

**Report to the 25<sup>th</sup> General Assembly  
FIG Congress in Washington, 19-26 April 2002**

**COMMISSION 7  
CADASTRE AND LAND MANAGEMENT  
REPORT OF ACTIVITIES 1998–2002**

**1. INTRODUCTION**

Commission 7 has gone from strength to strength in the 1998-2002 session. This report highlights the main areas of progress and achievement during this period.

The Commission's approach and activities are determined on the basis of its four yearly work programme which is developed both in policy and technical terms in a highly participatory manner. This programme reflects the Commission's assessment of the priority technical areas for this period that need to be addressed in cadastre and land management in the context of the broader work programme and priorities developed by the Bureau/Council.

The period 1998-2002 is the second full session in which the Commission has followed the policy of limiting the number of Working Groups to three. This has proven a very successful mechanism to ensure that the Commission's efforts are focussed and generate real outputs.

It is critically important to note that Commission 7's ability to undertake its planned activities and achieve its required outputs is dependent upon the high quality of communication between all of the national delegates. The most critical aspect of this is achieved through the annual Commission 7 working meetings.

The Commission's activities during the period 1998-2002 therefore include the following:

- Commission activities
- Working group activities and annual meetings
- Other major outputs (working weeks; joint commission and commission sponsored meetings; other meetings; publications; miscellaneous activities)

These are reported on in the following sections. It should be noted at the outset, however, that this report does not claim to be exhaustive. The Commission's activities are many and wide ranging, both in technical content and in geographical scope. What follows are some of the highlights and a flavour. Whilst the attempt has been made to include as much as possible of the Commission's activity in the space available, not everything has been featured. It is hoped that anyone whose work has not been thus mentioned will be understanding of this limitation.

## **2 WORK PLAN FOR 1998-2002**

The Commission's work programme for the period 1998-2002 was developed during the period 1997-98, when initial proposals were discussed at the Commission's annual meeting in Penang in 1997. With the benefit of comments received at that time and subsequently, the Commission's work programme was agreed and accepted at the time of the Brighton Congress in 1998.

The Commission's work from 1998-2002 has revolved around the three working groups set up at the Brighton Congress. The first of these, with Jurg Kaufmann (Switzerland) as chairperson, has looked at "Reforming the Cadastre". Dr Winfried Hawerk (Germany) has chaired the Task Force on Definition of Commission 7 ISO Standards which is working under Working Group 1. Working Group 2, chaired by Paul van der Molen (Netherlands and vice chairperson of the Commission), has investigated issues relating to access to land and possible changes during the next millenium. Agneta Ericson (Sweden) chaired this Working Group's special Task Force on Women's Access to Land. The third group, Working Group 3 on Land Markets, has been chaired by Andras Ossko (Hungary).

Each of these working groups developed detailed work programmes for their activities during the period 1998-2002 which were discussed, considered and approved in the Commission's first annual meeting, held in New Zealand's Bay of Islands, in 1999.

## **3 COMMISSION ACTIVITIES**

A significant part of any Commission's activities are undertaken at the Commission level, and these are acknowledged as a part of the Commission's output when preparing this record.

### **3.1 Bureau/Council Related Activities**

The Commission chairs and vice-chairs have had a significant role in the broader aspects of FIG policy since the formation of the Advisory Committee of Commission Officers (ACCO) during the UK Bureau. This forum also acts as a sounding board for Bureau/Council proposals, and as a forum for raising issues from commission perspectives.

The ACCO meetings take place regularly as a part of each of the FIG annual working weeks, and periodically as special sessions through the period of the Bureau/Council. Commission 7 has been an active participant at each of the ACCO meetings taking place as a part of the FIG annual working weeks. The Commission has also taken part in each of the special ACCO meetings relating to the 1998-2002 session. The first of these, held in Annapolis, enabled a positive interaction with the US Bureau in planning the period of their leadership and co-ordinating Commission activity with this. The other two ACCO meetings took place in the FIG permanent office in Copenhagen in 2000 and 2001. The latter in particular was vitally important for putting together the programme for the FIG 2002 Congress in Washington and providing again a positive interaction with the incoming German Bureau/Council to help ensure a successful period of their leadership.

### **3.2 UN Related Activities**

Commission 7, as with other Commissions, has a history of co-operation with the relevant UN agencies, and this has continued and developed during the 1998-2002 session. The Commission has supported several important initiatives in this area during this period.

The 1999 Bathurst Workshop on “Land Tenure and Cadastral Infrastructures for Sustainable Development” was put together by Ian Williamson, our former chair, and Don Grant, our Australian delegate, over a period of years of patient and painstaking planning. The Workshop ended up including representatives from 25 different countries and five United Nations related agencies: the Department of Economic and Social Affairs, Habitat (Centre for Human Settlements), Division for Sustainable Development, Food and Agriculture Organisation, Economic Commission for Africa, and World Bank. Of the total of around 40 invited participants, around one third were Commission 7 delegates or correspondents.

The resulting Bathurst Declaration, an official publication of the Federation, is reported in detail elsewhere in the FIG Congress 2002, but has had a substantial impact in development thinking around the world.

The meeting was followed by the International Conference of the same name, hosted by Melbourne University. This meeting, that attracted over 150 international delegates, was followed by the Melbourne Round Table between FIG and the UN and bilateral agencies, again the subject of an official publication of the Federation.

Following the successful agreements with Habitat (UNCHS) in the 1990’s, the Food & Agriculture Organization of the UN (FAO) was seen by FIG as a natural potential partner. Securing a formal agreement with the UN system’s largest executive agency proved elusive. A second contribution made by the Commission to FIG’s relations with the UN system has been steering the proposal for a joint memorandum of understanding between FIG and FAO to a successful conclusion in 2002.

Commission 7 has also furthered FIG’s relations elsewhere within the UN system, both through the inputs of its individual delegates, and through joint meetings. A particular relationship has developed, for example, with the United Nations Economic Commission for Europe (UNECE) Working Party on Land Administration (WPLA, formerly MOLA). Several of the Commission’s delegates (and indeed other Commissions) are active participants in this group and have been involved in the organisation of the Working Party’s regular meetings. In 2001, the WPLA and Commission 7 annual meetings were timetabled to overlap, allowing both groups to share in the Commission’s annual one day open conference, reported on below.

### **3.3 FIG 2000 Washington Congress**

The highlight of the four year session, 1998-2002, is undoubtedly, however, the FIG 2002 Congress in Washington. This is the platform that enables the work of the Commission and its working Groups to be placed before the wider FIG community and the world beyond. The planning and timetabling of this major exercise is, of course, primarily an issue for the Congress director, in conjunction with the executive secretary of the FIG Office; but a certain amount of this activity also inevitably falls upon the shoulders of the Commissions.

Commission 7 has had an unprecedented number of papers, in excess of 100, submitted to it for consideration. This is a reflection of the strength of interest in the Commission's subject area within the Federation. In addition to 15 Commission sessions, the Commission is delighted to be contributing papers to more than a dozen joint sessions with the other Commissions. This inter-Commission activity and linkage is fostered and encouraged within the Commission and the FIG 2002 programme includes joint sessions with virtually all of the other Commissions. Further evidence of Commission 7's commitment to inter-Commission activity is referred to below under Other major outputs: joint Commission activities.

#### **4 WORKING GROUP ACTIVITIES AND ANNUAL MEETINGS**

The main activity of Commission 7 during 1998-2002 has, however, been undertaken by its Working Groups, and an important part of this has been furthered by the Commission's annual meetings in the Bay of Islands, New Zealand (1999); Hamburg, Germany (2000); and Gavle, Sweden (2001). Rather than describe the annual meetings individually, they are mentioned below in the context of the Working Group responsible for the organisation of the one day open conference.

Each of the Working Groups include in their detailed work plans their specific schedule of activities and outputs. This includes the responsibility to organise a one day open international conference as a part of a selected annual meeting, and a to report on the activities of the Working Group for presentation in FIG 2002 in Washington.

##### **4.1 Working Group 1: Reforming the Cadastre (Chair – Jurg Kaufmann, Switzerland)**

Working Group 1, under Jurg Kaufmann of Switzerland, initiated its activities after the 1998 Brighton Congress with a call for directional inputs and views from the delegates and correspondents and by developing its website. The Commission's involvement with the FIG-wide definition of standards also got off to an active start with valuable contributions from our German national delegate Dr Winfried Hawerk, chair of the Task Force on Definition of Commission 7 ISO Standards which has been working under Working Group 1.

The Working Group, in addition to the reports presented at FIG 2002 in Washington, has inspired an enormous amount of attention within the surveying profession through the publication of *Cadastre 2014*. The measure of its remarkable success in conveying a vision of how our cadastre and land record systems may look in the future is that it is now widely distributed on a global level and is available in many languages.

The Working Group has also been working hard to pin down the elusive issue of how we can improve the efficiency of our work with cadastral and land management systems, and in particular has been investigating how we can try to use systems of benchmarking to facilitate this. In addition to its reports the group has also brought out a publication identifying how some countries deal with this question.

As a part of its diverse activities this group, with particular support from its secretary, Daniel Stuedler, has been responsible for developing and systematising the Commission's national reports. These will build up over time a valuable database on how different countries' cadastral and land management functions are developing and thus will help to identify standards appropriate to assess performance and development.

Both of these latter areas of activity are, necessarily, ongoing. It is expected that they will start to bring major benefits to the surveying profession, and to the global community in general, when larger numbers of countries are able to participate actively by providing information, and when a sufficient series of data over time has been collated and analysed.

Commission 7's 2001 annual meeting was held in Gavle, Sweden under the auspices of the Swedish member association, and the National Land Survey of Sweden, and with the organisational team led by Commission 7's Swedish delegates, Tommy Osterberg and Agneta Ericsson. The total number of delegates, excluding accompanying persons was around 50, drawn from 29 countries.

Working Group 1 organised the Commission's one day open conference in Gavle entitled *Reforming and Benchmarking the Cadastre: Measuring the Success*. The annual meeting overlapped with the UN ECE Working Party on Land Administration (WPLA – formerly MOLA) resulting in a particularly well attended open conference with 107 participants drawn from 37 countries. A copy of the programme together with the proceedings may be found on the Working Group 1 website (<http://www.swisstopo.ch/fig-wg71/doc.htm>).

#### **4.2 Working Group 2: Land Ownership in the 21<sup>st</sup> Century: Access to Land (Chair – Paul van der Molen, Netherlands)**

Working Group 2, Land Ownership in the 21<sup>st</sup> Century: Access to Land, has been chaired by Paul van der Molen, the Commission's vice chair. In addition to its focus on access to land, and how this is likely to develop in the 21<sup>st</sup> Century, the group has had as an important focus on the development of Guidelines on Womens' Access to Land. This has been spearheaded by a Task Force chaired by Agneta Ericson.

Working Group 2 made a big input into the Commission's annual meeting in New Zealand in October 1999. Agneta Ericson worked with Bill Robertson, chair of the organisation committee, and his team from the New Zealand Institute of Surveyors, to prepare a very important and internationally topical one day international conference on "Women's Access to Land". This work on Women's Access to Land, with Sue Nichols, our Canadian delegate at the time, generated a great deal of discussion and light on the subject. The quality of the papers and presentations and the genuine interest and enthusiasm of the large numbers of people attending were very impressive. The material was considered of such quality by the New Zealand Institute that it was formally published in the Institute's *Survey Quarterly*, a real achievement.

The draft of a set of Guidelines was developed further during the session 1998-2002 with support from the Swedish International Development Agency (SIDA) and Swedesurvey and presented and unanimously adopted by the General Meeting at the FIG Working Week in Seoul, 2001.

A significant element of the Commission's output, mentioned above, that is of course related very closely to Working Group 2, is the Bathurst Declaration on "Land Tenure and Cadastral Infrastructures for Sustainable Development". The Working Group was very much involved through Ian Williamson in the Bathurst/Melbourne Meetings looking at Land Tenure and Cadastral Infrastructures for Sustainable Development which immediately followed the Bay of Islands annual meeting in New Zealand.

### **4.3 Working Group 3: Land Markets (Chair – Andras Ossko, Hungary)**

Andras Ossko, the Commission's delegate from Hungary has chaired Working Group 3 on Land Markets. The Working Group has used questionnaires to prepare an analysis of the current situation in land markets around the world with regard to their different economic and political situations. The Working Group has collected and summarised information from FIG member countries and others. In particular the Working Group has sought to collect sufficient information about land markets from African, Latin American countries and the former Soviet states to enable sensible comparisons to be made between developing, transitional and developed countries.

Based on discussions and common agreement at the four yearly FIG Congress in Brighton in July 1998, a draft questionnaire was circulated to the Commission's many delegates and correspondents for comments. The finalised version was subsequently circulated for completion.

The Commission's 2000 annual meeting took place in Hamburg from 14-19 May. It was organised by a team led by Dr Winfried Hawerk, our German delegate, and Gabrielle Dasse and was hosted by the German Associations. This meeting was attended by 35 delegates from more than 20 countries.

The Commission's one day open international conference at the Hamburg meeting was on the theme of Land Markets. It was attended by more than 60 delegates from 20 countries. The strong attendance and contribution of delegates from Germany for this one day symposium reaffirmed the importance of this regular event in the Commission's annual calendar. The papers delivered were of a high quality, and are available as a published part of the output of the Working Group. They stimulated vigorous discussion. Some provoked fascinatingly contrasting views on appropriate approaches to resolving land related problems in transitional economies. Although there was a strong focus on land markets in Central and Eastern Europe, and particularly on the German experience, there was a truly international range of presentations ranging from South Africa (Apie van den Berg), through Europe (Bodil Ekner from Denmark, Peter Dent from the UK and Jan Sonnenberg from the Netherlands) to Australia (Ian Williamson).

## **5 OTHER MAJOR OUTPUTS**

Commission 7, as with any commission, is also involved in a wide range of other major outputs during its four year session. A sample of these is included to provide a picture of the breadth involved.

### **5.1 Working Weeks**

Commission 7 has participated actively in all of the FIG Working Weeks during the 1998-2002 session.

A small but valuable contribution was provided for the Sun City Working Week in South Africa in 1999. The theme of the Commission's session papers was land reform, a highly issue in the Southern Africa region as the constituent countries search for ways forward for the future.

The Commission's contribution to the proceedings of the 2000 Prague Working week in the Czech Republic included a well attended session on cadastre and land management. The session comprised a number of stimulating papers from a wide range of geographical locations. The Commission's current and future activities were reviewed, and the work of the three Working Groups on Cadastral Reform, Access to Land and Land Markets was discussed. As with the South Africa Working Week, the session had regard to the regional situation. It focussed on issues from Central and Eastern Europe, reporting in particular on developing land markets in Central and Eastern Europe, on the difficulties in establishing information for EU accession countries for CAP purposes (IACS) and on the land and cadastre transition process in the Czech Republic. The session was rounded off by a fascinating account of the South Korean cadastral reforms.

The Working Week in Seoul, Korea in 2001 was an important opportunity for Commission 7 to share its experience in cadastre and land management with the Asia and Pacific region. A considerable amount of planning went into this meeting from the Commission's perspective. Our colleagues from Korea, always active participants in the Commission's work, worked closely with us in the Commission's annual meeting in Hamburg and subsequently at the Prague Working Week to ensure an appropriate contribution to the Seoul programme. The Commission was responsible for 5 sessions and contributed 24 papers to the proceedings of the meeting. The sessions focussed strongly on the issue of cadastre, looking at how different systems around the world are developing, particularly in the context of sustainable development. A particular focus was also on linkages between the cadastre and land administration and how the modernisation of both are making new demands on systems, in technical, institutional and legal terms. In effect, the Working Week was like a mini-Congress in its scope and coverage for the Commission.

### **5.2 Joint Commission Meetings**

The Commission has been involved in two major joint commission meetings during the session 1998-2002. These have been a part of the Federation's response to the member associations' requests to improve the accessibility of the outputs of the Commissions to different regions in the world. This is incidentally a particular concern that the Commission shares, and is an important part of the reason for holding an open international conference as a regular part of the Commission's annual meeting. In practice this has successfully increased

exposure within the host country, but unless it is coincident with another meeting, as in Sweden in 2001 with UNECE WPLA, neighbouring countries are less likely to be able to attend as the open conference is a one day format. The Commission's work plan for 2002-06 addresses this by proposing greater activity in regional meetings as a greater part of the Commission's regular business over the four year period.

The Commission made a substantial contribution to "The Mediterranean Surveyor in the New Millennium" seminar in Malta, held in September 2000. The Maltese member association, together with Commissions 2, 4, 5, 6 and 7, presented a wide range of papers. The Commission 7 session was organised and chaired by the Commission's secretary, Bob Ashwin, of the UK.

The Commission also made a valuable contribution to the joint meeting held in Nairobi, organised by the Kenya Institute of Surveyors. Led by Commission 3, Commissions 1, 2, 5, 6, and 8 also contributed. The meeting focussed on the development of Spatial Data Infrastructures, and was also an important opportunity for interaction with UN agencies, with UNEP and Habitat as sponsors, and FAO and UN Economic Commission for Africa participating.

### **5.3 Commission 7 Sponsored Meetings**

A further important part of the Commission's regular activity is in sponsoring and supporting meetings organised by member associations, and several of these have taken place during the session 1998-2002.

The first of these was in Poland where Professor Andrzej Hopfer, the Commission's national delegate from Poland, chaired the organising committee of the Warsaw Cadastral Congress which took place during November 1998. A large number of Commission 7 national delegates, including the past and present chairpersons, Professor Ian Williamson and Paul Munro-Faure, took part. Jurg Kaufmann from Switzerland, chair of the Commission's Working Group 1 on Reforming the Cadastre presented a paper, as did Tommy Osterberg from Sweden who acts as vice chair to Working Group 1. The Congress was under the patronage of the Prime Minister of Poland, and has had a material impact on the government's approach to cadastral issues. The Warsaw Declaration spelled out the Congress' view of where the future of the cadastre lies, and of some of the issues that Poland might address in this area.

There have been several other such meetings which have been sponsored, including those organised by the member association in Bulgaria, the Union of Surveyors and Land Managers. In November, 1998, the UK delegate, Peter Dent (who also acts as secretary for Working Group 3 on Land Markets) gave a paper at the FIG sponsored International Symposium on "The Law of Immovables: Dynamics of Development in Cadastral Systems and Land Management" held in Sofia. The Bulgarian national delegate to the Commission, Assoc Professor Anni Delieva, was also actively involved.

Two workshops were also organised with Commission 7 sponsorship by the Commission's vice chair, Paul van der Molen, on "Capacity Building in Land Administration" and on "3D Cadastres", respectively in 2000 and 2001 in the Netherlands in which several members of the Commission took part.



## 5.4 Other Meetings

The Commission has been invited to contribute papers by many other meetings. It is difficult to keep an authoritative record of these outputs, but examples include the invited input to the International Conference on the Future and Development of Rural Areas – Rural 21 in June 2000 in Potsdam organised by the Federal Ministry of Food, Agriculture and Forestry in Germany. A paper was presented here by a Commission delegate on the restructuring of agricultural enterprises in transitional economies.

A second meeting where the Commission was invited to prepare a major input was for the Austrian Geodetic Congress in Bregenz. This meeting is held every three years as the main congress of the Austrian Society for Surveying and Geoinformation. About 1200 participants attended this event. Around 120 of these delegates took part in the successful Commission 7 Working Group 1 session on Cadastre 2014. The impact of the work of the group is illustrated by the fact that the publication *Cadastre 2014* is now translated into almost 20 languages and has been very influential globally. The session was chaired and organised by Gerda Schennach (Austria), and featured papers by Andras Ossko (Hungary), Daniel Steudler (Switzerland), Winfried Hawerk (Germany), Paul van der Molen (Netherlands and Commission vice chair) and Jurg Kaufmann (Switzerland).

Other meetings to which the Commission has contributed range from Mexico and Colombia in Latin America, to Ethiopia in Africa, and to Germany in Europe, reflecting the Commission's commitment to try to improve the Federation's global reach.

## 5.5 Publications

The publication list of the Commission reflects these outputs described above. The most substantial output will, of course, be related to the FIG 2002 Congress in Washington which will include the reports of each of the Working Groups. Each of the FIG Working Weeks has had at least one, and in the case of Korea, five, sessions of Commission 7 papers presented and published. Each of the joint commission and other meetings has had papers organised, prepared and presented by Commission delegates. Each of the Commission's annual one day open international conferences has generated sets of published papers on the relevant theme.

There are many other FIG publications to which the Commission has been a major contributor, including the Bathurst Declaration and the Guidelines on Women's Access to Land. One of the most widely circulated and read publications in this period has been Jurg Kaufmann's Working Group 1 publication *Cadastre 2014*.

## 5.6 Miscellaneous

A final note may be recorded of some of the miscellaneous contributions that it has been possible to make during the session 1998-2002. These have ranged from opportunities, as chair of the Commission, to be able to bear the news to Skopje in person of the successful election of the Macedonian Association to full membership of FIG in 1998 and to give a congratulatory address to an extraordinary meeting of the Association. The evening meeting, in October, was attended by more than 50 surveyors from all over the country and was followed by celebratory toasts. In other parts of the world, member associations in Colombo, Sri Lanka, and Suva, Fiji, invited and received presentations and updatings on the work of FIG and the Commission during visits to their respective countries.

## **6 PROJECTS FOR THE FUTURE**

The development of the Commission's work programme for the four years, 2002-06, has been under the responsibility of vice chair, Paul van der Molen. Professor van der Molen presented his challenging work programme proposals for discussion by the Commission at its annual meeting in Gavle, Sweden in 2001. In addition to developing the usual pattern of working groups, annual meetings and associated seminars, the programme plans to extend the outreach of the Commission. These include proposals for Regional Workshops each year to increase the Commission's support and accessibility to member associations particularly in Africa, Asia and Latin America.

The Commission is undoubtedly in excellent hands for the next four years and there is no doubt that its spirit and output will continue undiminished.

## **7 ACKNOWLEDGEMENTS**

The work of the Commission can only be undertaken on the basis of teamwork, and it is appropriate that this should be properly acknowledged in the context of this report.

### **7.1 FIG Bureau/Council and Secretariat**

The Commission has enjoyed outstanding support from the FIG Presidents, vice Presidents and other members of the Bureau/Council during the session 1998-2002 and would like to record its sincere gratitude for this. Perhaps the warmest debt of gratitude is, however, owed to the new FIG permanent office, and in particular to Markku Villikka, FIG's Executive Secretary. The Commission would like to record that the establishment of the permanent office has been one of the most important and positive moves ever made by FIG and that it is working outstandingly well.

### **7.2 Commission 7 Officers and Delegates**

The Commission's work, as has been made clear in this report, is not the work of one person. In fact, paradoxically, if there is one person with whom the Commission should be able work quite satisfactorily without, it is the Commission chair, because the Commission is designed to function as a team.

The Commission's core team over the past four years has centred around the chairs of the three Working Groups, and their teams, and around the organising committees of the Commission's annual working weeks. All of these, and their exceptional commitment and work, have been mentioned in the report and are warmly acknowledged.

The extended team of the Commission, of course, includes all of its delegates and correspondents and the many others who have freely given of their time and resources to support the Commission's work. All of these, together with the Commission's secretary, Bob Ashwin and webmaster David Mercer, both of HMLR (the Land Registry of England and Wales), are warmly thanked for all of their contributions and support for the past four years.

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