Review of the project Capacity Building & Improved Client Services at the National Agency of Public Registry (NAPR) in Georgia

Final Report
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### Abbreviations and Acronyms

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<th>Abbreviation</th>
<th>Description</th>
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<tr>
<td>APLR</td>
<td>Association for Protection of Land Owners’ Rights (140 members; 70 staff in five offices)</td>
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<td>CBICS</td>
<td>Capacity Building and Improved Client Services (abbreviation for this project at NAPR)</td>
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<tr>
<td>CORS</td>
<td>Continuously Open Reference System (based on fixed GPS stations)</td>
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<td>CSA</td>
<td>Civil Service Agency (sister agency to NAPR under the Ministry of Justice)</td>
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<td>GEL</td>
<td>Georgian Lari</td>
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<tr>
<td>GNSS</td>
<td>Global Navigation Satellite System</td>
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<tr>
<td>NAPR</td>
<td>National Agency of Public Registry</td>
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<tr>
<td>PSH</td>
<td>Public Service Hall (“House of Justice”)</td>
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<tr>
<td>TRO</td>
<td>Territorial Registration Office (NAPR – to be partly replaced by Public Service Hall)</td>
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<tr>
<td>SEK</td>
<td>Swedish Krona</td>
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<tr>
<td>Sida</td>
<td>Swedish International Development Cooperation Agency</td>
</tr>
<tr>
<td>ToR</td>
<td>Terms of Reference</td>
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<tr>
<td>USAID</td>
<td>United States Agency for International Development</td>
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GEL 1.00 = SEK 4.40
This evaluation of the project “Capacity Building and Improved Client Services at NAPR of Georgia” was commissioned by the Embassy of Sweden in Georgia. The evaluation’s users include Sida’s Eastern European Unit, the Swedish Embassy, as well as the two implementing partners Lantmäteriet (Sweden) and National Agency of Public Registry (Georgia).

Since then the Georgia Democratic Governance and human rights sector has been one of the most important focus area having leading role in Sida’s Georgia country strategies. In this context Sida supported a number of twining like projects where Georgian authorities have been supported by relevant Swedish authority with the aim to develop capacities and build modern and effective institutions in Georgia. In this case National Agency of Public Registry was supported by Lantmäteriet.

Indevelop undertook the evaluation through Sida’s Framework Agreement for Reviews, Evaluations and Advisory services on Results Frameworks. In this particular evaluation, Indevelop cooperated with GRM International (UK). Indevelop provided active support in the planning and execution of the evaluation as well as quality assurance of the process and this report.

The evaluation was conducted by Jan Eriksson (Team Leader) and Mariam Tkeshelashvili (national consultant), with evaluation methodology support from Bernt H. Andersson.
Executive Summary

The goal of the project is to help the National Agency for Property Registry (NAPR) develop into an effective and sustainable organisation for property administration that provides reliable, accessible and affordable services to beneficiaries in both rural and urban areas. It is expected that the support provided will contribute to increased propensity among property owners and investors to intensify the use of land and urban property as well as to further value-adding investments.

The project focus has been on strengthening key NAPR technical and managerial capabilities related to information technology, cadastral accuracy, and integration of land, cadastre and graphic information. This encompasses core areas within NAPR, although the full demand among users for more accurate property records or for additional information on sales values is yet to be manifested. The project is being implemented between 2008–2012 in close co-operation with Lantmäteriet in Sweden, with a budget of SEK 23.5 million.

Project implementation has been facilitated by conducive government policies. All responsibilities for property administration in Georgia are vested in a single agency under the Ministry of Justice, incorporating the essential dimensions: urban–rural, verbal–graphic and legal–economic (rights). The Georgian Government also actively facilitates the one-stop shop concept that will eventually enable clients to conduct all their registration business through a single local office.

The project has made decisive contributions towards expanding the NAPR computer network to incorporate the notary offices; enabling on-line access to registry records by property owners; and establishing essential routines for enhanced IT security. It has also facilitated an internal process of strategic planning within NAPR and successfully helped to establish a network of GPS stations to improve the precision of cadastral information. Its efforts to improve cadastral standards and to establish a register on property sales are yet to bear full fruit.

Partly as a result of project activities, the number of property transactions increased by 30% between 2010 and 2011 while the processing time has dropped from 29 days to 2 days. A valuable market website has been created by NAPR to display information about properties offered for sale on a nation-wide basis.

The cost-efficiency of the project activities has been affected by the slow progress of some activities and a challenging budgetary complexity which prompted NAPR in 2010 to request a one year no-cost extension of the implementation period.

The prospects for sustainability of the institutional advances facilitated by the project are good: novel and upgraded procedures have proved sound and are well established; the young staff in NAPR have benefited from the recurrent professional interaction with Lantmäteriet consultants and enjoy attractive incentives; and NAPR can afford to engage outside expertise when required since it is able to set remunerative tariff levels for its services. It is expected that the remaining planned project activities will be concluded by the end of 2012 after which no further external support by Sida
would be required. NAPR, however, would like to shift attention towards geodesy and cartography as subject matters where knowledge and practices have not kept pace with advances in other countries.

The project’s effects on landholders and property investors to expand engagement in agriculture are yet to be gauged in conjunction with the influence of other contributing factors such farming returns and availability of credit. However, it is clear that the project has contributed to upgrade the efficiency of the core practices among sector stakeholders such as notaries, surveyors and banks. It has also induced other Government agencies to systematically adopt electronic routines and review the prospects for rationalising their document flows.
1 Introduction

1.1 RATIONALE AND PURPOSE OF THE REVIEW

Sida has been supporting the Government of Georgia on land administration matters since 2000. The project under review (1 June 2007 to 31 December 2012 with a budget of SEK 23.5 million) represents the third and last period of Swedish assistance. It has previously been subjected to internal quality assessments by Lantmäteriet, the appointed implementation partner of the National Agency for Property Registration (NAPR), but this is the first external review. The intended users are the Sida Eastern Europe Unit and the Swedish Embassy in Georgia together with the staff of NAPR.

1.2 TERMS OF REFERENCE

The Terms of Reference (Annex 1) request the reviewers to assess the attainment of stipulated goals, the validity of the project objective, the cost-efficiency of the provided support, its impact on the beneficiaries, and the sustainability of the achieved gains. The review is also expected to explore the rationale for further support to NAPR and the land administration sector in Georgia.

1.3 REVIEW METHODOLOGY AND WORK SCHEDULE

Indevelop has had the overall professional and contractual responsibility for the review assignment and has provided the necessary backstopping and quality assurance to ensure that the provided evaluation services were effective and met the expectations of Sida. The review was conducted by Mr. Jan Erikson (international evaluator) and Ms. Mariam Tkeshelashvili (Georgian evaluator), and Bernt Andersson (evaluation methods).

A combination of quantitative and qualitative methods have been used for the collection of the required information:

- desk review (1–5 May) of the project documents and other documentation, including annual plans and budgets, progress reports and internal monitoring documents but leaving out policy documents at the ministry level and legal documents pertaining to the land administration sector (see list of references in Annex 4); and
- individual and group interviews conducted in Tbilisi and Rustavi 7–11 May with NAPR staff and leadership, land surveyors, notaries, banks, property owners, the Internal Revenue Service, the Enforcement Agency and the cross-sectoral Data Exchange Agency (see list of people met in Annex 3). A telephone interview with Lantmäteriet was also conducted in Sweden.
The selection of respondents and the meeting schedule was prepared by the review team in close consultation with NAPR and the concerned Programme Officer at the Swedish Embassy in Tbilisi (see Annex 2). Most of the interviews were conducted in English with the national consultant offering interpretation in those cases when the respondents preferred the Georgian language.

The utilisation focus of the review was initially manifested by the sharing of the Terms of Reference by the Swedish Embassy with NAPR before the commencement of the consultant work. Prior to the interviews, the purpose of the assignment was explained by the evaluators and, when feasible, the conclusions of the discussions summarised after the meeting. A de-briefing of the embassy staff was conducted by the evaluation team on 11 May at the end of its work in Georgia.

This review was co-ordinated with two simultaneous reviews of Sida institution building projects in Georgia—Capacity Building of the Georgian Leadership Community for Improved Decision-making and Negotiation Skills and Promoting the Integrity of Civil Data in Georgia (also in the Ministry of Justice)—which facilitated access to additional information about Government institutions and policies.

A draft report for comments by Sida and NAPR was submitted on 15 June. This final version of the report reflects the comments received on the draft report.

1.4 DISCLAIMER

The evaluators’ field work was greatly facilitated by the preparations and the accessibility of the staff at NAPR and we would like to express our appreciation for the kind and effective support we have received from all parties involved. The preliminary findings from the field work were shared and discussed with the embassy staff and to some extent with NAPR but this report remains the full responsibility of the reviewers. Further, the views and recommendations expressed in this report represent the opinions of the reviewers and are not necessarily shared by Sida.

1.5 GUIDE FOR READING THE REPORT

Chapter 1 and 2 provide the background to the review and to the project. Chapter 3 presents the findings on the capacity building activities in relation to its six targeted outcomes. Chapter 4 reviews the services provided by NAPR to its various clients. Chapter 5 discusses the project management. The benefits of the project are reviewed in Chapter 6 and the conclusions are summarised in Chapter 7. The recommendations for the brief remaining implementation period are listed in Chapter 8 and Chapter 9 present the lesson learned during project planning and implementation.
2 Project Context and Main Features

2.1 THE LAND ADMINISTRATION SECTOR IN GEORGIA

The Georgian government considers rational use of land and other property to be an important means of achieving sustainable economic and social development. Secured rights and smooth procedures for transaction of properties are regarded as prerequisites for incremental investments in land and further consolidation of holdings in the rural areas.

In 1992, state kolkhozes began to be subdivided and urban property privatised. In 2004, the National Agency for Property Registry under the Ministry of Justice was formed to cater for property administration in both the rural and urban sub-sectors. NAPR has undertaken to incorporate all data related to property—cadastral, legal and economic—within a unified registry system.

The Ministry of Justice is responsible for strategy formulation and legislation for the property administration sector while the Ministry of Economy has the mandate for land policy analysis and planning and the Ministry of Agriculture monitors land use practices.

2.2 THE NATIONAL AGENCY FOR PROPERTY REGISTRY

NAPR currently administers three registers on immovable property—land, cadastral and maps—and recently became the host for geodesy matters in Government after the Ministry of Environment. In addition, the agency has assumed responsibility for registration of movable property, company registration and partial responsibility for a national address registry.

NAPR employs 300 staff at the head office in Tbilisi organised into 14 divisions or offices¹ and about 800 staff at 68 Territorial Registration Offices (TRO) at the municipality and sub-municipality levels.

¹ NAPR departments or offices in Tbilisi: (i) Registration & Cadastral; (ii) Lien, Public-Legal Limitation and Tax Lien/Hypothec Registration; (iii) Entrepreneurs’ and Non-entrepreneurial Legal Entities Registration; (iv) IT; (v) Procurement; (vi) PR and Marketing; (vii) International Relations; (viii) Human Resources; (ix) Financial-Economic; (x) Economic; (xi) Chancellery; (xii) Legal; (xiii) Administration; and (xiv) Internal Control.
The agency has instituted a formal network for property registration and transactions ("authorised users"), encompassing about 300 notaries, 70 surveyors and six banks that have access to the data in the central registries and are authorised to do first registrations of property and to register sales transactions.

In 2011, NAPR collected GEL 44 million in fees from property transactions and GEL 6 million from company registrations, making it financially independent of the Georgian Treasury or external project support (the average annual Sida expenditure for this capacity building project amounts to GEL 1.2 million). Past support by USAID and the World Bank ended in 2009.

### 2.3 PROJECT BACKGROUND, GOALS AND CHIEF CHARACTERISTICS

The previous project phase 2005–2008 (SEK 20 million), which was implemented within the Swedish regional strategy of support to human rights and economic development, was important for NAPR to establish central data bases, facilitate data exchange among the its territorial offices, harmonise the property registration process, and develop software for online access by the authorised users.

The intervention logic for the current project, which is operating within a rights and governance focused country strategy, is to conclude the Sida support to land administration by operationalising the link between NAPR and notaries, securing the IT systems, rationalising the archiving of land records, and increasing client satisfaction by improving the quality and range of provided data.

The objective of the project is to support NAPR to provide efficient, transparent and cost-effective services according to unified strategic guidelines and technical standards and with reliable real property information, managed by a sustainable land administration organisation. The project is thus expected to contribute to sustainable social and economic development of the nation, based on a well-functioning land administration, including secured property rights and a rational use of land (overall objective).

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2 Common tariffs that have been in effect since 2007: registration of rights on immovable property within four days costs GEL 50, within one day GEL 150, and same day GEL 200; and an abstract from the land registry costs GEL 15 (GEL 50 if delivered the same day).

3 The project objective is expected to be realised via six outcomes or components: 1. Operations & management [originally Capacity for land administration services] (SEK 3.4 mill): TRO model; notary electronic inter-action; capacity building on HR development; 2. IT development (SEK 2.5 mill.): reviews; capability for systems development; 3. Context awareness (SEK 0.4 mill): internal; new laws & EU [could have been done through policy/strategy approach]; 4. Information quality (SEK 2.4 mill.) ["integration of legal, economic and graphic data"]; pilot on existing data quality; methods for avoiding new mistakes; 5. Cadastral standards/data update (SEK 2.1 mill): GPS network; new cadastral standards; association of surveyors; and 6. Mass valuation methodology (SEK 0.6 mill.): feasibility study PY2; recommendations on methods and procedures. Project management (SEK 5.8 million) added subsequently.
The theory of change that links the project objective to the overall objective predicts that an effective land administration, based on clear laws and transparent procedures, will induce rural landowners to make more rational use of their holdings in a longer term perspective and attract outside entrepreneurs to bring capital, improved technologies and management expertise for expanded on-farm and off-farm investments. It is expected that such investments would lead to increased agricultural production and productivity that would result in more rural employment opportunities and higher annual incomes.

The implementation activities have primarily concerned five NAPR offices/divisions: Registration & Cadastral; Lien, Public-Legal Limitation and Tax Lien/Hypothec Registration; IT; International Relations; and Human Resources.

The project activities are being implemented under a “twinning-like” arrangement where Lantmäteriet offers experience on land registry, cadastral registry, mapping, relevant organisational models, and contacts with Baltic states with similar needs and institutional heritage. Support has been extended through a model based on frequent visits by Swedish consultants rather than them residing in Georgia. The SEK 23.5 million project budget has been largely allocated to consultant visits, study visits, conferences, workshops, international and local courses, and procurement of equipment. All fund disbursements from Sida have been effected through Lantmäteriet.

Most activities have been concluded, but in 2010 the project requested and was granted a no-cost extension by one year to 31 December 2012. Cited reasons included the war in 2008, the emergence of Skype that has reduced communication costs, and slow progress of some activities.
3 Findings on Capacity Building Achievements

The capacity building efforts of the project correspond to the activities defined under the six project outcomes/components (see Ch. 2.3, above).

The achievements on capacity building in turn form the foundation for provision of improved services, as envisaged in the project objective, by NAPR to individual clients and to its network of authorised users (Ch. 4, below).

3.1 LAND ADMINISTRATION AND IT SYSTEMS

The following two outcomes were specified for capacity building on land administration:

- Outcome (i): Adequate capacity for provision of land administration services of NAPR achieved; and
- Outcome (ii): Development of the NAPR IT system for land administration quality assured

Both the first and the second outcomes/components have proved important contributing means to achieve the project objective of providing efficient, transparent and cost-effective services according to unified strategic guidelines and technical standards.

The developments under the first outcome/component have been particularly important for the establishment of the Public Service Halls, the integration of independent notaries to ensure prompt registration of property rights and encumbrances, and the establishment of NAPR as an institutionally and financially sustainable service organisation.

The IT component (ii) has been instrumental in facilitating transparent and cost-effective services to the NAPR clients and in creating the internal capacity required for independent further development of the IT system without the need for extensive external support. The ambitious IT development at NAPR under this and the previous project phase has not only provided the basis for the successful internal integration of the main registries (land, cadastre and maps), secure operations and back-up routines, and the external integration of the NAPR functions with those of surveyors, notaries and banks but has also facilitated the incorporation of company registration under the NAPR purview and close cooperation with the Civil Service Agency on a joint address registry base.

Conclusions: The project outcome of achieving adequate capacity for provision of land administration services by NAPR has been realised. The project has also assured that the NAPR IT system for land administration has been developed to high quality standards.
3.2 CONTEXT AWARENESS

The following outcome was specified for the activities under this component:

*Outcome (iii): Awareness and improvement of the context within which NAPR operates [achieved]*

The original rationale for this outcome/component was to create internal awareness of the policy, strategy and legal context within NAPR was expected to operate. Planned means included workshops and seminars and launching of initiatives that would address gaps or weaknesses in the institutional environment of the agency.

The basis for this “contextual” component was weakened by successful addressing of the legal issues within the regular awareness-creating activities of NAPR. The strategic planning procedure instituted under the first project component, which is primarily focused on the land administration sector, did not fully bring those awareness creating activities into focus. However, in several other respects the model for organisational development of the land administration sector provided by Lantmäteriet has substituted for the weaknesses in the policy and strategic framework of NAPR by offering a coherent and effective “road map” for the activities of the project.

*Conclusion:* The expected outcome of improved awareness and context of the NAPR environment has been achieved although mostly through other means than the activities envisaged under this component (which were halted before 2011).

3.3 INFORMATION QUALITY

The following outcome was specified for the activities under this component:

*Outcome (iv): Quality, reliability and consistency of real property information [improved]*

The NAPR ambition to digitalise and integrate the land, cadastral, map and address registries requires that the input data is accurate. The project has supported NAPR to develop the methodology and techniques for scanning paper records into an electronic data base with effective back-up routines. In 2012, it launched a pilot study in one location to gauge the quality, reliability and consistency of existing property information as a basis for determining the extent of this improvement task on a national basis.

After a delay to allocate personnel resources to the development of the novel address register, the project is currently analysing the data collected in the pilot area, a task that will be concluded before the end of the implementation period.

Based on the analysis, a plan will be prepared by NAPR for the subsequent, sequential upgrading of the majority of the land and cadastral records in the country, indicating required methodology and measures and personnel and physical resources as well as time frames. The operational usefulness of this plan will largely depend on the forthcoming findings of the pilot study.

*Conclusion:* The project activities envisaged to achieve this outcome have included development of scanning techniques and collection and analysis of land and cadastral register data in one pilot area. The outcome will be achieved by the end of project period upon completion of the data analysis and the identification of its methodological implications.
3.4 CADAstral STANDARDS

The following outcome was specified for the activities under this component:

Outcome (v): Efficient procedures for cadastral data update [established]

The fifth outcome/component seeks to achieve a significant upgrade of cadastral standards through establishment of 28 GPS stations capable of substantially improving horizontal and vertical data accuracies within a CORS\(^4\) system and by specifying the ensuing standards for cadastral surveys in Georgia.

All GPS stations are likely to be fully validated and operating by the end of the project period thus facilitating definition and adoption of more efficient cadastral procedures. The outstanding tasks to specify and establish cadastral standards that reflect the improved accuracy provided the CORS system are also likely to be completed by the end of the project period.

The establishment of the GPS stations has widened the focus of NAPR from the CORS system to also include issues of geodesy, cartography and mapping. The project has assisted in tentatively defining training and other capacity building needs so as to build up the competence of NAPR in these fields.

Conclusion: It is likely that efficient procedures for cadastral data update will be established in NAPR by the end of the project period.

The project is also expected to prepare the ground for future developments in geodesy, cartography and mapping by outlining required activities and the resulting demands on institutional, physical and financial resources.

3.5 MASS VALUATION

The following outcome was specified for the activities under this component:

Outcome (vi): Methodologies and procedures for mass valuation of property [introduced]

The rationale for this project outcome/component is provided by expectations that existing and potential property owners would be interested in obtaining information concerning the value of similar transactions in their vicinity and also that such data would be of interest to the authorities in establishing property values as a basis for taxation. However, some property owners are reluctant to disclose price information as it may have adverse fiscal repercussions for them. The authorised users in the private sector are yet to become aware of the merits of such information as they commonly engage their own valuators. Property taxes are determined and collected by local authorities rather than by the national revenue service and there is thus, as yet,
no great pressure to obtain information from a central source on recorded property prices.

The project is pursuing this issue in through seminars and support to cooperation between NAPR and the Association for Protection of Landowners’ Rights (APLR). However, the full outcome is not likely to be realised before the end of the project period.

Conclusion: Methodologies and procedures for mass valuation of property are likely to be introduced on a wider scale in Georgia after the project has ended when the main stakeholders become fully aware of their advantages.

3.6 CONCLUSIONS ON CAPACITY BUILDING

Four of the planned six capacity building outcomes have been achieved (awareness and context improvement has been realised partly with means outside the project) and the fifth outcome (cadastral procedures) is likely to be attained by the end of the project period on 31 December. The expected outcome on mass valuation of property is not likely to be fully achieved as demand for this information is still emerging but the project is continuing to prepare the ground for subsequent introduction of the required methodologies and procedures by NAPR through its own means.

The 2008 war retarded initial project implementation and was one of the main factors behind the one-year prolongation. The activities to improve record qualities have taken longer time to complete than anticipated as agency resources were diverted to the development of the new commercial and address registries. The evolution of the mass valuation component has been primarily driven by NAPR in anticipation of an emerging demand among the potential clients.
4 Findings on Service Provision

The project objective is to support NAPR to provide efficient, transparent and cost-effective services according to unified strategic guidelines and technical standards with reliable property information. The provision of services by the agency to different categories of clients, following the project’s capacity building endeavours reviewed in the preceding chapter, is reviewed in this chapter.

4.1 EFFICIENCY OF NAPR SERVICES

“Efficient [NAPR] services” in the project objective are interpreted by the review team to refer to their geographical coverage, their reach within the rural and urban sub-sectors, and the time required for processing requests from NAPR clients.

The efficiency goal has been pursued through three project activities within two outcomes/components: consolidation of the registration process (Activity 1.1); integration of about 300 authorised notaries (on ownership and legal and economic encumbrances) into the computerised registration system (Activity 1.2); and further development of the IT system (Activity 2.1).

All three activities have been completed. The project has also helped to introduce a NAPR website on properties offered for sale and there are plans to make maps with cadastral information available to the public through Google.

As a result of the activities above, the contributions made by the preceding Sida project 2005–2008, and the ability of the Ministry of Justice to finance the 68 Territorial Registration Offices and the novel Public Service Halls, the Georgian public today benefit from full administration services on both urban and rural property in all municipalities in the country. Through the project, individual citizens and commercial entities now have access to computerised services at 300 notary offices, in addition to the previously available electronic services through 70 surveyors and six banks.

As a result of the computerisation and the institutional networking, the average processing time for property registrations has, according to independent surveys, been reduced from 29 days to 2 days.

However, in spite of these efforts, the number of first registrations of property has dropped in recent years, although the owners of rural land are exempt from paying any registration fee, and about 40% of the Georgian territory remains unregistered.

Some owners of unregistered property may not see an immediate need to register their property but may wait until when the estate is to be subdivided among the family heirs while others may be inclined to disguise their ownership to avoid paying property taxes or observing encumbrances attached to the property.

Conclusion: The project has contributed to improve service efficiency by its support to integration of notaries in rural and urban areas among the NAPR authorised users, more rapid and reliable IT processing of property registrations, and by facilitating introduction of a website for information about the property market.
4.2 TRANSPARENCY OF SERVICES AND RECORDS ON LAND ADMINISTRATION

“Transparent services and records” in the project objective are interpreted by the reviewers to mean a high proportion of computerised records that are easy to understand and accessible to most NAPR clients.

The transparency goal is being fulfilled through four project activities under three outcomes/components: standardisation and consolidation of the registration process (Activity 1.1); preparation of plans for development of NAPR and certification of administrative routines to ISO standards (Activity 1.3); dissemination within NAPR and to the public of information about property ownership and rights (although the planned tasks under Activity 3.1 have been largely undertaken with resources outside the project); and digitalisation of maps and data records (Activity 4.1). Further, NAPR has created a website that makes records on property accessible to their owners. The market website referred to above, although not directly part of the project scope, also contributes to increased transparency about the property market.

The activities on registry standardisation, organisational direction, and public campaigns have been completed. However, the planned activities to improve data quality, including digitalisation of graphic and semantic records, have been temporarily delayed while the analytical part of the pilot inventory scheme is being concluded. In spite of these achievements summarised above, about 40% of the Georgian territory remains unregistered.

4.3 COST-EFFECTIVENESS OF NAPR SERVICES

Four project activities are regarded to have contributed particularly to increase the cost-effectiveness of the NAPR services: the standardised registration process (Activity 1.1); the facilitation of integration of authorised users into an institutional network which has reduced the administrative burden of NAPR (partly Activity 1.2); and the facilitation of the strategy to centralise back-office operations to Tbilisi (through Activities 1.1, 1.3 and 1.4).

While these largely facilitating project activities have been completed, the cost-saving move to Tbilisi of the back-office processing of registration records from the Territorial Registration Offices, the novel Public Service Halls and the authorised users will not be completed by the end of 2012 but will require more time.

NAPR has instituted one further measure with the partial intention to reduce the operating costs for front-office staff that has indirectly been facilitated by the project: the number of Territorial Registration Offices will be reduced by transferring their operations to 12 planned Public Service Halls. The geographical vacuum is being partly filled by the authorised notaries in the private sector and by the expanding ability of property owners to gain access to land administration records and services over the internet.

The cost-effectiveness of the GPS network financed by the project is not yet fully evident. In contrast to the administration services directed at property owners, where NAPR commands a monopoly and can set the user fees at their discretion, the improvements in cadastral quality are primarily intended to benefit commercial users who
may decide not to take advantage of the incremental benefits of improved topographical accuracy. So far, 54 users have been registered which are fewer than expected.

Conclusion: The project has contributed to improve the cost-effectiveness of NAPR services through its support to standardisation of the registration process and the integration of 300 notaries in the NAPR network of authorised users. The standardisation efforts have also facilitated the ongoing centralisation of back-office operations from the registration venues to Tbilisi.

4.4 INFORMATION RELIABILITY

While the reliability of newly registered property data is satisfactory, old records from the period 1992–2005 are of variable quality and reliability.

The project is contributing to improved information reliability through digital scanning of existing land records in the Tbilisi and regional archives (Activity 4.2) and through development of methods to improve the quality of the original records from the Territorial Registration Offices (Activity 4.1). The data collection phase of an ongoing pilot scheme to assess the quality deficiencies has been completed while the analytical work is still ongoing.

The GPS stations established in 2011 (16 stations) and 2012 (12 stations planned) will facilitate increased precision and quality of topographical data for the benefit of commercial clients.

Conclusion: The project is contributing to improve the reliability of registered property information through a pilot scheme in one location to assess existing quality weaknesses and, based on this analysis, formulate a methodology for improving the quality, reliability and consistency of property information on wider geographical scale.

4.5 CONCLUSIONS ON SERVICES PROVISION

The project objectives relating to client services—efficiency, transparency, cost-effectiveness and reliability of information—remain valid as key factors for ensuring continued trust among landowners and authorised users.

The project has significantly contributed to improve the efficiency, transparency and cost-effectiveness of NAPR services through its support to capacity building in land administration and to IT development. Its support to improve the quality of past property records and to establish efficient procedures to update cadastral standards is likely to increase the reliability of information provided to private property owners and commercial clients, beginning in the remaining implementation period July–December. The late development of the mass valuation methodology has not diminished client satisfaction as the majority of the intended commercial users are prepared to continue to use their own valuators.
5 Findings on Project Management

The management aspects of the project encompass handling of risks, cost-efficiency, medium term planning, gender aspects, ownership the project activities, monitoring and quality assurance.

5.1 RISK MANAGEMENT

As the project represents the third phase of institutional support to NAPR, the identified risks at the time of project inception were more external than internal. They included: violation of property rights, reluctance among notaries to adopt procedures for electronic registration, staff attrition and internal corruption.

While violation of property rights may remain a problem, the integration of notaries into the land registry system has had few setbacks as the advantages of a common database soon became evident. A modest staff turnover has been maintained through a combination of competitive salaries, work challenges and attractive career prospects. Opportunities for internal corruption have been mitigated through increased transparency of records and land administration procedures (cf. Ch. 4.2, above).

The main instrument for detecting risks has been the regular project quarterly and annual progress reports while mitigating actions have been prescribed in the annual work plans. The unforeseen event of delays in project implementation due to the war in 2008 and other factors were pointed out in the progress reports which led to a decision to prolong the implementation from 31 December 2011 to 31 December 2012.

5.2 COST-EFFICIENCY OF PROJECT SUPPORT

The mode of budgeting makes it difficult to ascertain the cost-efficiency of the project support (total budget 2008–2012 SEK 23.5 million). The budget items are mostly of a generic nature—Fees, Travel, Allowances, Accommodation, and Local costs—and common project activities such as Study visits, Conferences, Workshops, International courses are not always accompanied by strong justifications. Further, SEK 6.3 million were termed Other Expenditure as a lump sum in the project budget.

The weakness of the budget framework is partly manifested by a significant discrepancy between budgeted and actual expenditure by the end of 2010 although some low disbursements could be attributed to delays in the implementation process.

It is likely that the support provided by the project to standardisation of registers, integration of authorised users, and rationalisation of processing of property transactions (through Components 1 and 2) has been most cost-effective. The cost-effectiveness of the support to upgrading of the quality of old land register records (Component 4), cadastral standards (Component 5) and mass valuation (Component 6) is still to be ascertained as some activities remain to be completed.
5.3 MONITORING AND QUALITY ASSURANCE

Internal monitoring of implementation progress and the quality of project inputs, outputs and outcomes/results has been exercised through quarterly and annual progress reports which benefit from the ISO certified NAPR administrative procedures. Annual management audits have been undertaken by KPMG. The project has also instituted two internal evaluations and scheduled an ex-post evaluation.

Although indicated in the project proposal, no independent consultant on quality assurance was appointed and no mid-term review was undertaken in 2010.

The annual progress reports provide details on the implementation of project activities and do also frequently identify the reasons for experienced delays. The internal evaluations performed by Lantmäteriet tend to be somewhat self-gratulatory and better at identifying weaknesses in NAPR than to offer operational recommendations of the kind that an external reviewer might provide.

It is not self-evident that more effective quality assurance would have remedied the shortcomings experienced by the project: the delays in implementation of parts of the quality, cadastral and valuation components, the under-spending of project funds, and the requirement to prolong of the project agreement by one year. An independent reviewer might, however, have been able to focus more attention on the need to address also the influencing internal factors: the competition for institutional capacity between land administration on one hand and the demands by the company and address registration on the other, and the budgeting practices that have led to overestimation of the funds required from Sida.

5.4 STRATEGIC PLANNING

The project has assisted NAPR to prepare strategic plans on its development priorities and future operations. The first plan covered the three-year period 2010–2012 and currently a plan for 2013–2015 is being prepared.

The scope of the strategic plans has largely been limited to NAPR as an organisation with little reference to the wider property administration sector. Partly as a result of this, other relevant developments within the Ministry of Justice—for instance TV campaigns on land registration, the development of a national address registry, the registry on commercial companies, and the formulation of the legal framework on land administration—and in other parts of the public sector—tax valuations, enforcement of revenue collection or standardisation of document flows—and in the private sector receive limited attention in the strategic planning by NAPR.

The experience of Lantmäteriet has partly compensated for the absence of sector-wide policy analysis and the lack of a strategy for the whole sector. The twinning-like arrangement between NAPR and Lantmäteriet during this phase and the preceding project phase 2005–2008 has served to establish sensible sub-sector priorities—for instance on computerisation, standardisation of procedures and records, and on the integration of authorised users—together with fairly effective plans for their realisation. The strategic plan for NAPR has not, however, been fully able to take into account the implications of the novel responsibilities on the company registry and the
address registry in terms of staff capacity and this have affected the implementation pace of the data quality component and the mass valuation component.

Other effects of the lack of synchronisation between the NAPR strategic plan and MoJ plans for other sub-sectors were the reduction of the awareness component following other MoJ information campaign initiatives on land registration and that the planned activities on mass valuation have been slow to take off. A more thorough assessment among the intended users of the mass valuation registry may have revealed a limited latent demand for this service both among the local authorities that determine and collect property taxes and among the valuers, appraisers and brokers in the private sector. The sector planning process has not relied on an established methodology but has rather been characterised by a learning-by-doing philosophy.

5.5 GENDER ASPECTS

The project was expected to adopt a pro-active approach on gender issues: gender analyses of new proposals; awareness activities to encourage women to register property (40% of title deeds are held by women) and obtain loan security; and equal participation in work groups.

Gender analyses were conducted during the inception phase and have been further undertaken in subsequent workshops and seminars. It is not known to the review mission the extent to which the results generated by these analyses have influenced project implementation.

It is not clear to what extent the rather few project activities on awareness rising have been directed at women, and the banks report a generally low incidence of new mortgages in connection with property transactions. It is believed that the not uncommon customary discrimination against women as property owners is being partly countered by the increased transparency of the transaction processes that has been facilitated by the project.

Within NAPR the project has encouraged gender equality in selection of participants in training courses and as participants in workshops, seminars and conferences. Currently, 47% of NAPR staff are female and six of 13 office heads are women.

5.6 PROJECT OWNERSHIP

It is difficult to determine to what extent NAPR commanded the design process but it has remained in charge of project implementation and regards the generated results as outcomes of its own efforts. Simultaneously, the Ministry of Justice has indirectly influenced project implementation and management by determining that NAPR should assume responsibilities company registration (2009), part of the address registry, as well as for geodesy and cartography (from the Ministry of Environment in 2010).
5.7 ROLE OF LANTMÄTERIET

Planned and implemented tasks
Lantmäteriet has provided qualified expertise to NAPR on computer networking, IT security, organisational development, staff training, cadastral planning and GPS networking, and mass valuation. The provision of inputs has largely reflected the original three-year plan while external and internal events have necessitated deviations in the annual plans.

The capacity building activities have been guided by a broad plan outlined in the Inception Report supplemented by flexible annual plans within the six project components, combining in-situ consultant interaction with workshops, courses and study visits. While some capacity building has benefited from specific goals for the proficiency expected to be acquired, part of the training has been continuing until the targeted procedures have been deemed to function properly.

Lantmäteriet’s capability on quality assurance monitoring has partly offset the absence of a mid-term review and external quality assurance.

Cost-efficiency of inputs and services
The complexity of project activities under six components should have prompted a firmer budgetary framework that would have established better clarity between inputs, outputs and outcomes. The implementation delays are likely to have affected cost-efficiency as some tasks had to be re-started while others may have been subjected to rapid execution in face of limited remaining time.

Contributions to the project
Lantmäteriet has provided a tested model for land administration development together with sound technical parameters for most project components.

The “twinning-like” arrangement between NAPR and Lantmäteriet was well justified in the project proposal although it has not been defined in detail in subsequent annual plans. It has provided NAPR access to a strategic model for development of land administration that has served to compensate for gaps in policy and sector planning for the land administration sector.

The effective teamwork between NAPR and Lantmäteriet reflects an equal and mature partnership where both organisations recognise and appreciate each others’ capabilities.
6 Realised and Expected Benefits

To the general public
The project has generated tangible benefits to existing and potential property holders in the form of accurate initial registrations and rapid and inexpensive transfer services between buyers and sellers.

About 40% of the territory in Georgia is still untitled in spite of free first registration of rural land. NAPR, under the Ministry of Justice, is not collecting data that would establish how land use in rural areas has changed in recent years and, further, it is difficult to establish clear links between the activities that have been supported by the project and altered land utilisation. However, the increasing turnover in sales of houses and flats tends to imply that more people are finding accommodation commensurate with their needs and financial preferences, thus contributing to a more rational economic allocation of urban properties.

The theory of change that links the project objective to the overall objective predicts that an effective land administration, based on clear laws and transparent procedures, will induce rural landowners to make more rational use of their holdings and attract outside entrepreneurs to bring capital, improved technologies and management expertise for expanded on-farm and off-farm investments. Through the landowners’ association APLR, there is evidence that foreign investors are prepared to invest in agricultural land in Georgia for production of wheat, maize and olives.

To authorised users
For the independent land surveyors, NAPR is providing easily accessible mapping and cadastral information to help to reduce the time required for both initial and repeat surveys. For notaries, the existence of a common body of data on property is making the attachment of rights and encumbrances simpler and faster. For the banks, the project is facilitating the offering of more accurate and reliable information on the existence of any parallel mortgages.

To NAPR
The internal benefits to NAPR generated so far by the project include improved capacity of its staff to address technical and managerial issues associated with land administration.

As referred to above, the project has indirectly supported NAPR to establish a registry for commercial organisations and an address registry based on cadastral units together with the Civil Services Agency (for which the support provided by Sida is reviewed in a parallel exercise) by sharing its experience on the computerisation of the land registry and the cadastral registry.

Not all observed benefits are attributable to the project as many are the results of NAPR own inputs and efforts but the solid technical and managerial project achievements on land administration and IT development provide an important base for in-
creased levels of service to the public and to institutional stakeholders. The project has also fostered a spirit within NAPR to accept new challenges and to address them with confidence in its technical and procedural proficiencies.

Organisational sustainability
The sustainability of NAPR as an agency within the Ministry of Justice is determined by the demand among the public for its services, the quality of its staff and systems, and its ability to raise the revenue required for its investments and operations.

The demand for land administration services is likely to remain high as the economic progress in Georgia continues. The law has granted NAPR a monopolistic status in this sector. NAPR is also allowed to propose its own fees, thus ensuring that it will generate a sufficient financial surplus to co-fund the required investments in the Public Service Halls.

The capabilities of the NAPR staff have been raised by the substantial support provided by the project on technical, administrative and managerial subject matters: establishment of the unified registration process; training programme on staff recruitment; programmed training of staff in development, operations and maintenance of the IT system; capacity building on conventional and electronic archiving of old records; and a training scheme on backstopping of the GPS stations. (Training on legal subject matters is outside the purview of the project).

It is likely that NAPR will be able to maintain and further develop the land, cadastre and map registries with its own personnel resources and only limited need for assistance from the outside. The upgrading of cadastral accuracy to be achieved through CORS is well secured managerially. It can be anticipated that the pilot scheme on enhanced quality of collected property data will provide sufficient experience for NAPR to continue towards a wider geographical scope with its own internal resources.

The more peripheral address registry is expected to be brought to satisfactory coverage and standards in 2012–2013 through the joint efforts of NAPR and CSA.
7 Conclusions

**Capacity building**
Four of six project outcomes have been realised. The cadastral outcome is expected to be attained by December while the ground has been prepared for a future mass valuation programme.

**Services provision**
The capacity building achievements on land administration and IT systems have facilitated provision of efficient, transparent and cost-efficient client services while the achievements on data quality and cadastral standards will increase the reliability of land information.

**Project management**
Except for the repercussions of the war in 2008, external project risks were well identified and mitigated against during the implementation process.

Annual budgeting routines reflected the original framework and did not manage to further clarify the relationship among project inputs, outputs and outcomes. Cost-efficiency was also affected by implementation delays due to coinciding demands for internal resources.

The tested development model for land administration provided by Lantmäteriet has generated a reliable road map while the effectiveness of the strategic planning procedure for NAPR introduced by the project was affected by gaps in the sector policy and strategy frameworks.

Monitoring and follow-up has been adequate although external quality assessments may have prompted more decisive actions on the budget framework, the limited demand for valuation services, and the weaknesses in the strategic planning process.
8 Recommendations

As requested in the Terms of Reference, the recommendations are subdivided into three parts: actions to improve project effectiveness and efficiency; measures to improve the sustainability of the results; and recommendations on further support to the land administration sector.

8.1 IMPROVING PROJECT EFFECTIVENESS AND EFFICIENCY

1. Conclude the delayed activities under the component of cadastral standards, including the planned post-CORS installation (expert, training course) (Ch. 3.4);

2. Accelerate the promotion activities among potential commercial users of the GPS network in order to improve its cost-effectiveness (Ch. 3.4);

3. Conclude the delayed activities under the mass valuation component before the end of 2012 by consulting APLR and banks on the specific interests among brokers and valuators, and among local authorities on the taxation aspects (Ch. 3.5).

8.2 IMPROVING SUSTAINABILITY OF RESULTS

4. Co-ordinate the preparation of the new NAPR strategic plan for 2012–2015 with other planning processes within the Ministry of Justice (Ch. 5.4);

5. Prepare for an ex-post evaluation of project outcomes and impact, preferably in conjunction with simultaneous efforts to assess past and recent changes in utilisation of agricultural land and urban properties (Ch. 5.3).

8.3 FURTHER SUPPORT TO NAPR AND THE SECTOR

The Terms of Reference request the review team to assess whether further support to NAPR would be warranted and, if so, identify critical areas during the project preparation stage and afterwards.
There is no need for further Sida support to NAPR within the current area of cooperation. The project was anticipated to represent the third and final phase of Swedish assistance to land administration in Georgia that has been ongoing since 2000 with a set of focussed interventions to address outstanding requirements since the previous support phase 2005–2008. The present backlog of activities that remains as a result of the war in 2008 and other retarding factors is expected to be eliminated before 31 December 2012 when the project ends.

NAPR has verbally presented ideas to the review team about Swedish support to geodesy and cartography in Georgia at the operational level and in higher education. It has forwarded two documents that outline how the geographical reference system has been upgraded in recent years and how aerial photography could be an important means to produce more accurate topographical maps.

Presumably, this cartographic ambition reflects a Georgian priority within land administration although it is unclear how it would make a significant contribution towards more productive use of land. It is also not evident how support to geodesy and cartography would resonate with the Swedish strategy to principally promote democratic governance and human rights.

However, if it is decided to consider Swedish support to the geodesy sector, it is recommended to:

6. Prepare project document(s), ideally formulated with the help of independent assistance, that clearly describe the rationale, goals and intended approaches together with budgets that delineate both the projected Georgian and Swedish financial contributions.

7. Subject the proposal(s) to internal and external appraisals before committing Swedish resources.

8. Preferably deploy a competitive bidding process for selecting the supporting institutions/consultants.

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5 Report on an Efficient National Geodetic Infrastructure in Georgia (Lantmäteriet 2011) and Georgia Cartography 2012 (Lantmäteriet 2012).
The following lesson may be drawn from the project planning and implementation experience:

- A “twinning-like” arrangement may facilitate: access to a tested model for organisational strategy; both edge and depth in backstopping competences; and institutional confidence on resource re-allocation issues as deviations from the implementation path emerge. However, such an arrangement may also produce a predilection for priorities and solutions favoured in the partner country in isolation from national sector issues; and a tendency to execute the quality assessment responsibility primarily with internal resources.
Review of the project Capacity Building and Improved Client Services at NAPR of Georgia

Evaluation Purpose: Sida wishes to procure a consultant for reviewing Sida funded project “Capacity Building and Improved Client Services at NAPR of Georgia” that has been implemented by Lantmäteriet since June 2008 with overall budget of 23 500 000 SEK. Apart of Sida interest in effectiveness of the project and evaluation of results achieved the planned review should be forward looking, as National Agency of Public Registry and Lantmäteriet indicated that NAPR may apply for one more phase as recently new tasks were added to the NAPR. Outcome of the review will be used by Sida Eastern European Unit, also by Swedish Embassy in Georgia and will be shared with NAPR and Lantmäteriet as the implementing partner.

Intervention Background: Sida is active in Georgia since late nineties and especially after Sida opened its office in Georgia in 2006. Since then the Georgia Democratic Governance and human rights sector has been one of the most important focus area having leading role in Sida’s Georgia country strategies. In this context Sida supported a number of twining like projects where Georgian authorities have been supported by relevant Swedish authority with the aim to develop capacities and build modern and effective institutions in Georgia. In this case National Agency of Public Registry was supported by Lantmäteriet.

The project initial duration was 2008 - 2011. However Sida granted to the project no-cost extension until the end of the year 2012 as by the end of 2011 there were some funds left within the project budget.

The Overall Objective to which the project would contribute is “sustainable social and economic development of the nation, based on a well-functioning land administration, including secured property rights and a rational use of land”.

The Project Objective defined as “NAPR provides efficient, transparent and cost-effective services according to unified strategic guidelines and technical standards and with reliable real property information, managed by a sustainable land administration organisation”.

The initial Project Document described six outcomes to were achieved:
  a) Adequate capacity for the provision of land administration services of NAPR achieved;
  b) Development of the NARP IT system for land administration quality assured;
  c) Awareness and improvement of the context within which NAPR operates achieved;
  d) Quality, reliability and consistency of real property information improved;
  e) Efficient procedures for cadastral data update established; and
  f) Methodologies and procedures for mass valuation introduced.
Evaluation questions: the consultant is expected to answer following questions

- To what extent are the objectives of the project still valid
- To what extent are the objectives/results likely to be achieved
- What are the major factors influencing the achievement or non-achievement of the objectives
- Are activities cost-efficient
- Have the risk analyses been adequate
- How good is internal project monitoring and quality assurance including qualitative and quantitate assessments
- To what extent will the benefits of the project continue after the project completion
- What real difference has the project made to the beneficiaries – general public at large, businesses (including banks), different institutions.
- What is the level of project ownership from Georgian side, are they ready to build on the project achievements and carry on providing their own resources

Recommendations and Lessons: it is expected that the consultant will make forward looking recommendations based on findings and analyses of the project.

- The consultant should come up with assessment if Sida should consider further support to the NAPR.
- Based on lessons learnt the consultant should recommend how Lantmäteriet/NAPR project effectiveness and efficiency to be improved.
- How better sustainability of results to be achieved.
- What should be most critical areas Sida to look at during project preparation stage and afterwards.

Methodology: A consultant will need to conduct desk study of the project related documentation, e.g. Project Document, reports and project produced documents and products.

A consultant will need to conduct interviews with Lantmäteriet officers involved in the project and also to travel to Georgia and interview relevant NAPR, Sida officers and selected number of NAPR customers and partners (e.g. authorised users, banks), with relevant Georgian Government officials and with some selected donors and civil society representatives.

Work Plan and Schedule: It is expected that review will happen in May 2012 and will take fifteen working days including about five working days in Georgia for conducting interviews and visiting project sites.

Before leaving Georgia update and debrief Sida and/or Swedish Embassy about early findings.

Consultant should produce a draft report by mid June. After receiving comments from Sida the consultant will finalise the report.

Reporting: The consultant shall write a report of maximum 20 pages long (excluding appendices) with a three page executive summary. The report must be concise. The consultant first will produce a draft report that will be shared with Sida and after receiving comments and questions from Sida the draft will be finalised. The report should be submitted in Microsoft Word format.
Required skills and qualification: Sida is looking for a consultant
  • familiar with aid effectiveness agenda, the Paris Declaration of Aid Effectiveness and the Accra Agenda for Action
  • good knowledge of project cycle management
  • at least five year experience of evaluation/reviewing projects
  • experience in good governance and management
  • the proposed personnel must have excellent spoken and written English
  • knowledge of Georgian or other language spoken in the region will be an asset
Annex 2 – Work Schedule

Schedule for visit on 7 – 11 May, 2012
Tbilisi, Georgia

7 May, Monday
14:00 – 18:00
Visit to the Head Office of National Agency of Public Registry (NAPR):
- meeting with project staff
- meeting with Chairman of NAPR
- meeting with Head of IT Division of NAPR
- meeting with GEO-CORS Manager of NAPR
(address: 2 St. Nikoloz/N.Chkheidze street)

8 May, Tuesday
11:00 – 11:40
Meeting with Mr. Nikoloz Cheishvili, Director of “Tbilisi Group” Ltd

12:00 – 12:40
Meeting with APLR (Association for Protection of Landowners rights)

14:00 – 15:00
Visit to the Tbilisi Registration Office of NAPR
(Back-up server room)

16:00 – 16:40
Meeting with Irakli Gvenetadze, Head of Data Exchange Agency

9 May, Thursday
11:00 – 11:40
Meeting with Eka Khodeli, representative of Liberty Bank

12:00 – 12:40
Meeting with Teo Abramidze, Director of Notary Chamber of Georgia

14:00 – 14:40
Meeting with Guranda Goglidze, Deputy Head of Enforcement Agency of Georgia

10 May, Friday
12:00 – 16:00
Visit to Rustavi Public Service Hall and Archive
Annex 3 – Persons Met

**Georgian Representatives**

Mr. Sergo Tsikarishvili, Chairman of National agency of Public Registry (NAPR)
Mr. Shota Chachkhunashvili, Head of IT-Division of NAPR
Mr. Galaktion Hahubia, Head of Geodesy and Cartography Division of NAPR
Mr. Ivane Tsartsidze, Head of Registration and Cadastre Division of NAPR
Mrs. Ekaterine Meskhidze, Head of International Relations Division of NAPR
Ms. Mari Khardziani, Deputy Head of International Relations Division of NAPR, Project Manager
Mrs. Rusudan Mikautadze, Project Coordinator, NAPR

Mr. Nikoloz Cheishvili, Director of Ltd “Tbilisi Group” [of surveyors]
Mr. Irakli Songulia, Director of Association for Protection of Landowners Rights
Mrs. Eka Khodeli, Head of Strategic Projects Division of Liberty Bank
Mrs. Teo Abramidze, Director of Notary Chamber of Georgia

Mr. Irakli Gvenetadze, Head of Data Exchange Agency
Mr. Vasil Gedevanishvili, Head of Service Dept. of Revenue Services of Georgia
Mr. Nikoloz Kirkitadze, Deputy Head of Enforcement Agency of Georgia

**Swedish Embassy, Tbilisi**

Alf Eliasson, Counsellor, Embassy of Sweden
Kakha Khimshiashvili, Programme Officer, Embassy of Sweden
Annex 4 – List of Documents

- Project Proposal, Capacity Building and Improved Client Services at NAPR of Georgia (undated)
- Assessment Memo, Capacity Building and Improved Client Services at NAPR of Georgia, Sida, May 2008
- Specific Agreement Sida–NAPR on Capacity Building and Improved Client Services at NAPR of Georgia, Sida, June 2008
- Inception Report, Capacity Building and Improved Client Services at NAPR of Georgia, November 2008
- Project Quality Assessment, Capacity Building and Improved Client Services at NAPR of Georgia, Lantmäteriet, March 2010
- Strategic Plan 2010–2012, NAPR 2010
- Annual Report, Capacity Building and Improved Client Services at NAPR of Georgia, December 2011
- Project Quality Assessment, Capacity Building and Improved Client Services at NAPR of Georgia, Lantmäteriet, Fredrik Zetterquist, January 2012
- Report on Strategic Planning, NAPR, March 2012
Review of the project Capacity Building & Improved Client Services at the National Agency of Public Registry (NAPR) in Georgia

The evaluated project is a twinning between Lantmäteriet (Sweden) in assisting the National Agency for Public Registry in Georgia to conclude a major development phase through consolidation of its complex IT operations, expansion of its public network through additional authorised offices, improvement of the accuracy of cadastral records and maps through a national network of permanent GPS stations, and strengthening of the agency’s managerial capabilities through training and qualified backstopping.

The findings reveal that most of the project targets are on their way to be achieved after a one-year prolongation of the implementation period. The twinning-like arrangement with Lantmäteriet has provided a development model that is compensating for gaps in the sector policy framework and has helped to handle competing demands on the organisational resources of NAPR.