topics and institutions that you have identified. Feel free to adapt and add to the questions as further information becomes available while you carry out the assessment. The answers to the questions will indicate whether a capacity problem exists. The questions will include a combination of quantitative and qualitative measures.

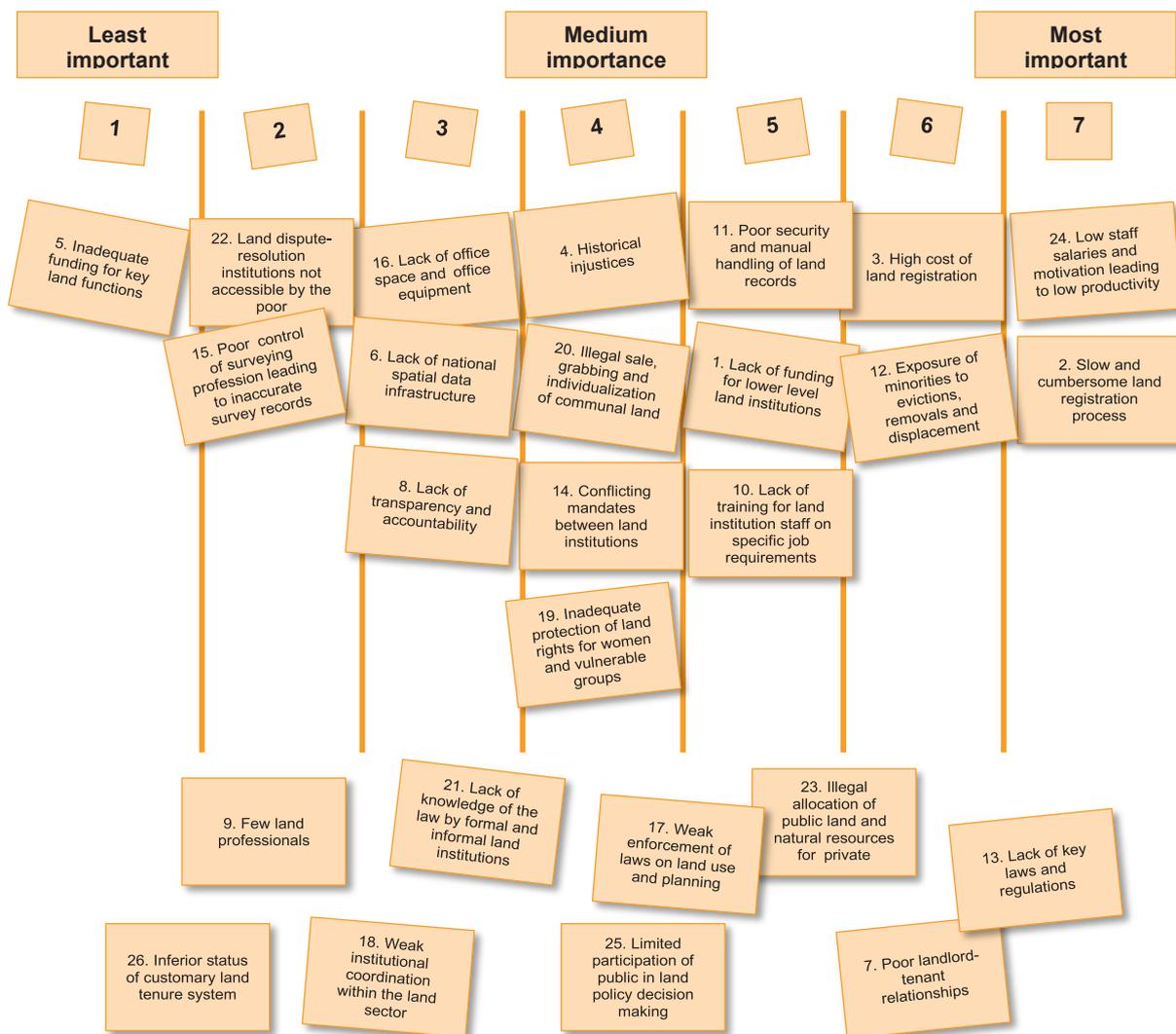


Figure 8. Example of ranking land-related problems. The cards at the top have been sorted into columns; the ones at the bottom have not yet been ranked.

Box 5. Example of a checklist for assessing capacity of land-related organizations

Functions

Which goals and outcomes do the land policy and stakeholders specify for the following?

- Land tenure security
- Land valuation
- Land use
- Land development
- Land information infrastructure

Organizations

Which roles and performance criteria do the land policy and stakeholders specify for the following?

- State-based land agencies
- Non-state-based land agencies
- Private companies

What is the current performance of these organizations compared to the land policy goals and aims?

Poverty reduction

Which goals and outcomes do the land policy and stakeholders specify for poverty reduction?

How many of the state-based staff work on poverty evaluations in connection to land?

Information technology

How much is spent on investment and maintenance in information technology to support land matters?

How many of the state-based staff work with information technology to resolve land matters?

- If < 10% of total → there is a serious capacity problem in information technology
- If > 10% and < 30% → moderate capacity problem in information technology

Customary land

How much of the total land is de facto governed by customary traditions and rules?

- If > 50% → focus on registering customary land according to customary categories

Serving the public

How many land transactions take place per month? How many can the state-based agencies in land handle per month?

- If handling rate < 75% → there is a serious capacity problem in state-based land registration

How long does it take for the most common processes to be completed? How much does the process cost the user?

- Request for information
- Registration of a land transaction
- Survey of a land parcel, etc.

Can local communities, community leaders and individuals easily register their individual family, customary and other land rights? How much does this cost? How long does it take? How far do they have to travel?

Are land management and administration services made accessible to both women and men, and to people who are poor and other vulnerable groups?

How satisfied are actual and potential users with the land system? What are their main complaints about land?

How well do records in the land administration system reflect the situation on the ground? What is the backlog of cases in the land system? Is it growing or shrinking?

Staff skills

How many staff members at local government offices have obtained formal training in land management and administration?

- If < 50% → there is a capacity problem at different administrative levels
- If variety among local offices is large → there is a problem of distribution

Do staff members of state-based land agencies receive regular training, mentoring and professional development in coordination, consultation skills and tools of governance?

Does the state-based agency work with personal development plans to upgrade staff continuously?

Organizational procedures

Do procedures and manuals exist for updating and maintaining formal, state-based land records? For customary land records?

Capacity providers

Which agencies deliver how many graduates of which programmes in land-related issues?

Does training and education take place for state-based land management and administration only? Are there also possibilities to be trained in administering customary land?

Does education and training in gender balance and poverty alleviation take place at all levels of government?

Are there opportunities to be upgraded in soft skills, such as consultation, coordination and management?

Adapted from de Vries (2014)

Quantitative measures

Some items lend themselves to quantitative measurement: the proportion of staff with a degree in a land-related discipline, for example, or the number of land transactions recorded in a year.

For some of the questions, you may be able to develop some quantitative indicators and thresholds. For example, if less than 10 per cent of the staff at a state-based land agency use information technology, this may indicate a serious capacity problem in equipment, staff skills and organizational procedures (Box 5). If significantly less than 50 per cent of the staff at a land agency is female, this may indicate an imbalance in the land sector and the need for action to promote gender-responsiveness.

The questions, indicators and thresholds will depend on the particular country, organization and topic you are assessing. The questions and numbers in Box 5 are for illustration only.

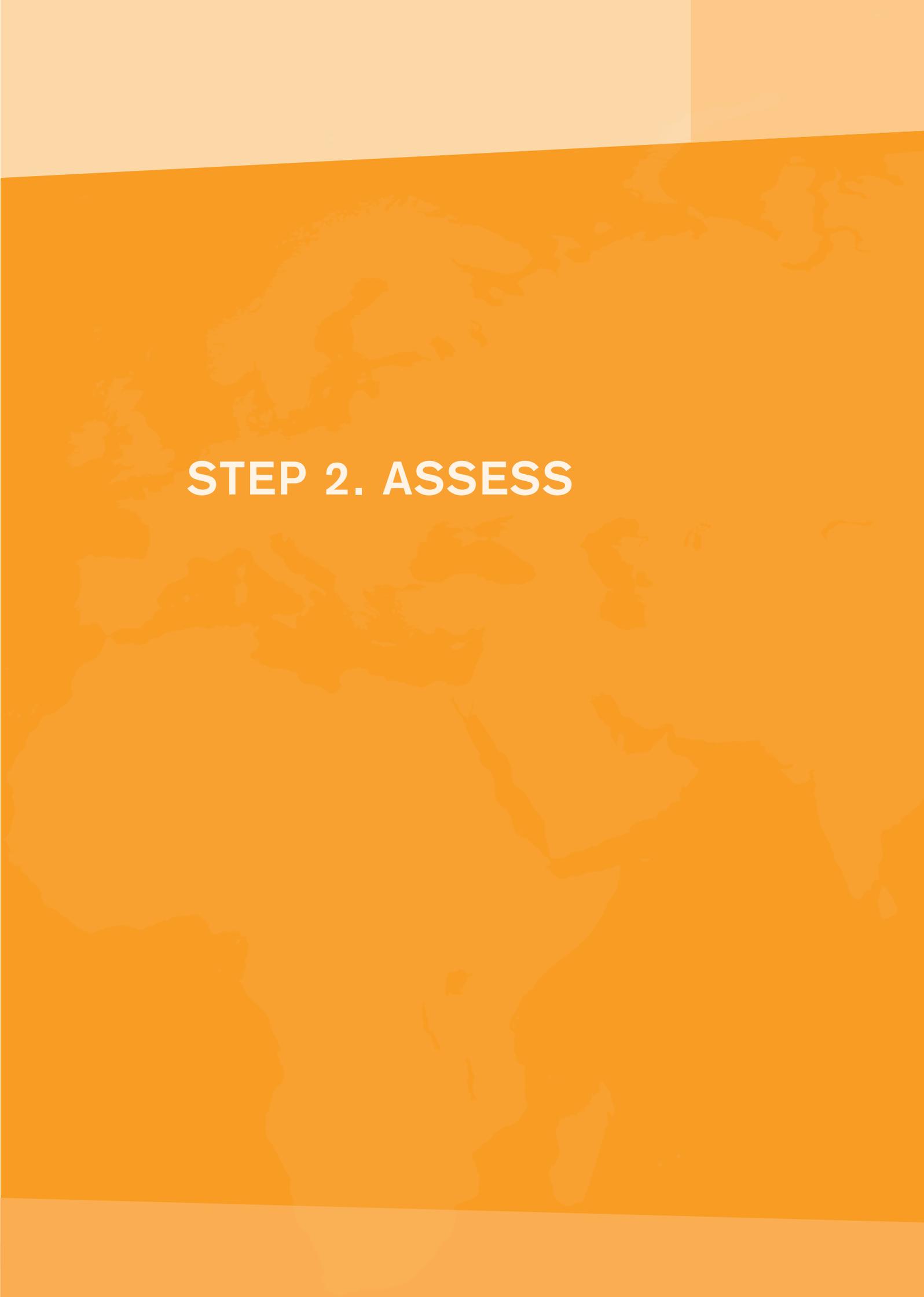
Qualitative measures

Other questions are necessarily qualitative in nature: the reasons for the lack of training or the causes of delays in processing land claims. Often the quantitative measures will lead to qualitative questions, such as **why** is the proportion so low? Or, **what** are the procedures to record a land transaction?

Decide on the assessment methods

You can now make some decisions on the methods you will use for assessment itself (see Step 2).

When designing the assessment, keep the **fit-for-purpose** requirement in mind. It is easy to design an overly ambitious assessment that takes too long, collects too much information from too many people, and proves impossible to analyse. It is better to do a reasonably quick and reasonably accurate assessment. The details, if needed, can be filled in later.



STEP 2. ASSESS

STEP 2. ASSESS

In this step, you conduct the assessment itself and analyse the findings.

Capacity assessment matrix

In a system as complex as land management and administration, you will inevitably gather a lot of information that is difficult to put into neat categories. You can use the capacity assessment matrix (Table 2) to classify the information in a way that will lead to a rational set of capacity-development recommendations.

- **Existing situation.** Find out what the existing situation is for the topic you are examining.
- **Desired situation.** Ascertain what the desired situation is according to the laws and policies in force, the managers and staff of the organizations involved, and the clients or users of the land management and administration services.
- **Capacity-development needs.** Compare the current situation with the desired state of affairs. What is the gap between them?
- **Suggested interventions.** Identify realistic ways of bridging the gap.
- **Responsible actors.** Identify who is responsible for bridging the gap and who can help do so. Managers of the affected organizations? Policymakers? Training institutions? Staff themselves?
- **Priorities.** Determine the priority level for the interventions on a scale of 1 (urgent), 2 (medium-term), 3 (long term) to 4 (not a priority).

You can use this approach at each of the three levels of capacity development (enabling environment, organization and individuals), and for each of the functions of land management and administration

(land tenure, land value, land use, land development, and land information infrastructure).

The rows in the matrix suggest categories in which you can sort the information and ideas. Feel free to adapt these to suit your situation.

If more than one organization is working on a particular function, you can expand the table by repeating the "Organization" and "Individuals" rows.

You can use the capacity assessment matrix in two ways:

- Directly during a workshop or with small groups; explain the matrix to the participants and ask them to fill it in for their own land management and administration function or organization.
- To categorize and summarize information you gather using other methods.

Information-gathering techniques

You can gather information for the assessment in various ways. Below are some suggestions to choose from. See FAO (2013 and 2015) and Pritchard (2014) for details and examples. Other tools are listed in Table 3.

Document review

During Step 1, you collected information on various aspects of the land management and administration system. Here, you may need to further review the written evidence, more broadly and in greater depth than so far.

Table 2. Capacity assessment matrix

Function:	<input type="checkbox"/> Land tenure	<input type="checkbox"/> Land value	<input type="checkbox"/> Land use	<input type="checkbox"/> Land development	<input type="checkbox"/> Land information infrastructure	
Organizations involved:						
Level	Existing situation	Desired situation	Capacity-development needs	Suggested interventions	Responsible actors	Priorities
Enabling environment	What is the current situation?	What is the desired situation according to policy, staff and clients?	What is the gap between the current and the desired situation?	What can realistically be done to fill the gap?	Who is responsible for filling the gap? Who can help?	1 = urgent 2 = medium term 3 = long term 4 = not a priority
Policy and legal frameworks						
Policy commitment and accountability framework						
Economic framework and national public-sector budget allocations						
Governance and power structures						
Organizations (duplicate this section if more than one organization)						
Motivation						
Strategic, organizational and management functions						
Operational capacity						
Human and financial resources						
Knowledge and information						
Infrastructure						
Individuals (duplicate this section if more than one category of individuals)						
Job requirements and skills levels						
Competency development						

Adapted from FAO (2015) Tool 5d, and Musinguzi (2017)

Individual interviews

Identify and interview key informants in each of the organizations you have chosen. Use your question guide to steer these interviews. Use an open-ended format so you can explore topics that the respondent feels are important. Explore the issues identified in Step 1, but feel free to expand the range of issues or home in on particular aspects as appropriate.

Potential respondents include policymakers, managers and staff of land-related institutions, private-sector professionals, academics, community members, and representatives from organizations that represent them.

It is not necessary (or possible) to interview everyone in a particular group. Rather, select individuals who

are particularly knowledgeable and who can provide reliable information. Try to get a balance of views; deliberately seek out people who disagree with each other so you can ascertain their opinions.

Focus group discussions

Hold focus group discussions with groups of stakeholders from a particular organization or land-related function. Develop a list of questions to discuss, but (as with individual interviews) feel free to diverge from the topic if something interesting comes up.

Small-group techniques

Appreciative enquiry. Instead of looking for problems (and likely finding lots of them), this approach looks

Table 3. Suggested tools for gathering information

Level	Selected assessment tools
Enabling environment	<ul style="list-style-type: none">• Capacity assessment matrix• Capacity questionnaire/checklist• Drivers of change• Institutional and political economy scanning• PEST (political, economic, social, technological analysis)• Policy analysis tools• Stakeholder analysis• 4Rs: Rights, responsibilities, revenues and relationships• Outcome mapping
Organizations	<ul style="list-style-type: none">• Capacity assessment matrix• Capacity questionnaire/checklist• Appreciative inquiry• Force field analysis• Organizational performance assessment• Outcome mapping• Stakeholder mapping• SWOT analysis (strengths, weaknesses, opportunities, threats)• Knowledge – attitudes – practice survey
Individuals	<ul style="list-style-type: none">• Capacity assessment matrix• Capacity questionnaire/checklist• Appreciative inquiry• Competency assessment• Outcome mapping• Task analysis• Learning needs assessment checklist• Knowledge – attitudes – practice survey

Source: FAO 2015, Table 2. (See www.fao.org/3/a-i5243e.pdf)

at what works. Why does it work and how can the successes be built on and be copied in other areas?

Force-field analysis. At the top of a sheet of paper, write a specific objective, such as “Improve tenure security for slum residents”. On the left side of the sheet, list the forces driving change in the desired direction. On the right side, list the forces preventing change. Analyse the forces for and against. Which are more powerful? What can be done to strengthen the driving forces and weaken or counteract the hindering forces? Repeat the exercise for other objectives.

Problem tree. Get the respondents to identify a problem (e.g., related to land tenure) and then ask them to list the causes and consequences of that problem. Draw a tree with the problem in the trunk, the causes as roots and the consequences as branches.

SWOT (strengths, weaknesses, opportunities, threats). For each policy (or institution or land management and administration function), list its strengths, the weaknesses associated with it, the opportunities to improve the situation, and any threats that might prevent improvements.

Questionnaire surveys

You will probably not need to do a questionnaire survey for the capacity assessment. But if you do, keep it limited in scope (remember the “fit-for-purpose” requirement). Keep the questionnaire short and easy to fill in, and the number of respondents limited. If you need to analyse the findings statistically, you will need to select a sufficiently large number of respondents at random.

Workshops

Consider organizing one or more workshops to identify and discuss capacity constraints in particular organizations or locations.

Participatory appraisals

To gather information with and from local communities, participatory appraisal techniques often used in community development work are particularly useful. Suitable tools for a capacity needs assessment include the following.

Table 4. Data collection methods

<p>Use a questionnaire survey when:</p> <ul style="list-style-type: none"> • The target groups are large. • The team requires a large amount of categorical data. • Quantitative data are preferred. • The team wants to see the different responses of designated subgroups (e.g., women, men and youth). • The team wants to see the different responses of sub-groups within organizations (leaders, staff, members, etc.). • The target population is geographically dispersed. • The team is able to process and analyse this type of data accurately. 	<p>Use interviews when:</p> <ul style="list-style-type: none"> • It is necessary to incorporate the views of key people (e.g., key informants) or groups (e.g., women, men and youth). • The target population is small. • There is a need for depth of information rather than breadth. • There are reasons to believe that people will not return a questionnaire. • The target population is geographically dispersed and telephone interviews are feasible.
<p>Use focus groups when:</p> <ul style="list-style-type: none"> • The team needs rich descriptions to understand client needs. • The team believes that the group dynamic is key to uncovering underlying feelings. • The team has access to a skilled focus group leader and data recorder. • The team wants to learn what the stakeholders want through the power of group observation. 	<p>Use document reviews when:</p> <ul style="list-style-type: none"> • The relevant documents exist and are accessible. • The team needs a historical perspective on the issue. • The team is not familiar with the system’s history. • The team needs hard data on some elements of the system.

Adapted from FAO (2013)

Mapping. Get community members to draw a map of their community or district, showing houses, fields, rivers, roads, etc. Use this as a basis for a discussion on land tenure, infrastructure and services.

Transect walk. Invite a group of community members to take you on a tour of their community. Stop periodically to ask questions about what you see: houses, public toilets, power lines, drainage systems, shops, etc.

Problem tree. See the description above under Small-group techniques.

Venn diagram. Ask people to list the organizations that affect them. Write the names of these organizations on cards and ask the people to show how they affect the community.

Matrix. Ask people to list a number of items (such as land types: houses, gardens, forest, pasture, etc.). Then ask them to list criteria related to these items (e.g., for tenure type: private, communal, rented, owner-occupied, etc.). Draw a table with the items across the top and the criteria down the side. Now ask them to score each item according to the criteria (for example, the frequency each tenure type for the different land classes).

Field visits

Arrange for the team to visit branch offices, selected municipalities and locations such as slums or nature reserves where land issues are acute. Interview managers, staff, community members and representatives of organizations representing them. Inspect land records and observe procedures so you can spot problems and potentials that the staff may not be aware of.

Direct observation

You can learn a lot just by looking. Observe how staff go about their work, how they interact with clients and

how well they perform their tasks. Check how records are stored, retrieved and maintained.

Analysis

Information gathering and analysis are not separate steps, but rather overlap and influence each other. Analyse the information as you are collecting it. Use the insights that you gain to guide the questions you ask and to select the respondents you talk to.

If you have used the tools suggested in the previous section, you can use the outputs to help you with the analysis. Some of these tools (especially the problem tree, force-field analysis and SWOT analysis) result in information ready categorized into neat packages.

Use the capacity assessment matrix (Table 2) to consolidate the information and ideas generated. You can use a word-processing or spreadsheet program to do this.

You may have to go back to some of the respondents to check on facts or get their feedback on certain aspects. For example, someone might suggest sending staff for training in an institution in a neighbouring country but before including it in your recommendations it would be best to check with key individuals. Is it realistic? Can the proposed institution deliver the required training? Are there any hurdles you are not aware of?

Planning implementation

The assessment team's brief may include not just an assessment, but also to plan for capacity development activities. Table 5 suggests some types of interventions the team may consider.

Table 5. Examples of capacity development interventions

Purpose	Activities to address...		Actors, stakeholders
	Technical capacities	Functional capacities	
Change in the enabling environment			
To enhance legal, political and socioeconomic frameworks conducive to capacity development	Expert services for policy development and review Technical support to national planning processes Technical consultations	Policy advisory services Agenda analyses, round tables and other forms of participation to negotiate rules, policies and their implementation In-process facilitation of negotiations	Actors and groups who participate in the negotiation of rules at all levels
Organizational change			
To promote organizational development and learning to increase performance	Technical expert services Technical support for organization development	Change management Changes of systems and processes, mandates, procedures and regulations Knowledge management and facilitation of knowledge and experience exchanges Creation of networks and coordination mechanisms	Governmental bodies Community-based organizations Civil society Private sector
Individual learning			
To promote individual learning, self-reflection and skills development)	Technical trainings and learning initiatives Communication and awareness-raising initiatives on technical issues	Coaching and facilitation Abilities and skills in negotiation and mediation	Individuals Small groups

Adapted from FAO (2015)



STEP 3. REPORT

In this step, you present the results of the capacity assessment and formulate an action plan.

Reporting formats

You will probably need to prepare your report in at least three different formats:

- A **main report** with all the details for those intimately involved in the capacity development process.
- A **summary report** for the very busy (senior policymakers) or those who are only moderately involved in the process.
- A **presentation or video** with the highlights to use during meetings and workshops.

Main report

The main report includes the background and purpose of the assessment, the methodology used, an analysis of the current and desired situation, the capacity needs and the recommended interventions at each of the three levels: enabling environment, organization and individual. It may also indicate who is responsible for implementing the recommendations and provide a more or less detailed implementation plan.

Depending on the scope of the assessment, you should aim for 40+ pages. Box 6 suggests a structure for this report.

Box 6. Suggested format for main report

Summary

Introduction

Background, purpose

Assessment methodology

Findings

Capacity assessment matrix

Text description

Enabling environment: Policy framework

- Current situation – desired situation – capacity needs – interventions – responsible

Organization 1

- Current situation – desired situation – capacity needs – interventions – responsible

Individuals/staff

- Current situation – desired situation – capacity needs – interventions – responsible

Organization 2

- Current situation – desired situation – capacity needs – interventions – responsible

Individuals/staff

- Current situation – desired situation – capacity needs – interventions – responsible

Recommendations

Consolidation of the recommended interventions

Actors responsible for implementing the capacity development

Timeline for capacity development

References, sources

Summary report

The summary report does not have to go into the details of the background, methodology or problems. It should concentrate instead on your findings and recommendations. Box 7 suggests a structure for this summary. Aim for 15 pages.

Box 7. Suggested format for summary report

Introduction: background, problem

Enabling environment

Capacity needs

Recommended interventions

Organization 1

Capacity needs

Recommended interventions

Individuals/staff

Capacity needs

Recommended interventions

Organization 2

Capacity needs

Recommended interventions

Individuals/staff

Capacity needs

Recommended interventions

Presentation methods

Formal submission

The team will have to formally submit its report to the party commissioning the assessment. This may also include an oral presentation.

Stakeholder workshops

The team may also be called on to present their findings to a wider group of stakeholders. It may be necessary to hold several such workshops in different parts of the country or for different groups. Consider using different language and approaches for:

- **Policymakers.** These are not necessarily specialists in land management and administration.
- **Land professionals.** Managers and staff of land management and administration organizations, private-sector professionals are likely to be familiar with the technical jargon in their own areas of expertise (though perhaps not in other specialities).
- **Client groups.** These are likely to be non-specialist and with a different view of the system.

You should use the workshops not just to present your findings, but also to validate them and get feedback, and to get agreement and buy-in on the way forward.

Presentation

The presentation should aim to describe the findings of the assessment in a concise and interesting manner – one that inspires the audience to put the recommendations into action. You do not need to go into all the details and you should avoid technical jargon (whether related to land management and administration or capacity development).

You can prepare the presentation in a program such as PowerPoint. Aim for 25 slides. Do not over-use bullet points, but instead use photographs and diagrams to illustrate your points.

Next steps

If the assessment is accepted, the next steps include (Figure 5):

- Detailed planning of the capacity-development measures
- Implementation of the measures
- Monitoring and evaluation

Regular assessment

Capacity assessment should not be a one-off activity. Rather, it should consist of two types of activities:

Continuous. Capacity assessment should be part of the monitoring system. This should identify capacity problems as they arise and find ways of resolving them.

Example: The monitoring system reports that land registrations have fallen in arrears in a particular branch office. A manager is sent to investigate and discovers that staff need additional training and aged computers need replacing.

Periodic. Every few years, the land management and administration system should conduct a thorough review of the capacity needs, following the suggestions in this Guide. This review should be incorporated into the regular planning and budget cycle.

Example: The regular review reveals that the land-tenure situation on the edge of the growing city needs urgent attention. Technological change gives an opportunity to use satellite imagery and handheld GPS gadgets to survey land more quickly than before. Staff need training and equipment to perform these tasks.



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REFERENCES AND USEFUL RESOURCES

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THE GLOBAL LAND TOOL NETWORK

The Global Land Tool Network (GLTN) is an alliance of international land actors contributing to poverty alleviation and the Sustainable Development Goals through promoting access to land and tenure security for all. The Network's partnership is drawn from rural and urban civil society organizations, international research and training institutions, bilateral and multilateral agencies, and international professional bodies. GLTN takes a holistic approach to land challenges through the development, dissemination and implementation of pro-poor and gender-responsive land tools. These tools and approaches contribute to land reform, good land governance, fit-for-purpose land administration, sustainable land management, and functional land sector coordination. For further information, visit the GLTN web site at www.gltn.net.

ABOUT THIS PUBLICATION

A lack of capacity in the land management and administration is a key reason that land policies are not effectively implemented in many countries and, indeed, is a reason that those policies are inappropriate or become outdated. This Guide outlines a process for assessing the capacity of the land management and administration system in a country as a whole, or just part of it (for example, just the land-valuation system, or the land management and administration system of a particular local authority). The approach is flexible and can be adjusted to the situation and the resources available. The primary output of the assessment is a set of recommendations for planning measures to develop the capacity of the system.

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