

Keys to Successful Land Administration

Lessons Learned in 20 Years of ECA Land Projects

Mika-Petteri Törhönen



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This publication owes a lot to an unpublished 'ECA Land Assessment' of 2009 by Gavin Adlington, Victoria Stanley, Maria Bina Palmisano, Suha Satana, and Richard Baldwin and an Economic Analysis of 2014 by Suha Satana, Mika-Petteri Törhönen, Aanchal Anand, and Gavin Adlington, which was published separately. Beyond that Fernando Galeana, Malcolm Childress and Samantha de Martino collected and analyzed country level data for various charts and tables. Ed Cook, Samantha de Martino, Fernando Galeana, Lynn Holstein, Jessica Mott, Paul Munro-Faure, Anu Saxén, Cora Shaw and Victoria Stanley peer reviewed the manuscript and provided invaluable guidance and suggestions. Almas Dissyukov, Maurizio Guadagni, Kathrine Kelm, Holger Kray, Maire Tomson, and Mika-Petteri Törhönen provided photography and presentations from their personal archives. Leigh Hammill and Adam Broadfoot led the publication edition and production works.

The ECA Land Projects tell a story of fundamentally changing society, rapidly escalating demand, challenges in responding, resilience in pursue and a remarkable success in a time frame of 20 years, which is a short time in changing anything con-

cerning land rights. It is hoped that this publication will help those who want to make a difference on land somewhere else.

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Introduction

The World Bank has funded land reform, land administration, and land management projects in the Europe and Central Asia region (ECA) since the early 1990s. The region comprises the 15 countries of the former Soviet Union, the former socialist countries of Central and Eastern Europe, and Turkey. The 1991 dissolutions of the Soviet Union and Republic of Yugoslavia catalyzed unprecedented political, economic, and social changes in ECA. The dissolutions and resulting economic transition launched a wave of massive reforms in economic systems—from command to market-based economies—transforming institutions, processes, attitudes, and fundamental concepts of individual and organizational behavior across the region. Both the privatization of land and property assets and their efficient management and mobilization in the credit markets have been at the center of the transitional reforms to date. During this period, the World Bank has funded 42 land projects in 24 ECA countries in support of the land and property sector. These projects have successfully implemented a vast variety of reforms—in land, land administration, and land management¹—that many countries in other regions are undertaking today.

This publication presents lessons learned from the past 20 years of ECA land projects. The findings stem from: a review of 27 Implementation Completion Reports (ICRs) (Annex 1); an earlier work on the outcomes of ECA land projects;² a project

¹ In this publication, *land reform* is limited to privatization and creation of land and property rights; *land administration* includes records, security, value, and taxation of land rights; and *land management* consists of activities that monitor, guide, and alter land use and land rights.

² The unpublished manuscript “The ECA Land Assessment” by Gavin Adlington, Victoria Stanley, Maria Bina Palmisano, Suha Satana, and Richard Baldwin (2009) was followed by the World Bank Annual Land Conference papers “Twenty Years of Land Management and Administration Projects in Europe and Central Asia Region; Key Lessons Learned” (2012) by Mika-Petteri Törhönen and Gavin Adlington, and “Economic Impact of 20 Years of ECA Land Registration Projects” (2014) by Suha Satana, Mika-Petteri Törhönen, Aanchal Anand and Gavin Adlington.

impact questionnaire completed by 13 ECA countries (Annex 2); and an economic impact assessment of 13 ECA land registration projects (Annex 3). These lessons learned provide a repository of knowledge on successful land projects in the context of countries in transition. The lessons can help land professionals and World Bank managers ensure successful land projects in other countries in transition as well as in developing countries beyond the ECA region.

World Bank Land Projects in ECA

Forty-two World Bank (stand-alone or partial) ECA land projects have supported three generations of land projects on land reform, land administration, and land management, reflecting the needs of the progressing transition (Table 1). The three-generation evolution can be tracked in retrospect and can be applied generally region wide (Table 2). However, each country has had its own path, sequence, and pace, applying diverse responses to similar but not equivalent challenges.

The land projects have not been isolated initiatives. They have evolved along with the economic transition in response to various national and regional challenges and to the unleashed demand for reforms from the citizens of these former socialist countries. The World Bank, the European Union, the United States, Germany, Sweden, the Netherlands, England, Austria, Switzerland, Norway, and other donors and international organizations financed projects and worked together in varying combinations to support governments' agendas. Land projects have not only provided investments, but have included substantial technical support, in which the Food and Agriculture Organization (FAO) and the Economic Commission for Europe (ECE) of the United Nations played leading roles. The majority of land projects were classified as "rural" projects, but in fact they contributed to national systems and goals without a rural-urban divide. As a result, in 24 countries in ECA, World Bank-supported land projects have contributed to (a) building a secure base for using land and property as collateral, and (b) providing market actors with reliable information—the fundamental elements of real property markets. They have also increased the transparency of land and natural resources transactions, allowing new means of social monitoring and hindering corruption, not least by making records available online. Aside from these benefits, the accumulated knowledge gained from ECA land projects has contributed to best practices globally.³

³ For example, the drafting of Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (<http://www.fao.org/nr/tenure/voluntary-guidelines/en/>),

Table 1. World Bank Investment and Technical Assistance (Partial or Full) Land Projects in ECA (1995–2014)

	Country	Project Name	Effectiveness Date	Closing Date	WB Land Investment; million USD	Source of Funding
1	Albania	Agricultural Services	12/21/01	3/31/08	2.10	IDA
2	Albania	Land Administration and Management	7/23/07	6/30/14	37.00	Blend
3	Armenia	Title Registration	4/14/99	9/30/04	7.79	IDA
4	Azerbaijan	Farm Privatization	5/20/97	12/31/03	6.27	IDA
5	Azerbaijan	Agricultural Development and Credit	12/21/99	6/30/06	4.86	IDA
6	Azerbaijan	Real Estate Registration	9/24/07	12/30/14	30.00	IBRD
7	Bosnia and Herzegovina	Land Registration	4/13/07	6/30/12	15.96	IDA
8	Bosnia and Herzegovina	Real Estate Registration	9/23/2013	7/31/2018	30.00	IDA
9	Bulgaria	Registration and Cadastre	10/3/01	3/1/09	37.43	IBRD
10	Croatia	Real Property Registration and Cadastre	2/20/03	6/30/10	34.85	IBRD
11	Croatia	Integrated Land Administration Project	11/15/2011	10/31/2015	18.89	IBRD
12	Estonia	Agriculture	3/4/97	6/30/02	2.02	IBRD
13	Georgia	Agricultural Development	8/21/97	6/30/05	2.93	IDA
14	Georgia	Rural Development	10/26/05	6/30/11	0.00	IDA
15	Georgia	Irrigation and Land Market Development	2014	2019	4.00	IDA/IBRD
16	Kazakhstan	Real Estate Registration Pilot	8/11/97	12/31/00	5.70	IBRD
17	Kosovo	Business Environment Technical Assistance	10/17/05	5/31/12	3.36	IDA (grant)

(continued on next page)

Table 1. World Bank Investment and Technical Assistance (Partial or Full) Land Projects in ECA (1995–2014) *(continued)*

	Country	Project Name	Effectiveness Date	Closing Date	WB Land Investment; million USD	Source of Funding
18	Kosovo	Real Estate Cadastre	06/17/2011	07/31/2015	15.00	IDA
19	Kyrgyz Republic	Agricultural Support Services	9/21/98	6/30/08	3.41	IDA
20	Kyrgyz Republic	Land and Real Estate Registration	9/14/00	12/31/08	10.47	IDA
21	Kyrgyz Republic	Second Land and Real Estate Registration	12/23/2008	12/31/2013	7.00	IDA (grant)
22	Latvia	Rural Development	12/8/98	12/31/01	0.00	IFAD
23	Macedonia FYROM	Real Estate Cadastre and Registration	7/8/05	6/30/15	29.03	IBRD
24	Moldova	First Cadastre	3/5/99	6/30/07	17.96	IDA
25	Moldova	Rural Investment and Services	7/7/06	6/30/13	0.75	IDA
26	Montenegro	Land Administration and Management	02/24/2009	04/30/2015	15.00	IBRD
27	Poland	Strengthening the Process of LA and Reg	10/3/01	6/26/04	0.37	TA-Grant
28	Romania	General Cadastre and Land Registration	5/20/98	6/30/06	24.62	IBRD
29	Romania	CESAR	03/09/2009	06/30/2014	56.00	IBRD
30	Romania	Real Estate – Basis for National and EU Policies	04/03/2013	04/02/2015	0.00	EU
31	Russia	Land Reform Implementation Support	4/26/95	12/31/03	72.48	IBRD
32	Russia	Cadastre Development	12/21/05	6/30/11	100.00	IBRD
33	Russia	Registration	04/23/2008	5/31/14	50.00	IBRD

(continued on next page)

Table 1. World Bank Investment and Technical Assistance (Partial or Full) Land Projects in ECA (1995–2014) *(continued)*

	Country	Project Name	Effectiveness Date	Closing Date	WB Land Investment; million USD	Source of Funding
34	Serbia	Real Estate Cadastre and Registration	11/3/04	3/31/12	30.00	IDA
35	Serbia	Real Estate Management	2014	2019	50.00	IBRD
36	Slovenia	Real Estate Registration Modernization	2/16/00	6/30/05	12.95	IBRD
37	Tajikistan	Farm Privatization Support	2/28/00	11/30/05	4.60	IDA
38	Tajikistan	Land Reg and Cad Systems for Sust Agr	10/11/05	3/31/15	20.70	IDA
39	Turkey	Agricultural Reform Implementation	7/17/01	12/31/08	120.00	IBRD
40	Turkey	Marmara Earthquake Emergency Reconstruction	12/29/99	12/31/06	24.44	IBRD
41	Turkey	Land Registration and Cadastre Modernization	08/13/2008	12/31/2014	203.00	IBRD
42	Ukraine	Rural Land Titling and Cadastre Syst Dev	7/30/04	4/30/13	82.05	IBRD
Total					1,192.98	
	PROJECT	PIPELINE				
43	Uzbekistan	Modernization of Real Property Registration and Cadastre	1/1/16	12/30/20	50.00	IDA
44	Albania	Land Administration and Management 2	1/1/16	12/30/20	30.00	IBRD
Total committed					1,272.98	

Forty-two Bank-supported standalone or partial ECA land projects and two new ones in the pipeline.

Table 2. ECA Land Project Generations per Country

	Land Reform	Land Administration	Land Management
Albania			
Armenia			
Azerbaijan			
Bosnia and Herzegovina			
Bulgaria			
Croatia			
Estonia			
Georgia			
Kazakhstan			
Kosovo			
Kyrgyz Republic			
Latvia			
Macedonia FYROM			
Moldova			
Montenegro			
Poland			
Romania			
Russia			
Serbia			
Slovenia			
Tajikistan			
Turkey			
Ukraine			
Uzbekistan			

First-generation of ECA Land Projects: Land Reform

The first generation of land projects in ECA (between 1994 and 2002) supported land reforms coinciding with the dissolution of the socialist systems and the need to

which were adopted by the FAO based Committee of World Food Security in 2011, and the Land Governance Assessment Framework analytical tool (<http://go.worldbank.org/AYREZ423W0>), which the World Bank and partners developed in 2009 for measuring land governance, in part reflect successful experiences in ECA Land Projects.



Land reform in Albania was quick and comprehensive. (Photo by Kathrine Kelm).

create the basic institutions of a market economy. This was part of the Bank's efforts to assist those countries in removing obstacles to growth and investment.⁴ The privatization of land and rural assets along with their mobilization in the credit markets were among the key reforms. These projects included the assignment of property rights to individuals and companies. They were massive undertakings with huge social implications. For example, in Albania, 2.5 million new properties were created in a country of 2.8 million inhabit-

ants. Many regulatory changes and reforms could not wait for a structured land project approach, and some countries progressed faster than the World Bank was able to facilitate. While most countries in the region have gone successfully past this stage, the original land reform agenda is still relevant for a handful of countries. Apart from investments, the World Bank facilitated early research on progressing land reforms,⁵ which guided project engagement.

Farm privatization

The first-generation ECA land (reform) projects involved farm privatization aimed at decollectivizing the state and collective farms of the former Soviet Union. Among these was the Azerbaijan Farm Privatization Project (1997–2003, US\$28 million), which was jointly supported by the International Fund for Agricultural Development (IFAD) and the World Bank. The objective was to pilot land privatization and restructuring of state and collective farms for wider geographic replication. The project pioneered farm privatization programs that transferred the full responsibility for farm management to individuals with full land rights. The project also facilitated the creation of new mechanisms for agricultural extension, farm inputs, rural infrastructure maintenance, and agriculture financing. To support its work, the Farm Information and Advisory Services (FIAS), water users' associations (WUAs), and farm credit

⁴ The countries received parallel support from many others as well, and often the World Bank was not the first agency to initiate collaboration.

⁵ For example, *Land Reform in Ukraine: the First Five Years*, Discussion Paper No. 371 (World Bank, 1997), and *Land Reform and Farm Restructuring in Moldova: Progress and Prospects*, Discussion Paper No. 398 (World Bank 1998).

schemes were created. In addition, the project helped to repair the deteriorating irrigation infrastructure. Communities participated in the restoration activities and alternative rural business models were developed for vulnerable groups (youth, elders, etc.) who had marginal prospects in agriculture.

The project implemented the first six farmland privatization schemes in the country, established a new water management regime, and contributed to an increase in overall farm income. The project-developed methodology was immediately rolled out nationwide, and by 2004, a year after project closure, 99 percent of the collective and state farms had been privatized. Some of the farmers formed joint ventures and continued to farm in groups while others chose family farming. The project was rated highly satisfactory at closure. (World Bank, 2004a)



An ECA land project supported farm privatization in Tajikistan. Photo by Mika Törhönen.

Restitution

The first-generation projects also supported restitution land reforms aimed at returning land and property that had been confiscated during the socialist era to original owners. The Estonia Agriculture Project (1997–2002, US\$15 million) included restitution under a land reform component aimed at increasing rural incomes and stimulating the rural economy. The project supported the government program in re-establishing private ownership of land and helped complete the restitution of all land and property to original owners during the project period. Many legitimate owners opted to accept compensation instead of the literal



An ECA land project supported restitution of lands in Estonia. (Photo by Maire Tomson).



An ECA land project helped to regularize buildings in the Kyrgyz Republic. (Photo by Mika Törhönen).

restitution of their rural lands. Large areas of land were thus retained by the state, which had already developed a policy for their disposition.

In parallel, the project facilitated the revitalization of cadastral records and a registration system to facilitate land sales, leases, and mortgages. Land reform in Estonia had a game-changing impact on the economic use of land and thus on the economy as a whole. The project component was rated highly satisfactory at closure. (World Bank, 2002)

Regularization

The final and rarest variant of the first-generation land reform projects in ECA is regularization, where much more work remains to be done. Illegal buildings and buildings that lack permits are a common legal and administrative challenge in many countries in ECA, particularly those of the former Yugoslavia, especially in

urban areas. Mass regularization of urban properties aimed to release vast and valuable “dormant” capital across the region and make a significant impact on economic development.

The Kyrgyz Republic Land and Real Estate Registration Project (2000–2008, US\$9 million) supported the regularization of 600,000 buildings that lacked legally valid documentation. The project facilitated the necessary documentation, and titles were conferred. The Kyrgyz project approach was pragmatic and straightforward, and it regularized a large number of properties very efficiently. (World Bank, 2009a)

A Gradual Move to Second Generation Land Administration Projects

The second generation of projects (primarily 2000–2010) focused on developing efficient land administration systems to support the emerging real estate markets. In

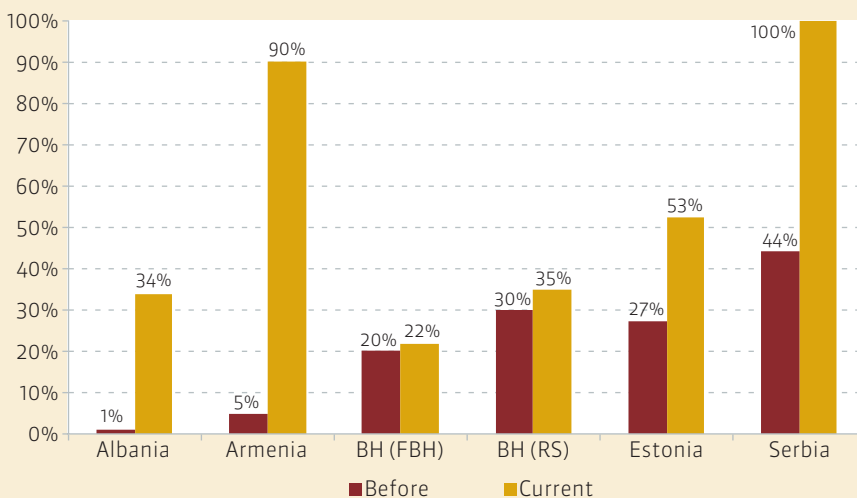


Figure 1
Percentage of Urban Land Parcels in the Registry
(Before Project and Current Situation)

ECA land projects helped to expand legal land registration coverage.

the early nineties, investments in land administration systems, particularly registers of rights, faced significant challenges such as overlapping responsibilities in the sector and unfeasible business models for operating land administration agencies. In the 2000s, the emphasis shifted to a service orientation and to performance standards for respective institutions. Typical ECA land administration projects included the protection of property rights and facilitation of real estate market transactions through efficient registration and cadastre services.

Land registration

All the ECA land administration projects have included land registration activities. Many early projects focused on the basic system of recording land rights and facilitated systematic registration of land holdings. ECA land projects established new legal land registers and feasible processes in nine countries,⁶ improved old legal land registration processes and cleared registration backlogs in others,⁷ created fiscal land records in four countries,⁸ and enhanced registration operations in many others (Figures 1 and 2a/2b).

⁶ Albania, Armenia, Bulgaria, FYR Macedonia, Georgia, Kyrgyz Republic, Kosovo, Serbia, and Tajikistan.

⁷ Bosnia and Herzegovina, Croatia, Estonia, and Slovenia.

⁸ Armenia, Bosnia and Herzegovina, Georgia, and Kosovo.

Figure 2a
Percentage of Rural Land Parcels/ Properties Recorded in the Cadastre (Before and After Project and Current Situation)

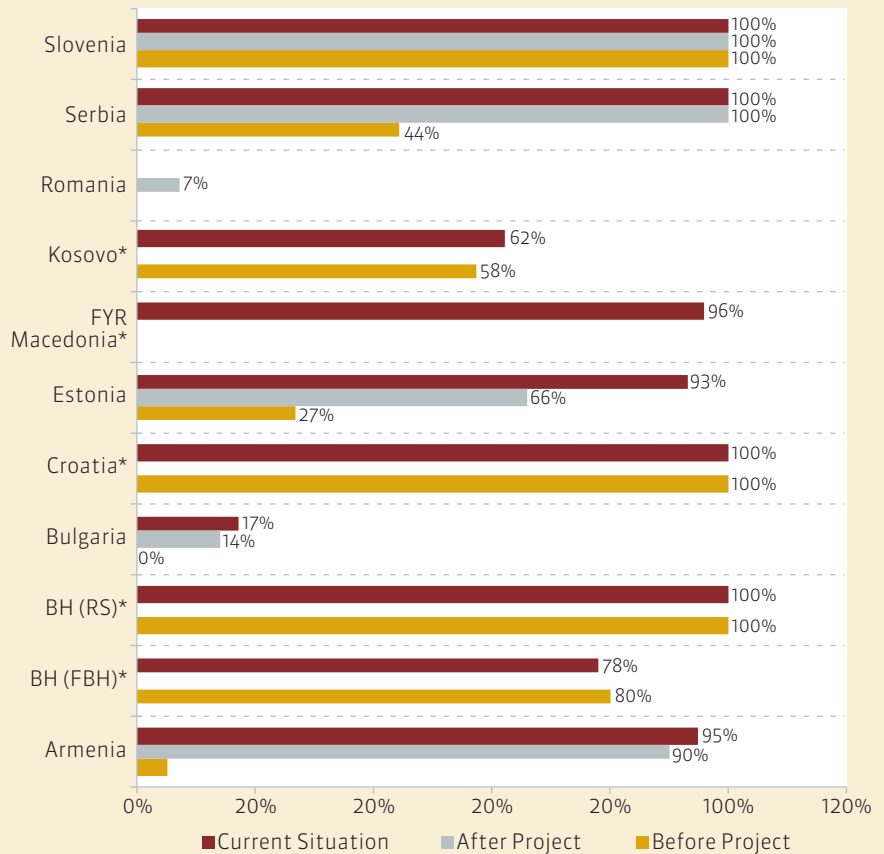
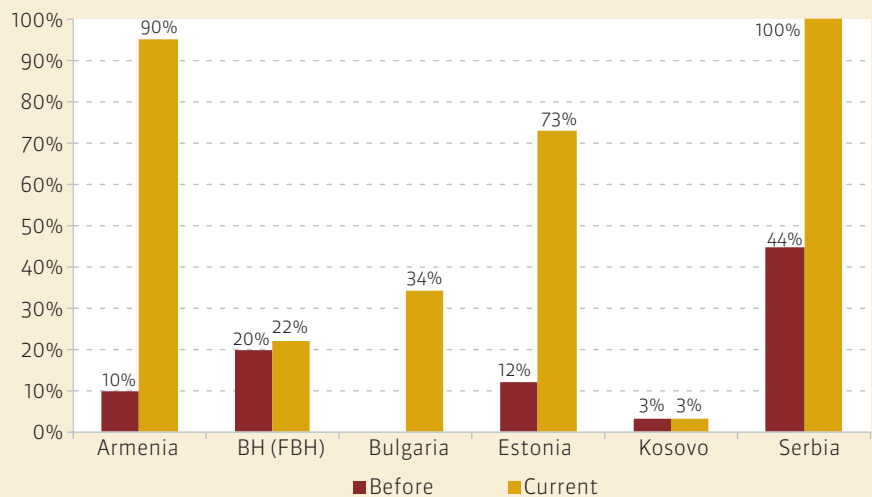


Figure 2b
Percentage of Urban Land Parcels Recorded in the Cadastre (Before Project and Current Situation)



ECA land projects helped expand fiscal land record coverage.

In countries at more advanced stages, ECA land projects supported digitization and automation of land records, and recently, Bank-financed land projects have supported the integration of fiscal, legal, and geographic records on land rights with joint or linked information systems.⁹ The ultimate development aim is to create information systems that are integrated or shared with other public datasets, forming a national spatial data infrastructure (NSDI)¹⁰ that allows public viewing and facilitates electronic submissions.¹¹ In parallel with the technical evolution towards NSDIs, institutional development and capacity building have been important goals in land registration projects. ECA land projects have trained a generation of registrars and cadastral surveyors in the region and reformed laws, regulations, standards, infrastructure and procedures as well as organizations (Table 3).



An ECA land project helped the creation of land register to Kazakhstan. (Photo by Almas Dissyukov/World Bank).

Among the first of its kind, the Kazakhstan Real Estate Registration Pilot Project (1997–2000, US\$10 million) was a pure land registration project, although it also tested solutions for fiscal (cadastral) mapping. The project’s aim was to pilot a national land registration and transactions system in a few areas for eventual nationwide implementation. By the time the project closed, land registration offices that also recorded property rights had been established across the entire country. The offices were financially sustainable and the volume of land (and property) transactions rose 29 percent between 1998 and 2000 (Figure 3). The average land transaction processing time settled at 10 days, which was considered reasonable at the time (Figure 4). The project addressed both technical and institutional issues and trained land registration personnel countrywide (World Bank, 2001).

The Bulgaria Registration and Cadastre Project (2001–2009, US\$37 million) is an example of an ECA land project that dealt with a dual-agency land registration structure, where different institutions were responsible for keeping a register of land parcels (cadastre) and a register of land rights (land register). The implementation of this project went through significant delays mainly due to an ongoing lack of interagency coordination, a common impediment in dual agency land registration projects. However, a breakthrough was experienced with the development of a joint information

⁹ Operational, for example, in Albania, Armenia, Bosnia and Herzegovina, Bulgaria, Georgia, Romania, FYR Macedonia, Kosovo, and Serbia.

¹⁰ Achieved in some form in Albania, Bulgaria, Estonia, FYR Macedonia, Georgia, and Slovenia.

¹¹ Operational in Armenia, Estonia, FYR Macedonia, Georgia, and Slovenia.

Table 3. Legal development, system modernization and capacity building investments by selected ECA Land Projects

	Legal Projects Supported					Procedures/ standards review	IT System Developed	Offices Built	Offices Renovated	Staff Trained	Business Plans/ Strategies Developed
	New Laws	Amendments	Regulations								
Albania (IPRS)	1	0	1	0	0	1	0	25	200	0	
Albania (LAMP)	1	0	1	1	1	1	0	3	150	3	
Armenia	1	1	1	1	1	1	0	9	0	0	
BH – FBH	0	0	2	1	1	2	0	28	1,047	2	
BH – RS	2	3	0	2	2	1	0	18	1,443	2	
Bulgaria	0	0	1	2	2	1	0	139	0	4	
Croatia (RPRC)	2	5	15	2	2	1	0	19	10,321	1	
Croatia (ILAS)	1	1	0	0	0	0	0	0	265	0	
Estonia	0	0	0	0	0	0	0	0	0	0	
FYR Macedonia	2	5	20	2	2	3	1	29	951	2	
Georgia	0	0	0	0	0	1	0	47	225	1	
Kosovo (BETA)	1	2	2	0	0	0	0	3	161	1	
Kosovo (RECAP)	1	1	5	2	2	0	0	9	161	1	
Serbia	1	1	21	0	0	0	2	3	1,000	1	
Slovenia	6	0	1	2	2	0	0	0	192	2	
Tajikistan	0	1	1	1	1	1	8	6	120	0	
Total:	19	20	71	16	13	11	338	16,236	20	20	

ECA land projects have reformed laws, regulations, standards, and procedures, developed infrastructure and organizations, and trained a generation of registrars and cadastral surveyors.

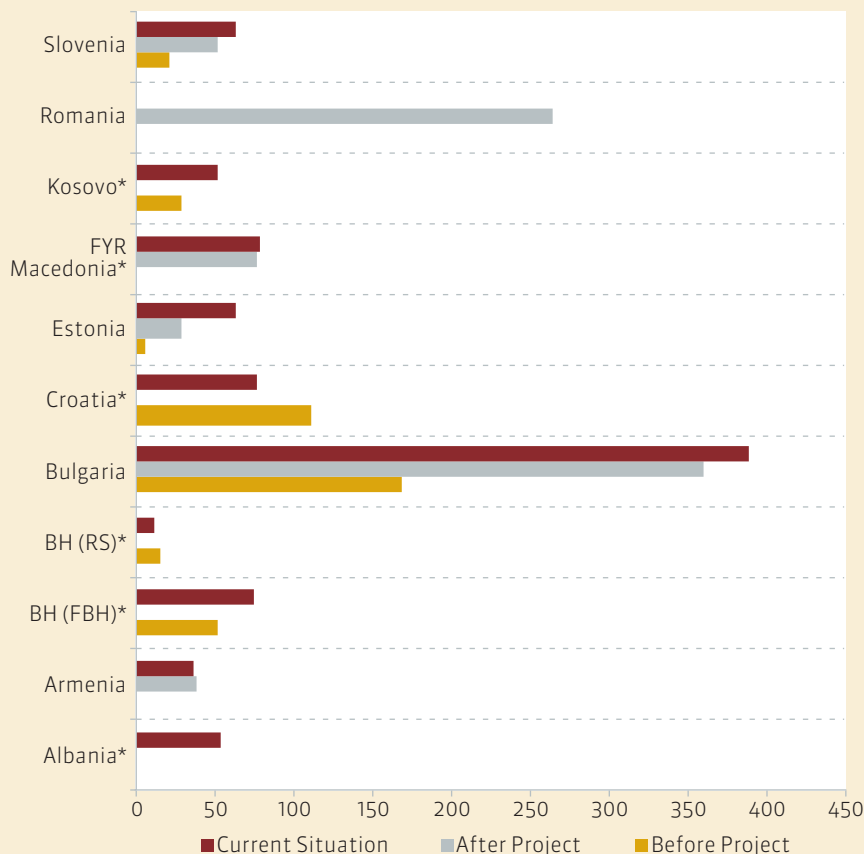


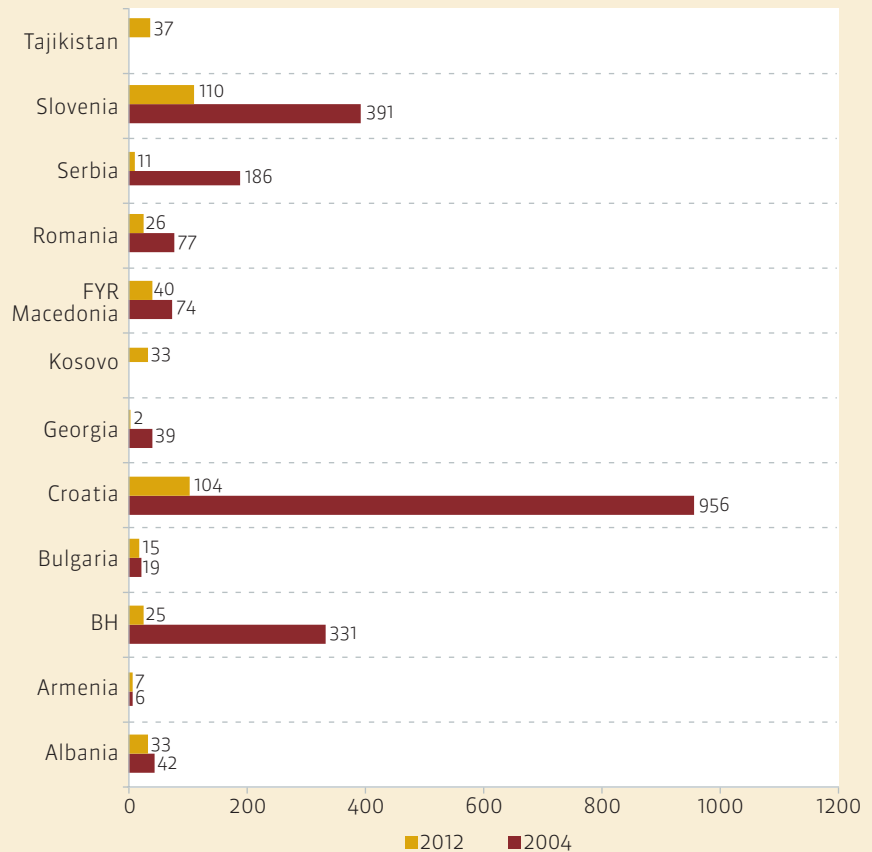
Figure 3
Number of Land or Property Sales Recorded during the Year
(in thousands)

ECA land projects focused on facilitating land markets and results are visible in statistics, although the post-2008 financial crisis had a devastating impact on land markets in the region.

system that linked the land register kept by the registration agency to the cadastre kept by the cadastral agency (Figure 5). At project closure, the joint information system had become one of the few integrated web-based land registration systems in ECA that had been introduced nationwide. The land and property market stakeholders (notaries, bankers, real estate agents, surveyors, etc.) and the public now enjoy a one-stop-shop, due to the electronic linkage of the two systems. This was a revolutionary result compared to the dispersed and cumbersome property registration system at the start of the project. The Bulgarian joint information system is still one of the most successful Information and Communications Technology (ICT) systems that the Bank has supported in the region.¹² (World Bank, 2009).

¹² ECA land projects have invested in more than two dozen ICT systems during the evolution of the digital era in land administration.

Figure 4
Time required to register property
(days)



ECA land projects have affected property registration times. (Source: Doing Business index).

Unlike in Bulgaria, many ECA land projects have supported mergers of dual registration systems into single agencies.¹³ The Romania General Cadastre and Land Registration Project (1998–2006, US\$25 million) started with a classic dual-agency structure of court-based land book registers and a separate cadastre. While the merger of the two institutions was resisted for quite some time due to an attachment to the long tradition of land book registration, the project helped create the National Agency for Cadastre and Real Estate (ANCP), a tremendous achievement. The merger was made possible by the change in attitude at the Ministry of Justice, sparked by a progressive new minister. The minister recognized that the staff, space,

¹³ In place, for example, in Albania, Armenia, the Republika of Srpska of Bosnia and Herzegovina, FYR Macedonia, Kosovo, Kyrgyz Republic, Romania and Serbia.

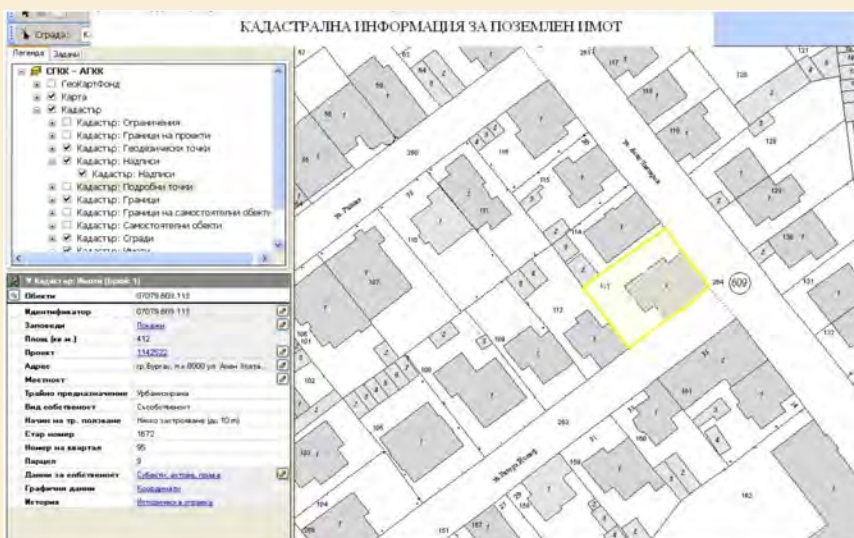


Figure 5
Cadastral index
map interphase
in Bulgaria

An ECA land project helped to automate land records in Bulgaria. (Screen capture from Cadastraltemplate.org).

and resources of the Ministry of Justice were being used for essentially uncontested, routine real estate transactions, and that this had become a hindrance to the real business of the courts and judiciary. The creation of the National Agency was a significant step towards the sustainability of land and property registration in the country. The Agency immediately became financially sustainable, accumulating surpluses from the registration fees. Land and property rights registration times decreased significantly and the quality of records increased. At project closure, land registration customers were served through a one-stop-shop without the administrative hurdles of the past. (World Bank, 2006)

Taking a step forward from a typical land registration project, the Slovenia Real Estate Registration Project (2000–2005, €15 million) included a building and apartment recording initiative that resulted in the creation of a 3D land record. A methodology for conducting a rapid inventory of buildings and apartments for the creation of a standalone building cadastre was piloted and applied countrywide. Seventy percent of all buildings and apartments were recorded. This enabled the owners to register rights to their apartments in the land register and use their apartments and buildings as collateral for credit. In this way, a large body of dormant capital, which represents a large part of the national wealth of Slovenia, was released to the credit market. (World Bank, 2005)

Broadening the scope, the Armenia Title Registration Project (1999–2004, US\$8 million) was one of the earliest comprehensive land projects to establish an advanced parcel-based land (and property) registration system. In addition to



An ECA land project helped to unify land registration to single agency in Romania. (Photo by Mika Törhönen).

operations were efficient—register extracts were provided to clients within a day, and registration of land transactions took one day in most cases and up to three days for more complicated ones (Figure 7).

The project's achievement of its development objectives was rated substantial. The project had an immediate impact on the land and property market, which more than doubled in volume during the project period. The growth in mortgages fluctuated in the beginning, reflecting macro market developments, but saw rapid increases in 2002 (38 percent) and 2003 (48 percent). Most mortgage registrations took place in urban areas, but in 2003, land-based agricultural mortgages constituted one-fifth of all registered mortgages. During the project, mortgage loan interest rates dropped from 40 percent to 10–16 percent. While the interest rate drop cannot be fully attributed to the project, the more reliable land registration system (Figure 6) was a big factor in this outcome. Finally, the project supported business planning for the land register and, at project close, the register approached full cost recovery status. (World Bank, 2004b)

World Bank financing, the project received support from the Swedish International Development Agency (SIDA), the U.S. Agency for International Development (USAID), the European Union (EU), and Switzerland. The project helped establish a unified land register of parcels, buildings, and property rights, and completed systematic first registrations in many areas. At the project's closure in 2004, the land register included almost all of the country's privately owned land parcels and buildings. Land registration operations were efficient—register extracts were provided to clients within a day, and registration of land transactions took one day in most cases and up to three days for more complicated ones (Figure 7).

The project's achievement of its development objectives was rated substantial. The project had an immediate impact on the land and property market, which more than doubled in volume during the project period. The growth in mortgages fluctuated in the beginning, reflecting macro market developments, but saw rapid increases in 2002 (38 percent) and 2003 (48 percent). Most mortgage registrations took place in urban areas, but in 2003, land-based agricultural mortgages constituted one-fifth of all registered mortgages. During the project, mortgage loan interest rates dropped from 40 percent to 10–16 percent. While the interest rate drop cannot be fully attributed to the project, the more reliable land registration system (Figure 6) was a big factor in this outcome. Finally, the project supported business planning for the land register and, at project close, the register approached full cost recovery status. (World Bank, 2004b)



An ECA land project helped to establish an apartment register in Slovenia. (Photo by Mika Törhönen).



Figure 6
e-Cadastre
Electronic
Property
Registration
System in
Armenia

An ECA land project helped establish an efficient parcel-based property registration system in Armenia. (Screen capture from e-cadastre.am).

Valuation and taxation

Second and third generation land administration projects logically included valuation and taxation activities employing improved land records for revenue collection. The Slovenia Real Estate Registration Modernization Project (2000–2005, €15 million) was among the first ECA land projects to support property taxation and valuation. The proj-

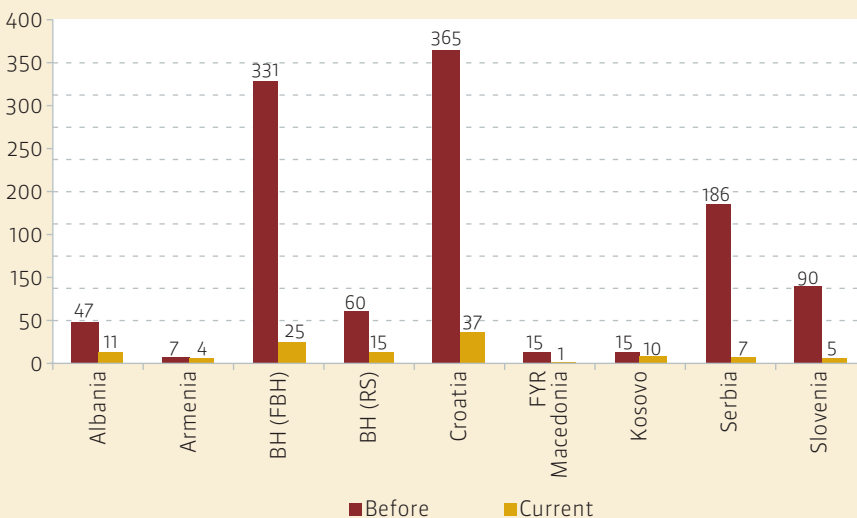


Figure 7
Number of Days
to Register
a Land Sale
(Before Project
and Current
Situation)

ECA land projects have had substantial impacts on land registration times.

ect supported the drafting of a law for property appraisal and piloted a new mass appraisal system for apartments, business premises, industrial buildings, and agricultural land and forests. The property taxation system was successfully piloted during the project, but its application continues to be delayed due to political sensitivities. The mass appraisal system was recently completed country wide, and it is being applied today.

Land administration projects of scale

Finally, while many ECA countries are relatively small in size and population, it is notable that ECA land administration projects have also been successful in large countries and in large volume registers.¹⁴ The Turkey Agricultural Reform Implementation Project (2001–2008, US\$600 million) invested in land registration for low-income farmers and resulted in 6.6 million new entries in the land register, benefitting farmers in 2,500 villages in southeastern Turkey. Among other activities, the Russia Cadastre Development Project (2005–2011, US\$100 million), (World Bank, 2011) unified the fragmented Russian cadastral system into one institution providing fully digital one-stop-shop services countrywide. The Ukraine Rural Land Titling and Cadastre System Development project (2004–2013, US\$82 million) (World Bank, 2013) digitized all cadastral records and rolled out a new Cadastre ICT system countrywide. Finally, the Turkey Land Registration and Cadastre Modernization project (2008–, US\$203 million) implemented a cadastral map renewal program across the country and established a verified and seamless digital cadastral map in a nationally coordinated system, creating an ideal base for the NSDI.

Pioneering Third Generation Land Management Projects

Third generation projects are evolving and broadening areas of focus at a time when many ECA countries are completing the transitional phase. Third-generation projects now focus on enhancing land management to serve varying and evolving needs. These land projects are building on established property rights and efficient land administration systems that the previous generations of projects helped to create. Most on-going and upcoming ECA land projects will use existing land and property registers to improve management and governance of land and natural resources.

Land consolidation

Pioneering the third generation land management projects, two ECA land projects have included land consolidation. In Turkey, where agricultural land is highly

¹⁴ Note that the Bank was a minority co-financier in each of these projects.

fragmented, the Turkey Agricultural Reform Implementation Project (2001–2008, US\$600 million) supported a large land consolidation pilot program in 12 provinces that included inventory and valuation, re-parceling, land improvement, and registration. The project facilitated direct access to rehabilitated irrigation and road networks for the enlarged parcels and achieved a consolidation rate of 53 percent. Ninety-six percent of parcels became regularly shaped and therefore suitable for mechanized farming. The beneficiaries' access to roads and water improved significantly and their costs were reduced. The Government of Turkey rolled out the pilot in 2009 with a US\$200 million annual budget (World Bank, 2009b).

In Moldova, the Second Rural Investment and Services Project (2006–2013, US\$30 million) included a small land re-parceling pilot that facilitated community-level smallholder transactions as a mean of consolidating land. The pilot was successful and demonstrated a strong demand for smallholder re-parceling and reduction of transaction costs, and showed that smallholder re-parceling can lead to the creation of commercially viable farms. (World Bank, 2013a)

Land-use planning

Several ECA land management projects have invested in land-use planning. The Albania Land Administration and Management Project (2007-, US\$40 million) supported a revision of the urban planning system and development of regulatory plans in key cities of Albania. The project has been successful in reforming the legislation for urban planning. Eight new territorial plans have been completed with project support.

Demand for support in urban planning remains very high in ECA. The regionally widespread problem of illegal building is essentially a consequence of collapsed planning and permitting systems. Planning system reforms and investment in the production of plans can have a major development impact by reducing informality, which in turn triggers economic and social benefits to people and increases revenues for governments.

Land use monitoring

The Slovenia Real Estate Registration Modernization Project (2000–2005, €15 million) was in many ways indicative of the new ECA land proj-



An ECA land project supported land consolidation in Turkey. (Photo by Holger Kray).



An ECA land project helped to develop regulatory plans to key cities in Albania. (Photo by Kathrine Kelm).

ects that went beyond the traditional land and property registration focus (which it also included but with less success). Among other activities, the project developed a land use monitoring system to support the Integrated Administration and Control System (IACS). Data on agriculture and forest land use was acquired for the whole territory of Slovenia and incorporated into a Land Parcel Identification System (LPIS), which is an integral part of the IACS. The LPIS is a geographical information system for

the control of farmers' subsidy payments under the Common Agriculture Policy (CAP) of the EU (Figure 8).

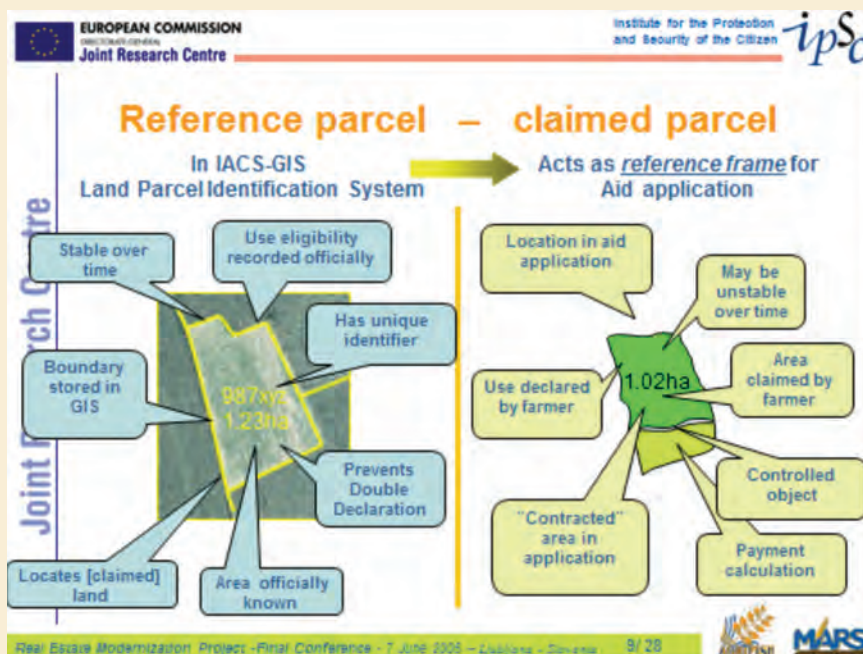


Figure 8
Model of IACS-GIS Land Parcel Identification System

An ECA land project helped to develop a GIS application for monitoring farm subsidies. (Source: Slide at the project closing workshop by O. Leo and S. Kay of EU JRC).

Table 4. Country Rankings for Registering Property, Doing Business Index 2014

1	Georgia	11	Estonia
2	New Zealand	12	Kyrgyz Republic
3	Belarus	13	Iceland
4	United Arab Emirates	14	Bahrain
5	Norway	15	Azerbaijan
6	Lithuania	16	Kazakhstan
7	Armenia	17	Russian Federation
8	Denmark	18	Portugal
9	Rwanda	19	Saudi Arabia
10	Slovak Republic	20	Guatemala

Nine of the 20 most efficient real estate registration systems are in ECA countries.

LESSONS LEARNED

Twenty years, 24 countries, and 42 ECA projects provide a repository of knowledge on successful land projects in the context of countries in transition. The following presents a summary of key lessons learned in three areas—policy and regulatory framework, institutional development, and capacity building—before turning to key lessons related to approaches and sustainability.

Policy and Regulatory Frameworks

Clear tenure rights policies and/or regulatory frameworks, along with clarified institutional responsibilities in land administration, are pre-requisites for success in land projects. Policies and/or regulatory frameworks should cover (a) tenure rights to land and property, (b) rights to sell, lease and mortgage, and (c) institutional solutions and arrangements for land administration. Projects that started with unclear policies and laws and dispersed institutional responsibilities have been hard to implement. ECA land projects often bypassed policy work and directly supported legal and regulatory development. This was due to the regional norm; land policy was not a common concept in ECA.

Institutional Development

Institutional development and reforms are challenging. Success requires a long-term commitment, political will and, in particular, a political champion. Senior government officials with a strong commitment to reform can make a great deal of progress with a land project. In the opposite case, a reluctant key official (often bound or impacted by significant vested interests) can halt development for years, with serious consequences beyond the land sector. Management rotation may help, but frequent changes in politically appointed managers are counterproductive to development due to losses in institutional memory. Single land administration agencies that cover rural and urban areas, land and buildings, cadastre, and the registration of property rights work best. Institutional development is much slower in the dual land administration contexts. Unifying building registers with legal and fiscal land registers has also made huge improvements to customer service and market facilitation. Market based, government-regulated service development (such as notaries, lawyers, valuers, surveyors, and the like) has been successful, but at times has led to unnecessary monopolies.

Capacity Building

Capacity building is a long-term activity beyond project durations. Training in legal and technical procedures, information technology, GIS, management, business planning, customer service, and so forth ideally targets both the public and the private sector, promoting customer orientation, business planning, transparency, and good governance. Capacity building helps to remove knowledge gaps and is a key to the long-term sustainability of project outcomes.

The global economic downturn of 2008 hit the ECA region particularly hard and had a measureable impact on mortgage lending (among other areas), which land registration proj-

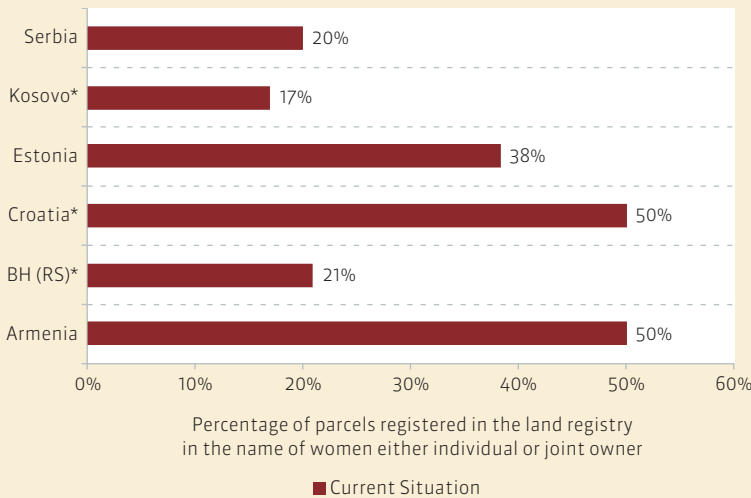


Figure B1
Percentage of parcels registered in the land registry in women's names, as individual or joint owners

ECA land projects increasingly monitor gender indicators, which continue to reveal inequalities in land and property ownership in Europe.

ects had previously helped accelerate in volume and value. ECA land projects have provided training sessions to land and property market players, but land registration projects require a sustained focus on standards, safeguards, and capacity building in the banking sector in order to mitigate mortgage lending risks.

Successful Approaches

The early stages of land registration development should focus on establishing functioning systems rather than fully covering records. Emerging real property markets require the quick implementation of efficient registration systems to allow sporadic registration as transactions happen. Otherwise, informality prevails and many potential investments are lost. Once the registration system is in place and serving the (sporadic registration) needs of businesses, families, and the public sector, the focus can turn to the data, for example, via systematic registration programs. Early focus on urban areas is justified by the more active and valuable markets and the quick economic benefits and revenues that can later be invested in rural areas, where benefits are generally more social than economic.

Public awareness and social inclusion

ECA land projects demonstrate that success depends on public perception and participation, and on the added value that public awareness and education campaigns can create. Improving the image of land administration is very important for building confidence in the system. Confidence in the system correlates with a desire to register transactions in a legal registration system. Social inclusion can be fostered by specific targeting of vulnerable groups and women, and by providing access to legal aid.

(continued on next page)

LESSONS LEARNED *(continued)*

Making land records publicly available fosters good governance, and ECA land projects have demonstrated the power of the internet in this regard. Addressing gender inequality (Figure B1) in access to formal property rights is important even if the law prescribes equal rights. Norms and habits change slowly and improving formal rights to land for women improves their overall standing in the household economy. Providing access to gender disaggregated data and including gender specific messages in public awareness campaigns, training, and education can have significant impacts.

Information and communication technology

Where possible, investment in ICT improves efficiency in land administration, but it is not a cure-all. Automating poor or overly complex procedures does not improve efficiency. In addition, large international ICT contracts can yield good results, but are often difficult to execute, causing major delays. The Bank's standard project time of five years is too short for the design, tendering, and implementation of a large ICT system. In-house ICT system development and incremental approaches have proven easier to implement. In-house automation can provide workable systems that become operational quickly and build in-house capacity at the same time. Incremental investments can make use of the latest technologies and can mitigate risks effectively. Regardless of the chosen approach, ICT system development needs to be driven by business needs and by business users.

Surveying methodologies

ECA land projects have shown that cadastral surveys can be either bottlenecks or game changers, depending on the approach. The accuracy of cadastral survey work does not appear to have any bearing on real estate market activity or on instances of dispute. Countries that maintain requirements for high levels of accuracy and sophistication in cadastral surveys will struggle to find funding for larger-scale implementation of their programs. Success in ECA has correlated with the adoption of simple and efficient surveying methodologies that kept costs low. A combination of strategic systematic registration campaigns in key areas and enhancement of sporadic registration activities nationwide is a good approach for building a geographically comprehensive land register database and standard service. In weak governance settings, the establishment of a private cadastral surveying profession has significantly improved the quality of service to customers.

Sustainability

Business orientation

ECA land projects demonstrate that land registration can be a self-funding, revenue-generating activity. However to ensure self-funding, land registration agencies need to be business and customer oriented, do substantial analysis and planning, and have systems for monitoring and evaluation. When services provided to citizens improve, revenues improve. Flexible salary schemes and business approaches tend to improve staff quality and morale (strict salary restrictions seldom contribute to good governance). Budget-financed agencies can also function, but in the contexts of weak governance, self-financing is the better option. Regardless of the financing model, a land agency needs to be able to employ and retain professionals to fit its plans and needs.

Monitoring and evaluation

Monitoring and evaluation systems are an essential tool in land administration agencies for building a better service culture and for sustaining revenues. Key land project indicators include: level of customer satisfaction (assessed from surveys), application processing speed, volume of registered transactions including mortgages, amount of credit secured based on property as collateral, revenues, human resource use, land values, queries, and amount of information accessed, among other considerations. Social development objectives benefit from monitoring vulnerable groups' representation in land records. Mainstreaming project monitoring and evaluation frameworks allows regional and global comparison and aggregation. Accurate quantification of project benefits requires a household level impact evaluation survey after the project, along with good baseline data and counterfactual.

Change Management

Change is possible. ECA land projects show that land administration agencies accustomed to functioning as controllers can be reformed through training and reorganization to provide quality service to customers. Among others, simple changes in office design and workflows can have a big impact on reducing corruption. For example, the simple introduction of a back-office (production)/front-office (customer service) divide makes a difference. Online access to land records by various customers (owners, real estate agents, notaries, banks, etc.) improves transparency and reduces opportunities for petty corruption. The progress can be monitored in satisfaction surveys and asking professional customers for honest feedback.

Impact of ECA Land Projects

Both theoretical investigations as well as empirical evidence point to high rates of return from land registration projects (Table 6). The World Bank's experience in supporting land registration projects in ECA clearly indicates that secure tenure and efficient land and property registration systems are of fundamental importance for economic growth and prosperity.

Assessing the economic impact of land projects is complicated by several challenges, including difficulty in gathering reliable data, difficulty in measuring benefits such as increases in investments or labor mobility, and the inability to attribute the full range of economic benefits to the land project alone. Keeping the focus on land registration projects helps to overcome some of these challenges because many of the results—like decline in the number of days to register a property or decrease in transaction costs—can be measured relatively easily and compared across countries and time periods. Furthermore, land registration is the core element of ECA land projects.

The primary economic benefits accruing from land registration projects are improved incomes and increased assets for beneficiaries, and reduced costs of services. In due course, these improvements are usually reflected in national accounts as economic growth. While land and property registration projects contribute to strengthening financial markets, economic growth, and prosperity, project impacts tend to reflect the cyclical ups and downs of national and global economies over the short term. Thus, measuring the tangible economic impact of land registration projects remains a challenge.

The economic impact assessment carried out for this publication analyzed land registration projects using Byamugisha's framework.¹⁵ The application of the framework's five financial development and economic growth linkages—(a) land tenure

¹⁵ The Effects of Land Registration on Financial Development and Economic Growth, Frank Byamugisha, (World Bank, 1999).

Table 5. Impact of ECA Land Registration Projects (as captured in the ICRs)

Country and Project	Anticipated Main Outcomes and Impacts (PADs)	Realized Main Outcomes and Impacts (ICRs)
Armenia Land Titling Project	Secure property rights, increase efficiency of real estate markets	Property rights registered, increased mortgage activities, lower interest rates
Azerbaijan Real Estate Registration	Restore farm productivity through nationwide property registration	Regional cadastre offices established, increased secondary land market transactions, 66% reduction time to register property
Bosnia and Herzegovina Land Registration Project	Develop transparent land markets	Significant reduction in time to register property, increase in mortgage market activity, fiscal impact of US\$13 million
Bulgaria Registration and Cadastre Project	Secure property rights, develop efficient property markets	Established joint ICT system for land and property registration, reduced transaction cost and time, near 400% increase in number of transactions and mortgages
Croatia Real property Registration and Cadastre Project	Develop efficient real estate markets	84% reduction in land register backlog, 90% reduction in time to register a mortgage, 93% reduction in time to register a transaction, increase in property tax collection of €4.74 million
Kazakhstan Real Estate Registration Pilot Project	Secure property rights, develop real estate market	Secured property rights, increased land and property market activity by 29%, and promoted the development of credit markets through an increase in mortgages
Kyrgyzstan Land and Real Estate Registration Project	Develop and promote real estate markets	2.5 million properties registered, time and cost to register property reduced
Moldova First Cadastre Project	Develop and implement a national unified real estate registration system	Secured property rights, increased mortgages and number of transactions, increased tax revenues, number of property transactions quintupled, number of register inquires increased by eight-fold
Romania General Cadastre and Land Registration	Establish efficient registration system, set up cost effective procedures for transactions	Reduced time to register mortgages, reduced cost to banks
Russia Cadastre Development Project	Improve procedures of Unified State Cadastre, reduce time to complete transactions	Reduced time to process transactions, increased efficiency in terms of transactions per employee, expansion of e-services

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Table 5. Impact of ECA Land Registration Projects... *(continued)*

Country and Project	Anticipated Main Outcomes and Impacts (PADs)	Realized Main Outcomes and Impacts (ICRs)
Serbia Real Estate Cadastre and Registration	Build a more efficient property registration system	Increased number of transactions and mortgages, increased customer satisfaction
Slovenia Real Estate Registration Modernization	Increase efficiency of real estate registration system, upgrade legal framework	Developed mass appraisal system, increased efficiency of registration system, volume of mortgage loans increased by over 200%
Ukraine Rural Land Titling Project	Secure property rights, establish a nationwide land cadastre	Issued 17 million deeds, launched automated system for registration, reduced time and cost of registration

security and investment incentives linkage; (b) land title, collateral, and credit linkage; (c) land markets, transactions, and efficiency linkage; (d) labor mobility efficiency linkage; and (e) land liquidity, deposit mobilization and investment linkage, as well as a sixth added linkage;¹⁶ (f) the fiscal and tax linkage—resulted in the analysis illustrated in Table 7. This analysis shows that the impacts of ECA land registration projects on investments and land and property markets are tangible and explicit, while the impacts on credit markets are more implied, but still universal. Other impacts are less universal. However, this could be more the case that impacts beyond land markets and investments are harder to measure and are thus less likely to be captured in ICRs.

Based on the economic impact analysis of the 13 projects' ICRs, the total impact of ECA land registration projects is estimated at US\$1.1 billion—a 2.22x increase over the initial project costs, implying a return on investment (ROI) of 122% (Figure 10a). The total economic benefit of each registration of land or property is estimated at US\$16.13 (Figure 10b).

However, perhaps the more relevant conclusion is that the Bank-funded ECA land registration projects seem to have smoothed and accelerated the transition process. Land and property markets have improved in 11 of the 13 ECA countries with land registration projects after the completion of those projects. Available data on mortgage markets also show a positive trend in the value of residential loans compared to GDP (Figure 11).

¹⁶ The new linkage was added in the “Economic Impact of 20 Years of ECA Land Registration Projects” (2014) by Suha Satana, Mika-Petteri Törhönen, Aanchal Anand, and Gavin Adlington.

Table 6. Economic Rate of Return Estimates (ERRs) in ECA Land Registration Projects

Country	Project Name	ERR (%)
Bosnia and Herzegovina	Land Registration Project	47
Croatia	Real Property Registration and Cadastre Project	12
Romania	General Cadastre and Land Registration	14
Serbia	Real Estate Cadastre and Registration	128
Slovenia	Real Estate Registration Modernization	12
Ukraine	Rural Land Titling Project	31

Source: Project ICRs.

Table 7. Economic Impact Linkages of ECA Land Registration Projects

	PAD						ICR					
	L1	L2	L3	L4	L5	L6	L1	L2	L3	L4	L5	L6
Armenia	Explicit	Explicit	Explicit	Implied			Explicit	Implied	Explicit			Explicit
Azerbaijan	Explicit	Explicit	Explicit	Implied		Explicit	Explicit	Explicit	Explicit	Implied		
Bosnia and Herzegovina	Explicit	Implied	Explicit		Explicit	Explicit	Explicit	Implied	Explicit			Explicit
Bulgaria	Explicit	Explicit	Explicit		Explicit		Explicit	Implied	Explicit			Explicit
Croatia	Explicit	Implied	Explicit				Explicit	Explicit	Explicit			Explicit
Kazakhstan	Explicit	Explicit	Explicit				Explicit	Explicit	Explicit			
Kyrgyzstan	Explicit	Explicit	Explicit		Explicit				Explicit			Explicit
Moldova	Explicit	Explicit	Explicit			Explicit	Explicit	Implied	Explicit			
Romania	Explicit	Explicit	Explicit				Explicit	Explicit	Explicit			
Russia	Implied	Implied	Explicit		Explicit	Explicit	Explicit	Implied	Explicit			
Serbia	Explicit	Implied	Explicit		Explicit		Explicit	Implied	Explicit			Explicit
Slovenia	Explicit	Explicit	Explicit		Explicit		Explicit	Implied	Explicit			Explicit
Ukraine	Explicit	Implied	Explicit				Explicit	Implied	Explicit	Explicit		

Key
L1 Land tenure security and investment linkage
L2 Collateral and credit linkage
L3 Land markets, transactions, and investment efficiency linkage
L4 Labor mobility and efficiency linkage
L5 Land liquidity, deposit mobilization, and investment linkage
L6 Fiscal and tax linkage

Explicit benefit
Implied benefit

*PAD = Project Appraisal Document; ICR = Implementation Completion Report.

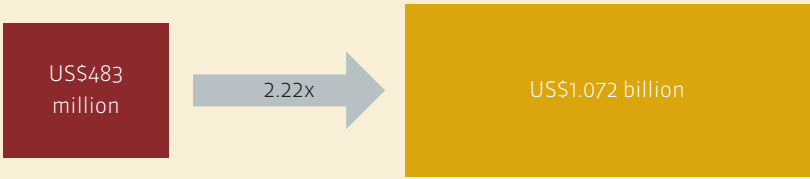


Figure 10a
Total Impact of ECA Land Registration Projects

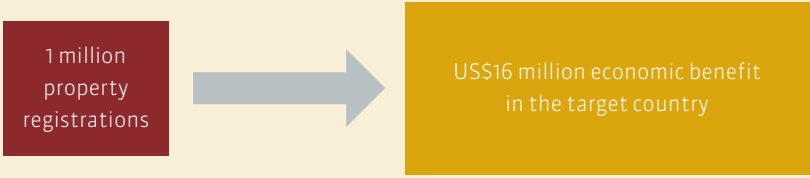


Figure 10b
Total Economic Benefit of Land and Property Registrations

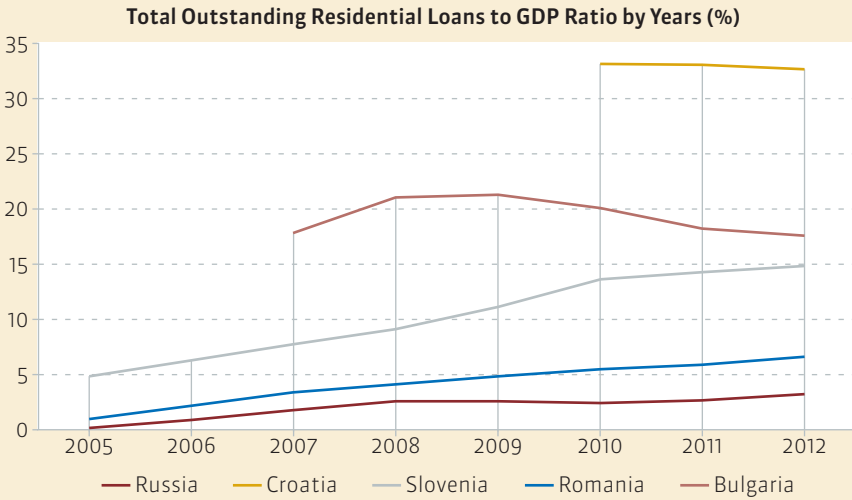


Figure 11
Outstanding Residential Loans-to-GDP Ratio

Source: Hypostat 2013.

Key Features of Successful Land Administration Projects in Developing and Transitional Country Contexts

Land and project experiences in the ECA region provide a repository of knowledge on successful land administration projects in and beyond the context of countries in transition. It is clear that the circumstances of ECA's collapsing socialist structures were unique and that the region's transition will not repeat itself elsewhere. Furthermore, unlike many other parts of the world, there are few historical or territorial land disputes in ECA, and land relations are fairly settled. In addition, ECA land projects were able to build on existing (and fairly large) textual and spatial datasets on land and land rights. Finally, ECA landholders are generally literate and probably better educated than their counterparts in other regions. However, in spite of these differences, the context, scope, and objectives of ECA land projects share general features (such as land record digitation and automation, and systematic first registration) with more recent land projects in other countries, contexts, and regions.

Land reforms are still needed, for example, in Latin America and Southern Africa. While legal land administration systems cover only a small portion of land parcels and properties in developing countries, the importance of sustainable land management is even greater now with advancing climate change, urbanization, growing populations, and the quest for alternative sources of energy. ECA land projects have produced good results, and because they share similar structures and success factors, they can inform governments, donors, and practitioners designing and implementing land projects in other countries and regions. There are several key principles, modalities, and project components behind a successful land project.

Key Principles behind Successful Land Projects

Successful land projects adhere to the following three key principles: *clarity*, *ownership*, and *sustainability*.

Clarity

Land projects need to have well defined objectives, activities, and indicators, and should focus on what is achievable, building on successes. Broader scopes and ambitious policy, legal, and institutional agendas may work at times, but mainly cause problems for the project implementers, as the political decisions over land administration institutional settings are unpredictable and often beyond the project counterparts' powers or influence. Investing in improving land institutions' technical infrastructure, personnel capacity, performance standards, monitoring, service orientation, and business planning yield better results. Institutional arrangements evolve naturally together with improved working environments, performance, staff morale, client perception, and political awareness of the land agency's services. Great impacts can be achieved, for example, by simply digitizing records and making them available online. Transparency of records, a typical technical target in land projects that can be achieved through relatively straightforward technical contracts, can have huge impacts on efficiency, informed decision-making, corruption prevention, and security of transactions.

Ownership

The pace of institutional development correlates with the level of government ownership in land projects. More concretely, the existence of a political champion to steer projects correlates with their success in institutional development. Land projects are long-term undertakings, and success requires long-term commitment. Constant changes in management are detrimental to progress. Nevertheless, senior government officials with strong commitment to reform can make a lot of progress with land projects. High levels of government ownership stem from the popularity of activities among end beneficiaries such as farmers and urban dwellers. When land projects reduce informality, reduce threats of eviction, and increase property values, liquidity, and access to credit, beneficiaries win.

Sustainability

When land institutions serve the needs of real estate markets efficiently and transparently, direct revenues can easily overcome direct costs. Still, all too often governments' policies and regulations prevent land registration agencies from operating on a business basis, and the agencies retain old structures, nominal incomes, and underpaid personnel, perpetuating the poor state of land governance and high levels of petty corruption. Land projects tend to start with institutions that have low levels of sustainability, but through increased efficiency, higher quality of work, higher

volumes of transactions, and application of proper business models, sustainability is often greatly improved.

Project Modalities

Key project modalities in land projects are *policy and legal reforms*, *registration system development*, *registration data development*, *institutional development*, and *capacity building*.

Policy and legal reforms

Land projects should allow support for investments in emerging policy and legal initiatives that support project objectives. However, project implementation and success should not be conditional on progress in policy and legislative initiatives. Policy and legal development are risky and unpredictable, and projects are more successful when designed to operate under existing policy and legislative frameworks.

Registration system development

Land projects should prioritize registration system development over the production of registration data. Markets need registration systems to begin functioning quickly, which is not feasible if projects are waiting for massive systematic registration campaigns to populate the land registers. There is no use in populating a land registration system that is not in place, is dysfunctional, or is not trusted by the rights-holders. Such investments will create a temporary formality that will slowly but surely drift back to informality, transaction by transaction. The long-term impacts will be diluted and not worth the investment. It is better to build land registration systems that can provide a good level of service for sporadic registration before turning to mass data development.

Registration data development

Land projects that adopt simple and efficient surveying methodologies and keep costs low can be successful in systematic registration. This often requires overcoming resistance by the established professions that maintain excessive legal and technical requirements. In addition, combining systematic registration campaigns in key areas with enhancements to sporadic registration services nationwide has been a successful and comprehensive approach toward full coverage of records. Parallel work on the registration system and data development allows land rights issues to be resolved sys-

TYPICAL ECA LAND PROJECT COMPONENTS

Policy, Legal and Institutional Frameworks

Land project components on policy, legal, and institutional development typically support project development objectives aimed at creating fully sustainable land institutions. Rather than fixating on specific targets, policy and legal development support builds on raising opportunities to improve policies and regulations (often after national elections or after management change) and draws from a pool of funds for technical expert inputs based on prevailing needs. Policy and legal development components emphasize institutional development and capacity building, and address the long-term challenges of sustainability and governance of land institutions. Client orientation, financial sustainability, quality of service, and sensitivity to social vulnerabilities are among the typical areas of capacity building. Technical training and education are also substantial parts of investment and often reach out beyond the immediate recipient institution to the broader sector.

Registration Infrastructure

This component invests in improving the infrastructure, procedures, and service standards of land institutions, often land registries. The aim is to improve working conditions and staff morale, typically through office renovations, furniture and equipment, digitation of records, and automation, along with performance and service standards. Spatial data is updated, missing data is produced, and surveying and information technologies are updated. Business planning is also supported.

Registration Data

This component typically focuses on registration data and may consist of targeted systematic first-registration campaigns to record the actual, legal situation that exists in the field with a land register database. In parallel, sporadic registration is supported through training and equipping land surveyors, including those in the private sector. Equal treatment of all citizens, regardless of their gender, ethnicity, or social status, is guaranteed by combining technical fieldwork with public awareness campaigns, vulnerability mapping, and social monitoring.

tematically in key locations while allowing land and property markets to use registration services on an as-needed basis nationwide.

Institutional development

Traditional land registers with manual, paper-based procedures or early digital systems can become service oriented and revenue-generating agencies with the introduction of performance standards, able personnel, and advanced levels of automation and transparency through institutional reforms. The development of institutions is a much more important objective than application of the latest tools and technologies. In particular, depoliticizing the recruitment of professionals and introducing term appointments (commonly 5–10 years) for managers reduces personnel volatility, which is a major impediment to institution building.

Capacity building

Capacity building is a crucial element of land projects that improves sustainability, efficiency, quality, transparency, and staff morale. Capacity building forms the core of institutional development, but it will not be effective without accompanying reforms.

Completed ECA Land Projects and Ratings

ECA Land Project ICR Outcome Ratings

6/30/2014

	Name	Country	ICR Year	Rating
1	Agriculture Services Project	Albania	2008	S
2	Title Registration Project	Armenia	2004	HS
3	Farm Privatization Project	Azerbaijan	2004	HS
4	Agricultural Development and Credit Project	Azerbaijan	2005	S
5	Land Registration Project	Bosnia	2012	S
6	Registration and Cadastre Project	Bulgaria	2009	S
7	Real Property Registration and Cadastre Project	Croatia	2010	S
8	Agriculture Project	Estonia	2002	HS
9	Agricultural Development Project	Georgia	2005	S
10	Rural Development Project	Georgia	2012	MS
11	Real Estate Registration Pilot Project	Kazakhstan	2001	S
12	Business Environment Technical Assistance	Kosovo	2013	MS
13	Agricultural Support Services Project	Kyrgyz R.	2008	S
14	Land and Real Estate Registration Project	Kyrgyz R.	2009	HS
15	Rural Development Project	Latvia	2002	HS
16	First Cadastre Project	Moldova	2007	S
17	General Cadastre and Land Registration Project	Romania	2006	S
18	Cadastre Development Project	Russia	2011	S
19	Enterprise Housing Divestiture Project	Russia	2004	U
20	Housing Project	Russia	2004	U
21	Russia Land Reform Implementation Support Project	Russia	2004	S
22	Real Estate Cadastre and Registration Project	Serbia	2012	S

(continued on next page)

(continued)

ECA Land Project ICR Outcome Ratings

6/30/2014

	Name	Country	ICR Year	Rating
23	Real Estate Registration Modernization Project	Slovenia	2005	S
24	Farm Privatization Support Project	Tajikistan	2006	S
25	Agricultural Reform Implementation Project	Turkey	2009	S
26	Marmara Earthquake Emergency Reconstruction Project	Turkey	2007	S
27	First Development Policy Loan	Ukraine	2008	S
28	Rural Land Titling and Cadastre System Development*	Ukraine	2014	S]
29	Second Land and Real Estate Registration Project*	Kyrgyz R.	2014	S]

Ratings: HS = Highly Satisfactory, S = Satisfactory, MS = Moderately Satisfactory, U = Unsatisfactory.

*Projects with ICRs produced in 2014 or later have not been included in this publication's analysis.

Completed ECA Land Project Countries Covered by Impact Evaluation of 2013

Impact Evaluation Questionnaire Coverage

6/30/2013

1	Albania
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2	Armenia
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3	Bulgaria
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4	Croatia
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5	Estonia
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6	Bosnia and Herzegovina
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7	Georgia
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8	Kosovo
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9	Serbia
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10	Slovenia
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11	Tajikistan
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12	FYR Macedonia
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13	Romania
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Completed ECA Land Projects included in Economic Impact Assessment of 2014

Economic Impact Study Coverage

6/30/2014

1	Armenia – Land Titling Project
2	Azerbaijan – Development and Credit Project (Real Estate Registration Component):
3	Bosnia and Herzegovina – Land Registration Project
4	Bulgaria – Registration and Cadastre Project
5	Croatia – Real property Registration and Cadastre Project
6	Kazakhstan – Real Estate Registration Pilot Project
7	Kyrgyzstan – Land and Real Estate Registration Project
8	Moldova – First Cadastre Project
9	Romania – General Cadastre and Land Registration
10	Russia – Cadastre Development Project
11	Serbia – Real Estate Cadastre and Registration
12	Slovenia – Real Estate Registration Modernization
13	Ukraine – Rural Land Titling Project

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