



Responsible Land Governance: Towards an Evidence Based Approach

ANNUAL WORLD BANK CONFERENCE ON LAND AND POVERTY
WASHINGTON DC, MARCH 20-24, 2017



Establishing A Delivery Unit For Land Administration- How To Deliver Land Administration Services In Developing Countries, Sustainably And To Scale

OWEN EDWARDS

Owenedwards050@gmail.com

Paper prepared for presentation at the

“2017 WORLD BANK CONFERENCE ON LAND AND POVERTY”

The World Bank - Washington DC, March 20-24, 2017

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Abstract

At a time when the SDG's are in their infancy, it is essential that the global community discovers how to deliver public service reform. Land rights are the corner stone for some of the SDG's. Land administration is a vital element in providing secure assets to the poor, and in turn, improving their opportunity for better well being.

Global guidelines such as the Voluntary Guidelines for Land Tenure and Fit For Purpose Land Administration supports nations on how to technically improve their land administration systems. However, guidance on how to manage the implementation of an improved land administration system is lacking in comparison.

This paper argues that a framework for delivery is required which relies upon:

- 1- Adaptive learning to influence the management approach,
- 2- Ensure that success is defined and agreed upon across stakeholders,
- 3- To provide operational tools in financial, human resource and risk management.

Further guidelines are now required on the delivery question for land administration reform in developing countries, and it is hoped that this paper is the first step in ensuring that this happens.

Key Words: Delivery, Adaptive Learning, Land Administration

INTRODUCTION

Secure land tenure rights are an important asset for the poor as they can be a major factor in alleviating poverty. The vehicle for Governments to provide improved land tenure rights is a land administration system. A land administration system administrators the recording of “tenure rights, valuation, taxation, regulated spatial planning, resolution of disputes over tenure, and transboundary matters” (FAO 2012). Land administration can therefore lead to a more cohesive society, an increase in national income and an improvement in economic wellbeing through increased investments related to the land. It is thus a classic case of public service provision which can be beneficial for the Government, society and the individual.

Most developed nations have well founded land administration systems dating back almost centuries. The British system can be related back to the Norman Conquest of 1066 and the Domesday Book (Williamson 2001) whereas some argue that the United States of America’s modern day superiority was brought about through the establishment of property rights and representation in the 16th century (Ferguson 2011). However in developing countries, the governance of land rights has remained largely out of the control of Government for the majority of history.

In recent years, some developing nations have made great strides in developing their land administration systems. Thailand has spent decades improving the land administration system (Williamson 2000) and Rwanda was considered the second best country for Doing Business in Africa in 2016 due mainly to property registration reform (World Bank 2016). However there are many countries which have not developed their land administration far enough to meet the security needs of land holders (Hanstad 1998).

National Governments and the international community have developed various policies, tools and guidelines to address the need for improved systems of land administration. The Land Governance Assessment Framework (LGAF) continuously monitors progress under many indicators across land administration systems in numerous countries, and often highlights areas where change, or improvement is required (Deininger et al 2011). Guidelines have also been developed to assist nations from a technical perspective. The Voluntary Guidelines on the responsible governance of land tenure provide a reference on how to improve land governance at the policy level (FAO 2012). The Fit For Purpose Guide to Land Administration (UNHABITAT 2015), sets out a three way process of recording land rights in a cheap, fast and simple manner. Finally, computer programmes such as MAST (USAID 2017) and Cadastre set out electronic solutions to managing the land records and data for a low cost.

But none of these tools or policies dictate how countries can deliver improved land administration services. None of them provide the implementation methodologies for actually producing the results required; secure

land tenure rights. This paper will attempt to commence this discussion around implementation by proposing a Framework for Delivery.

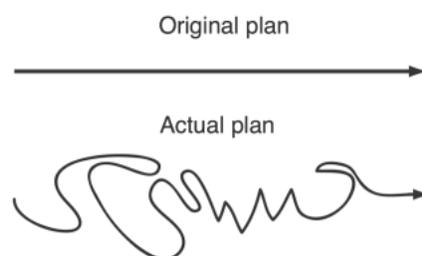
The Sustainable Development Goals set out Agenda 2030 which the global community has committed too. Secure land rights will provide a means for realizing the majority of the goals (SDSN 2015). There is little time to meet the goals, so a dramatic change is required in the way that public policy is delivered in developing nations. This paper will set out, through the example of land administration rights, how delivery can be considered and applied to all public service provisions.

THE HISTORY OF DELIVERY

Traditional methodologies for delivering development programmes in the public sector were usually considered around the Project Management Cycle (PMC). The basis of the PMC is the log frame, which clearly sets out the indicators of success for the intervention based upon Outputs, Outcomes and Impact level (Bell and Morse 2015). The PMC sets a focused, process driven approach to design, implementation and decommission of a developing programme. In developed nations, the use of PMC such as PRINCE2 in the UK, has brought about strong public service results (Siegelaub 2004).

However, recent debate has challenged the conventional methodology of the PMC for public service provision in developing nations, with the main challenge being led by the tour de force book “Aid on the Edge of Chaos” (Ramalingam, 2013). The book sets out how development occurs in complex and dynamic environments across different nations. Based upon the acceptance of this dynamism, the book argues that to use a formulaic and rigid approach such as the PMC is not suitable, or at least the use of the PMC needs to be adapted to meet the dynamic needs.

One alternative approach is the adaptive or agile approach to delivery. This approach is based upon the collection and review of evidence from actual implementation, which influences the management approach. The need for the agile approach is based upon the theory that the original plan tends to be linear, but actual implementation is messy as shown in the graph below:



Therefore we need to allow for constant learning and adaptation in our management in order to achieve the desired final result. Mercy Corp provided an example of how management was adaptive when they learnt that their strategy did not reflect reality on the ground for a Global Health programme in Karamoja, Uganda. Through the use of learning, reflection and management change, the programme managed to deliver successful outcomes, based upon this report.

In procedural terms, USAID's Collaborating, learning, adapting approach (CLA) detailed in their Program Cycle Operational Policy (2017) encourages:

- Collaborating intentionally with stakeholders to share knowledge and reduce duplication of effort,
- Learning systematically by drawing on evidence from a variety of sources and taking time to reflect on implementation,
- Adapting strategically based on applied learning.

Another common form of delivery is the rigorous and focused pursuit of a trajectory of results. This is best summarized through Michael Barber's work as set out in "Instruction to Deliver" (2008) where he headed the Delivery Unit for Tony Blair's administration. The approach sets out clear indicators which are agreed on by everyone, and then establishes a team within the civil service that keeps focus to meet the targets using management approaches such as the five questions of delivery:

What are you trying to do?

How are you trying to do it?

How, at any given moment, will you know you are on track?

If you are not on track, what are you going to do about it?

Can we help? (McKinsey 2013)

This work was successfully applied to the education sector in Pakistan through a DFID programme (Barber 2013).

Delivery of public service provision in developing nations is becoming an extensive field of consideration with movements including Doing Development Differently, which is led by the ODI and the Global Delivery Initiative which is led by the World Bank. As with most development thinking, there is no simple solution for all interventions and as such a team needs to be established who can support the management of interventions and to offer different methodologies to meet the current needs of the interventions. Given

the differing dynamics of the environments the interventions are applied in, it is natural to have a different methodology on how to deliver depending upon the differing circumstances.

It is vital to understand the different methodologies and to apply them to the correct circumstance. If this does not happen, the intervention may fail. It is possible therefore to set about a framework which considers and applies the appropriate methodology for delivery which would guide any government who wishes to successfully execute a policy and strategy. This paper proposes such a framework, applying to a land administration programme.

By combining intuitive fact finding on both the institution and the intended benefactors with suitable approaches to delivery, the improvement in the process of delivery can be achieved. This will guide the service providers on how to implement the policy, rather than providing a check list on what can be done. Through the example of land administration, this paper will set out the framework.

INTRODUCTION TO THE FRAMEWORK FOR DELIVERY

The need for a framework of delivery is to allow for practitioners to understand how to manage interventions throughout the project life cycle, from design to implementation. Given the dynamic complexities of delivering public services in developing countries, learning and reflection on the management approach is required in order to meet the results. In delivering a land administration intervention on behalf of the institution, many forms of management would be required at different phases of the delivery process.

The framework ensures that three factors are constantly considered when implementing public service reform:

- 1- Ensuring that all stakeholders know what success looks like, and keeping focus on achieving that success.
- 2- Based upon evidence, to provide the best approach to managing the intervention, ensuring that the required monitoring and evaluation procedures are in place and adhered too,
- 3- To ensure that the appropriate financial, human resources, risk management and logistics are in place and to the highest of standards.

The premise of the model is that these considerations must be continuously asserted from design to delivery in order to achieve the end goal of irreversible delivery.

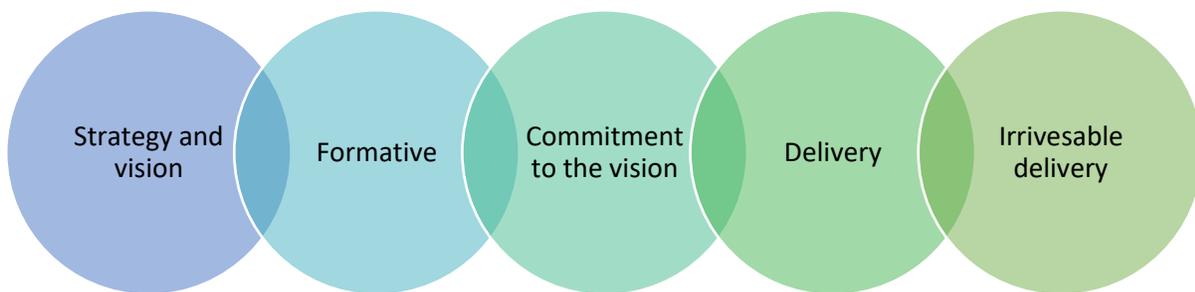
Irreversibility was first coined as a replacement to “sustainable” by Michael Barber (2013) when he stated that sustainable was too broad and had too many connotations for it to now be counterproductive. The specific definition of irreversibility he stated was:

“Irreversibility means not being satisfied merely with an improvement in outcomes, but asking whether the structures and culture are in place that will guarantee the right trajectory of results for the foreseeable future. How can the changes be made to stick?”

The same is aimed for here. The three factors set out above are explicitly set out in this definition: “right trajectory of results for the foreseeable future” and that the “structures and culture are in place”.

Irreversible delivery means that what has been done cannot go back on. In order for this to happen, the three elements above have to be inherent to the institution as well, not just the technical ability in surveying or land administration. This is how irreversibility is achieved, the ability to deliver becomes inherent and continuous. In the end, the institutions have to take over the process so that there is no need for the delivery framework any more. The ability to ensure the understanding and focus on success is always applied, the ability to review data and apply appropriate management techniques is applied and the ability to provide operational services to the highest of standards is handed over. Coupled with the technical ability, this ensures that public service reform, in this case land administration, sticks.

But irreversible delivery cannot just happen, hence the need for the framework. The framework considers the management approach appropriate throughout the delivery process, from the formulation of the strategy and aim, committing to a vision, formative process, delivery and then irreversible delivery:



A description of each phase, and how it is applicable to a land administration intervention is set out in the table below:

Phase	Objective	Specific to land administration programmes
Strategy and vision	To ensure an overall strategy and vision is designed and set. It is important to ensure all stakeholders agree upon what success looks like and that they agree to the framework of delivery approach. Review of stakeholder policies and management procedures is essential.	Review of land policy and laws to understand the legal basis for the goals. Interviews with institutions and households to identify required services and needs of both. Setting a simple roadmap setting key areas of consideration.
Formative	<p>To ensure that the right service or product is being delivered to meet the needs and constraints of the institutions and land holders.</p> <p>The basic product is implemented in a small early adaptor area.</p> <p>An iterative approach to programme implementation will be trailed, based upon the rigorous review of data and a change management process allows for evidence based changes in the implementation or “product” of the programme in a fast manner (not annually but monthly).</p> <p>The complexities of the two adaptive systems; society and institutions, are monitored, to not only understand the complexities but to also gage how the systems supply and demand change and adapt to the new intervention.</p>	<p>A basic land administration product is established in a district office as soon as possible. A basic communications campaign commences. Other capacity needs are consider and satisfaction is measured.</p> <p>Data from the basic provision is used as evidence to improve and add to the services or identifying gaps in implementation to understand what else is required. This is so the needs of the institution and land holders are met. This continuous cycle continues until the iterations become less in magnitude and frequency.</p>
Commitment to the vision	To ensure all stakeholders; Govt. DP’s and implementers are committed to the vision of not only the targets but also the means of delivery based upon the outcome of the formative phase.	National Land Institution and Development Partners convene to agree the roadmap and the commitment to see it through. The means of delivery are also agreed.

Phase	Objective	Specific to land administration programmes
Delivery	<p>Ensure that the appropriate service or product is up scaled in a manner that meets the populations and institution's needs.</p> <p>Once the service or product is of a high standard and is meeting the demand and supply in the smaller location, it can then be up scaled.</p> <p>The setting and monitoring of targets and trajectories to ensure the ambitious targets will be met is carried out here. The mentality and management approach to ensure success, how is project control achieved is also confirmed.</p>	<p>The country rolls out the land administration system and the communication strategy.</p> <p>Broader tools for monitoring are set out, country wide surveys act to not only capture change but also to triangulate the monitoring data, how many land transactions, why are people transacting, why not.</p> <p>Project control is achieved through a results based management system to ensure that all results are met.</p>
Irreversible Delivery	<p>By the time that procedures, management systems and quality are to an extent that they meet the needs of institutions and households on a large scale, the delivery of the service should be irreversible and the intervention force can cease allowing the service owner to continue.</p> <p>The ability to suitably manage the services must also be set within the institution.</p>	<p>Is the land administration system semi autonomous or can the government fund the system from now on?</p> <p>Has the management system and approach been handed over?</p> <p>Are the procedures sustainable and appropriate?</p>

ADAPTIVE LEARNING IN THE FRAMEWORK OF DELIVERY

In order to meet the purpose of the Framework for Delivery, constant learning and management change needs to occur. As such we have to apply adaptive learning at all stages of the delivery framework. Adaptive learning is a computer system which stores educational information and then disseminates due to the unique needs of the student. Rather than feeding a systematic curriculum, what is required for the student is provided instead. The same can be applied through out the delivery process in land administration. Instead of looking at learning as is conventional in most land administration programmes, adaptive learning asks

us to understand the needs of the land holders first, and then set out the system and information which is required to meet these needs. For the institution, again it means that the delivery unit sets out to understand the institutional needs first and then set out to support or address them. The Delivery Unit's job is to meet in the middle to pull these two understandings together. This is so the Delivery Unit challenges the Dunning–Kruger effect, the cognitive bias that experts tend to poses of being too stupid to know they are stupid. The delivery units objectives is to learn and then to deliver, learning must occur from the perspective of the user and the provider, not from what is thought to be the right choice.

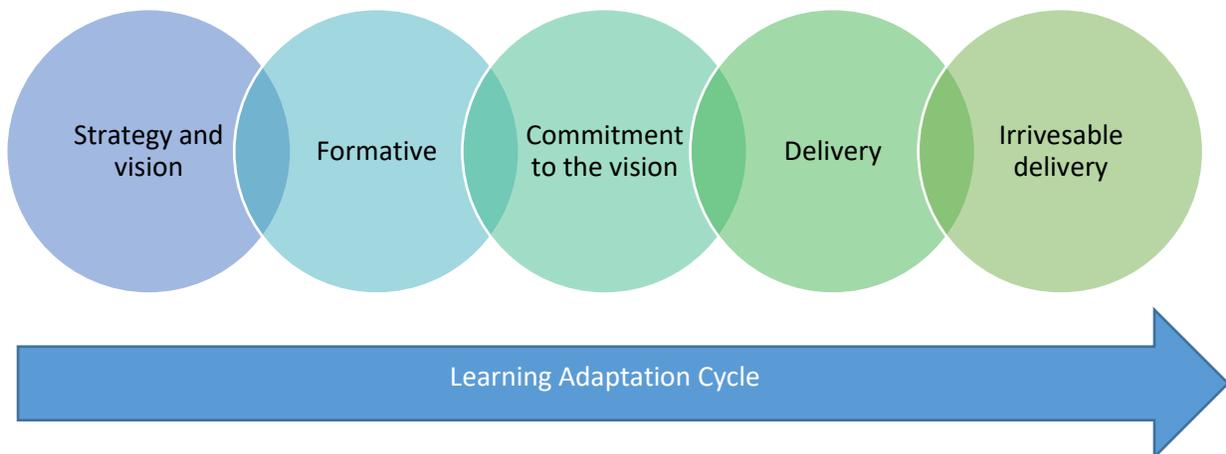
Once the learning has occurred, the delivery unit then needs to provide advice on how to deliver. In adaptive learning, the computer provides the teaching through a means that is suitable for the student in order to achieve success. The same needs to occur for delivery. This does not mean that agile management is the main course of action. Agile management has been receiving a lot of debate as a means to manage complexities in how we deliver. But complexities in what we deliver are best understood through working with the two main actors, the supplier and the user, the land administration institution and the land holder as these are the two actors who operate in and thus face the complexities. If constants adaptive learning is occurring, these complexities can be managed through how we deliver. The delivery unit is thus positioned to advice on the best way to provide services.

This process of learning and management is set out in the learning adaptation cycle, or LAC. The cycle was first produced in Edwards (2016). It is based upon extensive monitoring and results based management research.

The emphasis of the cycle is that intervention activities are constantly implemented throughout the framework and are thus producing results. These results are analyzed and learning takes place. Based upon the results and analysis, a formal change management process then takes place based upon a documented decision making system. This means that decisions made to change or to stick to the approach of delivery are documented for future review. It also ensures that analysis is part of a review for implementation and not just a report on findings. The change management process thus allows for a clear connection between learning and management. The cycle below demonstrates this connection:



This cycle should be continuously repeated throughout the delivery framework, and even becomes part of the intervention which is handed over to the land institutions once irreversible delivery is achieved.



This ensures the constant consideration of the management approach based upon results, ensuring that the purpose of applying the framework is constantly considered and met.

FRAMEWORK'S ASSUMPTIONS

The framework has considerations which need to be in place before it can be applied.

Firstly, it has to be assumed that policies to deliver the intended public service provision are in place. Policy is not delivery. Policy is a statement of intent, delivery is not intent, it is providing the service required. Policy needs to be well defined and adhered to by all stakeholders in order to set out what will be achieved.

Another assumption is that procurement, financial and human resource capabilities are also in place. Especially in land administration, it needs to be clear what the rules are governing operational actions. It will be shown that the delivery framework will consider the details, but that the general principles need to be known and agreed before the framework can commence.

OWNERSHIP OF THE FRAMEWORK

The ownership of the Framework for Delivery has to be with every stakeholder involved in delivery, it is the responsibility of all to have responsibility and accountability in the framework. These actors and their roles are first identified in the Strategy and Aim phase. However, there is an entity that needs to exist who ensures the framework is progressing, and this is the Delivery Unit.

Michael Barber first coined the term Delivery Unit in an Instruction to Deliver (2008). Since then there have been numerous examples of Delivery Units being established all over the world (Simson 2013) which have been successful to varying degrees, mainly based upon their remit and how the ownership defines “delivery”.

Given that the Framework of Delivery focuses on three key areas of success, management and operations, the Delivery Unit should be based around these key factors.

The Delivery Unit would include a manager who is not necessarily technically endowed, but someone who has the ability to understand and manage both operations and programme management as they have ultimate responsibility for providing the decisions on how to deliver based upon evidence and definition of success. The unit also needs to include a technical director who is responsible for overall innovation in the technical field, in this case land administration. The technical director will consider all technical barriers and possible solutions based upon evidence and what success looks like. Finally there will be a Results Manager who is responsible for the actual evidence collection and coordination with the independent evaluators. This role will report directly to both the technical director and the manager of delivery.

Other roles will be specific to the needs of the benefices and the institutions such as financial management, procurement, surveyor, ICT expert, enumerators and so on. But the crucial three roles are those above.

DELIVERING LAND ADMINISTRATION

Each phase of the delivery framework is now set out in greater detail. This is not considered to be extensive or matter of fact, but more of an overview which will require further research in the future.

Strategy and Vision

The first phase aims to set out the strategy of how the changes in public sector provisions will be made, essentially establishing commitment to the Framework for Delivery. The selling of the framework is relatively straight forward, if there is demand for it from a Government Institution then a presentation based upon the review of policy and road maps could be enough to sway the argument to follow the underlying strategy of the framework.

What could be more difficult to do is to ensure legitimacy of the institution. The framework will fail in achieving its ultimate aim of Irreversible Delivery if it the organization delivering has no legitimacy. Legitimacy from the institutional side is measured through political commitment. The Center for Policy Impact (2016) states that Political Commitment is “The willingness of political leaders to spend political capital in support of the policy objective directly influences legitimacy”. It is essential that this is known from day one in all of those responsible for service provision, otherwise the attempt to achieve delivery will not be successful.

The first phase of the Framework for Delivery also includes setting out the vision. The setting of the vision is made with lessons learned from the Lean Start-Up approach (Ries 2011).

In setting the vision, four key considerations are required:

- 1- At the very early stages, the vision needs to be broad enough to provide an understanding of what everyone is aiming for, but flexible enough to allow for the formative phase to play out,
- 2- A baseline of the current situation needs to be produced, through taking evidence from national statistics, data websites such as the Land Portal and interviews with major stakeholders.
- 3- A hypothesis of what will change. The hypothesis will follow the same approach as the lean start up approach in order to set two key hypothesis: the value of the delivery and the growth to irreversible delivery.
- 4- Overarching Assumptions: what assumptions are immediately in place which supports the hypothesis and vision?

So in the example of a land administration intervention, the four points may be summarized as:

Vision:

A land administration system which is semi-autonomous.

In the end the vision doesn't need to go much beyond this statement. Land administration relies upon the willing buyer and willing seller with the Government providing a good enough service to ensure this can occur. If land administration is not semi-autonomous then something is not right with the current system.

Baseline:

Currently there are no fees being collected, there are no land transactions occurring and the informal market is large.

The baseline starts to set out the issues which are afoot. What is going wrong at the moment? It is important to also look at why this is not occurring now and what people are currently doing as this can provide insights to the hypothesis that follows.

Hypothesis:

The value hypothesis sets out the value of the public service which is being provided, both to the recipients and the institutions.

Land administration provides value to land holders as it allows them to transact securely and increase investment.

Land administration provides value to the national government as it increases revenue and improves the economic standing of the country.

The growth hypothesis sets out how the new service will stick, how land administration will not go back and return to a lesser state. This is when irreversible delivery is achieved. For a land administration programme this may look like:

Land holders continue to interact and have absolute faith in the land administration system that they continue to use it, reducing informal transactions to zero.

Investment from land transactions increases the economic stance of the populous and the country.

Again there are two growth hypothesis for the two entities which are being considered.

Overarching assumptions:

The overarching assumptions will need to be tested to see if they are true and manageable from a risk management perspective. In a land administrations programme case, this would be:

The Government will continue to support the land administration system

Land holders see value in the formal systems over the informal system

Assumptions could be many but in this instance they should be few and broad again. This will all be tested in the next phase.

Working with all of the identified stakeholders who will provide the public service, the delivery units role in this phase is to bring out these four simple phases which will be considered by the unit in the formative phase.

Formative

Once the vision has been set, it needs to be tested to ensure that it is valid for the intended users, and to assert their legitimacy for the intervention, in this case formal land rights. The formative process should be to start with a minimum viable product which is actually implemented, rather than tested through a pilot phase.

The lean startup approach emphasizes the use of a minimum viable product. The MVP is a lesser version of the intended public service which can test the vision set out in phase one of the Framework for Delivery. The MVP is actually implemented to understand how people react to the product. Their reactions are analyzed and fed back to the product which is either transformed or remains the same depending upon the findings. What this means is that the first recipients become just that, they will eventually receive the final product or in this case, land administration product.

This can work for land administration. Using the LAC, the land administration system commences at a minimum level, maybe only transactions for inheritance takes place, or land related information is shared through minimal media such as a noticeboard. And the institutions ability and land holders reactions are recorded. Sometimes a massive change will be required, other times a simple nudge will make all of the difference. The point is that this is the formative phase which will set out how delivery should be carried out.

A key element of the LAC is that it is not only applied to the beneficiaries, but it is also applied to the institution who is delivering the services. We cannot deliver unless we are constantly considering not only the institutional needs (supplier of policy) but also the demand needs (beneficiaries use of the policy). In the end, a land administration system is considered successful if land holders are engaged in the system. The best land administration system in the world could be delivered, if it does not meet the needs of the people who will use it, or they are not engaged, it will be a failure. Records will be held informally and revenue will not be collected.

Given that this is occurring in real time, it also allows for the financial, HR and procurement/ logistical procedures to be put in place and to be tested. And to ensure that they are appropriately set for delivery.

The formative stage also allows for the building of archetypes both with institutions and with the land holders. As mentioned, institutions can differ through being rich or poor, land holders may be influenced by large scale land acquisitions, the archetype of all actors needs to be understood so that delivery can be appropriately set.

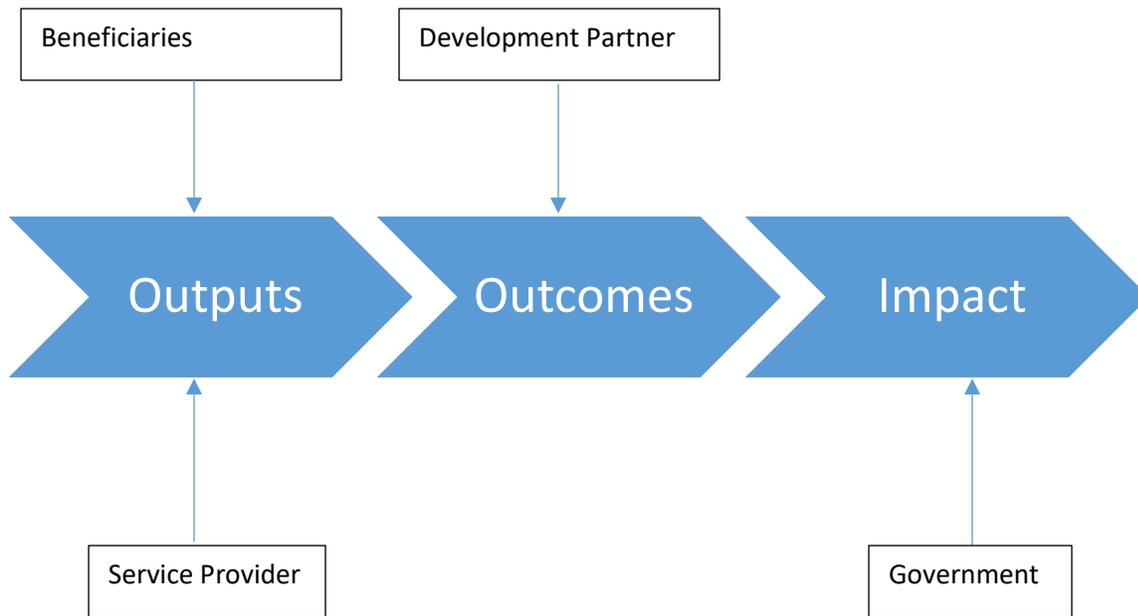
Data collected through quantitative household surveys and focus group discussions can allow for simple analysis of what different types of land holders and institutions look like and the challenges they face. This allows for delivery to be manipulated in order to meet the needs of the land holder or the institution. A uniform approach to delivery will never work, and so we need to ensure that a decentralized approach occurs and setting archetypes of land holders and institutions will allow for this.

As time progresses in the formative stage, the hypothesis and the archetypes will become much more known, and the required services of land administration will be much clearer. A time will eventually come when the team will need to make a decision of whether to scale or to not, and this is the moment when they need to nail their colors to the mast.

Nailing colors to the mast

This phase takes the lessons learned from the formative phase and spends time ensuring that everyone knows what success for delivery is. A question which can often be ignored is; “What constitutes success?” or “Where does each stakeholder emphasis its success?”. The issue invariably is that each actor has a different definition of success. If we do not know what success looks like, then how can we deliver?

The theoretical diagram below emphasizes this further:



In a generic logical path for delivery, different stakeholders will emphasize success in different places. For example: service providers who are reviewed through an Annual Review of Key Performance indicators would emphasize success at the Output level where their performance indicators are likely to lie. But the development partner will often have their emphasis of success at the Outcome level where their key performance indicators often lie. Development Partners operate through programmes, providing a multitude of interventions to tackle a broad issue which they are held accountable to their tax payers for. They do not want to report GDP growth in a country but more the change in society. The National Government often has emphasis at the Impact and Macro level. Indicators such as economic growth or national plans being met or multilateral indicators such as the SDG's or World Bank Doing business. Finally the beneficiaries will often care for the Outputs that directly affect them and the unexpected impact these will have on their community.

In terms of a land administration programme, the diagram may demonstrate that:

- The Service Providers emphasis is on the establishment of a land administration system at in the institution
- The Development Partners interests are in the use of the system and its subsequent impact on investment patterns of farmers
- The national government wants to ensure that the World Bank Doing Business indicator is satisfied and the indicators in the national plan are also satisfied

- The beneficiary cares how they can interact with the land administration system, understanding why they should trust it, and the impact it will have on investment opportunities in their particular area.

As the example shows, the emphasis on success can differ across geography, time length and, most importantly, on the position along the logical chain. This is one of the reasons why so much time can be spent on conventional tools such as the logical framework of the theory of change, as they need to remain flexible in order to keep pace with different emphasis of success.

It is vital for the Delivery Unit to first understand and then communicate across stakeholders the definition(s) of success. This is for three reasons:

- 1- Success can be defined differently across stakeholders. Knowing what each one believes to be success will either work towards a common consensus or an acknowledgement of what the success is. If this does not occur how will the interventions for delivery be considered successful or not.
- 2- The definition of success impacts on the delivery approach in implementation and the considerations for irreversible delivery later on. If success is defined by a payment for results basis, a rigorous and systematic approach to delivery is more important. If success is more defined at Outcome level with a looser measure based on case studies, an adaptive or agile approach to management can be pursued.
- 3- Finally it ensures that legitimacy is confirmed. In the negotiations for success, the Delivery Unit should use this to emphasize the legitimacy of the powerful body in the room, hopefully the national government representatives. By ensuring that their definition of success takes precedence over the others.

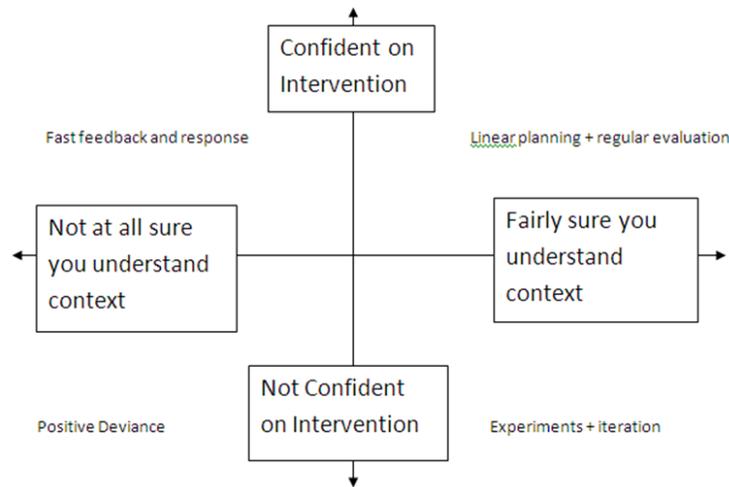
The Delivery Unit should communicate the understanding of the emphasis of success to try and demonstrate if they differ and how little changes can be made to align their definitions of success. This is probably the most difficult phase of all as people compete for what success looks like, but this is why it needs to be done before delivery can commence.

Once agreed upon, the delivery unit then becomes the custodian of the definitions for success, using such tools such as dashboards and road maps in order to keep the definition in everyone's minds.

Delivery

Once the colors are set to the mast, the team then need to deliver. This is when the delivery unit needs to provide the advice set against the operational approaches. The delivery unit needs to use the LAC in order to set advice for the management approach and operations.

In considering the management approach, two frameworks which are important. Duncan Green (2016) developed a 2X2 on what types of management approaches should be pursued based upon confidence in what is being delivered. The 2X2 matrix is copied below:



If we are confident on the context and the intervention required, we can provide more linear interventions, precise evaluation and highly tangible targets from the beginning. If we have no confidence, and no idea how to approach the issue, we can apply a “Positive Deviance approach” a hands off form of project management.

As delivery progresses, we may move from no confidence in the intervention or context to full on confidence, and thus the approach to delivery must also change.

Another model in considering the management approach is set out by Barber (2015). Barber sets out a framework which considers which considers the type of public service, how well the current institution is performing and how effective the institution is. Based on this review, the management approach could be more agile or more tangible for a trajectory of hardline results.

Combining these two models allows for us to consider the context (the land holders) and the institution (the land administration unit) and how we can actually deliver. At all times, the LAC needs to be applied to

ensure that the management approach is achieving the desired success, both with the land holders and the institutions.

Another major role for delivery is the operational side. What often hinders implementation is the constraints placed on the ability to appropriately utilize operational functions. Policy and procedures for procurement which are not aligned with the idea of success will hinder the ability to meet that success. For example, if a systematic registration process is required, then the delivery unit needs to have access to funding, establish fraud risk management systems, provide bank transfers which are auditable and align it with procurement procedures. And this is just finance! The delivery unit needs to have the ability to first advise and then align operational systems to the programmatic approach. If these cannot be aligned, then the targets for delivery should change. The excuse of “limited resources means we cannot meet the target” is often misunderstood. The resources are known, the targets should be suitably set in line with these systems, not ambitiously set but can never be overcome.

Finally, the delivery unit is responsible for managing the independent evaluators. Evaluation outside of the delivery process as well as the results and if they are being achieved are vital to continually testing the success rate of the programme.

Irreversible Delivery

Irreversible delivery means that what has been done cannot go back on. People would consider this as sustainable and it is the main reason why operation considerations are vital for the delivery unit. In the end, the institutions have to take over the process so that there is no need for the delivery unit any more. Adaptive learning at this stage will provide smaller and fewer insights as more is known and the land administration system is established. But the handover of operations is key. Fraud risk management will need to continue. Procurement plans and procedures must be in place. HR requirements have to be fully established to keep trained staff.

CONCLUSION

At a time when the SDG's are in their infancy, it is essential that the global community discovers how to deliver public service reform. Land rights are the corner stone for some of the SDG's. Land administration is a vital element in providing secure assets to the poor, and in turn, improving their opportunity for better well being.

Global guidelines such as the Voluntary Guidelines for Land Tenure and Fit For Purpose Land Administration supports nations on how to technically improve their land administration systems. However,

guidance on how to manage the implementation of an improved land administration system is lacking in comparison.

This paper argues that a framework for delivery is required which relies upon:

- 1- Adaptive learning to influence the management approach,
- 2- Ensure that success is defined and agreed upon across stakeholders,
- 3- To provide operational tools in financial, human resource and risk management.

Further guidelines are now required on the delivery question for land administration reform in developing countries, and it is hoped that this paper is the first step in ensuring that this happens.

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