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## ASSESSMENT FRAMEWOK FOR ASSESSING GOOD GOVERNANCE IN LAND VALUATION

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### ABSTRACT

An assessment framework is required to assess good governance in land valuation for infrastructure development. It is difficult to find the methodologies to assess the governance in land valuation for infrastructure development. Therefore, the main objective of the study is to develop an assessment framework for assessing good governance in land valuation. The desk study is followed by the literature review and is started with critical reviewing of scientific literature in the land valuation, good governance and assessment framework. Based on the evaluation areas of an assessment, various aspects and elements are identified for an assessment. Evaluation areas in an assessment are the areas that provide reference for the assessment framework. The aspects are the breakdown of these evaluation areas. The elements are the smaller units of aspects for an assessment. It is found that good practices criteria are optimal performance of indicator. Finally, the study reveals that an assessment framework is important because it provides guidelines and determines the aspects that should be focused in an assessment. Good practices and indicators are the methods for assessing the good governance in land valuation in infrastructure development. An assessment framework is developed for assessing good governance in land valuation for infrastructure development.

**Key words:** Assessment Framework, Governance, Valuation, Infrastructure Development

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### 1. INTRODUCTION

There is a need of assessment framework to appraise the good governance in land valuation system. An assessment framework as a guidelines or standards is necessary to assess the different activities in a consistent fashion. However, there are no such methodologies established which can evaluate and compare the actions of land administration systems in single way (Stuedler, 2004). An assessment is the systematic collection, review and use of information for depth understanding from different sources (Palomba& Banta, 1999). Based on this definition of an assessment, an assessment framework is defined as the conceptual structure for the collection, review and use of information to guide the research orientation. It is difficult to find the exact methodologies to assess the good governance in land valuation for infrastructure development. Therefore, it is necessary to develop an assessment framework from scratch for assessing the governance in land valuation system. An assessment framework is very important to assess how governance issues related to land valuation and property rights (LTPR) are impacting success of infrastructure development. An assessment framework provides guidelines and identifies the aspects that should be considered in an assessment (Reijersa&Mansarb, 2004). An assessment framework finds the aspects that are to be expected and to be considered

during an assessment process (Crisp et al., 2005). It shows that formulating assessment framework is essential to include, review and use core aspects. Good Governance in land valuation assessment is required for determining the real cause of conflicts and also for the implementation of a plan and program to support local communities (Galudra et al., 2009).

**2. MATERIAL AND METHODS**

The desk study has been followed for this study and is followed by the literature review. The study is started with critical reviewing of scientific literature in the various approaches for assessing goodGovernance in land valuation . The scientific literature such as journal articles, conference papers, books and documents including research/project reports are used for the purpose of this study and are mentioned in reference section.

**3. APPROACHES FOR ASSESSMENT FRAMEWORK**

This section discusses different approaches for developing assessment framework for this study to assess in a right way and discussed as follows.

**3.1. Logic Framework Analysis**

Logic Framework Analysis (LFA) approaches is generally used to assess the development, lineup with object and implementation of certain mission. Several development agencies are positively using this method to investigate and evaluate projects and programs in the ground of external development. The common users of LFA are the Canadian International Development Agency, the German technical assistance agency (GTZ), the World Bank, and the Swedish International Development Agency among others. It is also used by the Australian development agency (AusAID). LFA approaches accords its goal, purpose and outputs. It is based on the matrix of possible indicators, means of verification and different risks and assumption as shown in Table 1.

Table 1: Elements of the logic framework analysis matrix (Groenendijk, 2003)

	Narrative Summaries	Indicators of progress	Means of verification	Risks and assumptions
Project Goal	higher level objective of a project	measures to verify to what extent the goal has been fulfilled	Goal level indicators	
Project Purpose	effects expected to be achieved	measures to verify to what extent the purpose has been fulfilled	purpose level indicators	risks and assumptions concerning purpose to goal linkage
Outputs	expected results	measures to verify to what extent the outputs have been produced	Output level indicators	risks and assumptions concerning output purpose linkage
Activities	activities to be undertaken to achieve the expected outputs	<b>Inputs</b> resources required to carry out the activities	<b>Budgets</b> translation of activities into financial terms level	risks and assumptions concerning activities to output linkage

**3.2. Comparative evaluation approach**

In this approach, goals are defined and the ways to get that goal. One or more qualitative and quantitative indicators for each goal are formulated and benchmark is developed for each indicator. Optimal benchmarks are developed as best practice (Bandeira et al., 2009) as shown in Table 2.

Table 2. Evaluation Approach formulated by (Bandeira et al., 2009)

Goals	Indicators	Bench mark ( % , yes, no, value )	Source
<b>Goal 1</b>	Indicator 1 for Goal 1	Benchmark 1	Best practice 1
	Indicator 2 for Goal 1	Benchmark 2	Best practice 2
<b>Goal 2</b>	Indicator 1 for Goal 2	Benchmark 3	Best practice 3
	Indicator 2 for Goal 2	Benchmark 4	Best practice 4
.....	.....	.....	.....

**3.3. Good Practice Criteria Approach**

Good Practice Criteria approach is frequently used for developing an assessment framework. It considers different evaluation area such as policy, management, operational, external factors and review process levels. It is good to assess the system because it searches different possible aspects and indicators of system and comparisons with different good practice as shown in Table 3.

Table 3: Evaluation framework with aspects, indicators and good practice (Stuedler, 2004)

Evaluation Area	Possible Aspects	Possible Indicators	Good Practice
Policy Level	<ul style="list-style-type: none"> <li>• objectives and tasks of the system</li> <li>• historic, legal, social</li> <li>• cultural background</li> <li>• .....</li> </ul>	<ul style="list-style-type: none"> <li>• list of objectives and tasks</li> <li>• historic and legal indicators</li> <li>• social indicators</li> </ul>	<ul style="list-style-type: none"> <li>• system is well defined by objectives and tasks</li> <li>• system responds to needs of society</li> <li>• .....</li> </ul>
Management Level	.....	• .....	• .....

**3.4. VGGT Approach**

Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests, in the context of National Food Security (FAO, 2012) generally deals on governance viewpoint including access to land for different group of people i.e. women, poor, landless, indigenous for securing land right with proper use of natural resources. VGGT in Part 5 section 18. 1 to 18.5 describes that States should ensure that appropriate systems are used for the fair and timely valuation of tenure rights for specific purposes, such as operation of markets, security for loans, transactions in tenure rights as a result of investments, expropriation and taxation. Such systems should promote broader social, economic, environmental and sustainable development

objectives. Secondly, it also shows Implementing agencies should make their valuation information and analyses available to the public in accordance with national standards. States should endeavor to prevent corruption in valuation through transparency of information and methodologies, in public resource administration and compensation, and in company accounts and lending.

### **3.5. LGAF Approach.**

The Land Governance Assessment Framework (LGAF) contains important nine different thematic areas which are directly related to a basic principle of land governance and objectively advocates about land acquisition and land valuation for compensation. Mainly, LGAF speaks about Land Use Planning, Management, and Taxation theme in panel no. 2, public provision of land information; registry and cadaster in Panel No. 4 and Review of Institutional arrangements and policies Panel No. 9. The Land Governance Assessment Framework (LGAF) makes a substantive contribution to the land sector by providing a quick and innovative tool to monitor land governance at the country level. LGAF includes major key elements of Expropriation with insufficient or timely compensation: Limited transparency and community engagement hinder large-scale investment in land. From the land governance aspect, the document advocates about the main key as transparency and fairness, compensation, land lease and audit of public land. LGAF Panel No. 6 is about public provision of land information, which mainly focuses on registry and cadaster.

### **3.6. Comparison and way out for Assessment Framework**

It is the right way to obtain proper evaluation framework with evaluation and comparison of existing framework or approaches. But there is no proper built up evaluation approach to follow for meeting described objectives. Actually, LFA is generally used to assess the development, lineup with object and implementation of certain mission, which is used to examine basically project base framework. An approach followed by (Stuedler, 2004) involves mainly policy level, management level and operation level including review process as an evaluation area. The central elements defined for the evaluation is the integrated form of objective, strategy, outcomes and indicators and result evaluation. These elements are correlated with the various evaluation areas whereas LFA approach is widely applicable in evaluation of LAS project of international donor. Many donors such as World Bank and Asian Development Bank (ADB) request the application of it in project proposal and reports. An approach used by (Bandeira et al., 2009) for evaluation of national LAS followed the goal concepts. It also shows essentiality of the up-to-date tenure information, creation and maintenance of accessible inventories, record system of the agencies responsibility. The main keys as transparency and fairness, compensation, land lease and audit of public land contains as public land governance point of view. GPC shows the way out for building assessment framework in policy, management, operational, external factors and review process levels, which tries to cover the overall environment of framework by comparing the characteristics of each approach it is found that no any approach can be perfectly used for the assessment of good governance in land valuation for infrastructure development. Good Practice Criteria approach is frequently used in land administration assessment framework with assessing its system aspects, indicator and comparison with different good practices. It involves different evaluation area such as policy, management, operational, external factors and review process levels.

#### **4. An assessment framework for the study**

An assessment framework for this research is more influenced by the idea of (Steudler, 2004) and (Bandeira et al., 2009). Based on the evaluation areas of an assessment, various aspects; elements are identified for an assessment. The aspects are the breakdown of these evaluation areas. The elements are the smaller units of aspects for an assessment. Good practices criteria are optimal performance of indicator and are developed from the literature review. Indicators and good practice criteria are the methods to assess governance in land valuation. There is need of different external factors i.e. ideology, techno structure, and support staff as effect of external environment of organization. In other hand, factors like capacity building, available technology are also not under the direct control of the organization, but also influence the different organizational levels. The additional area that could affect the organization may be the review process of objectives and strategy. That is how the whole system performs and how objectives and strategies are met and satisfied. The organizational levels as policy, management, and operational including review process and external factors provide the basis for defining the actual areas of evaluation (Steudler, 2004).

##### **4.1. Defining aspects. Elements and indicators**

Policies, Governance, Threats and power degree, land acquisition are the major aspects for assessing the governance in land valuation as reviewed from (Galudra et al., 2009). External factor and impact are also the key aspects for the assessment in Land Administration System (Steudler& Williamson, 2005). These aspects are chosen for the assessment in this research because these aspects have correlation with the evaluation areas of infrastructure development. The stakeholders' capacity and expectation are the external factors whereas livelihood improvement and stakeholders' satisfaction are the impacts.

All of these aspects are further breakdown into various elements for the assessment. The elements for the assessment are developed from common understanding and experiences of land valuation in infrastructure development of various countries. The following elements are key elements considered for an assessment because an experience of land valuation indicates that infrastructure projects are not sustainable due to lack of consideration of these elements in infrastructure development. These aspects and elements are mentioned as follows.

##### **a) Policy aspect**

Policies are one of the important aspects to be considered for the assessment. Land policy, infrastructure development policy and environmental policy are required for political decision making process during site selection in infrastructure development. Policy formulation approach, access to land, equity in access to land and sustainability are the key elements under this aspect considered for this research based on (Galudra et al., 2009) which are discussed as follows.

- **Policy formulation approach**

Policy formulation approach can be bottom up, top down or mixed. Bottom up approach of policy formulation is a good practice because it includes all the stakeholders' participation to include their expectation, claim and interest. This supports for smooth development of any hydropower project which ultimately improves the livelihood of the society.

- **Access to land**

It is important to know how the affected people hold the land by tenant or land owner or combined. The way of getting land by them is another issues related to access to land to be known during the assessment to identify the socioeconomic status of the affected people.

- **Sustainability**

Environmental, social and economic balance creates the sustainability of the infrastructure development. Hence, it is considered as one of the elements in policy aspect.

**b) Governance aspect**

Governance principles are equally important in every stages of infrastructure development. Elements correlated to governance principles such as public participation, access to information, transparency, accountability, rule of law etc are reviewed. This research includes only transparency, public participation and access to information as key elements in this aspect for the assessment since these are more focused on research sub question and are discussed as follows.

- **Fairness**

Fairness is one of the most important elements of public land governance, which can support in sustainable social development. There should be fair, just and operative regulations for the disposal of public properties, compulsory acquisition, concessions, and land exchanges and these and the transactions that result should be transparent with public confession (Grover, 2008). Considering un-biased allocation of land and its rights as good practice, policy level should simply generate procedures to support good land governance.

- **Participatory**

Participation essentially means valuing all individuals thought. It helps for smooth running of development cooperation as governance aspect. Participatory methods are relevant from initial policy formulation and program appraisal, through the different evaluation stages including implementation and improvement, and monitoring and impact assessment at later stages. There is increased use of participatory methods in organizational establishment, understanding and negotiation of stakeholders' perceptions and increased public accountability (Liniger et al., 2011). So each of the decisions are taken from the active participation of relevant stakeholders as best practice, it should be indicate the proper participation in all kind of decision making process.

- **Access to information**

Access to information creates greater transparency and fewer opportunities for bribery. It is essential to identify that whether access to information is easy to the stakeholders or not. So, it is included as elements in an assessment. Access to information to all the stakeholders resolves the conflicts which ultimately supports for development of the project.

- **Transparency**

Transparency is necessary to build the trustworthy among the project developers and the affected families for smooth running of the project. It can be achieved by broader participation of stakeholders and access to information. There is need of transparent procedures and independent audit in many countries because of vested interests of political leaders and officials

at central level and in local government (Zimmermann, 2008c). A simple and good mechanism, awareness and information display methods should clear as best practice for support good governance.

**c) Institutional arrangement aspect**

UNDP defines institutional arrangements as the policies, systems and processes that organizations use to legislate, plan and manage their activities efficiently and to effectively to fulfill their mandate. Institutional arrangements include the involved and responsible organizations, their human resources, funding, equipment and supplies, leadership, effectiveness, and the communication links among organizations (North, 1990). The critique of the current land administration and management framework as highly centralized, complex, and bureaucratic is correct, and it is surprising that the report is so delicate that it speaks of land administration as perceived to be corrupt (Bruce, 2008).

**d) Land acquisition aspect**

Land acquisition is interconnected to implementation stage of project development and is the challenging task in project development. It is important to find the appropriate land acquisition procedure for hydropower development. Land resettlement and compensation are the key elements in this aspect and described as follows.

- **Compensation**

Considerable, fair and timely compensation plays vital role for resolving land conflicts and supports to complete the project within stipulated time. Land to land and land to cash compensation can be carried out during the development. Full compensation at once or at instalments payment is possible for the acquisition of land.

**e) Threats aspect**

Land conflict is the element for an assessment interconnected with threats aspect (Galudra et al., 2009). Boundary conflicts, conflicts caused by unfair compensation, untimely compensation, land use conflicts such as conflicts caused by blasting, movement of heavy equipment are the major conflicts in infrastructure developments. In order to resolve this conflict, it is necessary to assess land conflict as a key element.

**f) Stakeholders' expectation and capacity aspect**

An assessment of stakeholders' capacity for the investment is essential to encourage investors at local level. They can share the benefits from infrastructure development if their maximum capacity is utilised for the project development. It is essential to determine stakeholders claim, interest and expectation for the sustainable infrastructure development. This element is required for the assessment to identify that whether these expectations are attainable or not by the project.

**g) Impact aspect**

Impact aspect is included in the assessment framework since the overall concern of hydropower development is to evaluate the social and environmental effects. It may be positive impact or negative impact. Improvement of socioeconomic environment, stakeholders' satisfaction and improvement of biological environment are the main elements under this aspect which are discussed as follows.

• **Stakeholders’ satisfaction**

It is considered as an essential element for an assessment since the sustainable development of any hydropower projects depends on the satisfaction level of stakeholder

• **Improvement of Livelihood**

Infrastructure development should improve livelihood of the affected people. It is included as an element in an assessment to identify improvement of livelihood by the development of the project. The overview of aspects and elements followed for this research based on evaluation areas.

**4.2. Summarizing aspects, Goals, indicators and best practice criteria for the study**

This sub-section listed possible aspects, elements, indicators and best practice criteria shown systematically at different five levels. There are lists of selected elements assuming that which will support to meet of study objectives. Indicators and good practice are defined with review of literatures and county context. Further this selected elements and indicators are used to data collection methods. An assessment framework for assessing the land valuation in infrastructure development is shown in Table 4.

**Table 4: Summarizing aspects, Goals, indicators and best practice criteria for the study**

Evaluation areas	Aspects	Elements	Indicators	Good Practice	
Policy Level	Policy	Improve equity in access to land	Status of equity of land in project area.	Equitable to all.	
		Follow better policy formulation approach	Types of land policy formulation approach	Policy formulation is based on bottom up approach to incorporate interest of affected families	
		Provide access to land.	Number and ways of access to land	All should have access to land and ways are based on the existing ground condition.	
		Support sustainability	Kinds of social, environmental and economic impact by the project	-Socially, environmentally and economically feasible.	
	Governance				
		Fairness	Fair allocation of value and compensation	Un-biased allocation compensation	
		Participatory	Participation of stakeholders in all kind of decision making	Each of the decision are taken from the active participation of relevant stakeholders	
		Accessibility	Accessibility options and privileges to general users	Open, transparent, and simple system for accessing the data	



		Transparency	<p>Access to information</p> <p>Awareness</p> <p>Publicity</p>	<p>There is a good mechanism of accessing the data</p> <p>General users are aware of the availability of information</p> <p>Data, charts display Example: Signboard</p>
<b>Management Level</b>	<b>Institutional arrangements</b>	Role and function	-Role and functions defined	Roles and functions are clearly defined and there is no overlap in roles and functions
<b>Operational Level</b>	<b>Acquisition</b>	Adopt suitable acquisition and compensation procedure	<p>-Types of acquisition and compensation procedure.</p> <p>-Number of affected people</p> <p>-valuation procedures</p>	<p>-Method of land acquisition is commonly accepted in the context.</p> <p>-Less people is affected</p> <p>-Scientific valuation procedure is applied</p>
	<b>Threats</b>	Identify the various land conflicts	<p>- Types of land disputes/conflicts in the project</p> <p>-Ways of resolving land conflicts</p>	<p>-Ensure minimum conflict</p> <p>-Mechanism for resolving conflicts is available.</p>
<b>External Factors</b>	<b>stakeholder expectation and stakeholders capacity</b>	Stakeholder expectation and capacity	<p>- Various types of benefits that can be expected from the projects.</p> <p>-Types of training for the affected families</p>	<p>-Strategies for post construction benefits are available.</p> <p>-Use of local resources as far as possible.</p> <p>-stakeholders capacity is increased</p>
<b>Review Process</b>	<b>Impact aspect</b>	<p>- Stakeholders satisfaction level</p> <p>-Improvement of livelihood</p>	<p>-Satisfaction level in getting compensation and implementation of the project.</p> <p>-livelihood status</p>	<p>-Measure stakeholders satisfaction at full level</p> <p>-Measure improvement of livelihood status</p>

**CONCLUSION**

This paper dealt on developing an assessment framework for assessing the Governance in valuation system for infrastructure development. An assessment framework is important because it provides guidelines and determines the aspects that should be focused in an assessment. Determining the evaluation areas of an assessment is essential to identify the extent up to which it should be carried out. Land policies, Governance, threats, land acquisition, external factors and impacts are the key aspects for an assessment. Further aspects are breakdown into elements based on literature review and common understanding having correlation with aspects and evaluation areas of an assessment. Indicators are the key variables which supports in formulating the questionnaire. A best practice criterion is an optimal performance of indicators and is defined to assess the governance in land valuation system in infrastructure development. An assessment framework is developed to assess good governance in land valuation for infrastructure development.

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