

Teaching Essentials for Responsible Land Administration: Considerations for future education and training

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Foreword

It is with great delight that we endorse this FIG position paper. The *Teaching Essentials for Responsible Land Administration (TERLA)*, developed between 2015 and 2018 under the patronage of the Global Land Tools Network (GLTN), marked a pivotal step in advancing the understanding, unity, and practice of land administration globally. We acknowledge the collaborative effort by distinguished scholars and practitioners in the creation of TERLA. It addressed the challenge of teaching the daunting and complex domain of land governance at a country-level. This publication acts as a touchstone. It looks back on that foundation work, unpacking lessons, but also draws on the insights of those valuers and educators deeply engaged with its application to case forward. Representing the joint efforts of the International Federation of Surveyors (FIG) Commissions 2 and 7, this paper recognizes the need to adapt TERLA to the evolving demands of professional education in land administration. We encourage all educators and practitioners in the land administration domain to read and reflect on the contents within, considering how they impact on their own teaching and learning contributions in land administration, and the ensuring of a sustainable pipeline of responsible talent enters our important domain.

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Chairs of FIG Commissions 2 and 7

Disclaimer: The views regarding the Teaching Essentials for Responsible Land Administration (TERLA) expressed in this position paper are those of the authors only and do not represent the views of the International Federation of Surveyors (FIG), Commissions 2 and 7 of the FIG, or the home institutions of the authors. An earlier version of this paper was subject to consultations by the chairs of Commissions 2 and 7 and several of the original authors of TERLA for their comments and inputs. Their feedback has been reviewed and, where appropriate, incorporated into this final version of the paper. The authors of this paper welcome comments and observations on the various topics presented in this paper with the aim of preserving the ethos of TERLA as a living teaching resource.

1. Introduction

The Global Land Tools Network (GLTN)¹ developed a comprehensive teaching and learning guide on land administration between 2015 and 2018 called the Teaching Essentials for Responsible Land Administration (TERLA). The TERLA, as a product of the GLTN, was co-authored by Grenville Barnes, Jean Du Plessis, Stig Enemark, David Mitchell, Asad Muhammed, Agnes Mwasumbi, Dimo Todorovski, Siraj Sait, and Jaap Zevenbergen. TERLA represents a breakthrough in creating global awareness of land administration as a critical lens for understanding the land governance challenges experienced in post-colonial countries and providing guidance for teachers and practitioners in land administration and related fields. It has positioned land administration to qualify as a discipline of study in tertiary institutions and beyond.

This position paper provides findings of an evaluation of TERLA by members of the joint International Federation of Surveyors (FIG) Commission 2 (Professional Education) and Commission 7 (Cadastre and Land Management) Working Group on Land Administration Education. The evaluators, who are the authors of this paper, felt that for TERLA to fulfil the potential for greater impact, it should be revised and updated to remain responsive to new ideas and changing needs in education and training. Therefore, this position paper proposes a revision of TERLA to maintain and potentially expand its relevance in the future. It also recommends actionable items for the FIG to enhance surveyors' professional education and training.

1.1 Background to TERLA

The authors of TERLA identified a need to develop a teaching package to support the development of skills and capacity for responsible land administration given the development of new ideas and practices in the post-colonial era. This led to the identification and production of six modules (Figure 1). The motivation for TERLA was to consolidate fragmented and '*hidden*' knowledge concerning land-related issues and innovative land tools and to create an accessible knowledge base on responsible land administration to support the development of university curricula.

The content of TERLA was peer-reviewed and validated by external stakeholders including those within the GLTN. The concept was first presented at the World Bank Land and Poverty Conference (Mitchell *et al.*, 2017) and was then reviewed by individuals from participating organizations. These inputs were assimilated into the final TERLA, published online as an open-access resource in 2019.² In 2021, selected authors and reviewers of TERLA conducted an assessment of its use by individuals, countries and institutions (Chigbu *et al.*, 2021). The assessment differentiates the use according to several categories including average time spent on the site and completion of the course. From this paper, it appears that the uptake of TERLA has not been as strong as anticipated. However, there is an expectation of a greater uptake over time (Chigbu *et al.*, 2021). Following this assessment, TERLA was rolled out by GLTN and stakeholders outside the GLTN in a workshop organised by the Namibian University of Science and Technology (NUST) in August 2021 where the potential priority areas for its

¹ The Global Land Tool Network (GLTN) describes itself as a '*dynamic and multisectoral alliance of international partners committed to increasing access to land and tenure security for all, with a particular focus on the poor, women and youth. The Network's partners include international rural and urban civil society organizations, research and training institutions, bilateral and multilateral organizations, and international professional bodies*'. <https://gltn.net/about-gltn/>

² The GLTN e-learning platform is accessible at <https://elearning.gltn.net/>

dissemination were debated and agreed. Later, TERLA was again endorsed by the Network of Excellence for Land Governance in Africa (NELGA) in a NUST/NELGA/GLTN/GIZ workshop in 2022.

TERLA presents itself as a *living document* that can respond to suggestions and evolve. It was thus purposefully published in a *beta* version with welcomed feedback on the content (Chigbu *et al.*, 2021). The intention was for it to form a non-prescriptive base on which lessons may be built using a flexible and active learning approach according to the teaching and academic needs of the users. TERLA is not meant to be all-inclusive, as this would have been unmanageable and possibly too prescriptive. Instead, the content was consciously presented as a structured knowledge base to guide teachers or practitioners (Lunenberg & Dengerink, 2021). *‘Depending on need and context’* users are expected to supplement the content provided in the course notes with case studies, class discussions, class exercises, and up-to-date examples (Chigbu *et al.*, 2021).

During the 2022 workshop, NELGA saw the opportunity to develop a Massive Open Online Course (MOOC) using TERLA. This and the 2021 assessment (Chigbu *et al.*, 2021) sparked the need for an abridged version to make the resource more concise and accessible. This version prepared by Enemark was published in 2023 and provides user guidance that aims *‘to support the wider use of the knowledge base and provide some practical guidance for how to use the six modules in a range of education, research, training, and capacity development activities’* (Enemark, 2023).

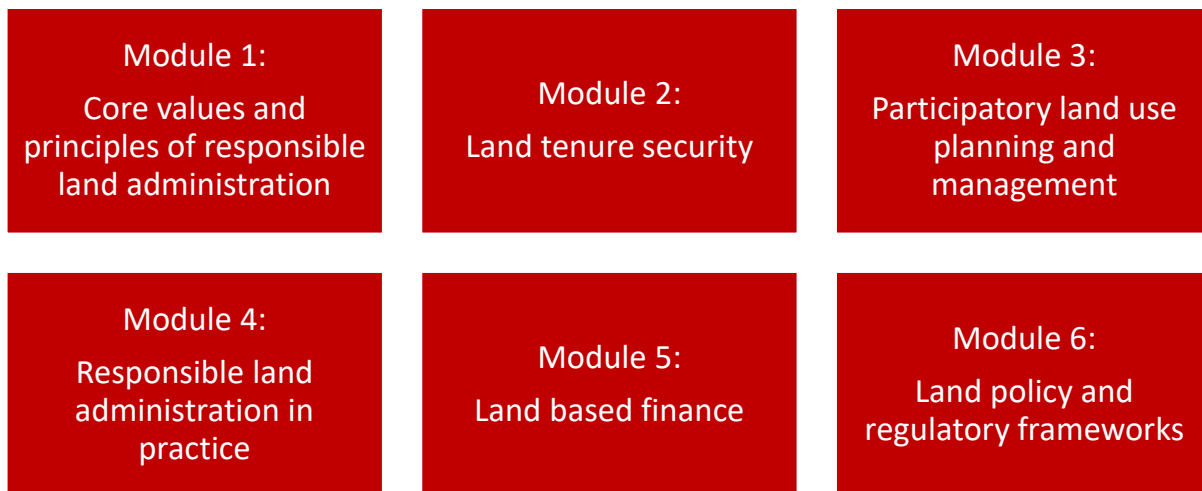


Figure 1 The 6 modules of TERLA

1.2 Motivation for this position paper

The motivation for this position paper resulted from discussions at the FIG Commission 2 annual meeting in Deventer in October 2023 (FIG, 2023a). TERLA had been developed assuming that its main users would be universities and training institutions, but responses since its publication show that there is wider interest. It was noted that TERLA has the potential to reach a wider audience beyond academia, including consultants and land professionals, for their research, education, training, and capacity development purposes.

The FIG joint Commission 2 & 7 Working Group on Land Administration Education (WG2.4/7.7) resolved, as part of its 2023-2026 4-year work plan, to review and support the further development of

TERLA. This position paper responds to the call for further input to help with continual adaptation and to improve TERLA’s uptake. This position paper provides insights, ideas and new directions that could deepen understanding and encourage adaptations or debate where necessary. This paper is also a contribution to the GLTN for consideration when future changes or updates to TERLA are contemplated.

1.3 Method

This position paper presents a summary of the findings of the module-by-module review following a Strengths, Weaknesses, Opportunities and Threats (SWOT) assessment. A SWOT analysis was deemed necessary as a basis for a systematic review of the current TERLA in view of its future use. Most importantly, it helps to identify the content and delivery of the modules that require updating. In this regard, it provides a focal window for building on the strengths, leveraging on opportunities, and addressing weaknesses and threats. Six questions served as *aide memoire* for the review, with three questions focusing on the modules’ content, and another three questions about the approach to delivering the content (Figure 2). The review identified the strengths, weaknesses, opportunities and threats of the TERLA. This allowed for framing actionable items to improve TERLA and highlighted the role of FIG in enhancing surveyors’ professional education and training.

Content	Delivery
<ol style="list-style-type: none"> 1. Are all bases covered? 2. Are there more recent publications / theories to include? 3. Is any content outdated or is the focus too narrow? 	<ol style="list-style-type: none"> 4. Are the learning outcomes appropriate and complete? 5. Are the graphics useful? Can they be improved? 6. Is the sequencing of ideas correct or can it be improved?

Figure 2 Guiding questions, considering both content and delivery

2. Strengths, Weaknesses, Opportunities and Threats

The outcome of the review is organised around the strengths, weaknesses, opportunities and threats of the TERLA. The objective of the TERLA was to consolidate land administration knowledge to create an accessible knowledge base on responsible land administration to support the development of university curricula. Strengths and opportunities represent the features of the TERLA that support achieving its objective. Weaknesses and threats constitute the features of the TERLA that impede the achievement of its objective. Figure 3 summarises the results of the SWOT assessment, while the subsections below provide a more detailed assessment.

Strengths	Weaknesses
<ul style="list-style-type: none"> • Comprehensive teaching & training package. • Available in English and French languages. • Covers a wide range of topics. • Diverse references that enable further knowledge exploration. • All modules provide clear and achievable learning outcomes, supplemented with graphics. • The sequencing of ideas is logically presented. 	<ul style="list-style-type: none"> • Lacks a global focus and visibility. • Unclear & somewhat outdated concepts. • Insufficient definitions for terminologies used. • Module on land-based finance does not cover rural & peri-urban areas. • Case studies are not presented on some of the critical themes addressed in the TERLA.
Opportunities	Threats
<ul style="list-style-type: none"> • More translation into other languages would enable global reach. • Inclusion of a glossary for definitional & conceptual clarity. • Addition of case studies, new testing tools and further literature to enhance comprehension and impact. • Broadening the modes of access to reach wider users. 	<ul style="list-style-type: none"> • A static document that is not regularly updated. • Imprecise or unclear definitions get in the way of comprehension. • A lack of diverse options for global accessibility. • Lack of or poor interlinkages between modules may confuse readers not versed in the subject.

Figure 3 The SWOT matrix for updating the TERLA

2.1 Strengths

With comprehensive content, each module provides wide-ranging coverage of the relevant topics, suitably referenced. The reference list allows educators and learners to explore the concepts further. References are not restricted to academic papers but include sources published by non-government

and intergovernmental organisations (so-called *grey* or *soft* literature). This broadens the scope beyond academia and avoids the paywall barrier associated with many academic publications. Each module provides clear and achievable learning outcomes, supplemented with simple graphics. In most cases, the sequencing of ideas is logically presented. Key strengths are noted below:

1. Modules 1 and 2 acknowledge the diversity of tenure types around the world, which is a welcome move away from the preoccupation with registered titles. The value of customary and off-register tenures is acknowledged, particularly the potential for *recordation* as a means for official recognition and adjudication. This is critically important to cement its legality and provide a counter-argument to registration — as currently conceived — as the only record system that counts.
2. Module 1 recognises the importance of existing local land administration systems, which assists in the conceptual move from a *replacement* to an *adaptation* mentality (Hornby *et al.*, 2017; Hull *et al.*, 2019). Strong links are provided between land administration, human rights, and the global agendas including SDGs, New Urban Agenda, and VGGTs.
3. Module 2 covers the major elements of land tenure in general, land tenure security, and assessments thereof. It introduces the concept of responsible land administration and land tools, which the module argues support the improvements of tenure security. The references provide a historical view of the development of different land tenure types and the role of maintaining land records.
4. Module 3 applies a participatory process to implementing the principles of Responsible Land Administration in land use planning to enhance land tenure security. Concepts of integrated land-use management are introduced together with adaptive tools for inputs to the planning process.
5. Module 4 provides clear definitions of relevant terms. The content is supplemented with several useful case studies that provide context to the theory. Measurable goals for land tenure reform are presented.
6. Module 5 explores the role of land-based financing instruments for leveraging land value for land administration services. It presents land-based financing as a potential source of revenue with a focus on the methods of capturing increases in land value that can be used equitably and efficiently by the government to improve land administration services.
7. Module 6 presents an overview of the multiple components of land administration with evidence of progress in the conceptual development of land policy and governance in the land administration discourse since the 1990s. The overview fully acknowledges the importance of *informal* land administration systems.

2.2 Weaknesses and Opportunities

Some key concepts that are central to the course were found to be somewhat out of date. These require greater currency and clarity, in particular (a) what is understood by *property*, which is defined in the course in a very narrow way; (b) limitations of the formal-informal divide, a concept widely employed in the course; and (c) the impact of the registration system on off-register rights, which is not sufficiently covered in the course to ensure that the complex trade-offs involved in the paths to formalisation are better understood.

There are numerous opportunities for strengthening TERLA in the short and medium to long term (Figure 4). Details are provided in the following sub-sections, where weaknesses and associated opportunities are presented.

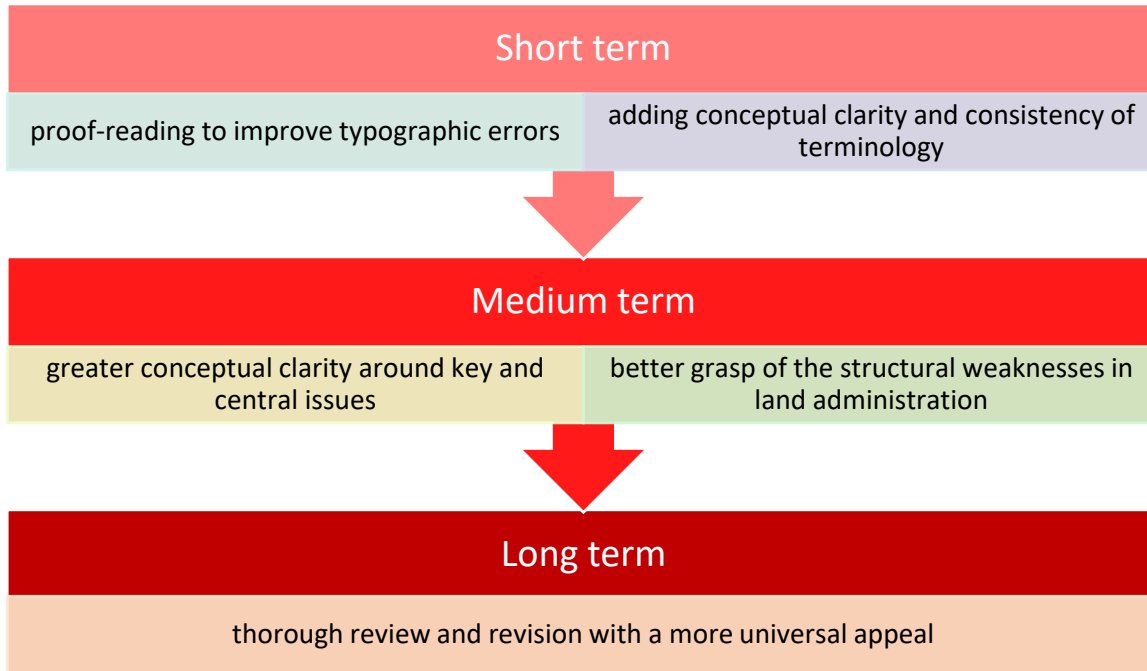


Figure 4 Short, medium, and long term interventions for improving TERLA

2.2.1 Definitions

TERLA was designed to serve various types of users. It aims to cater for those with limited understanding and those wishing to fill gaps in their knowledge and improve their understanding of land administration. While the content should cater to both audiences, it sometimes misses the mark. There are elements that assume a certain basic understanding of key terminology. An example is in module 1, which introduces TERLA but does not provide a working definition of *land administration*. This is nevertheless listed as a core learning outcome of the module. Instead, some definitions are provided in module 4.

Overall, more definitions are needed and where they are provided, they are not always sufficiently robust. Some of the definitions are too narrowly conceived and need to be broadened to include a wider range of circumstances. While definitions do evolve (Hull *et al.*, 2024; Hull, 2024), a strong foundation for common understanding and less interpretational leeway is important.

Adding a glossary as a navigational tool will help readers grasp the meanings and help them interpret the reading materials. It would also help for comparison across their professional, social, economic and political environments. This glossary could use the terminology provided in *Land Administration for Sustainable Development* (Williamson *et al.*, 2010) as a starting point. However, educators and students should be encouraged to draw from a wide range of sources to avoid perpetuating a narrow rhetoric or stereotyping.

Weaknesses	Opportunities
<p>Definitions of key concepts are static and somewhat outdated.</p>	<p>Concepts with potentially multiple interpretations should be qualified or their use clarified, e.g. <i>'in this module we use [concept A] with the following meaning/in the following way'</i> and, where relevant, acknowledge it has other uses.</p>
<p>Module 1 defines property to be land <i>'with permanently attached structures or improvements'</i>, i.e. unimproved land is not property. This is a false comparison. The definition implies that unimproved land is neither an asset nor belongs to anyone. This undermines not only the economic principles of land administration but also social norms. For example, the African commons, whether improved or not, is collectively owned for the good of the community.</p> <p>Module 5 makes frequent use of the concept of 'market value' but does not provide an internationally recognised definition. It is therefore not clear if the underlying concept of market value is the generally accepted definition of <i>'highest and best use'</i> (IVSC, 2024).</p>	<p>Broaden the definition of land to link land, water, and other resource rights while emphasising people's social and religious connections to land (Hull <i>et al.</i>, 2024).</p> <p>Provide a broader understanding of cadastre (FIG, 1995) and cadastral systems (see e.g. Silva & Stubkjær, 2002; Hull & Whittal, 2013; Hull <i>et al.</i>, 2019; Krigsholm, Riekkinen & Ståhle, 2020).</p>
<p>Module 4 does not explain how 'responsibility' in land administration/management is to be measured. A course that provides teaching essentials for the development of curricula for <i>responsible</i> land administration should contain the means for measuring the relative responsibility of current and potential future land administration systems.</p>	<p>Refer to de Vries & Chigbu (2017) and related publications – see the Recommended Readings.</p>

Figure 5 Definitions – Weaknesses and Opportunities

2.2.2 Conceptual issues

It is considered important to probe widely used concepts and not simply adopt them as *self-evident truths*. Many are problematic and are used as political tools. TERLA would benefit from a more nuanced

understanding and acknowledgement of regional and national variations. These weaknesses compromise the overall analysis and limits its global efficacy.

Specific conceptual issues requiring attention:

- In module 2, *land tenure* and *property rights* are distinguished. *Land tenure* is used to refer to ‘*informal (unregistered) and oral-based customary rights*’ whereas *property rights* refers to ‘*only those rights that have been formalized and registered through the dominant legal system.*’ Viewing property in this way casts a shadow over other conceptual underpinnings. **Property is a relation between a person and an object and exists regardless of formalisation** (Kingwill, 2013).
- Module 5 does not fully **consider implications of implementing land-based finance mechanisms in areas with poor real and / or perceived land tenure security**. Those who feel they own the land may lose their land due to e.g. increased land taxes, infrastructure levies etc. Those who are long term tenants may feel discouraged to invest in the land if that means a major risk of rent increase. This leads to land tenure insecurity which has implications for the confidence people place in land-based investments.
- TERLA does not adequately embrace the **plurality of national rules around land and property valuation**, nor does it juxtapose the described rules against the current thinking to promote a greater common understanding (IVSC, 2024; RICS, 2024). In the context of the preservation of land for agriculture and nature, TERLA **misses some recent thinking** on problems such as transactions of unregistered land (Obeng-Odoom and McDermott, 2018), or fair compensation for expropriated properties (Decoville and Feltgen, 2023).
- TERLA does not reflect the latest thinking and solutions with respect to the use of **technology to support land administration**, e.g. mass valuation and automated valuation models, and how frontier technologies can be used to support land tenure security (IFAD, 2023).

Further weaknesses and opportunities around conceptual issues are described in Figure 6. **A list of recommended readings is provided at the end of this document.**

Weaknesses	Opportunities
<p>While each module provides a wide range of references, most sources are from 2016 or earlier, thus more recent publications are missing. There is also a narrow reliance on sources arising from GLTN, UN-Habitat, FIG and the World Bank.</p>	<p>Some references and examples could be supplemented or replaced with a wider range of up-to-date sources to reflect the latest thinking, best practices, new policies and projects, elaborations on failed projects, and deeper theoretical underpinning of the key approaches. There are several references to draft publications that are final by now (including SDGs).</p>

Weaknesses	Opportunities
<p>The approach in module 6 is too high-level and biased towards perspectives generated through the United Nations and World Bank. It is overly aspirational and lacks grounded realities of policy- and law-making. There is nothing on customary law and the implications thereof. ‘Other’ systems of law are presented as such (i.e. abnormal) rather than as central issues / normative for customary contexts, reflecting a Western bias in thinking. In its current form, the learning outcomes will be superficial.</p>	<p>Rearrange the section so that it fits into a module on Institutional aspects and embed policy and governance discourse in all modules. Since land policy gives rise to all aspects of land administration (Hull, Kingwill & Fokane, 2020), this should be addressed in modules 1 or 2.</p> <p>Teachers and learners should be directed towards more literature that critiques and reviews the approaches and principles that are presented in TERLA as formulaic instead of as guides. They may have unintended negative consequences if adopted without sufficient understanding of the relevant regional contexts (Scanlan <i>et al.</i>, 2023).</p>
<p>The formal/informal dichotomy underpins much of the discourse despite acknowledgement of diversity of land tenure and administration systems. This degrades unregistered land rights and promotes registered (freehold) land rights. The approach seems to support a view of the supremacy of ownership, titling and registration (Kingwill <i>et al.</i>, 2017) which requires revision as it does not reflect some relevant current and emerging thinking.</p>	<p>Show a more nuanced understanding of ‘formal’ and ‘informal’ as a means of distinguishing between systems of land administration and tenure in particular. Where it is used, it should be qualified and explained. Conceptual clarity is needed to avoid the perpetuation of unhelpful stereotypes.</p>
<p>TERLA does not adequately address the complexities and implications of customary law in Africa — especially in relation to the concepts of ‘customary’ and ‘community’ and the ambiguities around the concept of ‘indigenous’ throughout the world. The concept of ‘indigeneity’ is increasingly a basis of many contestations in Latin America and Asia (Li, 2010) and is subject to critique by academics (see e.g. Baird, 2016; Ovesen, 2003; Singh, 2023).</p>	<p>Show understanding of the nuances in terms such as ‘indigenous’, ‘traditional’, ‘communal’, ‘tribal’, and ‘customary’.</p>

Figure 6 Conceptual issues – Weaknesses and Opportunities

2.2.3 Case studies

While the current version of TERLA does refer to some case studies, they lack consistent structure. These **examples could be made more visible** to inform lesson arguments and include more detailed referencing. There are two interlinked issues to be addressed: (1) There are insufficient case studies in all modules to illustrate the concepts in context; and (2) Users of TERLA should develop their own case studies to support the material and make it appropriate for their contexts – this should be more strongly emphasised.

Weaknesses	Opportunities
<p>There are no case studies on large scale investments and their impacts on land tenure security of the rural community or peri-urban areas, despite this being a critical issue concerning integrated land-use management.</p> <p>There are no specific case studies on integrated land use management and the impact of interventions on local communities. There is a need to balance their land rights with environmental protections and consider distribution of benefits when large scale investments are made.</p>	<p>Include examples of longitudinal studies. These are especially important for assessing the impacts of land-based interventions.</p> <p>The photographic images included in module 4 could be accompanied by case studies to assist the teachers in preparing teaching materials, and to aid learners in their understanding of issues throughout the learning process.</p> <p>Case studies that demonstrate issues concerning the protection of natural resources and observing land rights of local communities for large scale investments are presented in existing scholarship such as Bekele <i>et al.</i> (2021); while impacts arising from compulsory land acquisition processes are recorded in Adam (2019), Agegnehu (2020) and Dires <i>et al.</i> (2021).</p> <p>Examples of land asset management would help students navigate the complex range of mechanisms used to optimise the use and productivity of land by applying best practices, technologies, and innovations to enhance the economic, physical, and social value of land. This topic should include negative externalities generated by some harmful land-based finance mechanisms, and ways of anticipating and dealing with them as they arise to avoid social injustice and agitation.</p> <p>Case study boxes showcasing selected mechanisms and challenges concerning land value capture policies, e.g. OECD (2022a), and more current views on the potential to implement land value capture-focused policies,</p>

Weaknesses	Opportunities
	<p>even in the G7 countries (House of Commons, 2018), would be useful to illustrate conditions under which each mechanism is more likely to deliver greater social value.</p> <p>Module 5 would benefit from sector-specific examples to help teachers and students identify the most appropriate mechanisms for specific projects, e.g. for transport infrastructure (OECD, 2022b). Similarly, more detailed exploration of land asset management would be important in the context of political debates on the extent to which the public sector should intervene and what mechanism would be the most suitable under various conditions.</p>

Figure 7 Case studies – Weaknesses and Opportunities

2.2.4 Geographically restricted focus

TERLA was developed with a particular focus on African countries. However, it is clear now that it is much more universally used, as demonstrated in Chigbu *et al.* (2021). It would benefit from some reorientation to ‘speak’ to a global audience while maintaining relevance for the Global South.

Weaknesses	Opportunities
<p>Despite ample references to mature economies, TERLA is written from a Western donor perspective with over-confidence in the ‘western model’. The storyline of land administration evolution seems to envisage the western economies as the aspirational model.</p> <p>The implied focus is on the developing world. The Global Financial crisis of 2007-2008 demonstrated that even in wealthy economies, implementations of public projects are nuanced, and funding is subject to political debate resulting in many governments struggling to implement optimal solutions in fear of losing political power. Thus, the rhetoric and selection of case studies would help explain these nuances to avoid repeating issues.</p>	<p>Broadening the global perspective and adding evidence from other regions of the world would deepen the analysis and draw in a wider range of experience from other regions. This may unsettle and contradict the seemingly ‘self-evident truths’ of the western model.</p> <p>A broader theoretical, empirical and practical focus with more inclusive global, regional or local relevance would likely engage a wider audience, which would in turn add to its value.</p> <p>The vision should even broaden beyond the current global agenda, e.g. to the post-2030 era and the possible trajectory of the SDGs. Linkages to regional or continental organisations other than the United Nations and its various offshoots would be an important signal that other global perspectives</p>

Weaknesses	Opportunities
The tools described in module 5 are generally used for urban development. However, the module does not adequately extend their application in rural and peri-urban areas . Given the rapid growth in many peri-urban areas, this approach perpetuates the dichotomy between urban and rural land.	are included, such as African Union Agenda 2063 (African Union Commission, 2015), among others in Asia and Latin America.

Figure 8 Geography restricted focus – Weaknesses and Opportunities

2.2.5 Visibility and accessibility

Although the modules are freely available online and referenced in several open-access conference papers, their visibility and access are somewhat limited. Formatting inconsistencies and typographical errors constitute additional barriers to improving TERLA’s uptake.

Weaknesses	Opportunities
The modules lack a consistent ‘ <i>look and feel</i> ’, and there are several grammatical and typographical errors . There is inconsistency in formatting . Modules 1, 2, and 4 share a common introductory structure. Modules 3 and 6 share a similar introductory structure. Module 5 has its own introductory structure. As the 6 modules share a common purpose, they should be harmonized in their structure.	The document flow needs to improve including a consistent approach from general to specific issues, solutions, etc. The accessibility and readability of the modules can be improved through proofing and ensuring consistency across the modules. Improving layout, formatting, section structure, illustrations, graphics and maps etc. will enhance accessibility of the content.
While it is acknowledged that the purpose of TERLA was to develop modules that can be used on a stand-alone basis, each of them provides limited links to other modules or lessons .	Add clear links between modules . Clearer links would make the document more cohesive.
Despite being published as a <i>beta</i> version, the current TERLA is a static document .	To ensure that it is always up to date, it could be potentially transformed into a more dynamic set of learning materials . The Curriculum Open-access Resources in Economics (CORE Econ, no date) is an example of how the idea of a free economics book evolved into a fast-growing set of learning materials for learners from across many disciplines and is now used across all continents.

Weaknesses	Opportunities
TERLA appears to be visible mainly to the NELGA, GLTN and FIG-affiliated institutions.	<p>There is scope to widen and increase its visibility and accessibility to include a range of land-related organisations and academia, which should improve its global uptake.</p> <p>Expanding or broadening the modes of access to TERLA could help boost its accessibility to potential learners. For instance, further development of TERLA into one or more MOOCs (and other learning formats) could help boost its visibility, as well as open new avenues for its access to potential users. The abridged version (Enemark, 2023) is designed to address this need.</p> <p>The 50-hour structure is of limited use for short continuing professional development (CPD) courses. Hence, the modules could be potentially broken down into lesson-equivalent CPD events.</p>
The modules are currently only available in English and French.	Translation into more languages would help to increase their global reach.
Assessment is a core component of curriculum design, yet the TERLA include limited examples of assessments.	Include examples of quizzes, problem questions, case study-based exercises and other assessment tools that make learning materials more transparent, better structured and easier to use. While these can (and should) be developed by the users of the Teaching Essentials, exemplars would provide a useful starting point.

Figure 9 Visibility and accessibility – Weaknesses and Opportunities

2.3 Threats

The major threat is that the **content will become outdated and disused** if more flexible and dynamic formats are not implemented and TERLA is not regularly updated. Thus, it is essential that the modules are regularly updated. It is recommended that a **systematic revision is completed at least every 4 to 5 years** to keep abreast of the latest developments in theory and practice. This process should be accompanied by regular ad-hoc updates in the form of side notes or an accompanying document (such as this position paper) specifying major changes and references to critical recent publications. **This is proposed as a standing objective of WG2.4/7.7 as part of their engagement around Land**

Administration Education. It must be noted that this engagement is *voluntarily given* by members of WG2.4/7.7. Hence, lack of funding should not be an obstacle to ongoing reviews.³

There is a very real threat of **misunderstanding due to the use of imprecise or unclear definitions**. For example, a myopic understanding of *land* limits the application of responsible land administration to dry land, leaving other areas unsupported. Confusion over the differences between *land administration*, *land management* and *land governance* can constrain TERLA's application (especially seeing as the dominant term used is *land administration*). This creates the potential threat that **graduates may find it difficult to find employment** because potential employees do not understand their qualifications (Hull, 2024). Another threat is that learners will not get an adequate sense of what it means to engage in policy- and law-making and observing the changing economic, social and political environment, due to an **over-emphasis on theoretical aspects of policy and law**.

3. Steps for using TERLA in educating and training surveyors

The TERLA, being a *living document* can be used and promoted in various forms by the FIG. The FIG Publication 46, *Enhancing Surveying Education through e-Learning* (FIG, 2010), and 81, *Enhancing Surveying Education through Blended Learning* (FIG, 2023b), presented the potential role of blended and e-learning. These documents support these learning modes for life-long-learning and CPD as they are flexible modes of learning for surveying and other land professionals. Key specific critical steps for the utilisation and promotion of the TERLA by the FIG are presented below.

TERLA for strengthening curriculum development implementation:

- Utilise TERLA for surveying and land professional training in land administration. Each of the modules can serve as a knowledge basis for CPD training.
- Leverage on the opportunities presented for the further development of TERLA to partner with GLTN, NELGA and other stakeholders in its implementation and use.
- Collaborate with other land sector actors to expand the thematic coverage of TERLA (including the inclusion of case studies) for more robust education and capacity development on various aspects of land administration.

TERLA for enhancing land management and cadastral knowledge:

- Promote the core values and principles of responsible land administration using TERLA.
- Adapt the TERLA for developing CPD programs in response to societal and industrial changes.
- Promote science-policy-practitioner dialogue (e.g., symposia, colloquia, webinars, workshops, etc.) based on themes covered in the TERLA focusing on specific regions within the FIG network.

The above actionable steps fit within the roles of the Commissions 2 and 7 of the FIG, which both have a specific focus on innovations in curriculum development implementation and land administration education.

³ Noting that were funding provided, it would allow for more focussed and in-depth review.

4. Conclusion

TERLA is a major contribution to identifying *land administration* as a critical constellation of issues to improve the understanding of *land administration's* role in land governance and also the application of coherent *land governance* in land reform contexts. TERLA has helped to raise the profile and visibility of *land administration* internationally and to provide a more balanced view of the concept of *land administration* that tends to focus disproportionately on land tenure in isolation from the other components. It has also re-centred *customary* or *informal rights* as part of the 'normal' narrative on land rights, rather than on the margins as an outlier that needs to be corrected. TERLA plays a critical role in curricular application to academic and technical studies on '*land administration*' that has been almost entirely missing from many related disciplines in the past.

Enhancements to TERLA will help the advocacy work to strengthen *land administration* as a respectable academic area in tertiary education institutions. The promotion of its usage by the FIG within its organisation, as well as to other stakeholders, is crucial for capacity development on responsible *land administration*. Such promotion helps in facilitating TERLA's future updates and potential expansion as a knowledge base covering various land administration themes.

This position paper presents a summary of what we consider to be the strengths and weaknesses of the modules as published in 2019 (this being the only available version, notwithstanding supplementary updates such as Enemark's abridged version published in 2023). The authors have responded to questions pertaining to the content and delivery of the TERLA. Based on issues that emerged from the SWOT analysis and questions investigated, this position paper provides actionable recommendations that FIG could support in its effort to improve practices around professional education (Commission 2) and cadastre and land management (Commission 7). It is the authors' intention that these suggestions be used by adopters of TERLA to build on the existing body of work.

To summarise:

- The main **strengths** of TERLA are the vast breadth of coverage, sensitivity to a wide range of tenures, and clear links to relevant publications.
- The main **weaknesses** of TERLA are a lack of definitional and conceptual clarity around some fundamental issues, outdatedness of some concepts and sources, lack of supporting case studies, and geographically restricted focus. These weaknesses give rise to several opportunities and threats if not addressed. Both the visibility and approach of TERLA could be considerably improved by reviewing the course.
- There are **opportunities** for the modules to be updated to include the latest references and expand their conceptual basis, add relevant case studies, provide examples of assessments, and generally improve the language, editing and presentation. The TERLA gives an opportunity for teachers and trainers to adapt the material within their local contexts.
- The main **threat** is that, if the weaknesses are not addressed, TERLA is likely to fall into disuse through becoming outdated and thus irrelevant. This would be regrettable because TERLA is a highly valuable resource that needs wider distribution and implementation. It is therefore the authors' hope that this position paper assists in this regard.

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Additional recommended readings

In addition to the in-text references listed above, the following are recommended readings to support the adoption and further development of the TERLA.

Module 1: Core values and principles of responsible land administration / General

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Module 2: Land tenure security

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Module 3: Land use planning and management

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Module 4: Responsible land administration in practice

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Module 5: Land-based finance

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Module 6: Land policy and regulatory frameworks⁴

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⁴ Notwithstanding our earlier recommendation (page 8) that module 6 should be reimagined as a module on Institutional Aspects early on in the course, and that policy issues should be addressed throughout the course, we provide herewith some essential reading on land policy, governance, and institutional aspects.

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Teaching Essentials for Responsible Land Administration:

Considerations for future education and training

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